"Letting a hundred flowers blossom...."

A study of educational policy-making
in Scotland in the 1970s, 1980s and
early 1990s: formulation, implementation
and dissemination, using the 10-14
Report as a case study.

Volume 1   (of 3 volumes)

by   .

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being a thesis submitted for
the Degree of
Doctor of Philosophy
in the University of Glasgow

Department of Education : Faculty of Social Sciences
University of Glasgow
July 1992

" Letting a hundred flowers blossom and

a hundred schools of thought contend

is the policy"

Chairman Mao

On the Correct Handling of Contradictions
Among the People.
27th February 1957

Summary

Educational policy-making in Scotland has traditionally been characterised by a partnership between the centre - principally the Scottish [Office] Education Department and other national bodies such as the Scottish Consultative Council on the Curriculum [the former CCC] - and the local authorities, with schools, increasingly during the 70s, 80s and 90s, being seen both as contributors to the process and arenas where policy would, or would not, be carried out.

McPherson and Raab, in "Governing Education", explored the concept of the Scottish "policy community", using data, including interviews with prominent members of the policy community, taking them up to the mid 1970s, and concentrating on the secondary school. The present work takes up the theme of policy-making and looks at the primary and early secondary scene by means of a case study of the 10-14 initiative, examines the effect of local government reorganisation [which created, for example, Strathclyde, representing half of Scotland], looks at the school as an important element in the policy-implementation process and, above all, considers the question why the 10-14 initiative failed to be implemented as policy and was instead replaced by the Government's 5-14 Development Programme.

Data is used from the 10-14 Committee, set up in 1982 as part of the CCC sub-structure, and papers from all 20 meetings of the main committee, of the various sub-committees, as well as those of the Costing Group, have been analysed. In addition, interviews with 13 members of the policy community are presented as commentary both on the 10-14 initiative and on the policy-making process generally. Finally, various papers, including memos and letters from participants in the 10-14 development are examined.

Thus, 10-14 is offered as a case study of the Scottish educational policy-making process. This particular curricular initiative followed the traditional pattern in that it was a national development, was initiated by the CCC, took the form of a Committee made up of individuals with the usual credibility in terms of expertise and covering the various sectors and regions, and it, in due course, produced a major Report.

It is argued that a large degree of consensus existed within the policy community during the period in question and that the 10-14 Committee in its

approach worked on the assumption that the traditional relationships between the SED, the regions and the schools still obtained. The notion of partnership was implicit in the Report's recommendations and the concept of ownership was fundamental to its conclusions.

However, in the late 70s and into the 80s the political climate was changing and the "assumptive world" of the policy community - and of the 10-14 Programme Directing Committee - was being challenged both by Central Government politicians of the "New Right" and by influential career civil servants in the SED. Relatively new ideas such as "delivery" became important, and new influences such as the "market" and Departments other than Education began to influence curricular change in an interventionist way.

Criticisms that the process of change was too slow, too erratic, too teacher-led were reinforced by the protracted teacher industrial action of the mid 1980s. A Conservative Government, entering its third term of office in 1987, with an Education Minister in Scotland who was a prominent exponent of New Right thinking, had quite different ideas of educational change from the then policy community.

The concepts, therefore, of "ownership" and "relationships" are presented as key elements in the analysis of educational policy-making. It is argued that 10-14 was high on autonomy and partnership, promoting as it did the notion of "autonomy within guidelines" for schools and recommending that implementation should be essentially on an area basis, with groups of schools negotiating their curriculum within the national context. However, during the 1980s, the political climate was changing. Notions of "delivery" and of "effectiveness" of implementation began to emerge, first through interventionist initiatives such as TVEI, and then, more significantly in the present context, through the National Curriculum in England and Wales.

By looking closely at the evolution of Conservative Party education policy since the 70s, it is argued that the issues which preoccupied the Black Paper writers in the 60s and 70s, namely "standards", mixed-ability teaching, rigour and accountability, emerged within the New Right of the Party, and, in the person of Michael Forsyth, appointed as Education Minister in Scotland in 1987, surfaced as a force which cut through the assumptive world of the policy community and regarded the notions of "fiat" (Ministerial) and "control" as more important than partnership and autonomy.

Thus, 10-14, and its replacement by 5-14, is used as a case study to illuminate the changes that were taking place within the political and educational worlds in the mid-70s until the present day. Aspects of the Scottish culture which have ensured that the curricular initiatives remain distinct from those in England and Wales are examined.

The structure of the work is determined by the nature of the evidence and the aim aim of the research which is to examine the nature of the recent policy-making process in Scotland, taking up where McPherson and Raab left off, using literature, original interview material and analysis of recent events, while introducing the 10-14 initiative as an illuminative case study, and, finally, drawing conclusions which take account of the current developments in the 5-14 development programme.

The opening chapter deals in more detail with the aims of the research and the nature of the evidence. Chapter 2 looks at the policy-making process itself, examining the important characteristics of the Scottish scene and attempting to produce a conceptual framework within which the analysis of the process as a whole, and the case study in particular, can be set. Chapters 3-5 look in turn at the national, regional and school contexts and the way in which policy is made and implemented at all three levels. It is argued that the school as both a generator of policy and as an arena for change has been a relatively neglected area of study until recently but it is crucial to understand the role it can play. After setting the scene in terms of previous curricular initiatives which have shaped the primary and secondary sectors since the War in chapter 6, chapters 7 to 10 deal with the 10-14 initiative which began in the late 1970s and ended in 1987 with its replacement by the Government's 5-14 Development Programme, and by analysing the original committee papers - both of the main committee and of the Costing committee - conclusions are drawn about the way the task was approached and the assumptions which underlay the final Report.

Chapter 11 analyses the educational policy development of the Conservative Party which had entered its third term of office just as decisions about the fate of the 10-14 Report had to be made. The links back to the Black Paper thinking of the 1960s are traced and the underlying assumptions of the New Right philosophy are examined in the context of this initiative in Scotland. Chapter 12 revisits the concepts of ownership and relationships in policy-making and, looking at the early years of the 5-14 programme with its

emphasis on National Testing and attainment targets, suggests that, notwithstanding political impatience with the slow pace of change and a suspicion that teachers in some way try to subvert Government intentions, the indications are that 5-14, in practice, is basing its model of implementation on notions of partnership and autonomy rather than fiat and control.

This detailed look at one major policy initiative which was widely regarded as being in the mainstream of the Scottish approach offers an insight into the process at work, the assumptive world of the education policy community and the impact of a changing political climate. It is an examination of policy in the making; an historical analysis using the 10-14 experience as a case study. It is not a conceptual-theoretical study but rather an investigation of the Scottish decision-making process in the context of a major curricular/policy initiative which was undertaken in the "classical" (Gatherer) manner but which failed to be implemented.

Acknowledgements

Acknowledgements are due to:

Mr. Malcolm MacKenzie who patiently and helpfully guided me through this work. His contribution was always thought-provoking, intelligent and insightful.

Syd Smyth and David McNicoll for allowing me access to documentation from the 10-14 Committee and to the correspondence which surrounded it.

The many people who allowed me to "pick their brains", both formally on tape and informally in a variety of situations. I hope they feel their time was not wasted.

Mrs. Margaret McFarlane, who struggled with my handwriting, but who claims she enjoyed it!

Finally, once more, to my long-suffering wife, Margo, who lived with my early-morning study sessions, my angst and my obsessions, who typed and checked much of the work and who always re-assured and supported me when I felt despondent about finishing the task. To my son, Christopher, who was 18 months old when I started, and who is now at primary school - the first of the 5-14 generation! - I am indebted for keeping me sane.

Abbreviations

ACPG	Area Curriculum Planning Group
ADES	Association of Directors of Education in Scotland
AEC	Association of Education Committees
CCC	Consultative Committee on the Curriculum
CEO	Chief Education Officer
CES	Centre for Educational Sociology
CITE	Centre for Information on the Teaching of English
CNACE	Conservative National Advisory Committee on Education
COPE	Committee on Primary Education
COSE	Committee on Secondary Education
COSLA	Convention of Scottish Local Authorities
CPESG	Conservative Party Education Study Group
CTC	City Technology College
DES	Department of Education and Science (now DFE)
EIS	Educational Institute of Scotland
EISP	Education for the Industrial Society Project
GTC	General Teaching Council
HMI	Her Majesty' Inspector(ate)
HMII	Her Majesty's Inpectors
HMCI	Her Majesty's Chief Inspector
HMDSCI	Her Majesty's Depute Senior Chief Inspector
JWP	Joint Working Party
LA	Local Authority
LEA	Local Education Authority
MSC	Manpower Services Commission
NC	National Curriculum
PDC	Programme Directing Committee
QUANGO	Quasi-Autonomous Non-Governmental Organisation
RDG	Review and Development Group
SCCC	Scottish Consultative Council on the Curriculum
SCCML	Scottish Central Committee on Modern Languages
SCDS	Scottish Curriculum Development Service
SCET	Scottish Council for Educational Technology
SCOTVEC	Scottish Technical and Vocational Education Council
SCRE	Scottish Council for Research in Education
SEB	Scottish Examination Board
SED	Scottish Education Department
SOED	Scottish Office Education Department
SPTC	Scottish Parent Teacher Council
TESS	Times Educational Supplement Scotland
TVEI	Technical Vocational Education Initiative

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CHAPTER 1 THE AIMS OF THE RESEARCH AND THE NATURE OF THE EVIDENCE

"What is the answer?...In that case, what is the question?"

Last Words.   Donald Sutherland : "Gertrude Stein. A Biography of her Work". (1951)

1.1   Stimulus for the research

In 1975 Maurice Kogan was able to state that " education...is not at the centre of the national political stage."[1] ·Since then, a welter of legislation and national policy initiatives, both in Scotland and in England and Wales, has ensured that education is now firmly established as an important item on the political agenda. McPherson and Raab, in their authoritative account of educational policy-making since the War, "Governing Education", confined much of their "detailed discussion to the period up to the mid seventies"[2] (p.xxii), and so the period from then until the early 1990s remains to be examined in detail.

A key issue must be to take the two rhetorical questions posed at the end of McPherson and Raab's preface - "Was this how it was? Was this how it really was?" (p. xxiii) - and apply them to this period, which includes what has become popularly known as the "Thatcher years" (1979-1990). During this period of great political and economic change, of unassailable government majorities in Parliament, and when the dominant ideology began to accelerate what Kogan described as the breakdown of the "liberal consensual and expansionist style of education"[3] which existed in the mid 70s, how did Scottish educational policy-making fare?

The mid 70s had seen the launch of a national investigation into secondary education with the establishment of three major committees looking at the curriculum in Secondary 3 and 4 (Munn)[4], assessment and certification for the same age group (Dunning)[5], and truancy and indiscipline in the secondary

school (Pack).[6] The approach confirmed the trend in Scotland of tackling educational policy-making on a national level. Educational policy-making had long been characterised by influence from the centre, with the Scottish Education Department (SED), the Consultative Committee on the Curriculum (CCC), the Scottish Examination Board (SEB), and others having considerable influence. This phenomenon is discussed at length in chapter 3, and the description of our system as being nationally governed but locally administered, implying a partnership between these central bodies and local authorities, is the key issue of the whole work. The education of the 10-14 age group, namely pupils in the later stages of primary and the early stages of secondary, emerged as a natural subject for a national committee to investigate. The decision to have a major initiative in this area was taken in 1980; the committee was established in 1982; the Report emerged in 1986; and the decision not to implement but to replace it with a 5-14 Development Programme emerged in a consultation paper in 1987, with the 5-14 initiative beginning in the late 1980s. Thus, not only did this span the period in question, but 10-14 was an initiative which apparently "failed". The reasons for that failure may illuminate the changes in the educational policy-making process in Scotland which took place in the late 70s and throughout the 80s. The stimulus for the research, therefore, has been two-fold. Firstly, as a practising headteacher of a secondary school, it has been my experience to be at "the receiving end" of the policy-making process. What Gatherer[7] has called the "classical" model of educational policy-making in Scotland has not always been clearly understood by people working at school level, and the need to examine the mechanisms for

        i)   identifying policy needs

        ii)   formulating policies

        iii)   ensuring implementation at school level

has never been greater than now, in the early 90s, as major curricular change in the form of national developments, proceeds apace.

It has been the experience of many practitioners that even when there is an apparent meeting of minds between central government and local authorities concerning a curricular initiative, individual schools may continue to function as if certain policies never existed. Thus, even where there was general consensus among policy-makers, as in the case of the Primary

Memorandum in 1965, advocating as it did a developmental view of learning based on Piaget's theories, there is no guarantee that implementation will take place in all schools, as Her Majesty's Inspectorate discovered in their 1980 survey of Primary 4 and 7.

McPherson has acknowledged (ch. 2) that "Governing Education" did not examine Primary and early Secondary schooling, and the choice of the 10-14 initiative has been made in order to examine whether evidence exists from the papers of the Committee and from other sources as to how policy initiatives such as this emerge, how the mechanism for taking them forward is decided, what processes take place nationally, regionally and at school level in terms of implementation, and how decisions are taken - and by whom - as to whether an initiative becomes policy or not.

Secondly, the question will be asked about what conclusions can be drawn from the changes which took place in the machinery for curricular policy-making and curriculum development in the 1970s and 1980s. Gatherer (1989) has argued that there has been a move to a "new authoritarianism" and instances the replacement of 10-14 by the national 5-14 Development Programme as one example along with a number of pieces of legislation in the 1980s. Several commentators, including Gatherer, have also pointed to initiatives such as the Technical and Vocational Education Initiative (TVEI) which brought new players into the educational arena such as the Manpower Services Commission (MSC), as well as elements of the 5-14 Programme such as National Testing, as evidence of a growing impatience on the part of central Government during the 80s with the "classical" model, dependent as it was on local authorities and teachers to "deliver" effectively. "Education 10-14 in Scotland", published in 1986 , was the result of work undertaken by a committee of the CCC established in 1982 to address issues of primary-secondary discontinuity left unresolved both by "comprehensivisation" in the 1960s and by the major review of the curriculum and assessment undertaken in the 1970s in Scotland by Munn and Dunning. This may serve as an illustrative example of policy-making, and the reasons for its failure to be adopted as policy may offer some insights into the changes in the policy process which had taken place by the mid to late 80s.

It will be important to try to establish from the evidence, and from the

perceptions of participants both in the work of the 10-14 Committee itself and the wider " policy community", whether the Report carried within itself the causes of its failure to be implemented or whether it was the victim of changes in direction politically and educationally in the 1980s.

In seeking to answer these questions, and in taking 10-14 as the case study to illuminate the issues, it will be necessary to look at the policy process at national, regional and school level. The emergence of the regional authorities in Scotland in the mid 70s - and in particular the creation of Strathclyde having slightly less than half of the school population and slightly more than half of the country's schools - and their impact on the policy community will be examined. Similarly, the increased awareness of the school itself as a participant in both the policy-making and policy implementation process will be considered. Earlier work carried out by the present writer (1983) has focussed on the implications for schools of trying to turn national or regional policies into practice. Hoyle (1986) and Ball (1987) have written of the need for policy-makers to take account of what they describe as the "micro-politics" of the school. The relatively recent phenomenon of "whole-school policies" and the part they have to play in the translation of national policy into practice will have some relevance when we come to look at the model of implementation proposed by the 10-14 Committee. Thus questions such as "can schools learn?" which have been posed as part of the school effectiveness movement of the 70s and 80s are relevant to the present study since the internal management of schools has become a focus for study and, in the context of an initiative such as 10-14 which sought to make recommendations about the role of the school as policy developer, issues such as "whole-school policies", with their implied commitment to open, participatory, consultative management and shared goals, are relevant.

All of this will lead the present research to consider, from the evidence of the 10-14 initiative and the observations of the people interviewed, the nature of the policy community in Scotland since 1975. McPherson and Raab have observed that " the assumptive world of the educational policy community was deeply persuasive to those who shared it". (p. 499) A question which the 10-14 experience poses is whether this "assumptive world" had changed by the mid 80s, or whether the people who emerged as the

decision-makers, both politicians and members of the Scottish Education Department (SED), shared the same assumptive world as those educationalists who still operated within Gatherer's classical model? The launch of the 10-14 programme took place at a conference in Stirling University and the list of participants reads like a who's who of Scottish education. The Programme Directing Committee was set up within the CCC structure and took evidence widely from educationalists. And yet, in 1986 when the Report was published, the ground had changed and the Report was doomed.

What happened? What really happened?

1.2 Methodology.

1.2. (i) Rationale

Although McPherson and Raab were able to point only to a meagre body of work on Scottish educational policy-making before the 1980s, and one which:

> ...did not convey a sense of the process of policy-making, and
> it did little to question the received wisdom about the basic
> structure of the system. (p. 53) [16]

the situation has improved somewhat since then. McPherson himself, along with his colleagues at the Centre for Educational Sociology (CES), has done much to redress this imbalance. Series such as "Professional Issues in Education" have also contributed titles such as "Curriculum Development in Scotland" and "Managing Change: The Headteacher's Perspective". Nevertheless, there still remains a relative dearth of analytical work on the Scottish scene.

What has emerged in the 1980s is a growing body of work, including Humes' "Leadership Class in Scottish Education" [17] (1986), which seeks to explore the nature of policy-making in education and the role of the policy community. The issue of centralised control is central to all of this debate, and emerges as a central in the context of 10-14. Gatherer has written of a "centralist prescription" [18] (p. 125) and "intimations of social control" [19] (p. 124). McPherson

and Raab, however, argue that "one problem with the centralisation thesis is that it does not explain very much" (p. 481).[20] Indeed, they argue that much of the development sponsored by the SED has been justified in pluralist terms, as part of a policy of breaking down the "duopoly of influence enjoyed by teachers and education authorities" (p. 485).[21]

In order to explore these issues, the present study looks at one major national curricular development programme within the Scottish context - the education of the 10-14 age group - which had its origins in earlier national reviews of the school curriculum. The Report produced eventually was described by Gatherer as "brilliant and important" (p. 37)[22] and yet it failed to achieve the backing of the CCC in terms of its recommendation to the Minister as policy. Even as controversy about the fate of the Report raged, a new model was emerging, described by Gatherer as "mandatory guidelines" (p. 127).

This whole process spanned the "Thatcher years", a period of strong Conservative Government led by a Prime Minister who had herself been an Education Minister around the time of comprehensivisation and who held views not dissimilar to those of the Black Papers of the 60s and 70s. (ch. 11) It is important, therefore, to examine the impact of Conservative thinking on education on the Scottish scene and the effect on the consensus which had existed of Right Wing Ministers such as Michael Forsyth. Thus the replacement of 10-14 in 1987 by the consultative paper "Curriculum and Assessment : a Policy for the 90s" must be looked at in the context of[23] mainstream, United Kingdom, policies directly traceable to Black Paper thinking.

The key issues raised by this study will be the relationships between such concepts as "delivery" of centrally initiated policies and "ownership" of these by the teaching profession. The philosophy of the 10-14 Report was based on a conviction that implementation could proceed along the lines of "autonomy within guidelines" while the 5-14 Programme introduced more overt elements of "control" in the form of targets, National Testing and attainment outcomes. The change from one approach to the other, and the insight it provides into the change in the assumptive world which it implies, will be examined also. It has been argued that "imposition" rather than "consensus" (Roger 1990) has become the pattern in educational policy-[24]

making in the late 80s and early 90s, and legislation on School Boards and "Opting out" are often cited as example of this phenomenon. The events following the publication of the 10-14 Report, therefore, become significant insofar as they can shed some light on the processes at work both politically and within the SED as 10-14 was rejected. Was it simply that a new Right Wing ideology was at work in the Scottish Office or were there more complex reasons for the change of direction in the late 80s? What was the relationship of the Minister and his senior administrative advisers in the SED with the educational policy community at this time?

It will be necessary to examine the nature of the consensus which existed within the educational community before looking at how far the experience of 10-14 can illuminate the changes which other writers have pointed to in the late 80s. Did the failure to adopt 10-14 as policy and the decision to replace it with 5-14 signal a change in the nature of the consensus? Can the proposition that there has been a breakdown in that consensus be upheld? Did the increasingly adversarial stance taken, for example, between the profession and the Minister over National Testing indicate a gulf between the political and the professional consensus? 10-14 poses these questions, and inevitably also leads to the question of whether the policy community itself, or at least key elements within it, had changed its views on how the policy implementation process could work effectively.

The final element in this study is to explore how at grass roots level teachers and children are affected by such changes. What is the role of the school in policy implementation and does it have a part to play in policy-making? Does the Scottish tendency to look to central bodies (ch.2) for advice and guidance help to explain what happened in the 80s or is there a more subtle aspect to the nature of the relationship between the centre and the schools which needs to be considered if the differences between 10-14 and 5-14 approaches can be understood?

Bruce Millan is quoted in "Governing Education" as saying:

> The system does change and change significantly, but it
> cannot be done by ministerial fiat. It just does not work
> like that. (p. 481)[25]

This notion will be examined in the light of the 10-14 initiative, and the mediation of centrally determined policy by various professional groups

within the system until it impacts on the classroom, emerges as a key issue in the 80s.

Throughout the study the issue of the relationship of research and policy will be considered. 10-14 began its life with a "Starter Paper" which did not appear to invest much importance in research (ch.7). Yet the Committee itself did embark, under the terms of its remit, on an extensive programme of research, both of the "action" type and surveys of practice. At the same time, the relationship between research and Government policy was problematic. Important figures in the Scottish policy community included McPherson, Brown and others who were essentially researchers arguing for policy to take account of their empirical work on the comprehensive system and on assessment respectively. Yet, paradoxically, it will be argued in chapter 11 that educational policy nationally was becoming more ideologically based, influenced by academics who based their theories less on empirical data than on philosophical argument or ideological conviction (Bantock; Cox; Beloff; Sexton;etc.). How these theories began to impinge on the distinctly different Scottish scene is important if we are to understand the changes in the relationship between politicians and the educational community in the late 80s.

Thus a key task will be to try to establish the role of ideologically inspired academic contributions to the policy-making process, and to assess the impact of research carried out throughout the period in question on school effectiveness, primary-secondary transition, policy-making, etc. The 10-14 Report was heavily criticised for "asserting" rather than "arguing" its case. How far was this criticism justified, and on what research base did 5-14 proceed?

1.2. (ii) Data

The 10-14 Programme Directing Committee (PDC), set up in 1981 by the CCC, met as a full committee on 18 occasions from February 1982 until June 1985. Detailed minutes were kept of all the meetings, and all of the working papers, submissions, responses to papers etc. were kept on file. The full PDC also spawned 3 sub-committees, and as deadlines

approached - May 1983 for an Interim Report; early 1986 for the final version - a huge volume of papers was generated. After the main work of the committee was done, a decision was taken to set up a "costing exercise" jointly with the SED, and minutes of meetings, early drafts of chapters, tentative calculations etc. were produced and preserved. Finally as it became clearer that the Report was unlikely to be accepted by either the CCC or the SED as policy, a subsequent and revealing correspondence was entered into which sheds light on the change of direction educational policy-making was taking in the mid to late 80s. All of this data has been made available, and is analysed in depth in chapters 7 to 10, as well as being referred to at other points throughout the work.

Thus, since the 10-14 PDC was, in the 1980s, in the mainstream of the orthodox curriculum development and policy-making process, it may be possible to test some of the hypotheses advanced by recent commentators on the Scottish scene such as McPherson et al (1988), Humes (1986), Gatherer (1989) and others, while at the same time trying to find some answers to the questions posed earlier in this chapter.

The focus will be on the origin of policy initiatives, the vehicles for formulating policy, the mechanisms for implementation and the assumptions made about the nature of the impact of policies on schools. 10-14, and its replacement, 5-14, will be the case study chosen to try to illuminate these issues.

1.2. (iii) The Case Study

Marten Shipman has described the case study as the "study of an instance in action".[26] This "instance" may be a single lesson in a school, an individual school, or, as in the case of 10-14, a single policy initiative which might throw some light on the policy-making process in general. Scottish education has had a history, certainly since the War, of looking at "slices" of the school experience: the Primary Memorandum (1965); P4 and P7 (1980); S3/S4 (1977); 16+ (1981); etc. 10-14 was to have been the next logical area of investigation after the combined efforts of Munn and Dunning, and after the 1978 Inspectorate report on children with learning difficulties.

Nisbet and Watt have described the case study as "more than just an

extended example or anecdote" (p.5). They characterise it as "gathering evidence systematically...concerned with the interaction of factors and events...complementary to a large-scale enquiry." (p.5) It is important, therefore, to take time to examine the value of the case study approach, if only to indicate how, in the context of educational policy-making, a single case study may illuminate a general argument.

Adelman is quoted by Nisbet and Watt in their search for a definition of the case study:

> ...case study is an umbrella term for a family of research methods having in common the decision to focus an enquiry round an instance. (p.6)

This systematic investigation of an instance allows the researcher to check a thesis against reality and to test whether the instance actually supports the argument. In the case of 10-14, the huge quantity of written data - papers prepared for and by the PDC; minutes of all of the meetings of the PDC and, later, of the Costing Committee; papers from the various sub-groups of the PDC; submissions to the PDC from a variety of sources; correspondence during and, most significantly, after the work of the PDC; etc. - extending in all to more than 20 ring binder folders, allows the process of policy formulation to be examined in some detail. Interviews with participants in the 10-14 development, whether members of the PDC itself or of the CCC, as well as with participants in the policy-making process generally, allow for a measure of cross-referencing or triangulation.

Cohen and Manion have quoted extensively from Adelman et al on the subject of case studies:

> Case studies have a number of advantages that make them attractive to educational evaluators or researchers. Thus:
>
> 1. Case study data, paradoxically, is 'strong in reality' but difficult to organise. In contrast, other research data is is often 'weak in reality' but susceptible to ready organisation. This strength in reality is because case studies are down-to-earth and attention-holding, in harmony with the reader's own experience, and thus provide a 'natural' basis for generalisation.

2. Case studies allow generalisations either about an instance or from an instance to a class. Their peculiar strength lies in their attention to the subtlety and complexity of the case in its own right.

3. Case studies recognise the complexity and 'embeddedness' of social truths. By carefully attending to social situations, case studies can represent something of the discrepancies or conflicts between the viewpoints held by participants. The best case studies are capable of offering some support to alternative interpretations.

4. Case studies, considered as products, may form an archive of descriptive material sufficiently rich to admit subsequent interpretation. Given the variety and complexity of educational purposes and environments, there is an obvious value in having a data source for researchers and users whose purposes may be different from our own.

5. Case studies are a 'step to action'. They begin in a world of action and contribute to it. Their insights may be directly interpreted and put to use; for staff or individual self-development, for within-institutional feedback; for formative evaluation; and in educational policy-making.

6. Case studies present research or evaluation data in more publicly accessible form than other kinds of research report, although this virtue is to some extent bought at the expense of their length. The language and the form of the presentation is hopefully less esoteric and less dependent on specialised interpretation than conventional research reports. The case study is capable of serving multiple audiences. It reduces the dependence of the reader on unstated implicit assumptions...and makes the research process itself accessible. Case studies, therefore, may contribute towards the 'democratisation' of decision-making (and knowledge itself). At its best, they(sic) allow the reader to judge the implications of a study for himself. (p.146)[29]

It is important, therefore, to examine these criteria in the context of the

present research. The policy-making process in Scottish education has rarely been documented with relation to specific initiatives. Nor have there been many attempts to look at the detailed workings of a single committee in an attempt to explore the process of arriving at a Report. Kirk has provided such insight into the workings of the Munn and Dunning committees, from the point of view of a participant observer, providing a 'case study of a national attempt to effect change in schools.'[30] (p.x) His aim was to document a process and to reflect on the implications for schools.

In the present study it will be argued that 10-14 satisfies a number of Adelman's criteria. It is "strong in reality"; it allows some scope for generalisation; it could allow action to take place (and it will be argued that it is currently doing so - ch.12); and it provides data which is accessible.

It also demonstrates some of the weaknesses which James pointed to in "The Reorganisation of Secondary Education"[31] (1980). In a book which attempts to review the literature on the move towards comprehensivisation, he found that it consisted mainly of individual studies, either of local education authorities or indeed of individual schools. His summary of the strengths of the case study as a method of trying to study aspects of educational policy-making include the ability to "get the feel" of a system and to "get an understanding of situations more tangible than broad generalisations offer". (p. 126) By "showing how situations are understood by the participants themselves" the case study with individual interviews allows "the researcher to go some way towards understanding the way the participants conceive of the world in which they operate". (p. 126) In addition the method enables often the single researcher to "integrate a wide range range of data including existing historical material, aggregate quantitative data, interviews and sample surveys". (p.127)

Access to the participants in policy-making is also problematic, as James points out. Willingness of people to be interviewed, to be quoted, to give access to original data can all be a problem. McPherson and Raab went to great lengths to ensure that the interviewees saw and approved the transcripts of the interviews. James points out that, of course, even then the danger of "recollection being partial and biased" (p.128) remains. This is where the researcher's knowledge and experience are crucial. Not only must he have a conceptual framework, but from a knowledge of the relevant

literature, from access to original data, and, in the case of 10-14, from a study of the Report itself and its replacement with the 5-14 Programme, the interviews can be cross-referenced in a variety of ways.

The judgment of the researcher must remain the final, essential ingredient which ensures that the data from interviews, papers and other sources is analysed in order to demonstrate, in this case, that this single example of policy-making, enables the theory to be "grounded" (Glasser and Strauss). Thus, those elements of the policy-making process which are discernible from the data may be used to illuminate more generalisable theoretical argument.

In this regard James has argued that "the case study is a research tool which despite its limitations has clear advantages in the analysis of public policy-making." (p.131) But he is unequivocal that it must be more than a single snap-shot, that it must draw on other studies, as well as on the theory of policy-making and the management of change. To try and make sense of it, he suggests looking at "models", perhaps looking at "stages" such as "problem awareness and identification, formulation of alternative policies, analysis and selection of alternatives, policy implementation and adjustment." (p. 131) The value of such an approach, he insists, is not to present a simplistic analysis, but to draw attention to the different questions which can be posed at the different stages in a study.

At a more practical level, Nisbet and Watt, in their "Rediguide Case Study" remind the would-be researcher to:

    (a)   have an open phase - reading and observing

    (b)   focus on evidence

    (c)   cross-check with participants

    (d)   structure interviews loosely, to ensure that relevant points are covered, but in a flexible way.   (pp.11/12)[32]

The present study attempts to pick its way through this minefield of helpful, but sometimes conflicting advice, and use the case study of the 10-14 initiative as a way of illuminating the educational policy-making process in Scotland in the 1970s and 1980s. The early stages of the 5-14 Development Programme will also form part of the study in order to illustrate the changes in direction which appeared to take place in the late 1980s, and the essential concepts which underpinned these approaches to policy-

making will be fundamental to the present study. Thus, by looking at a national attempt to formulate and implement policy affecting one "slice" of the schooling process, it may be possible from the evidence to identify key elements which allow us to generalise.

1.3   Interviews
1.3. (i) Justification

In "Governing Education", McPherson and Raab give "several reasons for choosing the interview as (our) principal method of research."[33] (p. 55) They point to:

(a)   the assumptive world of policy-makers

(b)   the ability to delve into the 'dialectic of belief and action'

and

(c)   the work done by Kogan (1971,1973,1982) and others who put on record the first hand experiences of principal participants elicited through skilled and knowledgeable interviewing.... (p.56)[34]

The participants chosen in the present study were not only members of the "policy community", and were therefore likely to feel motivated to contribute their views, but, retained a keen interest in education, even after retiral in some cases. The structure of the interviews was loose, partly to enable the interviewees to range over a variety of issues, but also because the relationship between the interviewer and the interviewee was almost always based on a prior professional and/or personal knowledge. The policy community in Scotland is small, numerically, and 20 years of working in the system, both in local authorities and in the national curriculum development scene, have ensured that the present writer has become known to the interviewees in some capacity.

This, it must be acknowledged, may well have influenced both the conduct and the outcome of the interviews. Nevertheless, the interviews did follow a line of enquiry, intimated in advance to the interviewee (app.1). This was seen as a framework which could be - and was - deviated from as the need arose. Connel and Kahn have described the research interview as:

a two-person conversation initiated by the interviewer for the

specific purpose of obtaining research-relevant information
and focussed by him on a content specified by research
objectives of systematic description, prediction or explanation.

(in Cohen and Manion , p.291)[35]

These interviews are reproduced in full transcript form (app.1) and the
pertinent passages are quoted throughout the text.

1.3. (ii) Subjects

The interviewees were chosen (in much the same way as participants in
CCC committees) for their personal contribution to the field, not just of 10-14,
but of educational policy-making in general. There is no attempt to argue
that these were the only people who could have contributed, but there was
an attempt to have a spread of contributions from CCC, SED, PDC as well as
people from University, College of Education, Local Authority - both officials
and politicians. The timing of the interviews was as much a function of
availability, both of interviewer and interviewee, as anything else, and some
follow-up visits were made to clarify issues. In every case, agreement was
reached about the use of the final transcript as an appendix, and use of
extracts in the text. Only two of those interviewed asked to see the text of the
interview, and in another two cases some particular item of information or
comment was asked to be treated as "off-the-record".

Of course, the twin issues of reliability and validity emerge when interviews
are used as a research tool. Kitwood, quoted at length by Cohen and
Manion, argues that the two issues may be in conflict:

> In proportion to the extent to which "reliability" is enhanced
> by rationalisation, "validity" would decrease. For the main purpose
> of using an interview in research is that it is believed that in an
> interpersonal encounter people are more likely to disclose
> aspects of themselves, their thoughts, their feelings and values
> than they would in a less human situation. At least for some
> purposes, it is necessary to generate a kind of conversation
> in which the respondent feels at ease. In other words, the
> distinctly human element in the interview is necessary to its

"validity". The more the interviewer becomes rational, calculating and detached, the less likely the interview is to be perceived as a friendly transaction, and the more calculated the response also is likely to be.

(p.303) [36]

If one uses Kitwood's own "conception" of the interview as "pure information transfer", a transaction which intentionally has a bias and "an encounter necessarily sharing many of the features of everyday life", it is clear that many of the transcriptions show a leaning towards the "human transaction" and the every-day encounter". The very presence of the tape recorder must have altered the nature of such an encounter, and it was certainly the case that a certain "stiffness" often characterised the early part of interviews until both participants were able to relax. However, in every case, the interview became a conversation and a sharing of insights.

These interviews, it must be acknowledged, constitute what Wragg and others have referred to as an "opportunity sample". The people were chosen because they were interested, because they were willing to talk and because their perspective was judged to be pertinent. The information generated by the interviews, the insights gleaned and the perspectives demonstrated, are all important, both as indicators of the views of the participants in the policy community and as a balance to the information gained from the documentary evidence.

1.3. (iii) Evaluation of the interviews

McPherson and Raab pose the question "How good were our interviews?" (p. 61) Clearly, they saw the issue of "trust" and "criteria for selection" as being important. Trust is essential in this kind of interview, as Kitwood has hinted, if the interviewee is to feel able to discuss what may have been a personal involvement in the policy-making process. And yet, there is, as McPherson and Raab also acknowledge, a problem of the interviewer being "taken in" (p. 62) or felt to be gullible. In the case of the present research, those interviewed played a variety of roles in the policy-making process, and in the matter of 10-14 which turned out to be so controversial, perhaps a

greater than average danger existed in terms of the 'allegiance' they may have felt to one course of action or another. Objectivity is unattainable in this kind of interview, but nevertheless, it was important to try to see beyond what, on the one hand, was a sense of frustration and anger on the part of those committed to the 10-14 Report, and, on the other hand, a need to justify the actions of the CCC and SED by those who were employed by them. It was a deliberate choice, therefore, to speak to the Secretary of the CCC, the Chairman of the CCC, people from SED, as well as some of those on the 10-14 Programme Directing Committee (PDC). Others interviewed were chosen for their involvement, past or present, as officials, professionals or politicians, in aspects of policy-making, and who could comment with less immediate interest in the specific and more general areas. Finally, an 'academic' perspective was sought from University and College personnel, so that together, it is hoped, they could contribute a variety of perspectives, if not the whole picture.

In every case, the authenticity of the 'evidence' is an issue. How can it be checked? McPherson and Raab reject "triangulation" and call into question the assumption that written records are by definition objective. (p. 64) Certainly, access to the committee papers and minutes of the PDC, to subsequent correspondence and responses to starter papers, etc., do act as a counterbalance to potential bias in the interviews. However, it cannot be assumed that any written records are themselves complete, or that they capture the spirit of any discussion which they represent.

The phenomenology of policy-making would merit a research exercise on its own, but the key concern is to acknowledge bias, implicit or explicit, wherever it exists, to use the interviews and documentation to illuminate each other, and to set them in the context of analyses of policy-making more generally.

1.3. (iv) Method of presentation

The complete transcript of each interview is included as an appendix (1), and use is made of relevant extracts through the body of the text. The extracts used are not presented in the question and answer format used by

McPherson and Raab. Instead, given the constraints of length in the present work, the extracts are used to illustrate points, to demonstrate different opinions, to support or attack conventional wisdom and to assist in the process of forming conclusions as the argument develops.

Each of the 13 interviews took place on a single session of between 1hr. 15 minutes and 1hr. 30 minutes, with, on two occasions either a prior visit or a follow-up. The transcriptions took considerably longer, and on two occasions mechanical problems resulted in a less than verbatim transcription (nos.1 and 8). It has been attempted throughout to balance the use of extracts, to avoid taking comments out of context, where necessary quoting some of those interviewed at length, and, at all times, to analyse the interview material in terms of its contribution to the arguments.

1.4 The Literature

Reference has been made already to the work of Andrew McPherson and his colleagues, Raab, Gray, Raffe and others at the Centre for Educational Sociology at Edinburgh University. This is to acknowledge their contribution over the last 20 years to the documenting of the Scottish educational scene and the analysis of theory and practice. No survey of the relevant literature could have a better starting point than their work, based as it has been on massive empirical evidence.

The literature considered in the present study concentrated mainly on the Scottish scene, but included work which had a UK and international focus if it illuminated the areas pertinent to the present study:

    (a) the process of educational change, including the various roles of central and local government

    (b) policy-making in education at a variety of levels

    (c) curriculum development, planning and implementation in the Scottish system and elsewhere

    (d) reports on aspects of education, mainly Scottish, from the the 1946 Advisory Council Report to the present 5-14 documents

    (e) studies on the management of schools including

explorations of "management" as an issue and the issue
of whole-school approaches to policy-making

(f)   general studies on the Scottish scene.

The purpose of this reading is to provide a historical and theoretical context
in which to set the data provided by the 10-14 papers and interview
transcriptions. A broad conceptual framework is offered in chapter 2 into
which can be placed the empirical evidence, allowing the conclusions which
are drawn to be more than just the personal prejudices of the writer.

It has often been lamented that the body of literature emanating from
Scotland has been disproportionately thin on the ground, with the
predilection of publishers to have everything set in a UK context often cited
as a reason. However, the body of Scottish educational writing has steadily
increased in the 1970s and 1980s, and is now substantial, though not yet
being a true reflection of the influence of the thinking of Scottish
educationalists. Policy-making and change have begun to be the subject of
a lot of educational writing in the UK as a whole during the period covered by
the present study, and reference is made to these works.

1.5 The structure of the work

1.5. (i) General

Policy origins, formulation and implementation are key issues in this
research. Within a context which is fairly well documented, involving
organisations such as the Scottish Education Department (SED), the
Consultative Committee on the Curriculum (CCC), Her Majesty's
Inspectorate (HMI), Local Authorities (LAs) and various other agencies, it is
possible to examine aspects of the policy-making process. The period in
question was one of great political, social, economic and educational
change. Latterly, three successive terms of Conservative party rule, under the
leadership of Margaret Thatcher, herself an education Minister in the early
70s, with unassailable parliamentary majorities, allowed a new radical
Conservatism to emerge which fundamentally changed the face of many of
the institutions in British society - and did not leave education in Scotland

unaffected. The education system, often described as "nationally governed but locally administered", and characterised in much of the literature by the concept of "partnership", appeared to move further away from its consensus position of the 1960s and early 70s. Centralisation of curriculum planning, coupled with moves, enshrined in legislation, to devolve more and more power to local schools and to parents, became a feature during the period in question.

Against this backdrop, the 10-14 initiative was conceived in the late 1970s, following on from the national review of the middle stages of secondary schooling; the Committee was formed in the early 80s; the Report was published in the mid 80s; and the 5-14 Development Programme was born in the late 80s. What lay behind this series of events? What questions are thrown up by the data? Who, and what, can shed some light on the answers?

1.5. (ii) The Chapters

The present chapter sets out the aims and scope of the research, considering also the nature of the evidence. Chapter 2 examines policy-making in Scottish education historically, commenting on the changing socio-political context of the 1980s and formulating a tentative conceptual framework for the research. Models of policy-making and change are reviewed in order to provide a theoretical underpinning to the present work and to argue that what happened to the 10-14 initiative was more than just a historical accident. Chapters 3-5 attempt, in turn, to set policy-making in a number of educational contexts - national, regional and institutional. The school itself as a contributor to policy-making, or as an arena in which change may or may not occur, as a complex organisation with its own structures, processes and aims, is examined in chapter 5, and the concept of "whole-school policies" is explored.

Chapter 6 focuses on the rationale for the choice of 10-14 as a case study and sets the historical context in which any proposed changes to primary and secondary education have to be set. Secondary education had only recently emerged from a major review of its middle years (Secondary 3 and

4), and primary education was still, in many ways, coming to terms with the revolution sparked by the 1965 Primary Memorandum. Chapters 7-10 take a detailed look at the evidence provided by the 10-14 programme, beginning with the launch in chapter 7, the task itself in chapter 8, and through chapters 9 and 10, an examination of four years of intensive work culminating in the publication of the Report in 1986. The Committee generated a plethora of papers, was minuted in some considerable detail, produced an Interim Report, and was followed by a costing report produced by a joint committee of PDC members and HMII, the minutes of which still survive. Chapter 10 deals not only with the publication of both these reports, but with the ensuing controversy.

Thus, 10-14 is seen in a policy-making context, and the final chapters examine the lessons to be learned from this particular policy initiative and its replacement by the 5-14 Development Programme in the late 80s. The vexed question of politics and education is addressed, and the concept of the 'market model' is explored against the backdrop of a changing political climate in chapter 11. In this chapter, too, the development of Conservative education policy since the 1960s is traced in an attempt to explain the change which took place in the thinking of ministers, and in particular Michael Forsyth, often seen as a representative of the "New Right" in Conservative politics.

Chapter 12 returns to the key concepts highlighted in chapter 2 and seeks to look at the lessons to be learned from the 10-14 initiative, and from the messages implicit in its replacement by the 5-14 Programme. Chapter 13 serves as postscript, a look ahead at the educational policy-making scene from a vantage point of an immediate post-general election period in early 1992. The concepts will remain the same but the context is unlikely to remain so.

The structure of the work reflects the importance, in the Scottish scene, of locating individual policy initiatives in a national framework. The relationships which had existed up until the mid 1980s among the various partners in the education policy-making process have been considered at some length since the events surrounding the abandonment of 10-14 as a policy and its replacement with 5-14 cannot be understood without an understanding of them. Thus, the actual documentation of the work of the

10-14 Committee is presented later rather than earlier in the text so that the lessons deriving from it can be set within the historical and conceptual framework established in the early part of the work.

The data is crucial to the argument since without it the work would not rise above the hypothetical.The appendices include all of the transcripts, all of the minutes of the PDC and the Costing Committee, plus various key papers referred to in the text.

The approach is, therefore, a mixture of the historical and the conceptual-analytical, with the key ideas being the nature of the relationships among the partners in the policy-making process, the changing nature of the educational policy community and its assumptive world, and the role of the various participants in the process, not least the school itself.

1.6 Limitations of the approach

Some of the limitations of this approach to research have already been discussed. The case study has limitations as an approach, and interviews can be problematic.   Access to original data in such quantity as that produced by the 10-14 PDC and the Costing Committee provides both an opportunity and a challenge, since the written record of such a venture rarely brings to life the human involvement unless it is supplemented by other insights. The drawing out from the 10-14 experience of issues which have wider and enduring relevance has been one of the key tasks of the current exercise.

Asking the correct questions is the crux of such a study - even if the answers cannot always be found from one policy initiative. It has to be acknowledged that the scope of the study could be said to be limited, looking as it does at a single sample of the Scottish education policy-making process, and making generalisations from such a relatively narrow base will have to be treated with some caution. However, it will be argued that the 10-14 has been embedded in a consideration of the national scene as it has developed since the War, and that the 10-14 PDC was in many ways directly in the mainstream of Scottish educational policy-making in the early 80s. The "assumptive world" of the participants at that time would have been shared

by the whole of the policy community. One of the key questions, therefore, is, having established what that "assumptive world" consisted of, what happened in the late 1980s to change the context?

Expressed numerically, what led to 10(5-)-14? What were the elements of 10-14 which were found to be unacceptable, and to whom? How does 5-14 differ from its predecessor and are there parallells elsewhere in the system, both in Scotland and in England and Wales, which would indicate a trend? And, if the case is convincingly made for looking at Scotland as having essentially different features as far as educational policy-making is concerned, are there any indications that the apparent overturning of traditionally Scottish approaches rested on a misunderstanding of - at best-or contempt for - at worst - the distinctive features of the Scottish policy community?

If, then, 10-14 is to be seen as a microcosm of the larger educational policy-making process, it will be important that the conceptual framework presented in chapter 2 adequately accommodates the issues which emerge from the close examination of the Committee's work (chs.7 -10). 5-14, as a National Development Programme, is only recently underway, and consideration of it, therefore, has to be confined to the Circular which launched it, the early initiatives, including National Testing and the emerging strategy currently being guided by the national Steering Committee on Staff Development of which the present writer is a member. The detail of the 5-14 programme is not the concern of this work, but the strategy is important. In this way the current debate may be set in its historical, educational and theoretical context, using the original data to test the validity of the hypotheses.

1.7 Aims of the research

It has been said that "research is almost always incomplete." (Pattison) And yet, as Cohen and Manion point out:

> Man has long been concerned to come to grips with
> his environment and to understand the phenomena
> it presents to his senses." (p.1)[37]

Somewhat cynically, Nicholas Pyke claimed in a recent article in the Times
Educational Supplement (4.10.91) that:

> The only research at issue as education speeches roll
> out across the Labour and Conservative conference
> floors appears to be that conducted by MORI and
> Gallup. [38]

His article explores the relationship between research and policy and he
outlines the historical and current importance to both major parties of links
with academic think-tanks. This will be considered in more detail as far as
the Conservative party is concerned in chapter 11 since the links between
current Government policy on education and the writings of the Black Paper
authors is of fundamental importance.

Pyke argues that while research findings are used selectively and that
"academics are commissioned to produce research tailor-made to political
preoccupations" resulting in the adage that:

> politicians use research as a drunk uses a lampost - more for
> support than for illumination. [39]

Nevertheless, research *is* being carried out. It is acknowledged as having a
contribution to make to policy-making and links politicians and academics.
However, Pyke is forced to conclude that the relationship is often an uneasy
one, and that political imperatives may cause research to take a secondary
place to ideology.

10-14, in this regard, began inauspiciously, with a Starter Paper which
explicitly excluded research evidence(ch.7). However, the PDC itself took an
action-research approach and was assiduous in its attempts to keep abreast
of academic and school-based research. Work had been going on in the
field of the primary-secondary transition, and on the success or otherwise of
middle schools in England and Wales. This aspect of schooling emerged in
the late 70s in Scotland as a natural area of investigation and the means of
conducting it chosen was the tried and tested CCC structure.

So what happened? What really happened? The present work will try to
examine the evidence in the context of the national, regional and school
contributions to policy-making which are documented. The make-up and
role of the policy community since the mid 70s is a crucial factor as is the
assumptive world of those involved in the 10-14 initiative and those who

were in positions of power when the Report came to be published. Inevitably, this will take us into the political arena. Indeed, an important question will be the extent to which the policy-making process has been politicised during the period in question. This study of a policy in the making may serve to provide an historical analysis of the decision-making process. The present writer has been involved in the educational policy-making process at various levels over the last 20 years, and this provides insights - as well as access to some of the most influential participants. It also means, inevitably, that opinions have been formed of the events of this period and the roles of some of the players. An essential factor in all of this is to be able to test these opinions against both the data and the views of others better placed to offer insights. Simplistic answers have to be avoided. Some, like Michael Forsyth, who became Education Minister in 1987, have been cast by many commentators as the villain of the piece, promoting a Right-Wing ideology in the face of professional and parental opinion. However, if this is to form part of the conclusion, then it must be demonstrable by argument and evidence rather than by simple assertion.

While key concepts such as "relationships", "partnership", "ownership", "control", "fiat" and "autonomy" are explored in the context of 10-14, there is also a narrative thread running through the present work. Events unfolded in the late 70s, throughout the 80s and into the 90s. The "Thatcher years" provide a unique setting against which to trace the changes that have undoubtedly taken place in education in Scotland. Even if the main plot is somewhat restricted to 10-14, there are enough sub-plots and intrigue to keep the reader interested. There are characters aplenty, both on the national stage and within 10-14 itself. Iain Crichton Smith in his introduction to "Consider the Lilies" wrote that he would "be more than pleased if it attracts people simply as a story."

But, like "Consider the Lilies", 10-14 is more than just "a story". It throws up fundamental issues of policy-making, offers insights into the complex relationship between government and its professional advisers, and charts the changes which took place in little more than a decade and a half in Scottish educational policy-making. If future decisions can be illuminated by a careful examination of previous initiatives - even those which may be thought to have "failed" - then the "story" of 10-14 may be of value.

CHAPTER 2   EDUCATIONAL POLICY - MAKING IN SCOTLAND

TOWARDS A CONCEPTUAL FRAMEWORK

CHAPTER 2   EDUCATIONAL POLICY - MAKING IN SCOTLAND
              - TOWARDS A CONCEPTUAL FRAMEWORK

" What experience and history teach us is this - that
people and governments never have learned
anything from history, or acted upon principles
derived from it."

Philosophy of History. GWF Hegel

2.1. Concepts

One of the principle aims of research is to pose the questions which enable
policy-makers to make informed judgments. That the decisions themselves
do not appear, at times, to be based on 'evidence' does not, in itself mean
that what has gone before is being ignored. The imperatives of the moment
may not be those which demand a close and careful examination of
empirical evidence, but may, instead, necessitate action which is seen by
professionals to be 'political' in its motivation. The terms 'political' and
'educational' are often used as alternatives, or even opposites, when the
consensus which has existed previously begins to break down. But, when in
the late 1970s, after what Kirk has called a "protracted exercise in consensus
seeking" in the context of the review of curriculum and assessment in the
third and fourth years of secondary schooling, attention was turned the 10-14
age group, policy-making still appeared to be characterised by ideas of
partnership, consensus and agreement. There did not appear to be a strong
political imperative behind the decision to concentrate the attention of the
policy-making process on 10-14, as David McNicoll, Secretary to the
Consultative Committee on the Curriculum (CCC) has observed:

> People started talking about 10-14......in terms of the CCC
> taking it up, it's true that there was on the one side a feeling
> that, OK, 14-16 and 16-18 were driving forward, what about
> S1 and S2 and more importantly what about P6 and P7?
> Here's an opportunity to do something about "the great

divide." ....There was no Departmental pressure, apart from
general talk around about it.
....It was one that didn't emerge from a political drive.

(appendix 1 page382/383)

The origins of 10-14 will be examined in some detail in chapter 6 but the
fundamental importance of 10 -14 is that while it began its life in a
professional context, it spanned, from its inception to its publication and
eventual replacement by the 5-14 Development Programme, a period in the
history of Scottish educational policy-making which saw radical changes in
the relationship between the political and professional processes. It will be
argued that the emergence of a dominant "New Right" ideology substantially
shifted the balance in the 'partnership' upon which many participants in the
policy-making process pinned their faith. It also called into question the role
of the policy community as described by McPherson and Raab in "Governing
Education".

Before these changes can be analysed it is important to look closely at what
existed before. The key feature of 10-14 is not simply that it spanned this
important period, but that an analysis of it may add to the work carried out by
McPherson and Raab, since McPherson has recently acknowledged:

> ...an area we partially neglected in the book [was] the area
> of primary and early secondary. (app.1 p.466)

Thus since the data on which McPherson and Raab base their analysis takes
the reader up to the mid 1970s, both the process and the context as
illuminated by the 10-14 programme may offer some insights into what was
happening at that time. Looking back over the Scottish scene, since the
1946 and 1947 Advisory Council reports, covering the 1955 report on Junior
Secondary schools, taking in the Primary Memorandum of 1965 and the
move towards 'comprehensivisation', the raising of the school leaving age,
and the review of the secondary curriculum already mentioned, it may be
possible to determine the key features of the Scottish educational policy-
making process and to analyse the theoretical models of curricular change
which underpin them. It will be important also, in so doing, to arrive at a clear
conceptual framework into which can be set the events of the last decade or
more.

2.2. Partnership for change

The concept of 'partnership' lies at the heart of Scottish educational policy-making. An educational system, nationally governed and locally administered, may well be what we have in Scotland, but it is by no means the case that there is general agreement on the nature of that partnership. That it has existed is undeniable, but it is often dependent on the perspective of the 'player' as to how it is understood. David Robertson, Chairman of the 10-14 Committee and Director of Education in Tayside, observed:

> My starting point is that we have a national system which
> is locally administered. I don't think I would ever want to
> resist a national initiative, like Standard Grade or 5-14.
> I would have gone along with it, but I would have tried to
> make it manageable, I mean - though I was very critical
> of the Consultation Paper [Curriculum and Assessment in Scotland:
> A Policy for the 90s - 1987] I prepared a report for my education
> committee on the Consultation Paper.......Here was a new
> document. As an authority we would be asked to respond.
> I tended to encourage my committee to respond through
> COSLA [Convention of Scottish Local Authorities] Education
> Committee. It was that paper, paragraph 10, which raised the
> issue - this is an opportunity a Director of Education has to
> comment on national issues. It is a valid way to do it. (app.1 p.414)

This perspective from an experienced director of education is significant in its acceptance of the partnership concept, of the routes through the system via an education committee, made up of elected members and advised by full-time officials, to COSLA, a body potentially powerful enough to expect to be treated as a partner by the Government.

However, the concept of partnership implied by the phrase 'governed nationally, administered locally' is not one which Malcolm Green, former chairman of the education committee in Strathclyde Regional Council accepted. He rejects it:

> I can see that it is something that others would agree with,

> accept without needing to think about it, as a description of
> how Scottish education historically has been. I wouldn't
> use it myself because it certainly does imply a system which
> is driven financially and in policy terms from the centre by
> national government and the 'administration' of education,
> that is to say the personnel, building and transport issues
> are administered by professional people at local level. The
> reason that that description is deficient is that it misses out
> completely any role for the education authority as an elected
> body with its own separate mandate....It is simply not possible
> to run a national system from the centre and ignore education
> authorities. (app.1 p.492)

Dr. Green has pinpointed a potential misunderstanding, as he sees it, in interpreting the words 'administered' and ' governed' too narrowly. The important issue for him is the elected nature of the education authority and the relationship between it, on the one hand with its officials, and on the other hand with central government. However, he does acknowledge the partnership while questioning its basis. He draws a distinction between the situation in Scotland and that in England and Wales:

> ...we are a much smaller country and people tend to know
> each other, civil servants and senior officials in education
> and,indeed, senior elected members are always 'bumping
> into' one another on committees.... (app.1 p.494)

This distinction between Scotland and England and Wales is worth examining if only because the question will emerge as we look at 10-14 and its rejection by the government of the day in favour of a Development Programme more in line with approaches to the National Curriculum being implemented in England and Wales. More importantly, to understand the policy process in Scotland it is crucial to be aware of the shared understandings, the "assumptive world" within which developments took place. The "policy community" observed by McPherson and Raab may well have changed during the period from the mid 70s to the present day, and the nature of these changes will be discussed later in this chapter, but there is evidence that many of those who would be regarded as being members of it saw an enduring Scottish dimension to it which is important to consider

when we look at what is seen in the late 80s as an assault by politicians with an English perspective on what MacKenzie has called the "Maginot Line" of the Scottish policy community.

Dr.Tom Bone, Principal of Jordanhill College, believes firmly in an essentially Scottish feature which allows partnership to be a natural part of the education policy-making scene:

> ....compared with England, Scotland has always had a fairly
> strong centralist tradition, and it doesn't apply only in education -
> it applies in many facets of Scottish life; the Church, the Law, in
> a whole series of.......even, I think, in industry and commerce. To
> some extent you can find evidence of this. And it's not a case of,
> as it were, blaming a particular set of officials entirely for this, it's
> somehow something that the Scots found themselves comfortable
> with....a system where organisations are centred in Edinburgh, or
> maybe with a few in Glasgow, and the Scots don't find that strange.
> In education, one example of it is the existence of a single
> Examination Board for Scotland, whereas England and Wales have
> been used for many years to the situation of many examination
> boards and the opportunity to choose among them. Somehow
> England valued choice and experimentation in education. Back
> in the 30s, 40s and 50s, and maybe even the 60s, when we were
> prepared to say that this is the one right way forward for the country
> and we'll all do that........that may be something in the Scottish
> character. Anyway, we did set up a whole series of what I'd call
> central agencies, like the Scottish Consultative Council on the
> Curriculum (SCCC) and its predecessor the Consultative
> Committee on the Curriculum (CCC); like the General Teaching
> Council (GTC); like the Scottish Council for Research in Education
> (SCRE); like, later, the Scottish Technical and Vocational
> Education Council (SCOTVEC), for vocational education; the
> Scottish Council for Educational Technology (SCET); etc......
> faced with something big and new that was happening, the
> natural way to deal with it in Scotland was to use a central
> agency. Not so much to use the local authorities and give them
> all the money, but to use a central agency. (app.1 p.479)

Bone's analysis is an important one, not just because he was involved, in many cases as chairman of these very central agencies, but because in the late 80s the issue of 'centralisation' of the curriculum becomes a key issue. The 10-14 committee proposed a model for the implementation of curricular policy which, on the face of it, as one of the committee members argues later, might have seemed laissez-faire and almost anarchic if one did not recognise this culture in Scotland which took for granted the important role central agencies should play in providing the overall policy framework. It is this balance of central influence and local initiative which is at the heart of the issue. Historically in Scotland, the partnership between the central policy-making agencies and the implementers of policy, namely the local authorities and, ultimately the schools, had been based on mutual understandings. This had not always resulted in effective implementation of policy however as evidenced in the case of "the Primary Memorandum"[2] which, as we will see in chapter 6, was not found to have taken root in many primary schools to the satisfaction of Her Majesty's Inspectorate some 16 years later. However even in 1977, as Kirk has observed, when the report on the curriculum in S3 and S4 was published, it suggested:

> ...the core should be applied flexibly by schools with due regard
> to individual differences (p99)[3]

Of course, when the Munn report came to be implemented, along with its "companion" the Dunning report on assessment and certification, the existence of one central examination board, as Bone has suggested, guaranteed its adoption by the whole country. It is when we come to examine the 10-14 report, and its implementation philosophy based on "autonomy within guidelines", and its subsequent replacement as a national policy by 5-14, based on a more centrally directed model, that the concept of partnership may be seen to have changed.

2.3 Consensus

The nature of the relationship between these partners is important and the basis upon which change was identified as a need, a policy formulated and then implemented is the real subject of this enquiry. If, as Bone argues the role of central agencies, historically, has been acknowledged in Scotland as

being important, and if, as Millan is quoted as saying that change cannot be effected by Ministerial fiat, what then is the nature of the consensus which must exist for change to take place in our system? Later, in chapter 6, we will examine, in the context of Primary education, Farquharson's theory about the relationship between change at a conceptual level and the common understandings which exist within society. But, if fiat is not the norm in Scotland, and if the role of central agencies has been largely advisory, what mechanisms have existed to ensure implementation of policy?

Bone's view on this issue is interesting:

> .....government can never deliver by itself - it has to use
> other people. These people take the bits of the programme
> that fit comfortably into their background, experience and
> assumptions; they take on a few of the others and they
> promote most strongly that which fits, and teachers take up
> most strongly that which fits - and after a while the government
> says "has this brought about what we wanted?" (app.1 p.484)

If, then, this process is a feature of policy implementation - often referred to in modern educational jargon as "ownership"- what have been the historical mechanisms to facilitate the arrival at some kind of a consensus?

The relationship between the central agencies and local authorities is a key feature of this process. Andrew Chirnside, former Her Majesty's Depute Senior Chief Inspector, has described it in this way:

> ...we would say, "lets have a conference with the Directors of
> Education"....This could be on anything - school building, new
> primary schools, and other themes - so there was an established
> relationship between the department and the directorate to
> discuss items that had been agreed between them. It was almost
> political. (app.1 p.424)

The sense of 'collusion' in this description has relevance for what has been described , variously, as the "policy community" or the "leadership class". There was clearly a close relationship, as Green has observed earlier, among senior officials. Thus conferences were seen to be one way of arriving at shared understandings - and have remained so into the 1990s with 5-14 being supported by a series of regional conferences fronted by SOED officials, and with the recently reconstituted SCCC (1991) about to

embark on a programme of national conferences on key issues of education policy.

However, conferences, by their very nature, can only reach a small number of people. Other key personnel, normally at local authority level, would have to be involved if nationally agreed policy was to be understood and implemented in schools.

The CCC, which will be considered in more detail in chapter 3, was, in the view of Gatherer, a former member, and writer on the subject:

> advisory in its function and it therefore had to seek consensus
> within itself, and also had to consult as widely as possible
> which is why we had conferences. (app.1 p.431)

Later, Gatherer argues that local authority advisers should have been the key people (p.433) and observes:

> ....the Inspectorate [worked] more as advisers to the advisers as it were.
> I think that is where the Inspectorate has been at its most effective -
> advising the directors of education, going into schools and advising
> school management. Provided it is advisory I think it can be effective.

This point is reinforced by Chirnside, a contemporary of Gatherer's in the Inspectorate and in the workings of the CCC:

> The tradition of the Inspectorate was to work in the spaces between
> where other people were working. We recognised authorities; we
> recognised colleges of education; we recognised the schools. These
> spaces - they were like circles - which required to be filled, transitions
> which required to be bridged......I worked out a series of [HMI]
> programmes on these 'spaces' like Learning Difficulties; like
> following up the Primary Memorandum; like the follow up to
> Munn, what shape was it going to take. (app.1 p.423)

The picture which emerges is one where the expectation of shared understandings among professionals at various levels is high. Whether one accepts the description of the role of the Inspectorate or not, their interaction with the participants in policy implementation is important, both at directorate and school level in local authorities, and within the CCC at national level, as we shall see in chapters 3 and 4.

The consensus on any given policy area would have to emerge from relationships within the system. What would happen when key policy-

makers within SED were not perceived as part of the "policy community", did not appear to inhabit the same assumptive world and were working to politicians who did not seem to recognise the value of professional consensus, will be fully explored in the context of 10-14 and its metamorphosis into 5-14. However, the concept of the "policy community" has to be examined at this stage to discover if its characteristics can shed light on the changes to the relationships in the 1980s.

2.4 Policy community.

The phenomenon of a "policy community" was described and analysed by McPherson and Raab. They pointed to a number of reasons for its existence, including the fact that "educational expansion required the Department to share the increased burden of its work with outsiders"(p.404).[4] In addition, they argue, the fact that the legislation of 1944-46 "defined educational goals only in broadest outline" meant that the "definition and legitimation" of those goals had to be done:

> The possibility of education as a public, interpersonal system
> presupposes some ordering of values and related goals, whether
> through rational choice, bargaining, coercion or the habitual
> continuation of unexamined practice. (p.404)

Just as Gatherer and Chirnside pointed out, trust, and what McPherson and Raab call "deference", were features of this relationship if only because the hierarchies which undoubtedly existed could, if rigidly applied, lead to dissonance and discord.

Kirk has exemplified this in the context of "Curriculum and Assessment in the Scottish Secondary School".[5] As a member of the Munn committee, he described the process which led up to the re-examination of the S3 and S4 curriculum, the work of the committee itself and that of the Dunning committee on assessment and certification (including the huge volume of submissions they sought and received), and the 'feasibility study' which followed the publication of the reports in 1977. He observed:

> Debate moved from such matters as the length of compulsory
> schooling and the institutional framework within which it
> might be conducted to the nature and quality of the educational

experience. (p.92)

His view was that the familiar device of an official committee had sought to establish a professional consensus, and outlined 8 "phases":

1. The identification of the problem.
2. The setting up of the official committee(s).
3. The gathering of evidence.
4. Deliberation and issuing of recommendations.
5. Consultation on the recommendations.
6. A feasibility or development programme.
7. The decision or implementation.
8. The implementation programme.

<div align="center">(p.92)</div>

Kirk also reflected on the final "phase", the one, perhaps which is most likely to place a strain on the consensus within the policy community:

> It is one thing to attempt to formulate a core curriculum
> and even to seek to generate a national consensus on
> it; it is another matter to prescribe that the core curriculum
> shall be followed in every school. (p.99)

The impact of national policies on individual schools will be discussed more fully in chapter 5, but Kirk also sees in politicians' comments on the new curricular framework " the beginning of a more active political concern with the secondary school curriculum." Certainly, at the same time, in the late 70s, Strathclyde region had just established an officer/member group to look at the early stages of the secondary school curriculum and organisation. The policy community had always been seen in terms of professionals, and the arrival on the scene later in the 80s of politicians who were not just keen to be involved in curricular matters, but who were unsympathetic to many aspects of the policy community is an important key to the events which led to the eventual fate of the 10-14 Report.

Given that McPherson and Raab's evidence took them up to the mid 70s, it is worth looking at the changes in the policy community since then to discover if they afford any clues as to the change in attitude towards it by Ministers in the late 80s. McPherson himself has remarked:

> What are the changes since we finished our book? Well it seems
> that you have the creation of the regions and in the case of Strathclyde

> you do have a second phase community operating....I think you
> can point to real policy innovation in Scotland in the last 20 years
> that has come from Strathclyde and could only have come from that
> kind of configuration, very large and essentially socialist, so that things
> like "access"....the whole officer/member style that they adopted tended
> to change the nature of policy communities ....(app.1 p.467)

The "essentially socialist" comment is highly significant in the context of the
late 80s when the relationship between central and local government was
changing radically. If, in fact, Strathclyde was becoming a major player in the
national scene, as Green has also indicated (app.1), then the fact that it was
socialist, pursuing policies of a particular kind and expecting to have a
particular relationship with central agencies, would become problematic in
the mid to late 80s in the 3rd term of Conservative government - particularly
one, as we will argue in chapter 11, that was espousing right-wing
educational theories directly traceable to the Black Papers of the 60s and
70s.

McPherson also indicated:

> ...it means that what we were talking about and that what
> we conjectured was happening at the end of "Governing
> Education" was that we were moving to a situation where
> the policy community was for a variety of reasons more
> fragmented, in terms of its fundamental values and
> symbolisms, and the fragmentation was parallelled
> in a much greater diversity in types of person in the
> policy community. (app1 p.468)

The growth of comprehensive schools, the rise of the urban, working class
teacher to positions of importance in schools and in the directorate in
Strathclyde and elsewhere did change the nature of the policy community.
That the level of consensus in curricular matters continued through this
period is perhaps a vindication of the informal networks referred to by
Gatherer and others. On the other hand, as Humes argues, it may have more
to do with "patronage" (p.79) and with the "leadership class" manipulating
the process. Whatever perspective one adopts, the consensus which was
maintained in large measure throughout a period which saw the Primary
Memorandum, the introduction of comprehensive schools, the raising of the

school leaving age, the reform of national certification and then 16+ Action Plan, was remarkable and substantiates the views of the various commentators.

Robertson, chairman of the 10-14 Committee, felt that it was probably a "function of size" and that:

> I think because we all know each other so well that we can get in Scotland a common sharing of values....I got a letter recently from Jimmy Michie, recently retired, trying to get me to write an article for "Education in the North" describing how he and I shared the belief in...that education was for everybody, the comprehensive ideal. That's rather stronger than a policy community or leadership class which simply tries to replicate itself. (app.1 p.419)

The "shared belief" comes up time after time in discussions with members of the policy community. An example which recurred in the interviews was comprehensive education. Munn asserted his belief in it (app.1 p.369); Bone declared himself to be a "comprehensive man" (app1 p.489) and others indicated by implication that this was a key element in their educational philosophy. This becomes of crucial importance when the issues which become 'centre-stage' later in the context of 10-14 are those which lie at the very heart of comprehensive schooling, namely mixed-ability teaching, learning styles and testing.

Thus, it could be argued that the comprehensive ideal, a basically socialist/liberal/progressive outlook, had become itself part of the "myths" which McPherson and Raab argue act as "representations of the world" used to "celebrate values and explain experience." It was different in origin from the myth derived from the Scottish democratic tradition perpetuated by men who had exemplified the "Kirriemuir career", but many of its basic tenets were the same. It will be argued that as the political climate changed, the influence of the policy community came under threat.

2.5   Models of change

An important element of the argument about how change, in policy terms,

takes place is the underlying model of change which is operating. It may be implicit, based upon the kind of shared understandings which Robertson has referred to, or it may be explicit, particularly when implementation phase is reached and strategies are being discussed. In the 1980s, the word "delivery" came to be central, and, as we will see in chapter 3, the CCC was reviewed and re-organised several times during this period in order to give it a sharper focus until, in its present form, a limited company by guarantee, it has been charged with the delivery of many aspects of the 5-14 Development Programme.

The 80s was the decade also when new players emerged on the education scene; departments other than the SED or DES with a stake in the education/training process, often, apparently, impatient with the pace of change normally associated with education, often with specific funding, and often with aims narrower than those being pursued by the 'mainstream' education system. Thus, the Technical and Vocational Education Initiative (TVEI), 16+ Action Plan in Scotland and the spread of new technology into primary schools, all had their genesis outwith the Education Department. The effect, therefore, of this new approach to educational change to the rest of the system will be important to gauge in the context of "mainstream" developments.

Educational policy-making and change has, in recent years, been the subject of considerable study, not least because of the changing political, economic and social context in which education has been operating. The expansionist period of the 40s, 50s and 60s, the Labour Party's setting in motion "the egalitarian policies of comprehensive education" (Kogan 1975), the partial halting of this trend in 1970 with an incoming Conservative government leading Kogan to observe that " the liberal, consensual and expansionist style of education was broken", and not least the worsening economic situation and the arrival of a Conservative government in 1979 determined to reduce public expenditure - all of this added up to an"arena" (Jordan and Richardson) which had changed dramatically.

Chitty has argued that:

It is important to ask how and why educational policies have come to be formulated and implemented. (p.15)

and feels that:

> We, in fact, know very little about the relationship between
>
> the formulation of policy and its actual implementation. (p.21)

This uncertainty is echoed by a number of writers, and words like "untidiness" (Bell and Grant,1977), "muddling" (Lindblom,1979), "multi-causal" (Hargreaves,1983) are used to describe the policy-making process in British education. Kogan has argued that educational decision making is characterised by "diversity, conflict and reconciliation" (1978), and this pluralist model is often used to explain the apparent inability, commented on both by Bruce Millan and by the authors themselves in "Governing Education", of central government to effect change by centralist methods. Lindblom has described it as a complex process:

> Policies are the resultants of mutual adjustments; they are
>
> better described as happening than as decided upon....
>
> policies are influenced by a wide range of participants...
>
> the connection between a policy and good reasons for it
>
> are obscure. In many circumstances their mutual adjustments
>
> will achieve a co-ordination superior to an attempt at central
>
> co-ordination.

This "incrementalism" presupposes the kind of partnership referred to by Robertson and others, where there is a measure of continuity and shared understandings. Where this is not the case, or where change is expected to be more rapid, does the incrementalist analysis hold up, or does it simply call for more skilful incrementalism, as Lindblom has argued? Deutch (1968) and Easton(1965) have sought to describe the process in "systems" terms, emphasising "feedback" and "channels of communication" to avoid "input overload", while others like Mack (1971) and Hogwood and Gunn (1984) have tried to set out in step-by-step form what they describe as a "policy cycle" or "framework for organising what happens". Whether these models which go through up to 9 steps in the policy- making process, from "deciding to decide" through "options analysis" to "policy maintenance, succession or termination" are any more than "idealised types" as Hogwood and Gunn acknowledge, it is difficult to say. What is important is the attempt to arrive at a paradigm or conceptual framework against which any individual "case study " can be set. Howell and Brown (1983), in arguing for a "systems approach" to analysing policy-making in education, defend the 'case study'

as allowing " a broad source of quantifiable material" to illuminate the general argument. They refer to Easton's work and, while acknowledging that he did not claim that systems analysis would necessarily " help us to explain why any specific policies are adopted" nevertheless its strength lay in the recognition that policy making is a process of "interactions among persons".

The people involved in the Scottish system, their changing composition and complexion, and the relative power they enjoy at any one time, are all important to our present enquiry. Coombs (1977) has argued:

> To focus on the final authoritative selection of an alternative
> to replace an existing policy without considering how the
> issue was created and pressed, who posed the alternatives,
> or who exercised political influence which biased the outcome
> in favour of one alternative or another, is to miss important elements
> of the policy process" (p.76)

The examination, in chapters 7 - 10, of the 10-14 initiative is an attempt to do just that, and the interviews with participants in the process will add perspectives to the data. The word "political" is used by Coombs and there is no doubt that it manifests itself both in the general sense and in the party-political sense throughout the 1980s, and that 10-14 can be seen as an "arena". McNay and Ozga (1985) use exchange theory to describe the process of educational policy-making, talking of "parties of unequal power requiring something in return for concessions" (Ch.3). In Scottish terms, the 10-14 Report was a good example of this process at work. The mixture of idealism and pragmatism which characterised the discussions and the report itself, shown in stark terms by the preparation of a "fall-back position" paper when it seemed that the political reaction to the Report was not going to be entirely favourable, has been a feature of many major education policy changes in Scotland. Both Munn and Dunning (1977) were criticised for being too conservative in their acceptance of the existing subject basis of the curriculum and in not going for more internal and criterion - referenced assessment. Kirk's description of the work of both committees as "a protracted exercise in consensus seeking" is, as we have seen, consistent with the Scottish view, and led him to observe:

> Education, like politics, is concerned with the art of the possible,

and what is possible depends ultimately on what teachers can
be persuaded to accept. (p.105)

This takes us back to Millan, and leads us to consider that part of policy-making which relates to implementation.

Hargreaves, in looking at the "Politics of Administrative Convenience" has considered the pluralist and the Marxist analysis. The latter, he argues, citing Dale and others, begins with a view that the capitalist state sets limits on all viable options for change in that they must not be inimical to the capital accumulation process. Hargreaves argues, therefore, that Marxists are more interested in what *doesn't* happen and in the radical solutions that fail to take place. The 10-14 initiative can clearly be used in this way, and the terms of its ultimate rejection by the government of the day may be seen to lend weight to this theory. It was a policy initiative which ultimately failed and the reasons for its failure may shed important light on the process of policy-making. However, the process of policy making itself, as evidenced by the work of the committee and the internal discussions within the CCC which followed it might lead us to a view more akin to Raymond Williams:

...we make history ourselves, but, in the first instance, under
very different assumptions and conditions.

The "assumptive world" has already been referred to and what Gramsci referred to as "the anglo-saxon historical context" may also have to be modified to take account of specifically Scottish features.

It is clear that policy making is a complex process. Fenwick and McBride pose the question:

When does a mode of thinking or an ideological approach
transform itself into a policy, a policy into specific commitments,
commitment into unambiguous action? (p.31)

and conclude that "it is not a simple matter of turning expressed views into implemented decisions" (p.32).

Thus if policy is difficult to define, difficult to interpret in terms of the forces which are interacting and difficult to turn into action, how, then, are we to make sense of the process as exemplified by one major initiative? The key will be to ask whether the 10-14 initiative was in the mainstream of Scottish policy development; whether the processes which resulted in the publication were those which were understood and accepted within the system; whether

the mechanisms for implementation were those which took account of existing structures and were perceived as being workable; whether the educational ideas were those which were seen to be acceptable - or at least within accepted levels of "tolerance" - by the profession; and, ultimately, whether the political climate was such that its recommendations were part of the dominant ideology.

Kogan has argued that:

> In looking at the education service and its politics, we have to
> reckon with unpredictable sequences and patterns of changes
> in ideology, in received concepts of human development, and
> in the economy.(p.237)

There are no "tidy" answers, and Bell and Grant (1977) coined the phrase "constitutional untidiness" to describe the British scene. It is true, as Bone and others have argued , that Scotland is tidier, but the pluralism observed by McPherson and Raab undoubtedly exists, and the reality, in an increasingly interventionist political climate which has seen the National Curriculum and the 5-14 Programme, is that the separation of the two systems, while never absolute, has become blurred in the late 80s and early 90s.

Simons has argued that:

> The agenda for the debate in the 80s was dominated by the thrust
> of political initiatives at the national level. (p.2)

in what is supposedly a decentralised system. While in Scotland national solutions to educational policy problems have always been acceptable, she is right to point to a change in what Hall (1985) felt was an acceptable description of the system in England and Wales:

> For 30 years after 1944, the development of the service
> was managed by a partnership. The terms of the partnership
> were that the Secretary of State determined broad
> national policy and the allocation of resources, the LEA
> implemented national policy with substantial local discretion,
> and the individual establishment was responsible for the
> curriculum and how it was taught. (p.4)

The accuracy of this description will be examined in chapters 3-5 as it pertains to the Scottish scene, but Hall and Simons are convinced that the

late 1980s saw an interventionist stance developing. Simons uses the term "managerial centrism", citing the demise of the Schools Council in England and Wales and the introduction of TVEI as evidence. Scotland still has the SCCC - and TVEI - both having undergone substantial change in recent years. They come together, conceptually, in the context of policy implementation, and it is to the term "delivery" that we turn now to continue the examination of the key issues in policy making in Scotland.

2.6   Implementation and delivery

McNay and Ozga have argued that:

> ...if there are various agencies involved, the impact of policy
> may be diffuse. (p.168)

We have already seen that even in a relatively small and centrally oriented system the agencies are many. Diffuse may be seen by some as a slightly pejorative term, and there is no doubt that it has a bearing on the pace of change - a factor seen to be increasingly important in the 1980s. In a statement to the House of Commons, the then Secretary of State for Scotland, George Younger, announcing the Government's plans to implement the Munn and Dunning Reports, said:

> My consultative paper last autumn set out a four-year implementation
> programme covering most of the subjects in the school curriculum.
> Several respondents commented that this was too slow. In view of
> this evident enthusiasm to proceed more quickly....I have decided
> to implement the new system in three years rather than four
>
> (April 1983)

The irony of this is that within months of this statement the whole secondary education system had been plunged into chaos because of industrial action by teachers, the main claim for increased salary levels being based on overload and a pace of change that was excessive.

Alongside pace is the question of mechanisms, style and mode of delivery. Almost all of the people interviewed as part of the present research had observations to make about delivery.

Bob Lovett, speaking in the context of the 1978 HMI Report on "Children with

Learning Difficulties" makes the case that:

> At the end of the day change has to come about...in
> various ways. We can change structures and provide
> resources, we can make doing certain things more
> attractive to people, and people will go through the
> motions of change, and in a way that is one of the ways
> in which the present government is trying to work. the
> other way is to get, through dialogue, practitioners to
> appreciate, if you like, the deep-rooted questions of belief.
> And to work in that way, and to achieve a lot more grass-roots
> dialogue..... (app.1 p.376)

Lovett, a college of education lecturer very much involved with schools and
local authorities in the late 70s and early 80s in the implementation of the
1978 HMI report on children with learning difficulties, recalled

> I don't know how much pressure was put on by the SED
> but certainly in Strathclyde and throughout Scotland there
> was a rolling programme supported by HMI where every
> Secondary head attended a series of seminars at Seamill
> because I and colleagues who were involved in school-
> focussed programmes at the same time got ourselves
> invited. The consequences of that kind of top-down
> model are, perhaps, regrettable. At the closing plenary
> sessions I attended, pressure was put on headteachers
> present in the sense they were asked to go away and in
> 3 months time they would be asked "what have you done
> about it?" ......I still pick up stories from teachers who were
> working in the field at that time who say that Heads came
> back from Seamill and said that overnight, between the
> Friday and the Monday, a decision had been taken to
> disband extraction, disband all separate groups..... (app.1 p.373)

Clearly Lovett feels that this "pressure" from the Directorate, reacting to
initiatives from the SED, while raising the profile of a report to which he
himself was committed, was fundamentally flawed in that it provoked a
response from many headteachers which was hasty and ill-considered. It is
interesting to note that his perception of the relationship between the

Directorate and schools was one where it was enough for an issue to be "pushed" in this way for change to take place. Yet, much of the evidence would show (ch. 5) that not only was Lovett correct to cast doubt on the effectiveness of any curricular change promoted in this way, but , given the absence of mechanisms for monitoring policy implementation at local authority level, it was highly unlikely that headteachers who were unconvinced of the policies themselves would feel under "pressure" to comply. The experience of the Primary Memorandum will be considered in chapter 7, in particular the reasons for its comparative lack of impact discovered by HMI some 16 years after its publication, but even in the context of the Report to which Lovett is referring, the present writer took over as Headtacher of a secondary school in 1986 where the practices recommended in the 1978 report were not in evidence. The whole complex web of relationships which can contribute to policies being implemented successfully or not is the subject of chapters 3,4 and 5, but the concept of delivery is at the heart of much of the policy-making in the late 70s and into the 80s.

Gordon Liddell, a member of several CCC committees and formerly assistant director of the Centre for Information on the Teaching of English, a part of the sub-structure of the CCC, criticised the traditional model of policy-making and curriculum development as "too uncertain", arguing that:

> ....the publication of reports, followed by national courses,
> was hit-and-miss...I feel that at the heart of any curriculum
> development process is the need to change the perceptions
> of the people who are *actually doing the job* (his emphasis) -
> to increase / sharpen their understanding of their own job....
> Remember that in the 70s there were two models -
>> - one was the "classical" kind described by Gatherer
>> - the other was that the CCC put out work to the
>> regions - commissioned work in an area with a
>> member of the central committee linked - he/she
>> would gather a group of teachers together...
>> whatever they produced would be closer to the
>> people on the classroom floor...and would therefore
>> carry more weight with classroom practitioners

> But, if anything, the second of the models was a slower process since
> the people gathered together had to educate themselves first...it
> didn't really "produce the goods" in many cases - a failed model.
>
> (app.1 p.345)

Liddell, most recently a member of Review and Development Group (RDG) 1
of the 5-14 programme, and currently involved in the production of curricular
support materials for the English Language document, raises the issue of
'pace' of implementation. His second, 70s, model is pertinent in that it is
based on similar assumptions to those which the 10-14 authors were
working on, namely, that policy implementation was best carried out by
groups of teachers working locally. Indeed, the very weakness to which
Liddell points would have been seen as a strength by the 10-14 Committee.
The process of self-education, while slow, they would have argued, was a
necessary part of any successful change. We have already considered the
concept of 'ownership', and the mechanisms which Liddell struggled to
define still had, he acknowledged, to be built on the need to ensure that
teachers' perceptions would be changed.

Two major issues which emerge when looking at models of delivery are
'pace' and 'cost', and in the 1980s, at a time of major curricular change in
Scottish education and against a backdrop of teacher industrial action, the
connection between these two issues and potential overload on the system
has to be examined. Munn, chairman of the CCC, of the Committee on
curriculum and assessment published in 1977, and a secondary
headteacher, commenting on the changes in the structure of the CCC (see
chapter 3) observed:

> It [the expansion in the CCC in the 70s] was good in the sense
> that curriculum development in itself is a good thing...and
> therefore the fact that a large number of people were involved
> in curriculum development at a national level was good in that
> it meant that there were more people to spread the experience
> within schools, education authorities,and so on....more people
> felt that they were participating. So that bit was fine....
> Against that you had to take account of the clear view of the
> teaching profession which the Ministers really picked up which
> was that they were overloaded with curriculum development - there

was too much of it, and that really they more or less rose in revolt. Ministers are sensitive to that kind of thing - it was not just Tory philosophy which led them to cut back - it was the reality, or their judgment of the mood of the teaching profession, which was that they could not assimilate curriculum development at the rate at which it was being conducted.....and that is a valid point.

(app.1 p.364)

It is in considering the issue of pace that a paradox is evident. On the one hand, Munn's perception was that Ministers were wary of being seen to impose further curricular change, and this is borne out by the response to the 10-14 Report (chapter 10). However, the impatience of the government of the 80s with the time taken by the education system to effect change was exemplified by initiatives like TVEI and 16+ Action Plan, where intervention, or the threat of intervention, by government departments other than SED or DES, was designed to cut through traditional systems, often with the inducement of additional cash tied to specific contractual targets. David McNicoll has indicated that he felt that the government of 1987 had little interest in theoretical models:

I think the difference is that this particular government is in much more of a hurry in everything that it is doing, that it is out there to cut corners. Now I'm not criticising it for that. It's a fact of life. It is motivated by business management techniques and it is more efficient than to go "swanning around" philosophising. It gets down to the nitty-gritty. That's the main difference. It's a different model; its different in terms of time-scale.

(app1 p.392)

Thus the paradox of quick and effective implementation without overload on the profession is made explicit. The model of Standard Grade, commended by Younger (above), based on centralised committees, followed by limited feasibility studies, centrally delivered by syllabus guidelines supported by detailed curricular packages produced by professionals seconded by SED and distributed to all schools, fell foul of the teaching profession and overload was alleged. It was also slow - comparatively. The Munn and Dunning reports were the products of committees set up in 1974 to look at the problems highlighted by comprehensivisation in the 60s; they reported in

1977 and began to be implemented in the 1980s; and the final pieces in the jigsaw, such as short courses, are only now appearing in the 90s. Action Plan on the other hand was initiated in 1981 and implementation began in 1983, and was well-nigh completely in place by the mid 1980s. TVEI began with pilot schemes in many local authorities, but "extension" projects were in place before the pilots were evaluated, and in many cases all of the secondary schools in an authority were involved in these extensions within 2 years.

Political imperatives change, and so too do the response of education departments. McPherson has argued that Action Plan was a defensive reaction by the SED, fearful that its hegemony was under threat:

> It was an immediate political priority to fight youth unemployment
> and the youth training initiative coincided with the collapse of
> youth unemployment. That was 1981 - and that was what led
> to Action Plan, the plan which was to retain territorial control of the
> Scottish system. (app.1 p.369)

Action Plan saw the establishment of SCOTVEC (chapter 3) providing modular courses for all non-advanced further education, and in some authorities, such as Strathclyde a radical structural change in the provision of post-16 education involving the formation of schools into 'consortia' etc. And all of this happened very quickly.

The situation with TVEI was different in that the model involved specific funding for schools in relation to targets agreed often 'en bloc' by an authority, and with contracts signed and exchanged dependent on the meeting of the targets for future funding. TVEI is a fruitful area for research in itself, not least the extent to which it has been "absorbed" by the educationalists and integrated into the mainstream of curriculum development, but the fact that the pace of change can vary according to the political imperatives and to the ability of the profession to absorb the changes, is crucial to the present debate.

Bone, in addressing the issue of delivery, draws on the 1947 Advisory Council report, and on his experience of other national systems:

> TVEI and other things like it, like Enterprise Awareness and so on -
> they come in and they are terribly specific, fairly narrow, and they are,
> they have a strong bias in favour of what economists would want,

in terms of producing a kind of society...I was looking at a document before you came in which gives the aims of education in British Columbia - which their Ministry of Education has just published. It is a very good document - something like what is being done in Strathclyde. Here are the aims:

> "The purpose of the British Columbian school system is to enable learners to develop their individual potential and to acquire knowledge, skills and attitudes needed to contribute to a healthy society and a *prosperous and sustainable economy* (his emphasis)

Now that last phrase adds something to what the Advisory Council of 1947 would have said. They would have stopped at "healthy society". The "prosperous and sustainable economy" is a sort of theme running through. TVEI and the other things have been introduced with that in mind. And then, as you say, the teaching profession gets hold of it, because government can never deliver by itself - they have to use other people. These people take the bits of the programme that fit comfortable into their background, experience and assumptions; they take on a few of the others and they promote most strongly that which fits, and teachers take up most strongly that which fits - and after a while the government says "has this brought about what we wanted?" (app.1 p.384)

Thus delivery - the concept if not the term - can be seen to have significance in respect of all major initiatives, in different countries. The words of Millan are echoed in Bone's comments, and the role of the government, the relationship between the "background, experience and assumptions" of teachers and those of the politicians or administrators who attempt to govern education, the nature of the initiative - its scope, funding and objectives, the willingness of local authorities to support central policies , are all factors in the examination of why particular models of delivery are proposed at any one time.

A final consideration must be economic. The Conservative government of 1979 was elected on a manifesto which emphasised reduction in public spending. Menzies has referred to a "leisurely, more monied" time in the 1960s in which curriculum development took place (app.1 p.352). Gatherer

described the 10-14 approach in terms of cost;

> The cost of the delivery model was really rather high for the
> taste of the then administration. (app.1 p.432)

and used the word "ponderous" to describe the model. And yet, when the 10-14 Costing exercise was produced the total sum was variously portrayed as considerable or as merely less than one per cent of the total education budget. Thus, the economic situation is important, but more as a backdrop or as a context , since individual initiatives, if seen to have a high enough political imperative, for example, currently, National Testing, or, historically, comprehensivisation, can always appear to attract funding.

There is a key task to be performed in trying to make sense not simply of the ideas which have a bearing on educational policy-making, but on their inter-relationship. Unless a clear conceptual framework is constructed it will be impossible to make objective sense of the issues, the views of participants and commentators, and of individual case studies such as 10-14 and its successor 5-14.

2.7 Towards a conceptual framework

The value of such a framework is not simply to lend academic weight to the argument but to try to arrive at an analytical tool which may offer insight into recent events. It is difficult to stand back from policy-making when the participants are known, where there is almost instant media attention and when ideological battle lines are often drawn in a crude stereotypical way. In addition, if indeed we are to attempt to use the analysis of the present and the recent past in order to inform the policies of the future, then some kind of framework is necessary. It is unlikely that any one policy initiative will fit neatly into a category nor will it always be possible to say that the same players in the policy making scene are always acting from the same imperatives or with aims which are ever made explicit. However, our present task is to look at Scottish educational policy-making particularly since the mid 1970s, taking as a case study the 10-14 initiative and its aftermath, and to see if there are generalisable conclusions which can be drawn. The concepts of partnership; ownership; policy community; delivery; have already

been touched upon. Other ideas such as autonomy; accountability; control;etc, are all related and it may be helpful to see if certain developments have key characteristics which can be used to predict how they may be promoted and what responses there may be professionally and politically.

2.7. (i) Relationships

Many of those interviewed commented on relationships within the policy community and saw the arrival in the Scottish Office of a new ideological stance which appeared to cut through traditional relationships as being a key factor in the changes in approach to policy making in the 80s. Certainly it is possible to see" relationships" as a key concept and with it the idea of "ownership". The ability, willingness or motivation of teachers to take on board new policy initiatives has been a central feature of many of the comments of those interviewed and was a key issue in the context of secondary schools and industrial action in the early to mid 1980s. Thus if we were to see 'control' and 'partnership' as extremes of one "relationships" axis, and 'fiat' and 'autonomy' as opposite ends of another, "ownership",axis , it would be possible to describe 10-14 as high on partnership and autonomy, with the National Curriculum as high on fiat and control. But not all policies are necessarily as neatly categorised, and it could be argued that Standard Grade, with its emphasis on syllabus moderation and professional production of teaching materials but with a very detailed "grade related" and predominantly external examination system, was high on control and on autonomy, while 5-14, with centrally produced Guidelines and Attainment Targets and National Testing but with content and delivery to be a matter for authorities and schools, could be said to be high on fiat and high on partnership.

It could be argued that Standard Grade has been a successful policy in that it is universally in operation, has external validation, and with some exceptions is regarded by the profession as an improvement on what it replaced. The National Curriculum is already causing major problems among teachers and several modifications have been made already, though it must be said that industrial action did also necessitate amendments to the assessment of

Standard Grade. 10-14, it will be argued, sought to avoid central control and promoted partnership, while 5-14, in an attempt to ensure efficient and effective delivery with a measure of central fiat in order to increase the pace of implementation, has embarked on a programme of tight guidelines with some external testing but with some teacher/school autonomy in delivery.

2.7.(ii) General characteristics.

It is possible to examine these concepts in more detail and to try to identify generalisable characteristics with a view to being able to determine where particular examples of policy initiatives lie.

The danger in such an exercise is that the neatness is purely theoretical and belies the "muddle" or "untidiness" recognised by writers and participants alike. But, even if one accepts the limitations, it is possible to find a logical thread running through policy making which, while it may not in itself adequately explain the eventual outcomes, may nevertheless help in analysis.   In other words, is it possible to predict, with any certainty, how elements of a policy initiative will emerge by plotting the underlying assumptions upon which the policy is based along the "ownership" / "relationships" axes? Is there a consistency which would make the conceptual framework a useful analytical tool, or do policy initiatives follow pragmatic and unpredictable paths?   It is the view of the present writer that such a consistency does exist, though it is by no means exact.   10-14, and its replacement by 5-14, will be the most important contexts within which to tests these theories, although Standard Grade and the National Curriculum will offer points of comparison, both historical and current.

The key task will be to examine the data afforded by the papers of the 10-14 committee, the costing group and the correspondence which followed publication of the report, to set alongside it the views of the interviewees, and, examining the literature, ascertain whether this conceptual framework is helpful in arriving at conclusions about the process of educational policy making and its effect on the system.

In chapters 12 and 13, an attempt will be made to argue that these key concepts are useful in analysing educational policy-making , and that the 10-14 experience has illuminated this process.

CHAPTER 3   POLICY-MAKING IN SCOTLAND : THE NATIONAL SCENE

3.1   Structures and questions

   (i)   Centralism

3.2   The Consultative Committee on the Curriculum

   (i)   Remit

   (ii)   Membership

   (iii) The CCC and the Department

   (iv) Changes in the 80s

3.3   Other Central Bodies

3.4   Conclusions

CHAPTER 3   POLICY-MAKING IN SCOTLAND:
              THE NATIONAL SCENE

"The best governed is that which governs least."
J.L.Sullivan
Introduction to the U.S. Magazine and
and Democratic Review (1837)

3.1 Structures and questions.

The structures of educational policy-making have, in recent years, been
documented, analysed and commented upon by McPherson et al
(1983,1988), Gatherer (1990), Roger and Hartley (1990 eds.), Humes
(1986), and there have been, in the past, attempts to document specific
developments such as Munn and Dunning (Kirk 1982), specific elements of
the structure such as Her Majesty's Inspectorate (Bone 1968), Teacher
Training (Cruickshank 1970) , as well as, over the years, a number of
general works on Scottish Education from Davie's "The Democratic Intellect"
(1961), Osborne's "Change in Scottish Education" (1968), and more general
historical works by Scotland (1969) Hunter (1971) and Nisbet (1969)
In general terms it can be said that for a long time Scottish education in
general, and policy making in particular, were relatively unchronicled except
by writers such as Kellas (1984) and Keating and Midwinter (1983) who
were looking at the political process in general, in official reports emanating
from the Scottish Education Department or from Scottish Advisory Councils.
More recently - over the last 20 years - this gap has begun to be filled, often
by academics from the Universities, most notably from the Centre for
Educational Sociology, but increasingly from 'practitioner advocates',
sometimes in series such as "Professional Issues in Education", at other
times in the columns of the Times Scottish Education Supplement or in such
publications as the Scottish Educational Review or those produced by the
Scottish Council for Research in Education and other bodies which promote
research or debate on general educational issues.
The secondary sources, therefore, from which it is possible to derive
information about the Scottish system have increased, and the flow of

publications from central bodies, most notable the SED itself, has not abated. At the same time the structures which exist in England and Wales have to be considered if only because much of the legislation governing Scottish Education is either contained within United Kingdom Bills, or is presented in separate but parallel Scottish legislation either simultaneously or a year or so later. There have also been charges in the 1980s that a process of "anglicisation" of the Scottish system has taken place, and so it will be important when looking at the Scottish scene also to look at the U.K. picture. The material in the transcripts of interviews has to be seen as a phenomenological insight into the processes since many of the people involved were major players in the curriculum policy-making scene over the last two decades or more. Their views, while partial and in some cases limited in scope, nevertheless provide insights which are difficult to get from official sources.

The final piece in the jigsaw, so to speak, will be the papers from the 10-14 Committee which will provide an insight into the internal workings of a part of the Consultative Committee on the Curriculum, its relationship with the SED and with the bodies representing interests of the teaching profession, and the interaction between central bodies and local authorities.

3. 1 (i) Centralism

The Scottish scene, as Bone has argued (chapter 2), is characterised by what might be termed "centralism" as opposed to "central control". Most bodies which oversee the curriculum, assessment, teacher accreditation, research and development,etc. are central, based normally in the capital, Edinburgh, and sometimes in Glasgow. The SED itself is, of course, central with its headquarters in the Scottish Office, and although these bodies are all different in function, membership, influence and internal organisation, there is, nevertheless, the centralist feature which distinguishes the Scottish system from the rest of the United Kingdom. The phenomenon of overlapping membership - and Bone himself is a good example of this - serves to give the impression of a fairly tight "community" in operation. The effects of this are not always perceived as benign, and Humes has argued that the existence

of a "leadership class" ensures that the system is not "democratic" and that patronage is used to promote individuals to positions of importance in central bodies where their loyalty will be to those, normally Her Majesty's Inspectorate, who were responsible for the elevation, and where the tendency for radical policies to emerge will be diminished. As we will see, Humes' analysis has been challenged, but the role of the Inspectorate will be examined, and the issue of control of the central bodies themselves will emerge as the political attitudes change in the 80s and accusations of political "interference" are made.

The 1970s and 1980s were a time of change in many of the central bodies. Inevitably our attention will be focussed on those which relate to policy making in the field of curriculum. Thus the various changes in the structure of the CCC, in the perceived role of HMI, in Scottish local government, in attitudes among the teaching profession, will take precedence over changes in the General Teaching Council, for example, where the teachers' contract, class sizes, universal registration, etc. were all being debated in the 1970s. The changes in the political scene are, it will be argued throughout, crucial. The charting of the ideological changes in the Conservative party will be done in detail in chapter 11, but in the context of the CCC in particular the changing political view which led to a number of reviews of the structure in the late 1970s and into the 1980s, culminating in the present SCCC becoming a limited company by guarantee, is important to analyse. The question of politically inspired changes to structures and whether they had any perceptible effect on the policy community is a fascinating one since it will be argued that the consensus which came under threat in the 70s and 80s was the political rather than professional one. In other words, the ideological divide between the Left and the New Right was what characterised the period, while, notwithstanding differences of opinion within the profession on particular issues, there was throughout this period to the present day a broad acceptance of the major educational policies. The Primary Memorandum, it will be argued in chapter 7, was generally welcomed and incorporated even although the implementation was imperfect. Comprehensive schools had become the norm, and although it can be argued that many practices from the old selective system still clung on, nevertheless very few voices were heard trying to return to a selective

system (Indeed, recent attempts by authorities in England to return to selectivity have been rejected by the teaching profession - and by middle class parents many of whose children would have been allocated to Secondary Modern schools!). Even the recent controversy over National Testing, introduced as part of the 5-14 Development Programme, is taking place against the backdrop of a large measure of consensus on the aims of the Programme as a whole. Thus, the interplay between the party political view and that of the policy community is important.

Finally, the analysis of the policy making process set out in the present chapter and chapters 4 and 5 will be carried out with reference to the conceptual framework already outlined. There will be no attempt to replicate the work of other writers who have discussed in some depth the history, roles and influence of the various key elements in the policy-making process. However, their work will be referred to alongside the other data in order to arrive at answers to questions such as :

How do policy initiatives originate?

How are decisions taken about the mechanisms for review?

How are committees formed?

How do committees go about their tasks?

How are decisions taken about implementation?

How do the partners in the process work together?

What is the role of HMI , local authority advisers, etc.

How do changes reach schools/classrooms?

How do schools generate/moderate change?

What are the models which are operating?

What is the underlying ideology of change?

These questions, and many more, arise naturally when this area of enquiry is opened up. The argument that the late 70s, the whole of the 80s and into the 90s was a time when the "assumptive world" of the educational policy-making community was being challenged by a new ideology which sought to re-interpret the traditional notions of partnership, consensus, accountability and control, will be tested against the evidence of the 10-14 Committee's experience, the views of some of the members of the policy community and against descriptions of the process of policy-making nationwide found in the literature.

The national, regional and school dimensions to policy-making will be treated in turn, though the overlaps are such that there will be cross-references throughout.

3.2   The Consultative Committee on the Curriculum

Gatherer[15] (1990) and McPherson et al[16] (1988) have considered the origins and development of the CCC in recent books. Both have pointed to the teachers' strike of 1961 as a possible stimulus for it, following on from the Consultative Committee on Educational Matters set up as a direct response to the strikes. The year of inception of the CCC coincided with the formal introduction of comprehensive schooling by government circular, and, in Scotland the taking over from the Inspectorate of the running of the national examination system by the Scottish Examination Board (SEB).Gatherer sees both of these events as being in line with the policy of the Senior Chief Inspector of the day to:

> ...promote a greater degree of co-operation between the Department and its 'partners' in the running of the education system - the EAs, the professional institutions and the teachers' associations.   (p. 23)[17]

McPherson, having interviewed Brunton, concludes that the move towards such a body could be seen in the early 1960s, as the SED saw the need to broaden the base of advice on the curriculum, to promote a "strong" view of partnership which gave the participants more of a voice, and to remove from itself the burden of all of the curriculum advice (and the oversight of the whole examination system).

Gatherer rightly observes that the creation of a body to consider the whole curriculum was not, in itself, new. The statutory Advisory Councils had produced a number of reports, some of them, like the 1947 report on secondary education regarded as radical, but McPherson notes that Brunton " had not been a supporter of the advisory council approach". The CCC was to be, in Gatherer's words " a new phenomenon in Scottish education":

> ...a standing working party, with membership changing every four or five years, solely concerned with the curriculum.   (p24)[18]

The CCC was chaired, in the early years, by the Secretary to the

Department, a fact which was apparently regarded with "consternation" by Brunton (McPherson,p.319), and at early meetings, as Gatherer points out,he was "flanked by as many as ten officers" (p.24). The non-SED members were all hand-picked, appointed by letter by the Secretary of State. The issue of membership will emerge later as we turn our attention to the 10-14 committee itself, but theoretically people were appointed:

> ....as individuals on the basis of their personal knowledge and
> experience rather than as representatives of particular organisations.
> (p.24,25)[19]

Representation covered teachers, further and higher education staff, a director of education and one person from industry and commerce.
Its genesis may well have been pragmatic and its chairmanship controversial, but what is certainly true is that its early days could not have been more dominated with critical national developments. McPherson has argued that at this time the curriculum was becoming more overtly political. In an expansionist climate, with birth-rates on the rise and an apparently strong economy, more and more schools were having to plan for more pupils who wanted access to certification. Control of the curriculum had become an issue on both sides of the border, and the 1961 strikes had caused the SED to re-assess the role of teachers in this process. Finally, as the raising of the school leaving age became part of the political agenda in the mid 60s - though not implemented for economic reasons until 1973 - the issue of the examination structure became crucial. New subjects (like Modern Studies) began to press claims for recognition, and Harold Wilson's reference to "the white-hot heat of the technological revolution" in a post-Sputnik age saw increasing pressures on schools to deliver more scientists and technocrats.

3.2. (i) Remit

The remit of the CCC, quoted by McPherson, was:

> ...to maintain a general oversight of the school curriculum, both
> primary and secondary; to draw the attention of the Secretary of State
> to any aspect of the curriculum, whether general or particular, which
> seems to call for consideration by specialist bodies; and to comment

on the recommendations made by any working party appointed by the
Secretary of State on its advice. The aim is to keep the school
curriculum under continuous review.   (P. 326)[20]

The precise status of this new body was difficult to ascertain. There was
internal Departmental opposition to anything which might approach full
partnership or executive function; there was a budget allocated for the work
of the CCC; and there was to be, apparently, a fair measure of control
exerted by the Department. Certainly the terms of the remit were advisory,
and the precise nature of the oversight was not made clear. The CCC was
not a statutory body like the SEB, and there was certainly to be no obligation
on the Department to accept the advice of this new, standing body.
As it set about its work, therefore, in 1965, it was against a background of
impending change in education, with publication of the Primary
Memorandum and the move towards comprehensive schooling. The nature
of the partnerships was changing, and there were pressures building for
reform, not just of the school system but of local government itself. The
impulse towards a devolution of control over the curriculum to teachers was
not as strong in Scotland as it was in England and Wales, and the CCC was
never envisaged as a Schools Council. The centralism of the Scottish
system was built into the new body and the Department remained very much
in the driving seat.

3.2. (ii) Membership

As we have already seen, membership of the CCC itself was by invitation
and was on a personal basis. But who advised the Secretary of State as to
whom he should invite to join? And, as subject-based Central Committees
began to be established by the SED, and as the CCC itself began to spawn
a sub-structure of its own, who decided on membership? These questions
are important in themselves because the issue of control is crucial, and if
membership of central bodies was to be in the control of the Department, for
example, the charge of patronage could be made and the issue of conflict of
loyalty would be present. In the context of the 10-14 Committee, these
issues would emerge once more, since not only was its membership arrived

at in the traditional way, but it altered in the course of the lifetime of the committee because of withdrawals by teachers during a period of industrial action, leaving it open to the criticism of being, ultimately, unrepresentative. The role of HMI in the appointments process is important. Munn, member of the CCC since 1968, and its first non-Departmental chairman, recalled:

> The committees of the CCC are appointed by the CCC itself - at one stage the CCC had an appointments committee before I became chairman, but in my time from 1983-1987, appointments were a matter for the executive committee to put before the CCC. As far as our own membership was concerned, because such Central Committees might have CCC representation, for example 10-14 certainly did, and we would know the people and make our own decisions. But insofar as you go outside the CCC and you want to spread the load and develop a network (you don't want the CCC members to be too grossly overworked) we didn't have the national coverage the Inspectorate had..   (app.1 p.360)

Munn also argued that people were not selected because of conformity to some acceptable view:

> ...you wouldn't choose them because they held particular views. You choose people because they are bright, they are enthusiastic, they are interested in curriculum development. Not because they're following a party line. You won't always get it right. There may be better people elsewhere, and in some cases you have to do this or they may all be "Mathematicians from Glasgow" as Donald Pack once said.
>
> (app1 p360)

Thus, Munn had faith in the professional objectivity of the Inspectorate, and coupled with the need to reflect sectoral, geographical and denominational interests, felt reasonably confident that the membership would consist of the right kind of people for the job.

The role of HMI in this matter is important since they were seen as the eyes and ears of the Department, but, as Munn indicates, still regarded as trusted professionals by the CCC. Their other roles as members of, and later assessors to, committees will be discussed in detail later in the chapter, but in the early days, before the proliferation of a committee substructure, it was the most senior members of the Inspectorate, with the Secretary, who worked

most closely with the CCC.

3.2. (iii) The CCC and the Department

Munn has provided an interesting perspective on the relationship between
the Department and the CCC, commented on by Brunton and Graham in
"Governing Education" (chapter 14). Perhaps unexpectedly, he did not view
his own appointment as the first non-departmental chairman of the CCC as
an unqualified advance:

> ...my first reaction was that there were very considerable advantages
> to the CCC in having a Secretary of the Department as chairman
> because you have the ear of the politicians, who actually decide. If
> you have the ear of the Secretary who has the ear of the Minister - he
> is someone who can influence policies, who can influence money. Of
> course, resources are very important. I have to say that my initial
> reaction was that it was a pity that we were losing the Secretary of the
> SED as chairman. I remember mentioning this - and the phrase
> "apron strings" was used. It was time for the CCC to be more
> independent. We had a close relationship with the Department.
>
> <div align="right">(app.1 p.362)</div>

This "close relationship" was, nevertheless, a changing one, as Munn
explained. The detailed changes in the structure of the CCC have been
chronicled by Gatherer who has described the Departmental review of 1976,
the Rayner Study of 1980 and the internal Crawley review of 1986. Rather
than rehearse these descriptions, the views of participants in the CCC
structure during this period will be used to illuminate the work of Gatherer
and McPherson et al.

McNicoll, appointed from the Inspectorate as the first Secretary of the CCC
in 1978, echoes Munn's sentiments:

> When I was appointed Secretary in 1978, the Secretary [of the SED]
> Mitchell, was the chairman. Mitchell was distinctly unhappy in that role
> because he felt he did not have the knowledge and expertise to
> engage....but he was in a listening role...and was able to take that on
> board. Sir James was right, there was a direct access which is - and

indeed I think that is what happened after the Rayner review, there
was too rapid and considerable a withdrawal because it wasn't just
the Secretary, it was the Senior Chief, and the Depute Senior Chief
[Andrew Chirnside] - so you had Mitchell, McGarrity and Chirnside
sitting at all of these, and Cox, the under-secretary, so it was a real
strong panoply there, and they were there to listen to what people
were saying. So there was a loss, there's no doubt about that. But
there was a gain in other ways.   (app.1 p.385)

This listening mode is one which is often referred to in descriptions of the
role of the Inspectorate. The difference here was that the full panoply of the
senior echelons of the Department was present at one time and in one place
- an opportunity clearly valued by Munn and McNicoll, if, apparently, less so
by the Secretary of the Department. The internal, departmental review which
was taking place at this time was less to do with this formal relationship than
with the workings and structure of the CCC itself, and would be the precursor
to the Rayner review which set the background for the establishment of the
10-14 Committee.

Between 1965 and 1976, there had become established a number of Central
Committees set up by the SED, committees on Primary Education and on
individual secondary subjects, and a number of reports had been produced
nationally. Gatherer has commented:

> By 1974 there could be no curricular proposals of substance
> emanating from the SED that had not first been discussed, amended
> where it was deemed necessary, and approved by the CCC. Because
> of its high status its operations were described to each succeeding
> minister, and of course with any change of government its remit,
> composition and structure would have to be reviewed. For this reason
> the 1971-1974 CCC was continued in office until 1976.   (p. 27)[21]

McNicoll has described the review which was taking place, and confirms
Gatherer's view that the scope of the CCC had been increasing since its
inception:

> Well, it was really prior to 1976, there was a gap of a year or so when
> no CCC was meeting.   Central Committees and so on were rolling on,
> because there was a report produced under Jimmy Scotland's
> auspices called "the Aims of Education" and that identified certain

weaknesses in the CCC as it had been. So that was an internal, departmental review at that time and it recommended a number of steps which were realised in the 1976 constitution. And that is when COPE and COSE for example were set up. The chairs of those were important appointments Andrew Chirnside was the chairman of the Steering Committee which really ran that CCC and Andrew, in a sense, was the shadow of the chairman [of the CCC itself]. His role was to begin the process of the CCC becoming an organisation rather than a committee......That's when I was "hauled in".....So my job was to take over and staff the secretariat and service the structure, and assist the process of developing it into an organisation rather than a committee.   (app.1 p.386)

The change from committee to organisation was significant, as was the decision to place a serving HMI as the secretary. McNicoll had been involved in the CCC structure as Assessor to the Social Subjects central committee and was aware of the internal, departmental review which was taking place. It was largely a rationalisation, a redistribution of resources and a clarification of management structures. The so-called "big boys" which had always had central committees now had to lose some of their support - and be reduced in size - in order to allow other subject areas (such as Home Economics and Modern Studies) and other sectors (such as Primary) to have more, dedicated committees. The curriculum development centres, originally set up to "match" the central committees had to be re-organised, as McNicoll recalls:

....we had to start diverting the functions of those centres to support a more evenly balanced structure. I don't regret that, though it was pretty messy at the time. But I don't regret it because the new central committees, who of course picked up a lot of ideas from the original central committees, set to and actually did the basic thinking which was translated into the Joint Working Parties (JWP) of Standard Grade.   (app.1 p.386)

This "messiness" which McNicoll refers to was a function of the fact that the changes dislodged the main subjects - English, Mathematics and Science - from their previously privileged position of having dedicated centres, with, in the case of English, a well-established and highly respected Journal,

"Teaching English". By 1978, "Teaching English" had ceased to be a "C.I.T.E. Publication" and had become a " Publication by the S.C.D.S. - Edinburgh Centre". But, as McNicoll points out, other areas were now able to be represented at national level, and the groundwork was done for the massive curriculum development exercise which would follow the publication of the Munn and Dunning reports and the feasibility study which ensued.

The new structure, the architect of which, according to Gatherer, was Andrew Chirnside, still had as its head the Secretary of the Department, and had Chirnside himself as the chairman of the steering committee. The Scottish Curriculum Development Service, in the shape of the centres, was now within the managerial set up of the CCC, and COPE and COSE were established. The links with the Department were still strong, and Chirnside recalls:

> ....the CCC was largely an instrument of the Department .... *David McNicoll and I would always have to stop and discuss where we (the SED) stopped and they (the CCC) began.* (My italics)   (app.1 p.423)

3.2. (iv)   Changes in the 80s

The arrival on the national scene of the Thatcher government of 1979 brought with it a view of public spending which caused QUANGOs to be an obvious target. That the CCC was not, strictly speaking, a quasi autonomous non-governmental organisation did not save it from further scrutiny, and , as would be the pattern with many such reviews, an outsider from the world of industry and commerce was brought in, in this case Sir Derek Rayner of Marks and Spencers.

McNicoll's recollection is significant in a number of ways:

> You could have knocked me down with a beanpole! I had just taken
> up the post, for 2 or 3 months. Pat Cox, the under-secretary, came
> along at 5.30 - told me that the CCC had been selected as a "soft
> option". They had to select a body, a quango from within the Scottish
> Office to be part of this major Rayner review. It wasn't really quango
> at all. We were a departmental committee - with bits and pieces of
> things attached. However, at the end of the day I think that it worked

out rather well. The original Rayner report, written by the Principal of the Department had about 95 recommendations. About 90 of them were simply re-stating things that had been generated in those years (since 1976). It was simply saying do all this, and it had been done. The other 5 or so, however, ca'd the feet from under us....made it impossible to implement. About a year was spent, really in argument in the CCC in resisting these proposals and effectively we were able to do that. What came out of it was really a reinforcement, a re-establishment of what Andrew Chirnside's steering committee, and the CCC, had maintained.   (app.1 p.387)

Gatherer's phrase, "tethered goat" (p.42) is a little stronger than McNicoll's "soft option" but it seems clear that the incoming government wanted to be seen to be looking at quangos within its own structures while looking at others elsewhere. However, as Sir James Munn remarked, " no-one outside the Department ever saw the Rayner review". The original report was never published, but Sir James echoes McNicoll's view that the CCC came out of it "well". The considerable influence of people like Chirnside and the close links between the CCC and the Department ensured that the extensive trimming which Munn and McNicoll both understood to be recommended by Rayner never actually happened to anything like the intended extent. The most significant changes which did take place were that the Chairman of the CCC was to become, as we have seen, non-Departmental, and HMI were to have the role of assessors on committees, not full members. As Humes has remarked, the Rayner review, from the government's point of view, "could hardly claim to have been a startling success." But it clearly was from the CCC's and from the point of view of Chirnside and others. Some reduction in size did take place in central committees, but where it mattered for them, in COPE and COSE, the continued presence of non-CCC members, allowed for greater breadth of view and more contact with the local authority structures. As Gatherer has pointed out (p42), the CCC resisted the suggestion that it should take on more functions, including some of those at that time carried out by authorities, colleges and teacher associations. In some senses it was a victory for the CCC, but the 1980s were to see a number of major national policy initiatives, which, Humes argues, circumscribed the CCC and made it less of a policy-making body than a

vehicle for the government's curricular changes.

It was in this context that the 10-14 issues emerged, and the national developments were very much in their infancy. The Munn and Dunning initiative really only got going in the 80s, and Action Plan emerged in 1981. The new, post-Rayner structure, with the emergence of COPE and COSE enabled the transition from primary to secondary school to become a suitable area of enquiry, now that S3 and S4 had been "done".

But, before the work of the 10-14 Committee, established in 1982, was complete, there had been taken another decision to review the CCC, and the pressures for review were the same pressures which were to manifest themselves when the 10-14 report was ready for publication (see chapter 10). Gatherer is very critical of the motivation behind the so-called Crawley review, arguing that " it reflected a number of the Thatcher government's preoccupations.....rationalisation....tighter discipline.... management....more commercial approach...accountability....priorities." (p.47)[22]

Crawley himself had been an Assistant Secretary in the Department, and while Gatherer is very critical of what he sees as clear political motivation, McNicoll and Munn are altogether more sanguine about the Crawley review. It should be remembered that 1986 was at the height of the teachers' industrial action, one of the most disruptive and protracted national disputes Scotland has ever experienced. It centred on the secondary schools and focussed on national developments such as Standard Grade and Action Plan as being both the last straw in terms of workload and the justification for greater financial reward.

Munn's recollection is that:

> The CCC and myself [as the first non-departmental chairman] were much more involved with the Crawley review. The Rayner review was essentially something external. It was conducted by a recently retired assistant under-secretary from the Scottish Office so it wasn't departmental. I had a number of interviews and one or two battles with David Crawley. In a sense I think it was probably inevitable. The natural tendency of the CCC was to extend its activities and both through the central committee system and through special initiatives like 10-14, Education for the Industrial Society, multi-cultural

education, etc., and Scottish Resources in schools.....and we really had, I can see in retrospect, grown to a degree which government was unlikely to tolerate. It was not so much what we were doing - it was the amount we were doing.   I think it was about that time that we did a count of the number of CCC committees - they were in 3 figures - just over the hundred mark. For a government which doesn't believe in quangos and believes in action I don't think it was realistic to expect that a structure of that type would be allowed to continue. And that was really very clear to us, or had become clear by the time, because there was interaction; we saw the draft of Crawley and we commented on it. It was clear that we had to cut down substantially on the structure.   (app.1 p.363)

Clearly, Munn valued the sense of being "included", the sense of the report being the subject of discussion and even argument. These discussions would be taking place among people in the CCC and in the Department who, unlike Rayner, shared an assumptive world. Munn's willingness to accept that the structure, like Topsy, had grown and needed to be trimmed shows a degree of consensus on the basis of the review, and a realism about a government which was thirlled to action.

McNicoll was also a realist in that his recollection of Crawley's review is in the context of the teachers' dispute:

> The Crawley review really emerged in my view from the teachers' dispute - and if you read the Crawley review, or parts of it, near the beginning, the Introduction, there is quite a clear statement that there were some suspicions that it was the CCC that had been trying to do too much that put the teachers under stress and strain. And from that, I suspect that David Crawley's initial remit was to assess how much the CCC had been to blame. The CCC was carrying through, along with the [Exam] Board, the Government's own Standard Grade Programme.. Having stated that as one of the reasons for the review, David Crawley stated that his findings were that it was nothing to do with the CCC. So, in a sense, you could say that it was politically motivated. But, essentially, apart from that, it was a *management* (his emphasis) review.   (app.1 p.363)

The issue of blame is highly significant, since it re-emerges in the context of

the 10-14 Report and its subsequent replacement by the 5-14 Development
Programme. The teachers' dispute had shown the disruptive effect of
teachers who were an integral part of the curriculum development process.
If teachers were to be in a position to say that they were withdrawing from
essential curricular activities thereby undermining the national plan, then the
model had to be questionable. Politically, also, if teachers were claiming that
there was curricular overload or "innovation fatigue", then scapegoats were
being sought. That the first port of call should be the CCC was ironic, since,
as Humes has pointed out and as McNicoll has reinforced, the CCC was
almost exclusively involved in "carrying through" the Government's own
national programme, and doing very little in the way of innovative curricular
policy-making. In fact, the only piece of such work that was taking place was
the 10-14 initiative, just coming to fruition as Crawley was engaged in his
review. The political motivation which McNicoll refers to, therefore, is an
attempt to show to the outside world that the Government of the day was
concerned with protecting teachers from overload, and in so doing was
prepared to shift the blame to the CCC.

However, McNicoll also argued that essentially it was a management review
and to that extent:

> ...it wasn't political. I've mentioned the business of the dispute. There
> was that context. There was something of that, a flavour.
> There were two main reasons;
>> a) it was due anyway
>> b) it was to do with efficiency, management and
>> cost cutting.
> Slimming things down was part of general government policy - and
> that's why there was the recommendation that COPE and COSE
> should go - and be replaced by a council, enlarged for that purpose.

(app.1 p.389)

Management and efficiency would become key words in the discussion
about the fate of the 10-14 Report, and the battleground, to borrow Munn's
metaphor, would be issues of control, delivery, accountability and autonomy.
However, the Crawley review was undertaken in a spirit which enabled
Munn and McNicoll to feel that although the inspiration was political, the
issues were educational also and that there existed at that time a consensus

- which would probably have extended to the teaching profession as a whole since their appreciation of the subtleties of the origins of the increased workload would not necessarily be acute - that a review of some kind was acceptable and that a slimming down would not necessarily be a bad thing. The new creature which emerged from Crawley's ashes was a "company limited by guarantee" called the Scottish Consultative Council on the Curriculum, with McNicoll as its first Chief Executive. Gatherer charts in some detail the changes in the function and structure of the new body (pp. 46 - 63) and is critical of what he sees as the new emerging relationship between the SED and the CCC:

> There can be no doubt that the SED sees its main job as converting government policies into educational strategies, and converting its educational thinking into school programmes and materials. (p.54)[23]

The present 5-14 Development Programme would appear to support Gatherer's view, but at the time of Crawley's report a decision on 10-14 had not been made and the perception of the CCC as simply an agent of the SED had not been accepted by everyone working within it. McNicoll's personal view of the results of the Crawley review are interesting in that he draws the comparison with the earlier Rayner review and comments on what he sees as the relationship between the SCCC and the policy community:

> Sir James Munn has said that there was a loss when he replaced the Secretary of the Department as chairman of the CCC - a slight moving away of direct access to the Department. In this most recent move, again that happened. Physically I moved out of New St. Andrew's House (into one of the huts!). In terms of day-to-day knocking into people in the corridor, both Inspectorate and SED officials, and getting early warning, whether deliberately or by accident, of things that were likely to be happening so that my antennae would be out and anticipate, I lost that. I don't seek to replace that. There has been more gained by that detachment because, speaking personally, though I saw my principal loyalty to James Munn and the CCC and at the end of the day that was the group that I would go with, I also had a loyalty, and, indeed, a line manager within, the SED. So I had a divided responsibility, if not a loyalty. Now I have a single loyalty which is to the SCCC or, as I put it to the EIS recently, to the Scottish

educational community, which I regard the SCCC as representing.

(app.1 p.389)

The issue of loyalty is important since it permeates structures like the SED and, as McNicoll felt, the CCC also. The issue would surface in a specific way in the context of the rejection by the Minister of the day of essential features of the 10-14 Report, and the action taken by officers of the CCC, and members of the 10-14 Committee to make public their views. Disloyalty was the charge levelled against Syd Smyth when he wrote to the Glasgow Herald to complain about the Minister's press release (chapter 10):

> ....within the CCC itself this letter created a row. I got a letter from David McNicoll, who stopped phoning me, and started writing to me, saying that I had caused great offence....(app.1 p.462)

Loyalty was important and mixed loyalties were seen as being unworkable. But it was the larger issues of loyalty, hinted at by McNicoll which were emerging in the wake of 10-14, and as the SCCC was forming, that were to be most important of all. Did the new Minister, Michael Forsyth, a member of the so-called New Right, with educational views traceable back to the Black Papers of the 60s and 70s, share the assumptive world on which was based the sense of loyalty referred to by McNicoll? Did he recognise the policy community as being of positive value as he pursued his Ministerial agenda in the late 80s? Would he have been happy to accept the role of the SCCC as representative of the educational community?

Some of the answers to these questions will emerge in chapter 11 once the progress of the 10-14 Committee and its report have been charted. What seems to be undeniable is that even as the CCC went through its various transformations, whether departmental, external or political/managerial, certain relationships were maintained and assumptions held. Continuity in the person of McNicoll, and the replacement of Munn by Sister Marie Gallagher,a long time member of the CCC, may have ensured that a certain "safeness" was maintained. The loss of the direct link with the department was regretted by McNicoll, and the relationship between the two central agencies most closely concerned with educational policy-making in the curricular context was still perceived to be benign and mutually beneficial. But, as McPherson et al have shown, the Department itself has not always spoken with one voice, and the balance of power between the 'professional'

(HMI) and 'administrative' (career civil service) arms of the service has shifted from time to time historically. When, in 1986, at a conference held to launch the 10-14 Report, a representative from the Department stood up publicly to criticise some of its main proposals, it was not an HMI but a member of the Departmental secretariat - a permanent civil servant. It was not just that the criticism was trenchant and fundamental; it was more that it was unexpected. The HMII on the committee appeared to be as surprised as anyone, and this phenomenon of initiatives and stances being taken orally and in writing by Ministers and their permanent advisers without the knowledge or involvement of HMII would be repeated in the late 80s. McNicoll described the origin of the 5-14 development:

> The origin was........a completely unexpected Forsyth consultation paper, which I learned of a few weeks before it actually came out. I was given a sight of it and asked for my initial views. In the same way, perhaps, as departmental circulars were put out to the directorate, ADES, for comment. So I had a bit of influence at the level of "it would be more acceptable if you changed that phrase"- detail - but, so out comes the consultation paper and we as a council are being consulted in the same way as others; we're part of the public consultation.   (app.1 p.391)

So, the relationship was changing, and while we will see how the SCCC responded positively to the opportunity and, to a great extent shaped the development which replaced 10-14 (chapter 11), there is clearly a sense of disappointment in McNicoll's comments. But, the pragmatic approach is strong in Scottish education, and Millan's words come back to remind Ministers that the policy community is able to regroup and respond to new directions. The CCC had become the SCCC, had, as Gatherer and Humes have observed, become more concerned with delivery than policy-making, but the link with the policy community was still strong and the translation of policy into practice left many opportunities for adaptation along the way.

3.3. Other Central Bodies

While throughout the period in question the CCC was the most influential of

the central bodies associated with policy-making especially in the primary and early secondary stages, it is worth noting that the "centralism" referred to earlier and described in some detail by Bone (p.30), was manifesting itself in other areas of educational change. Gatherer has described the central bodies involved and has pointed to the "complexity of the organisation which has grown up in recent years to produce the modern curriculum" (pp.54-56).[24] It is undoubtedly true that most of these bodies are centrally based and that there is a considerable element of overlapping membership. The local authorities and schools are linked into the process by virtue of representation either formal or, as with the CCC, personal. The colleges and universities are represented also and often have staff at any one time "top-sliced" i.e. part of their time is paid for by the SED for specific projects. All of this represents the professional world, the policy community, now much wider in scope and in social background, with a strong base, as McPherson has observed, in the West of Scotland, and from a political background increasingly, as the 80s progress, estranged from the dominant governmental view.

The two other major policy initiatives in the 80s were centred on the secondary school, namely Action Plan and Standard Grade. TVEI, presented as not so much a new development, more a facilitator in the process of introducing a technological emphasis into the curriculum, was also a secondary phenomenon. It was natural, therefore, that the central bodies most concerned were the Scottish Examination Board, SED, CCC and the emergent SCOTVEC. Perhaps for our purposes it is less important to detail these initiatives than to be aware of their political imperatives and the educational contexts into which they fitted. Without exception, their origins were political, though not necessarily narrowly party-political. There was also an economic imperative, namely the problem of youth unemployment in the case of Action Plan; the problem of under-achievement in examination terms, underlined by increased presentation rates after comprehensivisation, in the case of Standard Grade; and the problem of imbalance in the career choices of young people to the detriment of technology, in the case of TVEI. The will to do something quickly, thwarted in the case of Standard Grade by the industrial action, was apparent in the manner of the funding, the speed of the implementation plans, and the leading role taken by either SED personnel or by full-time TVEI advisers.

That the examination structure was involved ensured that the changes would become embedded in the curriculum, and by a process of what McPherson et al have called "downward incrementalism" these changes would affect the internal structures and practices of secondary schools. National Guidelines were produced on the structure of the secondary curriculum, and such was the degree of consensus which obtained, that the guidelines were accepted by authorities with little demur. One small detail is worth noting here however and that is that the Guidelines themselves were sent directly to schools - not to authorities. But, notwithstanding some dissension about the detail of the Guidelines and the effect on internal timetabling structures of having a core curriculum of 8 modes, there was little controversy, and what is more significant, perhaps from the point of view of the Scottish policy community, no apparent need for an England and Wales - style National Curriculum. The professional consensus had served the system well, it was felt, and the worst excesses of the NC were avoided.

But in the context of the primary and early secondary school, the imperatives were different. As McNicoll has pointed out, the issue was a professional rather than a political one in the beginning, and there was general acceptance of 10-14 as a valid area of enquiry. The sense of urgency which characterised the secondary initiatives was not really present in 10-14, but by the time the Committee had reported, primary and early secondary education had become, throughout the United Kingdom, a political priority also. It was a national concern, and in Scotland it was seen as a natural way to proceed to set up a major Committee as part of the CCC structure to investigate, report and set policy guidelines.

3.4. Conclusion

Kirk has documented the work of two of the three major committees set up in the 70s to review curriculum and assessment in S3 and S4 in secondary schools and to examine truancy and indiscipline. The first two of these, both national committees, the Munn committee set up as part of the CCC structure, the Dunning committee established by the Secretary of State, were both responses to problems arising out of decisions taken in the 60s and 70s

to establish comprehensive schools and to raise the school leaving age. Once established, they set about their work in what Gatherer has called the "classical" tradition, drawing their membership from a wide spectrum of professional backgrounds, engaging in information gathering, discussion, consultation and debate, and, ultimately producing major reports which were both far-reaching in their effects on the system but, as Kirk acknowledges, conservative in their philosophy. Consensus was sought, and, in general terms, achieved, although modifications had to be made to the assessment proposals and to the delivery model in the light of the teachers' dispute. The lessons of the exercise were that consensus could still be found in even in areas which touched on the very fundamental issues in secondary education, and although criticisms were voiced there was enough general agreement and political support in the early 80s to see the recommendations implemented.

With the changes to the CCC structure having resulted in major sub-committees for both primary and secondary education - COPE and COSE - there was a sense in which, nationally, there was a need to find a focus. The difficult area of secondary education had been "done", the Inspectorate in their review of Primary 4 and 7 had indicated dissatisfaction with the extent to which the ideas of the Primary Memorandum had been implemented, and it seemed natural that the area of 10-14 should be the focus for the next national committee.

The CCC was a natural locus for such work and, as Gatherer has commented, its very nature was based on consensus:

> ...the CCC was a body that was advisory in its function and it therefore had to seek consensus within itself, and it also had to consult as widely as possible which is why we had ... conferences. (app.1 p.431)

Changes in the structure of the CCC in the 80s were designed, in their different ways, to make it more efficient and effective, and we have seen in chapter 2 that "delivery" was always an issue. Where speed of implementation was of the essence, it appeared that in the 80s the government was inclined to go for models other than the "classical" and increasingly to find more direct ways of funding programmes to stimulate changes, using initiatives springing form departments other than the SED or DES. But where a professional consensus was sought. and where the

issues were "educational" - rather than "training" or "vocational" - the CCC structure was still, in the early 80s, the natural place to locate national reviews of provision with a view to informing policy.

The issue of "delivery" in the 70s was not a major one in that the "partnership" which was understood to exist between national bodies and local authorities meant that local education authorities would take on implementation and would use their own structures to do so. Chirnside has talked of HMII working in the spaces between other central and local agencies, and there is no doubt the the Inspectorate were in the forefront of national initiatives in the late 70s and early 80s. The report in 1978 on children with learning difficulties was a seminal document, promoted, as Chirnside recalled (app.1 p.424) by directorate seminars at Seamill teachers' centre. The Munn/Dunning feasibility study was also led by the Inspectorate, as was Action Plan. But the link with local authorities was crucial in the early 80s, and Gatherer recalls an attempt to address this problem:

> I put up a paper to the CCC proposing a model of organisation which was simply this; pointing out that a number of the education authorities had themselves set up consultative committees of different kinds. My suggestion was that each of the regional authorities should have a regional consultative committee and that there should be a direct link between the regional CCCs and the central CCC, the national one. I didn't ever suggest how it would be done because it was rather patently evident that it wouldn't work because of Strathclyde. It would be an absurdity to think of Strathclyde having a regional consultative committee. ....So in Strathclyde's case it would have had to be something like a divisional authority. I would have been quite happy with that. It is obviously out-of-date now, old-fashioned thinking, but it did, I think, illustrate the desire within the CCC, not necessarily for democratic reasons but for reasons of efficiency, to have a sounder field base, to have people in the field actually relating with some formality to the CCC (app.1 p.430)

It is not surprising that Gatherer in addressing the issue of efficiency should come up with a model which emphasised the relationship between the centre and local authorities. It was entirely in the mainstream of educational

thought at the time and based on his years of experience in the Inspectorate ,
in the CCC and in a local authority advisory service.

It is the relationship with local authorities to which we turn next. The local
government re-organisation of 1974 had introduced a new element into the
Scottish educational policy community, and the structures which existed for
policy formulation and implementation at local authority level are important
as we try to examine the success or failure of national initiatives.

CHAPTER 4   POLICY MAKING IN SCOTLAND : THE REGIONAL SCENE

4.1   Local Government and Wheatley

4.2   Elected Members : Relationships with Central Government

4.3   Politicians and professionals

    (i)   Officers

    (ii) Advisers

4.4   Regional Policies

4.5   Conclusions

CHAPTER 4   POLICY MAKING IN SCOTLAND : THE REGIONAL SCENE

"In some untrodden region of my mind,
Where branched thoughts.....
........shall murmur in the wind."

J. Keats "O Thou Whose Face"

4.1. Local Government and Wheatley

The discussion in chapter 2 of partnership is incomplete unless we understand the nature of the partners. The CCC had been established since 1965, and the Inspectorate's role, though changing, was well enough understood. Central bodies such as the Exam Board, once the preserve of the Department and now with a degree of independence, had an influence on the system which was national, and newer entities such as the GTC and SCOTVEC were beginning to make their mark in the 70s and 80s respectively. But it was the local authorities themselves which had undergone the most far-reaching change in the mid 70s.

It is not the intention of this chapter to document these changes in structure, nor to discuss the detail of the Wheatley Report which outlined the new arrangements. It is, however, important to understand the principles which underlie the present structures and to examine the assumptions which have underpinned the relationship between central and local government generally, but with particular emphasis on education. More importantly, the impact during the 80s of a national government elected and re-elected on two occasions during the decade, on a manifesto which explicitly sought to curb the powers of local government, and, in the context of schooling, transfer more power to parents-as-consumers, will be considered. The issue of primary and early secondary education, considered by a CCC committee working on the old assumptions about the relationship between central and local education services, and dealing with an area at that time

unaffected directly by national examination demands since the demise of the "qualifying examination" in the 60s, may serve to illustrate some of the changes that were taking place during this period. That this aspect of education was not seen as overtly party-political is important since the decision to examine the education of the 10-14 age group could not have been expected to cause any inevitable rift between central and local government.

Wheatley started off from the premise of partnership in paragraphs 319-325, "The Task Of Education Authorities", and spoke of the Inspectorate acting as a "bridge between the department and individual local authorities" (para 325). It also, however, mistakenly attributed to central government the prime role in comprehensivisation, omitting to recognise that it was done by Circular (10/65) and not by statute, and it was therefore the responsibility of local authorities to re-organise on comprehensive lines.

Nevertheless, it could be argued that Wheatley was more about values than about detail of local government. It sought to reduce the power of the Secretary of State and to enable local government to play a greater role in the running of the country. It also sought to ensure that local government would be efficient and effective in the delivery of services to local communities, and enshrined the concept of elected councils, with education committees, to ensure local involvement in decision making.

Wheatley also recognised that while the Government of the day could legislate on, for example, the raising of the school leaving age, the day-to-day management of the schools was in the hands of education authorities (para. 323). It rejected the case for an ad hoc education body, arguing:

> ...the raison d'etre of local government - its capacity
> to take a broad and comprehensive view of the needs of
> an area and to allocate resources accordingly - would
> be called into question. (para 332)

Thus at the end of the 60s, and into the 70s, there was a reiteration of the sentiments of the 1962 Education (Scotland) Act, which required education authorities to:

> secure that adequate and efficient provision is made
> throughout their area of all forms of primary, secondary
> and further education. (para 343)

It acknowledged that there was some disquiet then among local authorities that "education is already for all practical purposes a national service" (para 339), and took evidence from the Department that it would welcome a "significant lessening of the present dependence on the Department" (para 340).

So confident was Wheatley about the degree of consensus in the system that it was able to report:

> The need for high standards in education is now very
> widely accepted both by education authorities and the
> public. This being so, there should be less need for
> detailed standards to be set nationally.....The more that
> standards can be set by local authorities, in the light of
> local needs and conditions, the greater is the chance
> that the people to whom they are answerable will develop
> a sense of pride in and responsibility for the quality of the
> the education provided in their own areas. (para 346)

While it has to be stated that Wheatley was making these suggestions in the context of a partnership which was founded on the existence of national bodies like the Exam Board and on a continuing role for the SED, nevertheless it will be important to examine why, some two decades later, these sentiments are so out of tune with the view of the government of the day, or with the spirit of the times. The 10-14 Report was very much in the spirit of Wheatley in its principle of "autonomy within guidelines" and on the concept of "ownership" as described - in other words - by Wheatley in paragraph 346. The role played by local authorities, post-Wheatley, in education policy making and implementation will be examined, both in general terms and from the perspective of key players such as elected representatives, members of the directorate and people working in and with schools.

4.2. Elected Members : Relationships with Central Government

Cooke and Gosden[2] (1986) have indicated that while in some areas, historically, the Ministry, in England and Wales, and the influential

Association of Education Committees (AEC) were united, the curriculum and the examination system were often an arena where conflict arose. They point to the Norwood Report of 1943, the Beloc Committee of 1958-1961 and the working party on Schools' Curriculum and Examinations in 1964 as examples where compromise was only reached after serious disagreement had been evident. Their comment about the relative lack of influence of the National Association of Education Committees in the 80s is significant, if only because the period coincides with the one under examination in the present study:

> The disappearance of the Schools Council and the assertion
> of control over the curriculum and examinations of the Secretary
> State 20 years later would hardly have been conceivable if
> education committees had still possessed any effective
> national association. (p.67)[3]

The authors acknowledge (P.52) that the Scottish Education Committees remained outside the Association because of the different systems, but Scottish commentators have indicated that COSLA - the Convention Of Scottish Local Authorities - with its education committee should have performed a similar role.

Robertson, chairman of the 10-14 Committee and Director of Education for Tayside, had faith in COSLA:

> I tended to encourage my committee to respond through COSLA
> Education Committee......this is an opportunity a Director of
> Education has to comment on a national issue. It is a valid
> way to do it. (app.1 p.414)

Cooke and Gosden point to local government reorganisation in the mid 1970s as the beginning of the end of the AEC, principally because of the growth of one-party control, making the idea of a "non-political" AEC "remote" (p.93). This was not as big an issue in Scotland since the political make-up of local authorities was , in the main, socialist, with Strathclyde, the largest and most influential, being the the most prominent.

Nevertheless, the principles of partnership and co-operation were according to Cooke and Gosden, inherent in the 1944 Act, and continued into the 1970s. They list 6 principles on which the partnership was based, including, division of power as a safeguard of democratic freedom; the partnership

system; the approach of James and Stewart, namely, 'advance from diversity and difference'; local government's mediating role within a national framework; the morale of the education work-force; and the recognition of the diversity of local needs - all of these pointed to a role for local government. They have dubbed 1950 - 1975 the "partnership years", and list the achievements (p. 115) in terms of the numbers of children in state schools, the number of new places built, the increase in examination success, and the growth in the percentage of public expenditure devoted to education. Add to this the raising of the school leaving age, comprehensivisation, and the massive school building programme, then, although cracks had begun to appear in the system, partly for political, partly for economic reasons, the consensus was fairly secure. But by the mid 70s, the creation in Scotland of some very powerful local authorities presented a potential source of discord. Cooke and Gosden pinpoint 1979 as the onset of conviction/confrontation politics (p.117), and argue that "centralisation has been the trend in the late 70s and 80s" (p.120).

As we have argued, the influence of the centre in Scottish education has long been accepted. Green has acknowledged this:

> ....quite properly, Ministers in New St Andrew's House, like
> senior politicians in a local authority, have the right to determine
> priorities. That is to say, "that that is more important than
> that, and we want some money to be put into that in the way
> of development - development priorities". As long as these are
> reasonable developmental priorities, as long as they are
> consistent with other things and are not flying in the face of other
> things the authority is committed to do, then there will be no
> difficulty about their being accepted, by the officers. That's
> how I perceive their role - the role of politicians, whether it is
> national or local, the interface between the politicians and the
> professionals, is partly setting priorities partly drawing the attention
> of the professionals to what the public is saying. (app.1 p.495)

The fact that education committees are composed of elected representatives in the main ensures, as Green argues, that the professionals do not monopolise decision making. He is quite certain that there is a role for central government in setting priorities , and although, as we have seen

(p.28), he is critical of the traditional view that local authorities exist only to "administer" education, nevertheless he feels that in the same way that local elected members may act as a counterbalance to professional opinion, so too can central government lay down the parameters for regional developments. Indeed he went so far as to say:

> ...without a strong local authority, working in partnership
> both with national government and with teachers and parents,
> at the school level, I don't think you can have a successful
> system.   (app.1 p.505)

On the other hand, he is conscious of the limitations of local authorities and uses a curricular example to show how the partnership, in his opinion can work:

> Yes there are things which the authorities don't readily deliver
> and therefore which the professionals don't readily deliver or
> don't deliver everywhere - therefore the system does expect
> central government to play a role. Even if we get a more friendly
> approach to local government from the centre we would still
> need them to exercise a role.
> Left to themselves, local authorities could become complacent.
> They would be obsessed by the day to day running of it, and
> would not necessarily be able to stand back and see things in a
> proper perspective. Unless you are a very big authority indeed,
> and you have real dynamism - like Strathclyde - you don't have
> the resources, the means. Most authorities are very small. They
> simply have to rely on the government to do much of the work.
> Strathclyde is highly unusual in being able to undertake a good
> part of it from within its own resources.....
> ....TVEI started with Lord Young arguing that the curriculum had
> to be more technological/business oriented. I think there was
> something in that. TVEI was well-resourced and flexible. It
> avoided the danger of saying "this is how you must do it and there
> will be next to no resources". So we benefited from that. Without
> it, there would have been no particular push. If we had just been
> given those resources, undifferentiated, we would have spent it
> on other things. There is a role for Government as long as it doesn't

> start taking over. Then *it* begins to run out of steam and it sets up
> conflicts.   (app.1 p.503)

Green's choice of TVEI is an interesting one and his view of it is shared by
Munn (app.1 p.368) who served as Chairman of MSC Scotland after his
spell as Chairman of the CCC. Green's pragmatic view that the Government
should act to "pump-prime" certain developments by targeting money
specifically for a purpose, and his acknowledgement that local authorities
might otherwise spend it "on other things", may not be stances shared by all
politicians, but they are based on his view of the partnership which should
exist where such developments would not be seen as anything other than
benign. In practical terms, Green and Munn have been shown to be right in
many respects, because while others saw TVEI as a much less benign
attempt on the part of central government, acting through another
government department, to intervene nationally in the balance of the
curriculum, the effect has been that local authorities *have* taken the
development and woven it into the fabric of the schools in a way which has
made it, in many cases, indistinguishable from the normal pattern, while
undoubtedly, through the increased funding, given a boost to certain aspects
of the curriculum.

Cooke and Gosden perceive TVEI as:

> ....an indication of lack of belief on the part of central government
> in LEAs' ability to promote "utility and economic relevance" in
> schools. (p.132)[4]

But the key issue here is that in a climate where partnership exists, it is
legitimate for central government to initiate such developments, to
encourage local authorities, sometime by inducements of extra funding, to
become involved, and to allow for flexibility of "delivery". And so, while
disagreement about the motives of TVEI itself are understandable, the model
itself is predicated on the kind of partnership under which the Scottish
system has always claimed to have operated.

Elected members in local authorities, working with their officials, would
decide on the pattern of delivery, would be responsible for the "quality
assurance", and would negotiate with, in this case MSC, on the allocation of
funding.

More generally, Green's view of the relationship with central government as

being based on a mutual interdependence, is consistent with that of other participants in the process of policy-making. In curricular terms, therefore, it is possible to have this kind of partnership between the two sets of politicians while the professionals who inhabit the policy community share common understandings. Green has referred to this, and in the context of 10-14 the issue of professional advice and the political reaction to it is crucial. The question of trust between politicians and professional advisers is, as we have already noted, at the heart of the issue. The fact that authorities like Strathclyde, large and Socialist in nature, could adopt a co-operative stance with a Conservative central government on a curricular issue, while not unconnected to the fact that additional funding was available, was an indication that partnership could work.

However, Green used the example of what he saw as interference by central government politicians in local authorities' attempts to close schools in the mid-1980s because of falling rolls as an indication of "ludicrous" pressure on local government:

> As a result, relationships between local authorities and government
> have become extremely strained because if you adopt that kind of
> approach and it is of a piece with an attitude which runs through
> it is bound to have an effect on the department, the DES in this case,
> and it is clearly very difficult to get the kind of partnership we want.
>
> (app.1 p.494)

Although his example is chosen from England and Wales, the general attitude to which he refers was becoming, as he indicates himself, more prevalent in Scotland. The effect on the "department" is relevant also since it has been argued in the context of 10-14 that it was partly as a result of changing attitudes within the SED, in particular the permanent civil servants, which began seriously to alter the partnership and call into question the assumptive world of the policy community. It was not that the centre should not make decisions affecting local authorities, but that the attitudes were changing, and in particular, the relationships between politicians and professionals.

4.3. Politicians and professionals

Gunn[5] (1980), in a paper which reviewed academic views of management structures in the new (post 1974) local authorities, and which considered the reports of the Maud Committee[6] (1967), the Mallaby Committee[7] (on the staffing of local government - 1967), the Redcliffe-Maude report[8] (1969) and the 1971 White Paper, analysed in some detail the parallel but separate review taking place in Scotland. The Hughes report[9] (1968) on staffing argued on similar lines to Redcliffe-Maude for the appointment of a General Manager to be " the council's official coordinator as far as the major objectives and decisions of the council are concerned." The Wheatley Report, as we have seen, argued for "unified management", and supported the Hughes view while changing the nomenclature to "chief executive officer".

Gunn concluded his analysis by drawing out common themes, pointing to what he called the emergence of a conventional wisdom. It was generally agreed that councillors and officials "both tend to become over-involved in departmental details, to the detriment of both policy-making and administration." In the pursuit of a corporate approach, there would have to be more delegation to allow senior officers time to become engaged in high level policy discussions with members. Gunn pointed to some inconsistencies like the apparent desire to separate policy from administration by the creation of stronger policy committees, while at the same time the setting up of "mixed project or 'executive' groups" and the "more overt use of local government officers in policy formulation".

The Patterson Report, which looked at Organisation and Management Structures, re-iterated Wheatly's conclusions, and saw senior officers under a chief executive as "members of a team [acting] with the wider objectives of the whole authority in mind".

Thus, although Gunn had some misgivings about the "neatness" of some of these structural solutions, and while commentators like Fenwick and McBride were concerned that the emphasis on "corporate approaches" did not take sufficient account of the growth of party politics at local authority level, a degree of consensus had emerged about the structure of local government on the mid 70s, and in particular the relationship between elected members and officials.

In the context of the curriculum, the officials who are important at local authority level are the directorate, who work most closely with the elected members, and the advisory service which works most closely with schools. If any national curricular policy is to have an impact on schools, then the partnership which various commentators have referred to must be enacted, so to speak, by local authority personnel. It will be important to examine the relationships between members and officers, discover the mechanisms for implementation of policy and ascertain whether or not these were consistent with the concepts which underpinned the relationships between the central bodies and the schools.

4.3. (i) Officers

Green has described what he sees as the ideal relationship between the education committee and its senior directorate officials:

> ...I don't think that local politicians on education committees
> should be flying in the face of their own professional opinion
> and by and large they don't, of course. You would be hard put
> to it to find examples of where that has happened - very hard put
> to it, except on matters of budgetary decisions which are not really
> educational decisions at all. You would be very hard put to it to
> find any educational decision that had been taken *against* the
> advice of the officers. Now, of course, behind the scenes there is
> a bit of toing and froing, one side hoping to persuade the other
> to alter its views, but if a view emerges amongst the officers that
> something would be disastrous, I can't think of anything, can't
> readily envisage the education committee, or even the chairman
> of education, going against it. The behind the scenes arguments
> between chairman and director don't surface - and the chair will
> have to back down if he is not getting anywhere with the professional's
> argument. He can't go to the education committee and argue with
> the Director of Education!   (app.1 p.495)

This very frank description of the process by a long-serving chair of the largest local authority in Scotland, while perhaps underplaying the so-called "toing and froing" that goes on behind the scenes - the submission of papers,

the pre-agenda meetings between members and officials, the party group meetings to decide on policy lines to be taken, etc. - nevertheless indicates a large measure of trust in the professional advice of officers. As we have seen, this is often reciprocated by directors who see the education committee, and in Scotland the education committee of COSLA, as a legitimate forum for raising issues of national concern (Robertson, p.80). Thus the relationship is potentially of mutual benefit to politicians and officers alike.

Commenting on Millan's remarks on the inability of Ministers to dictate policy by fiat, Green describes the parallel in local government terms:

> ....you don't do it from the Director of Education's office either.
> You don't do it from Committee room one either. What you have
> got to do is to cajole and encourage and lead by example. Set
> up development projects etc. If it doesn't get the support of
> people out there who are actually involved at the sharp end of
> the process, then it won't work. You cannot impose it. You have
> to recognise that limitation, otherwise you waste public money on
> things that produce nothing. People will, for all sorts of reasons,
> keep their head down - you have to be open enough to have
> mechanisms to see whether it is not working and not to get
> annoyed if it doesn't work. If it doesn't work it usually means
> you have got it wrong, you have to modify it, if not the end product,
> then the method.   (app.1 p.500)

Once again, this pragmatic view coincides with both Millan's comment and much of the realism shown by professionals working in the field. There may be a certain element of naivete in Green's view since the management style of certain directors of education have been less accommodating to failure of implementation (not least in his own authority where an external review commissioned by the council into the education department found a "climate of fear" and a system over-reliant on bureaucratic controls). Nevertheless, Green was quite clear about the need for - in the modern jargon - ownership of change as a pre-requisite :

> Of course good practice is important. We should identify it and
> we should publicise it. But what was wrong... on the more
> general point, you insist upon external change, organisational

change because that is demonstrable and within your power.
It is easier to change the externals and think you have benefited
the education system. That is the difficulty. Unless teaching
practices alter, unless the curriculum change follows, it can
actually make things worse. Now that's why good practice
has to be by osmosis, you have to encourage people. I think
all too often we have gone for the external change, we have had
no mechanism for monitoring, and that led to an assumption
that once you had said that everyone is on the common course
in S1 that everything we had said should follow based on best
practice would happen automatically. Training would not be
needed. That is the crude answer.   (app.1 p.502)

These remarks could well apply to the current debate as to the specific
Strathclyde report referred to. The notion of external, structural change
based on best practice, and the relationship between professional advice
and political decisions are at the heart of the current 10-14/5-14 debate. The
former was based on a "developmental" model where groups of schools
locally, with support from local authority advisory services, would have
autonomy within national guidelines. The latter has imposed changes
structurally, introducing national testing, creating 5 attainment levels A-E, and
has sought to reject (publicly in the Forewords to several of the curricular
guidance documents as we will see in chapter 11) the advice of the
professionals engaged to produce the national guidance. The issue of
advice rather than dictat emerges therefore at local as well as national level.

4.3. (ii) Advisers

McPherson et al have noted:
        ....it was not until the late 60s that the Scottish local
        authorities began to employ advisers in any numbers,
        or to develop curriculum resource centres for teachers.   (p.321)[10]

Up until then, as Gatherer and others have noted the examination system
had largely determined the curriculum in schools, aided by a series of
memoranda form the SED. Some local authorities appointed "supervisors",
mainly in practical subjects, so called, like Art, Technical, Music and

Homecraft, in order to assist the local authorities to influence teachers, mainly in Junior Secondary schools, to make the curriculum more 'relevant' for these pupils.

By the 70s, however, Gatherer has noted:

> A key role was played by educational advisers who were now being appointed in considerable numbers. Especially after 1975, every region appointed as many primary advisers as their circumstances allowed; by 1980 there was no EA without one and most had an advisory team. The advisers visited schools to demonstrate new ideas, present teachers with new resources and advise them on practical problems. They mounted inservice training courses. They organised seminars and conferences. Above all, they led and serviced the efforts of working groups. College of education lecturers played an important role in supporting advisers' work, conducting in-school training, being involved in curricular planning at school and regional level. (p.97)

Thus in a relatively short period of time, with the growth of curriculum development nationally, locally (and, as we will see in chapter 5, at school level) the role of the local authority advisory service became important. In the early days of educational expansion, advisers had budgets which could be used to promote developments in schools; they advised on the design of new schools; the sat on important national committees; and they worked with the Inspectorate nationally. Indeed, by the time of the implementation of the Munn and Dunning reports, it could be said that while the Inspectorate had led the Feasibility Study and orchestrated the national development, it was advisors, in a rare display of inter-authority cooperation, who acted as lead officers, who supervised 'writing teams' (mainly of teachers), and who were prominent in Joint Working Parties (JWPs) in setting up the assessment and moderation procedures which became part of the national system.

The 10-14 Committee had two advisers, one secondary and one primary, among its original membership, although two others were added in the lifetime of the committee. This coverage of primary and secondary sectors is doubly significant since it reflects the separation which had emerged where advisers rarely had a cross-sectoral remit, with primary advisers being seen

as generalists and secondary advisers being subject-specialists (although
some authorities did appoint secondary generalist advisers). It is significant
also in that the 10-14 Report was to make a specific recommendation on the
role of the advisory service which was both supportive and critical:

> It will be for authorities themselves to determine how best to
> to ensure that accountability is established. We assume, however,
> that in this matter the advisory service would play a key role. We
> note that an advisory service whose members are appointed
> strictly for primary or secondary duties is not best designed to
> to promote the growth of an effective 10-14 curriculum, and
> elsewhere we recommend that specific responsibility for curriculum
> 10-14 be allocated to two members of the advisory service with
> appropriate experience in each sector. (12. 39)

At this stage it is important to note that the advisory service was seen both as
participant in the curriculum policy making process at national and local
level, and as important elements in the implementation or delivery of these
changes.

Robertson, speaking of his experience as Director of Education for Tayside,
commented that once the directorate had discussed new national curricular
policies - like the 1978 "Learning Difficulties" Report of the Inspectorate - the
responsibility for taking forward the implementation lay with:

> The advisorate - they were much involved in all national
> developments. It was then the responsibility of the heads.
>
> (app.1 p.416)

In a discussion about the local authority as an "enabling" body rather than
one which attempts to manage the curriculum in its schools, Green recently
argued:

> ...there will still be a substantial, indeed an enhanced role,
> for people like you [advisers] because you know what is
> going on in the school down the road and schools don't
> have enough time to do that. You have to be skilled, be
> professional, it's not about simple information passing,
> it is really a question of monitoring standards, of carrying
> good practice round the system, of identifying where
> flexibility in financial or personnel or other matters that

> are still reserved to the centre needs to be exercised.
> Now I don't know when this process can be said to have
> reached a conclusion, it may well be that the education
> authority's role is little more than enabling and monitoring,
> but I don't know the answer to that.   (app.1 p.498)

This understanding that the adviser would have a knowledge of good practice, would be able to advise the education authority as well as the teachers in the schools and would have some monitoring role is fundamental to the current debate about 'delivery'. In determining what might be an effective model of delivery the crucial dilemma of ownership versus central prescription is very much to the fore. The CCC, as essentially an advisory body, was reliant on local authority structures for the implementation of curricular policies. The 10-14 Report advocated an evolutionary model which, although acknowledging a role for the advisorate, focussed on the area grouping of schools, acting within guidelines, as the way forward. Gatherer found this to be a "ponderous" model, and argued that :

> ...the bottom-up model is attractive, but it is the top-down
> model which works.   (app.1 p.433)

His view was that the *local authority* advisory service was the key and felt that the 10-14 model could work:

> I mean, I believed at the time that it could work if the advisory
> service was in charge. You'll notice the 10-14 Committee
> didn't want that.   (app.1 p.433)

While Gatherer was not quite fair to the Report in his final remark, it is, however, true to say that it did advocate a supportive rather than a directive role for the advisory service in the implementation of its recommendations. The real issue was the "practicability" of the model suggested by the Committee, and the effectiveness of it. Increasingly, in the 80s, the speed of implementation began to emerge as an issue, and the view that advisers and others outside the system [most recently the view expressed by the Minister in England and Wales that college of education staff had been responsible for the promotion of, in his view, questionable progressive teaching methods] were somehow subverting the system and were either promoting "trendy" teaching methods or were preventing government reforms from being effective in the classrooms.

Thus much of the curriculum development of the 70s which took place in what some have referred to as the halcyon days (or "leisurely" days as Menzies has described them), in working parties, in national committees, in conferences and where reports were written and promoted within the profession, took place in an atmosphere of professional consensus - not always on the issues since at that time comprehensive schools, mixed-ability teaching, small-group methods, etc. were still contentious, but on the model that teachers locally would participate with advisers and with the Inspectorate in developing the curriculum and in implementing national policies.

But the role of the advisory service was also being questioned from a different perspective in the 80s, namely that advisers had become, gradually, administrators, that many of them had lost what Mullen has called "street cred" (app.1 p.395) and that central bodies like the CCC were now employing "development officers" to do tasks traditionally carried out by advisers. Chirnside, in discussion about the difficulty of ensuring that teachers in classrooms were actually carrying out national policies, observed:

> We would have said, this is a matter for the advisers. Somehow they didn't do it. It was largely, I suspect, because the advisers were administrators and were being seen as being increasingly so. So you had development officers, examination officers, who were hired "hatchet men" to go around and encourage people, or explain to people who didn't understand what was going on. They would be seconded teachers - if you're dealing with a profession you have to deal with them professionally. (app.1 p.425)

While the term "hatchet men" is probably inappropriate, even by Chirnside's own description, the fact that people were seconded to work from the centre to facilitate the implementation of national developments was a sign that the local authority model, left to itself, was not considered sufficient to ensure delivery. Standard Grade saw the "explosion" of development officers - many of whom later became local authority advisers - and the 5-14 programme has seen much of the detailed work in the writing of the curricular guidelines being done by full-time development officers employed by the SCCC.

But there was still a great deal of overlap in membership of committees and working groups; professional contact at conferences and seminars; co-incidence of view both about the developments themselves and about the structures employed to support them for the policy community to be relatively unaffected.

The so-called "cascade" model of delivery meant that the link between the national bodies, mainly the SCCC and SED [and in the case of Standard Grade, the SEB], was strong. Personnel from local authorities would attend national 'training-of-trainers' courses and would be expected to go back and replicate the training within whatever local authority structures existed. It was not so different from Chirnside's description of the directorate seminars held by the Inspectorate on specific issues. The basic assumption was that the delivery of policy was mainly a matter for local authorities, working in partnership with the central agencies. Local authorities traditionally donated staff time to these national activities, and staff were released to participate in committees, to undertake exam board duties, to join writing teams etc. willingly, in the belief that it was for the benefit of the education system as a whole.

Thus as well as being involved, traditionally, in national policy formulation, local authority advisers were involved in the formulation of regional policies through their involvement in working groups, their control of inservice and their advice to their directorate. The implementation was certainly their prime responsibility, and local authorities would look to them to ensure that teachers in schools were as well informed and well supported as possible to deliver new curricular policies. That this did not always succeed, or that its success was patchy, has been acknowledged by many commentators and can be put down to a variety of factors, not least Chirnside's point that the duties of advisors became increasingly administrative as directorates saw them as convenient "aides". In other cases individual advisers, often with sole responsibility in an authority for a subject or for a geographical area were less effective than others, and since the appointments were largely permanent, little could be done to improve the situation. In addition, in Strathclyde, advisers were, for long, discouraged from meeting across divisional boundaries (unless a member of the directorate was present) and their effectiveness was therefore limited. Only the national Standard Grade

development broke down this restriction since each subject in the secondary curriculum had a lead officer - an adviser - empowered to convene meetings of colleagues. This apparent lack of trust in the advisers was, perhaps, a function of the then director's view of professional advice, but, nevertheless, the advisory service has always inhabited a 'nether world' between supporters of teachers in classrooms and professional advisers to their directorate.

Undoubtedly, advisory services had grown up in the context of the traditional curriculum, with subject boundaries strong, with sectoral divisions clear and often immutable, and with certain areas, such as special educational needs, under-represented. Thus, it was still possible for schools, departments within schools and, certainly, individual teachers to 'escape' the influence of national policies. Inservice training was available, but it was often ad hoc and there was never any systematic attempt to ensure that every teacher was exposed to it.

Nor was there any coherent system of monitoring the effects of policies. The Inspectorate, nationally, would undertake, in addition to their individual school inspections, "aspect" inspections and produce reports. But local authorities in Scotland had never had any inspection capability and an attempt in the mid 70s in Strathclyde to use advisers in this role failed in the face of opposition from schools and advisers alike. This debate has re-surfaced in the early 90s. Strathclyde now has a Quality Assurance Unit made up of a Depute Director of Education and a cadre of local authority inspectors in an attempt to monitor implementation of policy and to disseminate good practice.

Thus, the advisory service had long been seen as having a key role in the educational policy-making, and implementation, process. The Fairlie Report of 1974 had recommended:

> Local authorities should:
> > c. appoint advisers, pre-eminently as field staff, in
> > sufficient numbers to ensure that they can keep
> > touch both with national developments and classes
> > and teachers in their own area.   (p.11)

Writing recently (January 1992) in the journal "The Adviser", MacKenzie, a member of the Fairlie Committee, argued that advisers in a time of change

had to emulate Robert Park's "marginal man", and ended with this challenge:

> Public service management will not disappear but it will be
> transformed. If you [advisers] can live on the margin the
> future is yours.

The role of the local authority in the process of curricular change to a large extent was dependent on the working of the advisory service. It will be important, therefore, to examine (in chapters 11 and 12) the changes in the relationship between central and local government implicit in the move from 10-14 to 5-14, and what role, if any, was envisaged for such groups of professionals.

4.4   Regional Policies

We have seen how Green and others have emphasised the importance of the Education Committee and the relationship it has with its directorate in the sphere of policy-making at local authority level. The partnership which has existed between central and local government since Wheatley has been predicated on the assumption that local authorities would formulate their own policies within a national framework. Indeed, for a long time even major changes in policy such as comprehensivisation itself were introduced not by statute but by circular, and it was for local authorities to determine the pattern of implementation. In the realm of the curriculum - what Eccles once dubbed the "secret garden" - it has been a phenomenon of the mid 70s and into the 80s that politicians have taken an increasing interest, culminating, it can be argued, in the National Curriculum in England and Wales. This phenomenon, and the Scottish 5-14 Development Programme will be discussed in detail in chapters 11 and 12, but it is worth looking briefly at an attempt within a local authority at bringing together politicians and officers to look at an aspect of schooling which has a direct relevance to the 10-14 issue.

The education committee of Strathclyde regional council in November 1979 recommended the establishment of an "officer/member" working group on Secondary Schooling (S1/S2) and the group was established in 1980. The remit was:

> To review the provision and organisation of secondary education

in years S1 and S2 with particular reference to the following
areas:

- (i) The transition from primary to secondary education
- (ii) (a) The concept of education at S1 and S2 as a period
      of orientation through a common course of study
      for all pupils
  - (b) The class organisation required by the above
      concept.
- (iii) Curricular content
- (iv) Teaching methods
- (v) Assessment - aims and procedures
- (vi) Parental involvement
- (vii) Attendance and indiscipline
- (viii) The role of guidance
- (ix) School management structure
- (x) The transition from S2 to S3 [14]

It could hardly have been a more comprehensive remit within the limited
'slice' of schooling, but what was more remarkable was the assumption that
local politicians were interested in, and capable of, looking at the curriculum
in such detail.

McPherson has commented:

> The whole officer/member style that they adopted tended
> to change the nature of policy communities - pre-5 policy,
> policy on consortia, and so on. So that's one change. And
> it means that what we conjectured was happening at the
> end of "Governing Education" was that we were moving to a
> situation where the policy community was for a variety of
> reasons more fragmented in terms of its fundamental values
> and symbolisms, and the fragmentation was parallelled in
> a much greater diversity in types of person in the policy
> community.   (app.1 p.46)

The S1/S2 Working Group was chaired by a senior councillor and its
membership of 19 included 10 councillors, mainly members of the education
committee (though with one social work committee member), from all parties
in the council; 2 senior members of the education directorate; a senior

depute director of social work; a senior official from the chief executive's department; 3 secondary headteachers (one a member of the education committee); a principal teacher; and an adviser in English, acting as secretary (later to become a member of the 10-14 Committee).

This would bear out McPherson's claim that the policy community was becoming more diverse. The coming together of professionals and politicians in this way was unprecedented, as was the involvement of a councillor and an official from social work given the lack of effective corporate working between these two major departments in Strathclyde up until that point.

Some twenty schools were visited by members of the Working Group in Strathclyde, as well as schools in Grampian and Inner London and Liverpool. Teachers and parents were consulted, and pupils were listened to. Research carried out within Strathclyde was referred to and literature was consulted. Meetings took place with the Inspectorate, college of education staff and advisers. In all, the Working Group met on 32 occasions.

What emerged was a slim volume (56, A5 pages including appendices) but one which affirmed the council's policy on mixed ability teaching; advocated teaching blocks of at least one hour to accommodate new teaching methodologies; recommended co-operative teaching as the principal plank in schools' approaches to pupils with learning difficulties (as recommended also in the HMI 1978 Report); and advocated (as we will consider in more detail in chapter 5) the formulation of whole school policies on a number of issues including, primary-secondary transition, assessment, learning support,guidance, homework, discipline, etc. Notably, resource implications were met head-on and a commitment to at least one additional teacher for every secondary school to support co-operative teaching was made. The Report became the policy of the authority after its acceptance by the education committee.

But what seems on the face of it an innovative and imaginative approach to local policy making, giving "partnership" a new dimension, was not an unqualified success. Firstly, there was a "Note of Dissent" to the report itself, signed by 6 members of the Working Group, including 3 councillors, 2 headteachers and the senior social work official. The grounds for dissent were concerned with mixed ability-teaching, and the dissenters claimed that

There is no mass of incontestable evidence as to the purely
educational advantages of mixed-ability organisation over
broad-banding, setting or streaming. (p.37)

That there is also no such "mass" of evidence, incontestable or otherwise, to
support the advantages of the alternatives to mixed-ability was not
acknowledged, nor was the significance of the word "purely" explained. But
it is significant that the issue of mixed-ability teaching and organisation
should be the sticking point, just as it was with the Black Paper authors, as it
was with the SED officials who challenged the 10-14 Report (see chapter
10), and as it has recently become again with the publication of the 5-14
Environmental Studies Report (January 1992).

More fundamentally, however, Green, later chairman of the education
committee, has questioned the very concept of the officer/member approach
to policy-making:

It was an officer/member group of the type I'm not particularly
happy with, though I can understand the rationale. If we had a
whole system on a select committee model then that's fine,
I totally accept that. But to have an ad hoc report by people
who didn't have the senior responsibility does mean that when
it lands on the desk it is very difficult to know how you bridge the
gap. One problem is that one officer would be asked to service it
who would then have to devote a huge amount of time to it, an
assistant director for example, and they would report back from time
to time to the then director who would say "no I don't like that - go
and tell them". That is unreasonable - the director has to do that,
write a letter or something. To expect an assistant director to do that
is absurd. The members would have been very angry indeed. It
did point to a difficulty in the whole structure of this, that if you have
the directorate not sharing the emerging view, you were heading
for a conflict, which our decision making structure does not easily
resolve. It would be considered by the Labour Group, go through
the education committee and unless you had a very active director
of education who would influence the process, you could have it
going through as policy but frustrated by lack of commitment from the
director. The officer/member structure almost encouraged this kind of

behaviour from certain kinds of directors of education. I have doubts
therefore about that particular method   (app.1 p.501)

While it clearly comes through from Green's comments that his experience of
this approach is coloured by the particular director of education of the time,
nevertheless, the issue of ownership is crucial if there is to be any
commitment to successful implementation of the Report's recommendations.
Green later commented that good practice could not be replicated " simply by
producing a policy document and telling them to do it!" (app.1 p.502). This
uncertainty about commitment and the obvious dissension on a major issue
ensured that implementation of the Report's recommendation was only
partial. Extra resources were made available to support co-operative
teaching; mixed ability became the norm in S1 at least; and inservice led by
advisers concentrated on methodologies designed to enable teachers to
meet the needs of all pupils across the curriculum. But the lack of
commitment was most evident in the complete failure of the authority to carry
out its final recommendation:

> In order to ensure that progress is being made by the regional
> council and its schools in implementing the terms of the report,
> a monitoring procedure must be set up without delay. (p.56)

It never was, and the impact of the report was, therefore, never as universal
as its authors intended.

4. 5 Conclusions

The S1/S2 Report, as it came to be known, is a good example of an attempt
by a large, post-Wheatley local authority attempting an innovative approach
to education policy-making. The area itself, late primary and early
secondary, was in the mainstream of national concerns (as we will see in
chapters 7-10), and reference was made in the body of the report to HMI
studies and to research by Nisbet and others. There was no sense in which
this policy-making machinery was in opposition to national forums - it was an
attempt by Strathclyde to examine an area which was regarded,
professionally and politically, as a natural one to be examined with a view to
a policy being formulated. The insistence in the Report on "whole school
policies" and the need for consultation within schools ensured that

"ownership" was a key principle and that while the intention was that the policy should be implemented by all schools, the methods of implementation would be a matter for schools to decide. There was a measure of "fiat" also in that clear indications were given about minimum period length etc., but the understanding was that professionals would drive the implementation through the establishment of "working parties of teachers and advisers in all subjects" (p.51) to produce guidelines. "Partnership" was assumed, both in the membership of the Working Group itself, and in the model of "delivery", and while there was an assumption that implementation would proceed lock-step, the time-scale for implementation was to be 3 school sessions, determined as much as anything by the availability of resources.

Green has indicated that one should be wary of generalising from the experience of the S1/S2 officer/member experience (app.1 p.501). The approach continues to this day within Strathclyde, though rarely in curricular areas, and often with the same dangers in terms of ownership and commitment (e.g. the "Young People in Trouble"[16] report of 1988 has had a troubled history, bedevilled by these same problems, and compounded by its inter-departmental nature).

The regional approach to education policy-making is often more direct with papers being presented to committee by the director, sometimes after work by a professional group, sometimes after extensive consultation, and often in response to some national initiative.

That local authorities should formulate policy was accepted by central government and schools alike. It was a legitimate activity, and, increasingly, it was recognised that for delivery to be effective, schools had to have ownership. The authority would issue the "mandate" , to use Holly's term, and the schools would, through their own internal mechanisms, manage the change, supported by the advisory service and by the production of guidelines devised by professionals.

The issue of monitoring was raised by the S1/S2 Report's authors, but the structures simply did not exist within the local authority to carry it out. The potential conflict between the local and central government agencies was always present, and the question of Her Majesty's Inspectorate monitoring the implementation of regional policies was problematic.

The timing of Strathclyde's report was important since it co-incided with the

decision, nationally, to look at the whole 10-14 area. This was not totally accidental, since, as we have seen there was strong Strathclyde representation on bodies like the CCC. Indeed, as we will see, (chapter 7) Glasgow headteachers influenced the 10-14 Starter Paper which set the Committee in motion.

It is important to ask whether or not the relationship which existed between central and local government in the matter of education policy-making in the late 70s and into the 80s has changed. Cooke and Gosden have quoted an English Chief Education Officer (CEO) as saying that between 1977 and 1985:

> the HMI and DES between them published twice as much on the curriculum as they published previously in the years since the 1870 Act. (p. 135)[17]

More vehemently, Judge, quoted by Cooke and Gosden has argued:

> A conscious effort to subvert the institutional bases of our educational system...an assault upon autonomy and an attempt to accumulate all effective power in the hands of an aggressive central government (p. 137).[18]

Our examination of the 10-14 development and its transformation into the 5-14 programme will consider such questions as the relationships between central and local government in the field of curricular policy-making. The issue of delivery of policy, as we have argued, takes us to the level of the school (or groups of schools). The impact of policies on classroom practice and on the management of schools has become a key issue in the education debate.

An increasingly important feature of policy-making in the late 70s and into the 80s was the growth in expectation that there should emerge "whole-school policies" on all major areas of school life. This concept is central to "ownership" and is fundamentally tied up with notions of the relationship which should exist between the policy formulators and the policy implementors. The impact of organisational theory on the study of schools' internal policy-making processes is an important part of the whole picture since the concept of "whole school policies" and, later, school "development planning" recognised the need to consider the school itself as an "arena" of change. It can be argued that Millan's comment about "fiat" is essentially a

recognition of the school and the way it operates as an organisation, including the approaches to teaching and learning in individual classrooms, as a key element in the whole policy-making and policy-implementation process. The 1980s saw an increased awareness of management theories among the profession, and the 10-14 authors had this in mind as they promoted the notion of "autonomy within guidelines" for schools.

What were these theories, and what was their impact on school management and policy-making?

It is to this which we turn our attention next.

CHAPTER 5   POLICY-MAKING IN SCOTLAND : THE SCHOOL

5.1   The Management of schools

5.2   National and Regional Reports

5.3   Scools as organisations

   (i)   The Impact of theory

   (ii) The Theories themselves

      (a) The School as an organisation

      (b) Classical theory

      (c) Human Relations theory

      (d) Systems theory

      (e) Ambiguity models

      (f) In-school factors

5.4   Support structures

5.6   Conclusions: whole school policies: ownership and delivery

CHAPTER 5   POLICY MAKING IN SCOTLAND : THE SCHOOL

"Send reinforcements, we're going to advance."
"Send three and fourpence we're going to a dance."
Quoted in Johnson and Richardson
" British Politics and the Policy Process" (1987)

5.1 The Management of schools

During the 70s and 80s the school as an arena in which change could be managed became the focus for attention both in the academic world and in national reports. The assumption which underpinned many national curricular developments previously was that it was enough to have reports which set out aims, have structures perhaps at regional and national level to disseminate these aims, and schools would, somehow, translate them into practice. Little account was taken of the complexity of schools as organisations, and indeed, until the 1970s, the term "management" was rarely used in the context of schools, and the concept itself was not well established in the world of education at national, regional or school level. It was not until 1971 that a report on the structure of "Promoted Posts in Secondary Schools in Scotland"[1] was published, and the new management structure which it introduced was a recognition of the growth of secondary schools, both in size and in complexity. Some 4 years later a working party of the CCC set up under the chairmanship of Hugh Fairlie, then Director of Education for Renfrewshire, to consider how published reports of the CCC were received and to what extent they had been implemented, commented:

> In all schools.....it is fair to say that the new management
> structures were of very recent origin and that their potential
> for promoting curriculum policy had still to be considered
> and developed." (p. 4)[2]

Clearly, Fairlie acknowledged that curriculum policy-making *was* a concern of the management of schools.

Robertson, commenting on the role of HMI and on his own early days in

Brewickshire, points to some of the difficulties created for schools by the notion of "management":

> I picked all of this up from Inspectorate reports - every
> time they inspected a school they wanted it to have
> written policies. Post 1975 we had all kinds of working
> groups at Regional level - we went through a process
> locally in the same way as SCCC carried out, trying to
> work out policy statements for the Region so that, deriving
> from that, schools themselves would work out their own
> policies. We used to do this with Headteachers, when one
> was asked to speak to groups of various kinds, Regional
> groups, talk about what the HMII were saying, because they
> were the "quality assurers" - this was all part of the new
> management strategy - you really had to try to encourage
> schools, to evaluate what they were doing - policies for various
> things. I think it was a managerial strategy.....
> ......When I think back, to the very early days, for example,of the
> educational administration in the late 50s, early 60s, you would
> find that in a big primary school the headteacher would go round
> collecting the dinner money - not really "managing" in the modern
> sense.   (app.1 p.417)

The Primary Memorandum had contributed to this picture of the Primary head when it said "The headteacher must regard himself (sic), above all, as a teacher, and must see his main function as educational rather than administrative." The word "management" did not appear in the index. However, if by the period under examination in the present study - the late 70s, the 80s and into the 90s - management had indeed become a commonly used term, what was understood by it? How were managerial issues addressed in national initiatives? How were local authorities to react to the management implications of national policies? And, most importantly, what impact would policy have on schools?

It will be important to examine some of the theoretical models which underpinned attempts to implement policy at school level, to explore the expectations of schools by central and regional policy makers, and the level of support available to schools to assist them in the process of managing

change. If the term "whole-school policy" was to be applied with increasing frequency by policy-makers, what were the implications for schools and the internal structures and processes?

The emergence in the 80s of a "school effectiveness" movement, and the growth in studies of how schools manage change has meant that the links between external policy-making and the internal management of schools have been examined, and concepts such as autonomy, accountablilty and ownership have emerged as key issues in the management of change.

The 10-14 Report based its implementation model on the assumption that groups of schools could, collectively, create policy, could be relied upon to operate within national and local guidelines and could, therefore be given a fair degree of autonomy. Schools would set their own goals and targets, in partnership with others, and coordinating committees would be established. This faith in schools' ability to "deliver" was not shared by a number of the commentators (Munn: McNicoll; Liddell), nor was it well received by the SED. Local authorities were less than enthusiastic also.

We need to ask, therefore, why it was that this model did not find favour? Was it simply a failure in confidence in schools' ability to manage change, notwithstanding that throughout the 80s exhortations to schools to develop whole school policies continued apace? Or was it more to do with the "control" of the changes, the pace of change and the differing perspectives on accountability emerging in the 80s?

These questions will be considered, both in general terms, and in relation to the 10-14 development in particular.

5. 2 National and Regional Reports

From a brief scan of some of the major reports published just before comprehensivisation through to the present day, we see major shifts of emphasis from, for example, the Crowther Report[3] which dealt with the 15-18 age group in England and Wales but which did not include the word "management" in its index, to reports emanating from the SED and local authorities like Strathclyde which had as their sole topic the "management" of schools.

In 1963 the Newsom Report for England and Wales,[4] and its Scottish

counterpart, the Brunton Report,[5] looked at the education of the so-called non-academic pupils in secondary schools - children of "average and less-than-average ability" as Newsom called them. Newsom looked at the curriculum in some detail, considered the training of teachers and even discussed the sociology of the school!

Both reports discussed the "vocational impulse" - and both were radical in their own way. Brunton was unequivocal about the place of vocational education:

> We believe, and we are supported in this by very many of those
> whom we have consulted, that the case is unanswerable for
> the use in schools of the vocational impulse as the core round
> which the curriculum should be organised. (para 55)

This gave rise to the building of so-called "Brunton wings" onto school buildings, areas where multi-disciplinary craft work could take place - and permanent monuments to the policy.

The important issue, in the present study, is that neither Newsom nor Brunton made any explicit reference to the impact of their recommendations on the way schools would be managed to facilitate these changes. Curricular, structural and philosophical changes were to occur as a result of the reports, but no indication was given of how the change would be managed, either by local authorities or by schools.

The publication of the Plowden Report[6] in 1967 began to herald a change in that its radical proposals of education priority areas and its suggestion of increased parental involvement in education and schooling was accompanied by a consideration of the primary school timetable, team-teaching and the governing of schools. However, management structures, per se, were not considered, nor were the implications for the management of schools.

It is not until the mid to late 70s that two major reports from England and Wales took seriously the management implications of their recommendations. The Warnock Report[7] on children with special educational needs, and the Bullock Report[8] on language in the primary and secondary school both had sections on a number of management issues. Warnock dealt with"advice and support in special schools" and considered the issue of "communication" among others in terms of its implication for the

management of schools. Bullock's Report, which had its origins in a concern about reading standards but which emerged as a massive and wide-ranging report on the role of language in learning, had sections on "The Role of the Head of the English Department"; "Timetabling"; and the "Concept of the English Advisory Team". It did not however spell out in any detail how schools would go about the task of achieving one of its central recommendations, namely a "language policy across the curriculum", and although this concept spawned a whole corpus of educational literature, the Report itself did not address the central question.

In Scotland three major reports appeared in 1977. The Pack Report on "Truancy and Indiscipline" did give some attention to management issues. It had sections on "School Staffing : Complement, Structure, Organisation and Management"; "Communication"; "The School Staff in Operation"; and the "Headmaster" (sic). However the two reports which were to have a major impact on the structure of the curriculum (Munn) and on the nature of certification and assessment (Dunning) in S3 and S4 in Scottish schools paid scant attention to management issues.

What makes this all the more remarkable is that schools, secondary schools in particular, had, as Fairlie had observed, a management structure in place. The Orange Paper on "Guidance in Scottish Secondary Schools" was published in 1968. As a result of this and the 1971 "Promoted Posts" paper, a hierarchical structure was in place, with schools of (at that time) average size having a Headteacher, a Depute, three or more Assistant Headteachers, Principal Teachers for every subject, four or more Principal Teachers of Guidance, and a number of Assistant Principal Teachers of Guidance depending on the size of the school roll.

Fairlie was critical of the way in which these new structures had been implemented:

> ...much has still to be done at local authority and school
> level to define the responsibilities of the various new posts
>
> (p. 5)

and his committee found structures to be " strongly hierarchical and compartmentalised" (p. 6). Clearly, he was attributing blame at both the authorities and the schools, with the implication that the structures, per se, had not necessarily resulted in more effective management of schools.

As we have already noted (chapter 4), the Strathclyde report on "The First Two Years of Secondary Education"[14] had advocated "whole-school policies" in a number of aspects of school life. The term itself had begun to establish itself in the language of educational debate, having antecedents in the "across the curriculum" notion of Bullock, and with theoretical links to concepts such as "climate", "organisational health", "ethos" and "culture" which were located in the mainstream of educational writing and research. The Strathclyde report used the term "whole-school policy", somewhat self-consciously, sometimes within inverted commas, sometimes hyphenated, sometimes not. It called for such policies on "primary-secondary transition" (p.16); "language" (p.24); "learning difficulties" (p.25); "homework" (p28); with the most explicit reference being:

>   every school should produce a whole-school policy
>   on assessment (p. 27)

The authors of this report, like many before or since, did not give any detailed advice to schools as to how such policies should be formulated, implemented, monitored or evaluated. The Strathclyde report did give some brief indication of some of the ramifications of a whole-school approach to policy-making. The role of the Headteacher was seen as central:

>   every headteacher, in a staff manual, must make a clear
>   statement of aims. (p. 35)

Some indication was given as to the process by which these aims would be arrived at:

>   Headteachers, after full consultation with all staff, should
>   define school policies unambiguously. (p. 35)

Thus while such advice was confined to a single A5 page it was at least an attempt to suggest a particular, consultative, approach to management and in-school policy-making, which hitherto had not been the hallmark of a rather formal, hierarchical management structure in Secondary schools. As we shall see later, Strathclyde, in its publication on school management, "Managing Progress",[15] tried to spell out the relationship between consultative, participatory management and the need to preserve the headteacher's accountability in a line-management relationship with the Directorate, without, it will be argued, successfully resolving some of the inherent conceptual conflicts.

Nevertheless, the "S1/S2" report did focus on the school as a forum for policy-making:

> In every section of this report we make recommendations
> which call on schools to review or re-formulate their policies
> on vital areas of provision in S1 and S2.   (p. 35)

National reports in the 1980s also used the phrase whole-school policy liberally. "More Than Feelings of Concern",[16] the report of the Scottish Central Committee on Guidance, argued for Guidance as a "whole-school responsibility" (p. 6), while, in the late 70s, the HMI Report on Children with Learning Difficulties[17] had talked about support being provided for pupils on a "whole-school basis" (p. 26) and cited as one of the roles of the learning difficulties specialist as coordinating "individual contributions to a whole-school policy" (p.27).

In the introduction to its Report on "School Management" in 1984, Her Majesty's Inspectorate observed:

> By 1980 it had become apparent to the Education authorities
> and to the Scottish Education Department that the management
> structures introduced into Scottish secondary schools following
> the publication of Circular 826 merited review." (p. 5)[18]

HMII had conducted a survey of 50 secondary schools and in their opening section on "The Growth of School Management" argued that:

> Traditional Scottish preference for hierarchical structures
> is apparent in the provision for unequivocal degrees of
> responsibility and accountability at several distinct levels
> of rank. (p. 7)[19]

These relatively new structures, therefore, originally intended to " achieve a coherent management of the curriculum at senior management level" (p. 7), were to be examined, and the report extended its remit to include such issues as "consultation", "participation", "communication" and "decision-making".

In its conclusion it pointed the way forward for schools which hitherto had been " top-down, hierarchical institutions", arguing that the aim should be:

> to devise a range of whole-school policies covering all
> the areas of development that can be foreseen. In the
> formulation of these policies much more weight should

> be given to the contribution of members of staff, achieved
> through consultation with them.   (p. 38)[20]

By 1988, the Inspectorate had realised that schools had a complex task in managing such change, and appeared to have given more thought to the processes by which such whole-school policies are arrived at:

> A balance should be maintained between the range of
> new policies to be introduced and the extent to which
> teachers can cope with them and therefore implement
> them successfully.   (p. 21)[21]

Thus, in the period being examined in the present research, the concept of a school as formulator of policy had become well established even if the issues had not always been fully thought through. The issue of implementation of policies, of ownership of policies and of the processes which had to operate within a school were very much to the fore, and would feature heavily in the debate after the publication of the 10-14 Report. The idea that the school should somehow *mediate* national or regional policy through its own internal processes in order to give staff some ownership of the policies was relatively new. Previously there had been a simplistic assumption that the expressed will of the policy-makers would be translated into action by the policy implementors - the teachers - as Farquharson has argued in the context of the Primary Memorandum.

There was now a growing recognition that schools could function as coherent units, and could have very distinctive policies, styles and ethos, while still operating within national or regional guidelines. To understand how this came to be accepted, it is necessary to look briefly at the body of theory which had developed on the subject of schools as organisations.

5.3   Schools as organisations

It has been argued that it is only relatively recently, perhaps little more than two decades, that schools have been recognised as complex organisations. It has been argued also that policy-makers at national and regional level in Scotland, as evidenced by the lack of reference to management issues in reports, have not considered the influence which the internal processes of a school can have on the implementation of policy. Finally, the case has been

made that when advocating "whole-school policies", writers of reports have betrayed a lack of appreciation of the complex issues at stake when a school attempts to introduce a participatory management style within a hierarchical structure.

Fairlie, charged by the CCC with the task of examining the "communication of aims in secondary education", only a few years after the new structure of promoted posts had been introduced, described schools as:

> professionally - intensive organisations whose members had
> in recent years become subjected to pressures which had made
> them increasingly conscious and jealous of their professional
> status. (p. 1)[22]

The pressure on schools to implement change has increased markedly in the period in question, but Fairlie's pinpointing of a "classic organisational problem" is still relevant today:

> How can professional autonomy exist alongside the need to
> pursue goals, the attainment of which requires consent,
> compliance and support? (p. 1)[23]

This question is applicable both in a national and in a school context. 10-14 would recommend "autonomy within guidelines" as one of its key principles and the exhortations to schools to adopt a "whole-school" approach to issues clearly had implications for organisations where boundary maintenance was high, both in terms of demarcation between departments and in terms of the teacher being "in charge" of his or her classroom.

In order to understand this phenomenon of "management" it is important to look at the impact of theory on the system.

5.3. (i) The Impact of theory

During the 1970s and 1980s, which saw a plethora of major national reports, an increasing interest professionally and politically in school effectiveness, and a focus on the delivery of national policy priorities, the need to look closely at how schools-as-organisations operate became more acute. Although it is true to say that it is only fairly recently that senior staff in schools are referred to as "managers" and are being exposed in a systematic way to management training (through a series of 9 modules commissioned

and published by the SOED), nevertheless organisational theory was being applied by academics to schools in the 50s and increasingly in the 60s. The influence of theory generally on practice is, perhaps, a research topic on its own, but it can be said with certainty that particular theories have influenced policy in Scotland. In particular, the theories of Piaget underpinned the recommendations of the Primary Memorandum, while the curricular theories of Hirst, Peters and others shaped the conclusions of the Munn Report.

As far as organisational theory is concerned, perhaps the essential difference was that early work was based on studies carried out in the world of industry and commerce and its application to schools was always problematic. However, as often happens when there is little interest in, or open debate about, such issues by the profession as a whole, some of the theoretical models were applied as if they were the only, or true, solutions. Thus, management-by-objectives appeared to underpin the HMI Report on Management in 1984, while, more recently, a top-down, civil service model of appraisal is being proposed by Government for schools.

The main concern here, therefore, is to try to discover what assumptions were being made, at a theoretical and at a policy-making level, about schools as organisations. Thereafter, an examination of what was emerging as the reality of schools and how they operated, both from research and from a growing body of work produced by practitioners themselves, will be undertaken. Finally, the issue of policy making itself, as seen from the perspective of the school in the context of external demands, will be looked at.

5.3. (ii)   The Theories themselves

In considering the impact of theory, it is necessary to look at those writers who have influenced the debate. This is, however, more than just a review of the literature since the key question is to what extent certain theories were dominant - or even fashionable - at different times, and which of them came to be seen as most relevant to the internal workings of schools. In the Green Paper of 1971, the SED argued that changes in the curriculum, the examination system, and in technology had "increased the complexity of organisation and administration in secondary schools." (p. 16) Added to this

was the emergent Guidance structure, the need, as the SED saw it, for "coordinated extra-curricular activities" and education-industry links, all of which pointed to the requirement for a re-think of management structures. What is remarkable about the chapter headed "A New Structure" is the absence of reference to theory. The two fundamental requirements of the new structure, it was asserted, were:

> ...it must more effectively meet the existing and foreseeable demands of the schools and, secondly, it must present the entrant to the profession and serving teachers with an unambiguous career structure. (p. 18)

The report went on at great length to offer models and patterns of organisation, but at no time did it either attempt to justify its hierarchical or "classical" structure, nor did it engage in any discussion of how these structures would eventually achieve the stated goals.

It was, therefore, an inauspicious start to the 'new age' of management in the secondary school. It is not surprising, therefore that Fairlie's group in 1974 found little evidence of successful implementation of these new structures, since the rationale was unclear and the advice to school mechanistic at best. However, in another sense, at least a start had been made, and since 1971 the emphasis on schools-as-organisations has grown apace.

5.3. (ii) (a) The School as an organisation

Many writers have attempted definitions of organisations. Eggleston (1980) talks of "formal structures and a formal process" and includes decision making and administration as well as more informal structures. He does not mention goals specifically, while Abrahamson (1967) emphasises the "pursuit of rational action motivated by personal, group or class interest." Etzioni (1964) sees goals as central while Sofer (1972) adds to this by highlighting social interaction:

> Organisations are associations of persons grouped together around the pursuit of specific goals..Through associations, members of society are able to achieve for themselves or for others, objectives beyond those which they could achieve themselves. (p. 3)

It is this collective action which lies at the heart of the rationale of whole-school approaches, the belief that teachers will gain mutual support from the pursuit of common goals, and that "ownership" will be achieved as a result of the process.

In recent years, the issue of effectiveness has become prominent (as we will see in section 5.6), and Etzioni discusses it in terms of " the degree to which an organisation realises its goals". He defines "efficiency" in terms of being "measured by the amount of resources used to produce a unit of output".

These are all very topical issues in education at present, but the important point is to discover how far these ideas can be translated successfully into school terms. What are the goals of schools? How can "output" be measured?

Handy (1984) has argued that schools "have much in common with other organisations that bring people together for a purpose - be they hospitals, or businesses or government offices." This is undoubtedly true, but the key question is whether the differences are significant enough to allow us to argue that solutions to organisational problems in schools have to be different from those applied to other organisations.

Bush (1986) lists "six major areas in which the management of educational institutions differs markedly from the management of other organisations. He argues that:

1. Objectives are more difficult to define
2. Measurement of success is problematic
3. Children of necessity introduce an element of ambiguity
4. Teachers are professionals and the relationship with their "clients" is unclear
5. There is a fragmented organisational and management structure
6. There is little time built in to the school organisation for "management"   (pp. 5-7)

In her famous study of "Nailsea", Richardson (1973), states that:

> There can be no school in existence that does not have a
> structure nor can there be in existence any school in which
> human relations are ignored. Yet Heads of schools can very
> easily allow themselves to be put into categories : if they

bother about human relations, they are perceived as inefficient organisers; if they bother about organisational efficiency they may be perceived as indifferent to the human side of the enterprise. (p.149)[30]

Richardson is undoubtedly right to point to the dangers of over simplistic categorisation, since the literature on school management abounds with studies on "leadership", focussing on the importance of the Head, and often advancing paradigms which seek to separate out by characteristic different kinds of managers. It is perhaps unfair to say therefore that Heads "allow themselves to be put into categories", but she is right to point out that the issue is more complex than any categorisation can describe.

What are the theories, therefore, which have led policy-makers to reach certain assumptions about schools, and to apply labels to processes and styles of leadership? Can we say with any certainty that one theory offers the possibility of more effective policy formulation and implementation than another? And if the authors of the 10-14 Report were confident that schools, and groups of schools, could manage change at a local level, on what basis did they make that assumption?

5.3. (ii) (b)   Classical theory

We have observed that Scottish secondary schools are organised in a highly hierarchical way. There is a chain of command, based on line-management relationships through the headteacher to the depute to a number of assistant headteachers (dependent on the roll of the school), with each subject department being managed by a principal teacher (with, perhaps, an assistant principal teacher if the school roll is big enough) and with a guidance structure which might (again, depending on the roll of the school) involve a mixture of principal teachers and assistant principal teachers. This arrangement is typical, therefore, of the 70s and 80s. Some staff, notably assistant headteachers, have functional remits, e.g.curriculum; guidance; administration; or S1/S2; etc., while others, like the depute in many cases have general remits relating to the day-to-day running of the school. The picture is complicated, too, when it is realised that, with the exception, often, of the headteacher, all of the people in the hierarchies are

also subject teachers, members of a department and managed, therefore, for some purposes, by people more junior in the hierarchy. However, the essential model is "classical" and is based on delegation of tasks, written remits, limited spans of control and formal meetings with minutes, agendas, etc.

Of course, within this basic structure, many variations are possible and do exist. Some schools tend to emphasise the classical structure by the superimposition of formal trappings, such as academic gowns (often worn only by senior staff), formality of address among staff, clear separation of senior and other staff (the present writer on taking up post as a headteacher was told by a member of staff - " in this school, if you're not promoted, you're not quoted"), etc. Others seek to mitigate the formal structures in many ways as we will see in the next section. It is true also that "informal" hierarchies may emerge, with certain staff achieving a level of status and influence disproportionate to their place in the formal promoted structure of the school. Nevertheless, a key question is whether this kind of structure and its assumptions about management is more likely to assist in the process of policy formulation and implementation than others.

Early work in the field of management of organisations by Fayol and Taylor, applied to our present subject of policy-making within schools, might lead to the conclusion that whole-school policies could best be achieved by a process such as:

1. Determine objectives
2. Group activities into sections/departments
3. Delegate authority
4. Specify responsibility and accountability
5. Establish formal relationships among staff
6. Organise work at classroom level.

On the one hand this may seem to square well with the common sense view of how secondary schools work. But it is also true that formal structures tell only part of the story. A common criticism of the application of classical theory to secondary schools which resulted in the issue of Circular 720 (the Green Paper) in 1971 is that it is not flexible enough to cope with need to manage change rapidly, and to deal with issues which are, increasingly, cross-curricular and whole-school in nature.

Certainly, HMI, in their review of the management of Scottish secondary schools (1984) concluded:

> The principal managerial objective to be sought by a revised structure must be to shift the present emphasis on organisation to positive management of the curriculum and the attendant processes of learning and teaching. (para 6.2)

The report went on to argue that structures must enable greater access than before to all staff in the process of decision-making:

> In the formulation of these [whole-school] policies much more weight should be given to the contributions of members of staff, achieved through consultation with them. Appropriate responsibility for their implementation should, similarly, be delegated to all levels of promoted staff, and the participation of all teachers encouraged by good communication with them and active involvement in carrying them out. (para 6.4)

Thus, while not advocating any major changes in the structure of promoted posts, the Report did acknowledge that certain processes were more difficult to put into practice in a "classical" structure, and that, if the emphasis were to change to participation, consultation and greater involvement by all staff in decision making, then a lot of work needed to be done on the matter of relationships, the quality of which Rutter and his colleagues found to be so important in the "ethos" of a school. Thus, in the 80s it was becoming clear that the formal, hierarchical structures which had characterised secondary schools in the past had to change in some significant ways if the emphasis on in-school policy generation were to continue.

Bush has outlined the potential weaknesses of what he calls "formal" or "hierarchical" models by arguing that

1. Schools cannot easily be characterised as "goal-oriented"
2. Decision-making is rarely a rational process, especially in schools
3. Schools are not units but collections of individuals (Greenfield; Sayer)
4. "Top-down" models of authority are less appropriate in professional organisations
5. Schools are not stable organisations

Thus, Bush concludes, these classical or formal models offer partial descriptions of how schools function. And, applying them to the Scottish scene, bearing in mind Fairlie's findings, it was becoming clear in the 80s that, while the structures were still hierarchical, other, more flexible, approaches to management, were needed at a time of change.

5.3. (ii) (c) Human Relations theory

Writers such as Mayo[35] (1949), McGregor[36] (1960) and Maslow[37] (1954) have tended to stress the social environmental aspects of organisations. Problems, and their solutions, must take account of the perceived needs of staff, and terms such as participation, co-operation, consultation and job-satisfaction, are all very important. Issues such as morale, motivation, commitment, ownership and leadership are all very pertinent, and Maslow's concept of "self-actualisation" is a key element in the whole-school policy argument.

Some of the recent Scottish publications, notably from HMI and from regional councils, have sought to give advice to school managers. In the main, they still emphasise line-mangement, leadership (by the headteacher), accountability and systems of delegation and communication, etc. However, they all give prominence to the need to consider human relations within the organisation.

The 1984 HMI report, referred to earlier, had a section on " The Human Environment" and stated that " members of staff also require to be looked after and well-motivated."[38] In 1988, another HMI report, "Effective Secondary Schools",[39] in a section headed "Ethos", noted how published HMI reports on schools almost invariably commented on "tone, atmosphere, spirit or ethos", with phrases like "sense of commitment to the school" being used.

Landers and Myers[40] (1977) have argued that the key contribution to managerial practice made by human relations theory is that " it made management aware of workers as human beings." Translated into school terms human relations theory recognises the contribution every teacher can make to the school by virtue of her experience, expertise and commitment. As a complex human being,he/she will fulfil him/herself professionally, will

have allegiances to different aspects of the school life, and will have a life
and interests outside the organisation.

The task of the human relations-oriented manager, then, in the word of Mayo
(1949) is " organising team-work, that is to say, of developing and sustaining
co-operation."[41] In schools, this has led to the growth in participatory,
consultative management and a move towards more corporate planning of
policies and strategies.

It should not be assumed, however, that human relations theory is always
fully understood or applied, nor should it be assumed that it is a direct
alternative to classical theory when applied to schools. Inevitably, there are
pragmatic approaches taken, with, in many cases, the worst effect of the
more rigid hierarchical structures being mitigated by emphases on human
relations approaches.

There is often, too, a conceptual tension between how terms such as
"participation", "consultation" and "corporate planning" are used . Often the
reports written by those who are themselves seen, at a macro level, to have a
responsibility to manage the system - local authorities, HMI,etc. - are much
more cautious and circumsribed in their use of the terms than the initiators of
the theory would have been. "Managing Progress" (1988), a Strathclyde
publication, commended all of these approaches, arguing that:

> ...there is every prospect that staff will feel a greater
> degree of commitment to policies which they have
> personally been involved in developing." (p. 12)[42]

But the report sounded a cautionary note and reminded the reader that:

> It is important to involve all members of staff in the
> management process but equally important to
> maintain individual accountability. Within the
> individual school the headteacher is accountable
> to the authority and it thus follows that *although*
> *he/she should consult widely, the ultimate power*
> *of decision remains with the headteacher on behalf*
> *of the authority.* (p 12/13 My emphasis)[43]

The possibility of conflict between the line-management classical approach
and the more participatory, collective approach to policy-making is starkly
pointed up here - and remains to be resolved in practice. The room for

manoeuvre for the headteacher is circumscribed by this interpretation of participatory management, and there is potential for staff to feel that the authority's commitment to the principle is less than whole-hearted. However, it is possible to argue that the growth of the concept of "whole school policies" - and the confidence of the 10-14 Committee in schools' ability to accept "autonomy within guidelines" - was based on assumptions which are characteristic of what Bush calls "democratic" models. He argues that

> Democratic models assume that organisations determine
> policy and make decisions through a process of discussion
> leading to consensus.   (p. 48)

However, he acknowledges the limitations of the models, and lists 9 problems with them:

1. They are often normative rather than descriptive
2. The processes of decision-making are slow and time-consuming
3. Commitment from staff has to be high
4. Involvement of all staff in decision-making may challenge established hierarchies
5. Consensus is the key - but may rule out genuine conflict
6. Evaluation is difficult in a hierarchical structure
7. Headteachers are regarded by LEAs as line managers
8. Headteachers must be open and avoid manipulation if staff are to participate willingly
9. The dependence in the school system on the role of the head may militate against genuine democratic approaches

The significance of democratic or human relations models to our present study is not that they are intrinsically more illuminating but that they were gaining ground in the 80s, but still within promoted post structures which were hierarchically based.

5.3. (ii) (d)   Systems theory

In some respects, "whole-school policies" as a concept is closer to "systems" theory than to any others, if only because, as Silverman (1970) has pointed out, it treats the organisation as an entity capable of united action:

> Systems theorists believe that it is useful to follow
> the common sense practice of attributing actions to
> organisations themselves as well as to the members
> of the organisations ...however, one runs the risk of
> attributing human characteristics to social constructs. (p. 29)

Thus, in the literature, schools are exhorted to have policies, to formulate objectives, to be committed to certain goals. The fact that individuals within the system may be pursuing other - perhaps contrary - goals is often understated. Conflict resolution is a key issue in this approach, and while most writers recognise the need to have chapters on "managing conflict", the reality of what such conflicts mean for the management of a school have only recently been addressed.

Writers have described organisations as being "open" or "closed", although as has been mentioned earlier, schools are rarely completely one thing or the other and different sub-structures and processes are ranged along a continuum. The concept of "boundary" is often used in the context of secondary schools, both to describe the very rigid subject/department divisions which exist, and to describe the traditional isolation of the school from involvement in the community which it served. Thus, while traditionally the secondary school - particularly the "academy" - had an important place in the eyes of the community, active involvement in the local life of the town/city is a more recent phenomenon. The notion of an "exchange" between the school and its surrounding community has been explored by Blau (1964) and Homans (1958 and 1974), and by Richman and Farmer (1974):

> The exchange (between the school and its environment)
> is an essential factor underlying the system's viability, its
> reproductive ability or continuity and its ability to change.   (p. 5)

However, this systems approach to schools has been criticised as being less than helpful. Greenfield argues that it is an over-simplification of the complex reality of a school, and prefers to focus on the " perceptions and beliefs of those involved." This "phenomenological" approach begins with the individual, the values and aspirations of the participants in the process, and at its extreme, argues that " there are as many realities as there are teachers." (Ribbins 1981)

Hoyle talks of "competing realities" and it must be said that there is a

commonly recognised phenomenon of a teacher who has difficulty recognising the school being described publicly by his/her headteacher. The different perceptions are not necessarily an indication of disagreement, but a recognition that there are different realities.

Greenfield has asked "what is an organisation that it can have a goal?" (1973) and the relationship between systems theory and the phenomenological approach has been described by Theodossin:

> ...the systems approach can be likened to a kind of
> aerial photograph which seeks to provide a broad overview;
> and the phenomenological approach to a variety of
> microscopic photographs in which detail is enlarged to aid
> perception.   (P. 83)

Bush, having examined the most common theories of educational management (1986), concluded:

> There is no single approach capable of presenting a total
> framework for our understanding of educational institutions
> (p.126)

and quotes Baldridge et al (1978):

> ....the search for an all encompassing model is
> simplistic, for no one model can delineate the intricacies
> of decision processes in complex organisations .....there
> is a pleasant parsimony about having a single model that
> summarises a complicated world for us. This is not bad
> except when we allow our models to blind us to important
> features of the organisation.   (p. 28 - in Bush p. 126)

It has to be understood that while there has been an increase in the consideration of theoretical models of management to the school situation, it should not be assumed that all teachers are *au fait* with such theories. However, with recent emphasis on school development planning, such ideas are becoming much more current, and the recognition that schools should be pursuing their own policies is accepted.

And while Bush is right to say that there is no single approach to be adopted, it is also true that in emphasising participatory approaches and what Holly (1989) has called a "development culture" within a school, there has been a move away from the classical theory towards recognition that schools-as-

systems can learn and develop and change, and that the approach that is
likely to involve the greatest number of staff and win their commitment to
policy implementation, is a human relations approach in some shape or
form.

This notion of "culture" is important, not just at the level of the school where it
can be regarded as the key to the success or failure of the whole-school
policy approach, but at a national level. The 10-14 Report took for granted
the existence of a culture in Scottish education which was participatory,
collaborative and which shared certain fundamental assumptions about
values. Just as within schools it is increasingly recognised that involvement
in discussion about aims and policies is crucial if commitment to them is to
be expected from all staff, so too did the authors of the 10-14 Report assume
that schools and teachers should attempt to achieve ownership of the
proposed 10-14 curriculum by working in local groups, i.e. "autonomy within
guidelines". This development culture was a key plank of the 10-14
argument, just as it has become, in the early 90s, a key part of the School
Development Planning movement.

5.3. (ii) (e) Ambiguity models

As schools-as-organisations became an increasing focus of attention in the
70s and 80s in an attempt to discover how change could be managed, and
as terms like "delivery" and "ownership" became current , so too did the
models of educational management become more sophisticated and more
challenging. From the safe world of the Primary Memorandum where the
headteacher was first and foremost a teacher, with a little bit of administration
thrown in, through the application of traditional models to schools, there
began to appear in the late 70s and 80s a number of models which all
seemed to point up the complexity of managing change in education.
Bush has referred to these as "ambiguity" models, their main characteristic
being an assumption that "turbulence and unpredictability are dominant
features of organisations." (p. 108). His argument is that writers like Cohen
and March (1974), Bell (1980), Weick (1976) and Enderund (1980) have the
advantage of being descriptive and have been based largely on educational

rather than business organisations.

In essence, these models are based on assumptions that "schools have uncertain goals, unclear technology and fluid participation in decision-making"(p.109). Environmental factors are important, as is the professionality of the participants, and the system is "loosely coupled" so that, in a secondary school, individual sub-units (departments) can develop quite differently from others.

Bush cites Cohen and March's "garbage can model" as "the most celebrated of the ambiguity perspectives" (p.113):

> A key to understanding the processes within organisations
> is to view a choice opportunity as a garbage can into which
> various problems and solutions are dumped by participants.
> The mix of garbage in a single can depends partly on the
> labels attached to the alternative cans; but it also depends
> on which garbage is being produced at the moment, on the
> mix of cans available, and on the speed with which garbage
> is collected and removed from the scene.   (p.81)

In their analysis of problems, solutions, participants and choice opportunities, Cohen and March argue that decisions are made through oversight, flight or resolution, in other words, with a minimum of rationality except where time is allocated to the particular problem. Thus, in schools, which are loosely coupled and decentralised, and where problems and their solutions are often seen from different perspectives, this model is applied.

Cohen and March argue also that the traditional role of leadership has to be questioned in a climate of ambiguity. Given the heavy emphasis in the literature on the management of change on the role of the head as leader, the ambiguity model offers a counterbalance. They argue that if there is lack of clarity of purpose, if their power is problematic in a participatory management setting, if change happens so rapidly that learning by experience becomes an uncertain touchstone, and if success itself is difficult to measure, then heads may not be able - even if they want to - to control their institutions in the ways suggested by formal models.

Of course, there are limitations to the applicability of ambiguity theories, and Bush indicates that they tend to exaggerate the degree of unpredictability in schools, they apply less well to stable organisations, they do not fully

recognise the degree of sharing of goals which is possible and, most importantly, they offer little help to managers faced with uncertainties. However, the value of ambiguity theory to the present discussion is that it offers an insight into policy-making, at whatever level, in a time of change. MacKenzie's discussion of advisers as "marginal people" (ch. 4) points up the need to recognise that when rapid change is what characterises any system, then simplisitic assumptions about translating policy into practice - by fiat, as Millan termed it - have to be questioned. The positive side of ambiguity theory is that it does offer a critique which shows that negotiation, fluidity, re-evaluation are all seen as factors in the management of change. The 10-14 model recognised this in its "autonomy within guidelines" approach, leaving room for manoeuvre for local groups. It will be argued in chapters 11 and 12 that 5-14 may not , structurally, have taken these factors into account.

5. 3. (ii) (f) In-school factors

While it has been argued that insufficient account has been taken by policy initiators of the complex processes involved in policy-making and implementation and that the matter is of crucial importance when "delivery" is being discussed, there is emerging a body of literature which seeks to examine in-school factors. The concept of "micro-politics" (Hoyle 1986; Ball 1987) has evolved from consideration of established theories which have been applied to what Hoyle has called the "organisational underworld". He observes that:

> ...it is rarely discussed in any formal context within
> organisations and finds virtually no place in the teaching
> of educational administration. (p. 125)

Ball, in his introduction to the subject, quotes Greenfield (1975) who " rejects a single abstraction called organisation", and goes on to consider issues such as "power", "control", arguing that :

> ...theories of organisation become ideologies, legitimations
> for certain forms of organisation, (p. 5)

He also argued that "management is a powerful mechanism of exclusion", and that " the management-line relationship is at heart disciplinary and

punitive." (pp. 138/165). But most importantly, in considering such issues as conflict and domination, and in treating schools as "sites of ideological struggle" (Ball)[63] and as a "Thicket of Symbols" (Hoyle)[64], the writers were pointing to the complexity, the potential for conflict and the inevitable dissonance which must arise when a hierarchical structure attempts to adopt processes which are more "democratic" or participatory. Ball quotes Morgan et al:

> Heads in the 1980s cannot promote their policies without
> contest, or impose their own values or ethos without debate,
> bargaining or compromise. (p. 137)[65]

In an article entitled " Letting go the Reins"[66] (Boyd 30.9. 88), it was argued that headteachers, if they are serious about the participatory approaches , will have to be prepared to cede some of their authority and decision-making prerogative.

The crucial issue is whether local authority directorates or SOED Inspectorate are willing to acknowledge that this may be an essential concomitant of the approach. The issue of "delivery" is complicated when those from the centre - wherever that may be - are, on the one hand promoting new management approaches yet on the other hand are expecting a uniform delivery of a major policy initiative across the country or region. The fate of 10-14 was inextricably tied up with this debate.

5.4 Support structures

In arriving at the management approaches which best suit them, schools are not on their own, and as we have seen, advice, not always unambiguous or neutral, is available from a variety of sources. However, while HMI reports on individual schools which began to be published in the mid 80s always commented on the management of the school, it was largely a matter for internal decision as to the processes which would exist. At its worst, this state of affairs left scope for authoritarian headteachers to impose their own, often highly bureaucratic structures, or for manipulative heads to distort an apparently open system. At its best, the staff of the school, often in consultation with parents and pupils, could achieve a participatory approach, a consistency of values and strategies and a quality of relationships, which,

as Rutter et al argued, created a positive ethos enabling some schools to have much more positive outcomes than others.

This, latter, approach to schools has led some educationists to stress the professional autonomy of teachers in schools, particularly in the context of the curriculum. Gatherer has argued:

> In his own classroom the teacher is the sole arbiter of
> what is being taught....[he] ought to be recognised officially
> and formally as an autonomous professional who has
> a concern for the content of the curriculum within the subject
> and within the school. It is only when headteachers....
> recognise that and ensure mechanisms for allowing
> teachers to play that role - that has to be the philosophical
> foundation, in my opinion, for curriculum development.
>
> (app.1 p.437)

This emphasis on autonomy is important not just at the level of the individual teacher, but at the level of the school as well. The notion of "delivery" is crucial since the question of whole-school policies can be seen both as mechanisms of control and as strategies for enhancing the professional autonomy of teachers . Gatherer, in arguing strongly for individual teacher autonomy, did not, however, accept that the 10-14 Report's phrase "autonomy within guidelines" necessarily justified the area-based model of implementation proposed. In other words, there could quite easily co-exist a national development, centrally managed, but which rested on a belief in the autonomous professional. This concept will be re-examined in chapter 11 when we come to look at the 5-14 Development Programme and its assumptions.

Green has also acknowledged the need for national developments and has argued:

> ...most headteachers have said that our objection is not
> to having guidelines, but the way in which we seem to have
> have to interpret them is too rigid. Most headteachers accept
> the underlying principles behind curricular guidance. Now that's
> fine when you have a culture at the centre in which by and large
> professional opinions are not over-ridden, certainly not disregarded
> or ignored. (ap.1 p.494)

It is widely accepted within the Scottish system that advice, support and guidance should be part of the system, on a national as well as local level. There is also an expectation that individual schools will have a large measure of autonomy in their internal management. The promoted post structure is national, and deployment of staff is governed by national agreement with teacher unions, and with the involvement in terms of qualifications and standards of the GTC.

In the late 80s the issue of management has, as we have seen, been taken up on a huge scale by the SOED and soon every headteacher (and, in time, possibly every aspiring headteacher) will have gone through up to 9 substantial management training modules. McPherson has pointed to the potential in this initiative for central control, but there can be no doubt now that the issue of school-based policy-making is recognised.

There is still evidence, however, that it is not sufficiently understood by those who exhort schools to develop policies and that dissonance can occur when teachers feel that the complexity of their task is being taken for granted.

5.5   Conclusion: whole-school policies: ownership and delivery

In attempting to look at policy-making in the 70s and 80s and, in particular, exploring the ways in which national and regional policies make an impact on schools, it is important to acknowledge that schools are not passive recipients of directives, but rather, their own internal mechanisms interact with the advice which is given. In other words, the complexity which many commentators have pointed to as characteristic of educational policy-making is borne out when one looks at how schools attempt to manage change. Whole-school policies appear to have two principal imperatives; firstly as a management process designed to ensure accountability of the teachers once the policy has been agreed, and, secondly, as philosophical commitment to participatory decision-making, a recognition that all teachers - and others - have a positive contribution to make. The two are not, of course, mutually exclusive, but it is very often a question of emphasis and perspective. Few teachers would deny the need for accountability, yet most would be suspicious of whole-school policies as a concept if accountability were to be the main or only focus.

The SOED's "Management Training for Headteachers" modules appear to promote participatory management, and stress whole-school approaches, yet, as we have noted, McPherson et al have suggested that their main purpose is control. Thus, it would follow that if the approach is used as a means of making certain ideas into a "received wisdom", however benign the ideas themselves, there is a danger that it becomes inherently dangerous. If, on the other hand, the approach itself is seen to be more important than any one idea or set of them, and if genuine debate within a school can lead to policy-making which, while still operating within some national framework, is nor circumscribed by a narrow orthodoxy, then it offers to schools a genuine opportunity to be different one from the other.

The school effectiveness movement, fuelled by studies by Rutter [67] (1974), Tomlinson [68] (1987), Mortimore [69] (1988), Reid, Holly and Hopkins [70] (1987) and others, has in recent years been seized upon by politicians in the debate about "standards". However, within this debate, there are key issues such as the "ethos" of a school, the structures which a school sets up, the quality of the relationships within the school, and the factors over which schools can have little control. If, as it is argued, schools can make a difference to the measurable outcomes for pupils, even when intake is controlled for social class etc., then it follows that attempts are likely to be made politically and professionally, to isolate some of the factors contributing to these successes, and to try to transfer them.

There is a growing literature in the late 80s and early 90s which concentrates on school development planning, that is, coherent and comprehensive attempts by schools to set out a plan, often over a 3 to 5 year period, with targets and goals in all aspects of school life, including, but not restricted to, the curriculum. The phrase "development culture" has been used to describe the necessary atmosphere or climate which should exist within the school for change to be managed successfully.

"Human relations theory" approximates most closely to this "culture", with an emphasis on collegiality rather than hierarchy, on collaborative rather then authoritarian decision making and on process rather than product. All of this is a direct extension of whole-school policy-making, and it is predicated on the assumption that ownership of policy and commitment to its successful implementation will increase as a result.

Thus, any model of delivery which fails to take account of what happens at school level is likely to have an impact which is at best superficial and at worst lip-service resulting in a distortion of the teaching process. If the 10-14 report's notion of local collaborative structures and of autonomy within guidelines was a recognition of the need for schools, and in their cases groups of primary and secondary schools together, to "own" the new curriculum, then it would appear that it had a fair chance of success. If, on the other hand, their assumption that schools had the mechanisms for such collaboration was not, in fact, accurate, it was likely that those whose concern was for accountability - the SOED and local authorities - would be worried.

It will be argued, after a detailed discussion of the 10-14 process (chapters 7 -10) that the issue of "delivery" was at the heart of the Report's failure to make the impact its authors had hoped. It will be argued also that a major stumbling block was a difference in perspective on major concepts such as "autonomy within guidelines", collaborative planning and ownership.

The issues of cost and speed of delivery cannot be ignored in a decade, like the 1980s, when public spending and accountability of public institutions was high on the political agenda. If TVEI and Action Plan were born of a desire by Government to get particular results more quickly than the education system had traditionally done, then the curriculum 10-14 would be unlikely to be left to a model of implementation which was at best uncertain in its time-scale. If, in addition, the wider education and political debate was turning to "standards" and if primary education was being seen as in need of more "rigour", then what happened to this age group became important. Whole-school policies, therefore, as an element in the delivery process and as a means of ensuring ownership, might also be seen to be too slow and uncertain. A more directive, interventionist model might appear to be more effective, particularly if the imperative were now to become political as well as educational. However, the evidence points to the conclusion that, notwithstanding the desire for speed of implementation, unless opportunities, however organised, are given to teachers to internalise change and to achieve a measure of ownership of policies, then implementation will be unsuccessful. In areas of the curriculum where national examinations are involved, these may serve to ensure that curriculum content and even

teaching methods are adopted widely. In an area such as primary and early secondary, as Farquharson has argued in the context of the Primary Memorandum, internalisation is a much more problematic affair, especially if the assumptions in the policy do not accord with society's or with the average teacher's.

Policy-making at school level is now an accepted phenomenon, and the literature is now available and accessible to practioners through a whole plethora of management training publications (SOED; SCET; O.U.; local authorities; etc.). Expectations among teachers have risen to the extent that they expect available inservice training time within school to be used to enable policy to be discussed, formulated and evaluated. It is this reality which may be at odds with a directive approach to policy-making on a national level.

The period from the mid 70s to the present day has seen a major attempt to look, in Scotland, at the primary and early secondary area, and has witnessed, in England and Wales, the introduction of a National Curriculum. It will be the task of the present study to examine the issues of ownership and relationships in the context of a major curricular policy initiative, the changes in the processes of policy-making , the attitudes to the policy community, and the changing nature of that community itself. 10-14 offers us an opportunity to study the operation of the curricular policymaking process at work, and allows us to assess the effect of the changing political climate on the process and on the education system as a whole.

CHAPTER 6   10 - 14 : A CASE STUDY IN POLICY MAKING

CHAPTER 6   10 - 14 : A CASE STUDY IN POLICY MAKING

> "Example is always more efficacious than
> precept."
>
> S. Johnson "Rasselas" (ch.29)

6.1 10-14 - The Context

It will be important to provide a context for the work undertaken in the 1980s
on the 10-14 age group, and its extension to include the whole of the primary
school population within the 5-14 programme as a part of the attempt by the
government to delineate a curriculum for the 90s. The structure of schooling
in Scotland is unique to our country, and the assumptions and "myths" which
underpin it have been described by a number of writers. Over the years,
particularly since the war, a succession of reports have outlined the thinking
of the time, and in order to make sense of what happened in the 80s it is
important to look at the antecedents. There will be no attempt to replicate the
work of McPherson and others, but there is a need to ensure that the policy
initiative chosen as a case study is in the mainstream of the Scottish
educational process, and that the lessons learned from it can be
generalised sufficiently to make a study of it worthwhile. It will be important
to emphasise the differences between the Scottish system and that of the
United Kingdom as a whole, but it will also be important to recognise the
similarities, particularly in the policy-making process

6.1. (i) Schooling in post-war Scotland.

The 1947 Advisory Council Report[1] argued that the comprehensive, or
omnibus, school was the "natural way for democracy to organise the post-
primary schooling of a given area." (para. 164) Widely regarded as a report
ahead of its time, it was, as Gatherer has pointed out, "rejected by the
Secretary of State"[2], and it was 20 years or so later before comprehensive
schooling became national policy in Great Britain. The report had, however,
in line with the thinking of the time, advocated "streaming" by general ability
for academic work (paras. 185-190), while the 1960s' comprehensive

movement called into question the mental-testing claims, and promoted mixed-ability teaching in the early stages of secondary schooling. At the same time, the Scottish "Qualifying Examination", taken by all pupils at the primary 7 stage in order to determine which kind of school (in Scotland, Junior or Senior Secondary) a pupil should go to, was abolished, and the Primary Memorandum was produced by Her majesty's Inspectorate to define the curriculum for primary schools freed from the "straightjacket" of an examination.

The 1946 Advisory Council report on Primary Education had also been a radical document, rejecting what it saw as an over-emphasis on the "3 Rs":

> We discard with little regret the narrow and obsolete view
> that reading ,writing and arithmetic are the three fundamentals
> of education.[3]

These issues are as much alive today as they were then and they were key concerns of the 10-14 Committee. However, as Hunter commented, the Advisory Council's was a "revolutionary pronouncement",[4] and it was almost 20 years before the Primary memorandum produced a similarly radical recommendation.

The 1950s and 1960s saw something of a retrenchment in educational views after the Advisory Council Reports. Osborne has observed that the 1947 Report had " no immediate effect on school planning" (p. 96).[5] He points to the Advisory Council's criticism of subject-centredness in secondary schools and the 1955 Memorandum on Junior Secondary Education's dismissal of an integrated approach, arguing that "Drastic action of this kind is neither necessary nor wise." (p.13)[6]

Thus the structure of the curriculum was a subject of discussion, and the vexed question of subject-centredness as against a more integrated approach was to recur at various points, including the Munn Report of 1977,[7] and the 10-14 Report itself.[8]

The primary school was, in the view of the Advisory Council Report, a place which should concentrate on the child as an individual, and argued that the child at this stage:

> ...requires the encompassing presence of mature and
> balanced personalities respectful of the child as a
> person and manifesting towards him a consistent and

active goodwill.[9]

This child-centredness, some 20 years before the Primary Memorandum, often regarded as the initiator of the child-centred approach in primary schools, was not, however, substantiated by the SED Memorandum of 1950, which emphasised "moral training" and circumscribed its view of happiness as the goal:

> ...he must learn that he can be happy and enjoy a large
> measure of freedom "within the law"[10]

Above all the tone of the 1950 report was less optimistic about the capacities and motivation of children, and it exhorted the teacher to:

> train her pupils to correct their own work and add up their
> own marks, but she should take care that there is no
> inducement to untruthfulness or petty dishonesty through
> fear or preoccupation with rewards.[11]

The important issue here is that, just as now, assessment and the notion of the child as an autonomous learner, both of which were dealt with in the 10-14 Report, are concepts difficult to reconcile within a climate which stresses competition, which places importance on comparative achievement and which places stress on the learners as a result. All of these issues are still highly relevant.

Change in the system is our key focus, and while noting the failure of the Advisory Council Reports to be implemented, Osborne also argues that:

> The Department cannot change established practice in
> the classroom; they can only accelerate changes already
> taking place and of which they approve. (p.134)[12]

This is a key issue and it involves notions of delivery and ownership, as well asssumptions about the role of the Department. Gatherer has observed that during the late 50s the Inspectors "were beginning to take leadership roles." He describes how:

> ...the publication of the SED memorandum...would be
> followed by conferences of teachers, lecturers and
> inspectors, to discuss the subject's aims, content and
> method of instruction. (p. 112)[13]

This "pro-active" role for the Inspectorate has been mentioned by other commentators (Chirnside; Munn; Menzies; and others) but Osborne's

observation remains central. Can change be willed from the centre without the active compliance of teachers? The evidence of the 10-14 Report, along with the results of research into the management of innovation and school development planning will be used to demonstrate that the process of policy-making and implementation is indeed more complex than Ministers may have believed in the late 1980s.

However, in the late 1950s, the emphasis of the Inspectorate was changing just as the educational world was beginning to question old assumptions about " ability", "intelligence" and the provision of different kinds of schooling for different "kinds" of children. Gatherer has described how , throughout this period, the Inspectorate changed from a conservative view which claimed that " the old standards had not yet been restored" (p.91)[14] post-war, to promotion of group methods, projects and oral work. In their yearly reports the Inspectorate criticised the " excessive and unnecessary preoccupation of teachers and of pupils with promotional tests" and reported the real progress teachers were making with the new methods of teaching. Teachers, they claimed, were showing "an increasing awareness of modern developments". By the late 1950s, HMI would report on an "upsurge in interest in newer methods and an increase in experiments with them."

6.1. (ii) Testing and Selection

It is commonly held that in Scotland there was a Democratic Tradition, one which was built on the omnibus schools, which was meritocratic and which was symbolised, as McPherson et al have argued by the "lad o' pairts". Osborne has also argued that:

> the comprehensive principle seeks to minimise differences
> between children. The democratic tradition...was not
> incompatible with a tendency to classify or categorise
> children with some degree of rigidity. (p. 68)[15]

The late 1970s and 1980s, we will see, has also been exercised by these very questions, and it will be argued that the present national stance on such issues as National Testing and setting by ability are influenced by theories which are traceable to the "mental testing" movement. McPherson et al referred to:

...the thrall which intelligence testing held politicians and educationalists alike in England....was this also true of the immediate post-war period in Scotland? (p. 367) [16]

The answer would appear to be "yes" in the light of the SED Memoranda and the Advisory Council Reports already quoted. McPherson has recently commented on the impetus behind the "mental testing" movement in the early days:

> We shouldn't forget that the people who were most involved in the development of testing at that time were very progressive because they wanted to identify talent and release primary schools from the thraldom of the "quali" and all that to allow progressive methods to flourish.   (app.1 p.473)

Once again, this is relevant to the present study since the twin issues of progressive methods and testing are currently in the forefront of the debate and were central to the decisions made nationally about the 10-14 Report. McPherson has also observed that,at best, some local authorities, after the war, "left the concept of intelligence unquestioned, and to the professionals, for some twenty years." [17] (p.369) Whether this laissez-faire approach resulted in more enlightened practice is difficult to discern, but at least there was for some time no great political controversy over the issue. Categories of pupil seemed to be accepted as a reality. The penultimate Advisory Council Report in 1961 [18] recommended a change form the established practice of identifying four categories of pupil on transfer from primary to secondary, namely the 2-language, 1-language, non-certificate and modified. It recommended that the top 20% be identified as Higher candidates, the next 15% as capable of the new "O" Grade examinations and the remaining 65% as non-certificate. Thus, observed Osborne:

> ...selection erred on the side of generosity....reconciling
> detailed categorisation with the democratic tradition.   (p.71) [19]

Thus, these attempts to reconcile apparent opposite strands were a recognition of the waste inherent in a divided system, and the attempt to extend certification by the introduction of "O" Grades was, in the view of McPherson et al, " a short fuse under the bipartism on which the Department policy had been based." (p. 370) [20]

Demographic pressures added to this onslaught on the selective system,

and as the post-war baby-boom bulge reached secondary age and new schools had to be built, decisions had to be made about access to courses and to certification. Many Junior Secondary schools began to push for the opportunity to present pupils whom they thought had been wrongly placed for the new "O" Grade examinations, and " the issue began to stir politically." (McPherson et al, p.370).

It is against this historical background that major decisions about the structure of schooling were taken in the 1960s. As we examine the 10-14 initiative, it is important to look at the momentous happenings in primary education at this time, and at the move towards comprehensivisation, with its consequential review of the secondary curriculum in the mid 70s. It is only by understanding the pressures for change and the decisions that were taken at this time, that we can begin to see why 10-14 represents a useful case to study, and why, since its inception in the early 80s, the committee was increasingly facing a changing political scene.

6.2 The Primary Memorandum

The Primary Memorandum is seen as something of a watershed in Scottish primary education. It is widely attributed with the move to child-centredness, activity methods and the application of Piaget's theories of development to the teaching and learning process. Osborne has remarked on how the Department appeared to subscribe to the work of Piaget "with all the appearance of having undergone a sudden conversion." The assumptions which underpinned the Primary Memorandum have been re-assessed in recent years (Farquharson; Humes and Paterson), and indeed when one reads the opening section entitled "The Child" one is struck by the certainty, the almost narrative quality of the writing, as if the argument were the only possible truth. Starting with the phrase "From the information which is available about the child", the report goes on to,in a series of "He is...", "He will..." sentences, outline unquestioningly the theories of Piaget applied to the primary school child. Curiously, Piaget's name does not appear in the Index, yet his ideas permeate the Report. McEnroe has argued that there is a contradiction between the Memorandum's view:

> The Primary School child has a natural curiosity and a desire

>to learn which makes him capable of seriously and deliberately
>pursuing his own education on lines of his own choice. (p.12)[25]

and the implication that primary education itself and the curriculum in
particular should be heavily subject to bureaucratic control. It is argued that
the Memorandum itself offered advice on methodology which, while often
applauded for its progressiveness, was nevertheless sinister in its attempt at
control. The Advisory Council Report had warned:

>Pupils must not be conditioned to any set and predetermined
>way of thinking and acting[26]

yet the memorandum appeared to have decided on an approach which was
conditioned by a particular theory.

Notwithstanding this critique, it is generally accepted that the Memorandum,
in stating:

>It is now generally accepted that the primary school is much
>more than a preparation for the secondary school: it is a stage
>of development in its own right. (p.3)[27]

coupled with the removal of the external qualifying examination, opened the
way for a radical change of emphasis, and a burgeoning of new activity-
methods accompanying the new elements such as environmental studies, in
the curriculum.

It is not the intention of this study to attempt a critique of the Memorandum,
but rather to place it historically in the development of ideas about how
primary education in Scotland should be organised. Gatherer has placed
the memorandum alongside the Plowden Report[28] (1967) in England and
Wales as forming the "peak" of the "progressive movement which developed
between the two world wars and found its best known expression in the work
of educators like Neill, Holmes, Lane, MacMunn and Edward O'Neill" (p.67).[29]
He points out that:

>Its principal tenets - that each child should be allowed to progress
>at her or his appropriate pace, that the school should cater for
>individual needs and capacities, that specific knowledge is less
>important than the fostering of learning skills and the capacity to
>acquire knowledge independently - soon came to be adopted
>as received wisdom by British professional educators. (p. 69)[30]

However, the issue of the impact of such national reports on classroom

practice is central to our present study, and Gatherer observes:

> But the new emphasis on the class teacher's role was more
> problematical. The essential point is that the modern primary
> curriculum is creatively managed by the teacher in the process
> of arousing the children's interests and learning needs. Thus
> the teacher should decide, albeit under guidance, what the pupils
> should study, what skills should be taught in particular contexts, and
> what kind of learning strategies should be aimed for in any given
> classroom activity. (pp. 67/68)[31]

It is this question of the relative autonomy of the teacher and the degree of
control attempted from the centre, in whatever ways, which is critical as we
try to understand the nature of the relationship between the policy-
formulators and the policy-implementers.

Farquharson has questioned the reasons why HMI in their 1980 survey of P4
and P7 concluded:

> Since 1965, "the Memorandum" has materially influenced the
> the primary school system and much of its approach has
> become a fact of our educational lives. It has been a period of
> wry paradox: we have moved from a time when its recommendations
> were widely accepted, but resources were scarce, to one where the
> materials and resources are available. but impetus and motivation
> are increasingly difficult to sustain. At the same time as our teachers
> appear to be better informed about their role and better supported
> by advice nationally and locally, they are, ironically, more conscious
> of the gap between expectations and realisation, and are more prone
> to rely on tried and tested measures in those aspects in which
> Scottish primary education has been traditionally strong......
> ......The message of the Survey should be clear. Many of our teachers
> still feel threatened by the changes of recent years, yet they have
> maintained standards in those competences that are the key to
> progress on the part of their pupils. That this is not enough,
> however, is the message of this report. (p. 54)[32]

The blame did not lie with the teachers for this apparent failure to implement
policy. Instead, she argues that "there is a possibility that the cause may lie
in the social structure."[33] (p.30) She argues that policy makers, often working

at a high theoretical level, experience what Kuhn has called a "paradigm shift" in their thinking,and quotes Esland who argued that teachers in the classroom "approximate to the well-informed citizen" and that "the theoretical ideas of their pedagogy are rarely invoked in the work situation." (p.88) Thus, Farquharson argues, the desired mode of thinking of the policy formulators is merely "superimposed" on the teachers' consciousness. She goes onto argue that :

> ...child-centred education ...is incompatible with a social
> structure characterised by capitalism and domination: it
> would impede the transmission of the cognitive style of
> passivity and dependency that ensures its maintenance
> and legitimation. (p. 36)[34]

She concludes by pointing to the re-introduction of Tests as part of the 5-14 programme as an indication of the reality, as she sees it, of a capitalist society which has not itself changed radically being unwilling, or unable, to implement radical change in its schools.

Farquharson's views are pertinent although there is room for debate as to just how radical the Memorandum's methods and assumptions were. Whether the lack of satisfactory implementation, from the HMI point of view, was caused by a natural conservatism or whether the gap between the thinking of the policy-makers and the policy-implementers simply had not been bridged by sufficient staff development and inservice training, it is clear that some 15 years after its publication, major doubts were being expressed by HMI on the success of its impact on schools. Delivery and ownership both come into the debate, because on the one hand there has been the criticism of the Memorandum that it was in the 'control' mode, that the influence both of Piaget and Freud, unattributed as we have seen, was pervasive and unchallenged, and because the report itself appeared from the Department as if it were the Truth. Little open debate proceeded its publication, and progress towards implementation was, initially, swift, hampered only by lack of resources. That most professionals share Gatherer's view is undoubtedly true, but the impact of its thinking was only, at best, partial, on classroom practice.

6.2. (i)   The Primary school curriculum

The HMI P4 and P7 Report[35] gives a snapshot of the primary curriculum at the point when the 10-14 issues was being openly debated. The components - Language Arts, Mathematics, Environmental Studies and Music; Art and Crafts; Physical Education - are dealt with in turn before an overall "Issues" section and Conclusions are drawn.

The picture of the Primary school in the early 1980s, some 15 years after the Primary Memorandum is not, in the view of the authors, an inspiring one. Far from being an activity-based, integrated approach they found that little had changed from the 1956 Code which said:

> In each year of attendance at a primary department pupils
> shall be given instruction in reading, writing and arithmetic;
> in the use and understanding of spoken and written English;
> in Music; in art and handiwork; and in physical education. They
> shall also, from such stage as is appropriate having regard to
> their age, ability and aptitude, be given instruction in geography,
> history, written composition, and, in the case of girls, needlework.[36]

Thus, Language Arts, they found, was still largely "testing of reading comprehension, grammar, language use and spelling". (p. 15) While they found that " almost all of our pupils are being taught to read and write reasonably well" they argued for a greater use of language in " specific contexts for practical and pleasurable purposes". (p. 15). A similar picture emerges in Mathematics, where evidence led the HMI to conclude that "mathematics has still to deal adequately with branches other than arithmetic" (p. 18). The practice of " asking all pupils to do the same work" was criticised and reference was made to the 1978 Learning Difficulties Report[37] urging teachers to use more practical and more differentiated work. Environmental Studies fares no better with the conclusion being that " the whole area...requires to be reviewed". (p. 25) Good practice was found in 25% of schools, and here there was the " greatest of group and individual methods". (p.21) Topic work was in evidence, and links with other aspects of the curriculum would be made. Good practice, therefore, was closest to the Memorandum in Environmental Studies - where it was done well, according to HMI. But the absence of good practice in the other 75% of schools prompted the Inspectors to ask, "were the expectations of 1965 too high for

all but a minority of the teachers?" (p. 25) The question is left in a rhetorical form, but the implication is that with help all teachers could aspire to the good practice of their colleagues. Expressive Arts, the fourth major area, is found to be in some disarray, nationally, though reference is made to guidelines produced by local authorities to assist teachers.

In the section on "Methods and Organisation", the 'didactic' approach is found still to predominate, and while pupils often sit in groups, these groups are usually by "ability", are often fixed for a long period of time, and rarely allow genuinely collaborative work to take place. Methods are described as being "controlled" by the teacher and they conclude that " the substantial shift in emphasis in teaching method necessary to achieve learning through activity has not taken place." (p. 45) The composite picture of a typical primary school teacher makes the point:

> For much of the week she works - devotedly - with a class in
> a well-equipped, pleasant classroom. She makes herself
> personally responsible for all that goes on behind its door,
> but she is not averse to any help she may get from a specialist
> or visiting teacher. She then takes on trust what the specialist
> can provide for her in, for example, music, or art. She works
> extremely hard, seeing her task to be to interpose herself
> between her pupils and what they ought to be learning. Having
> thus positioned herself, she expounds knowledge with care and
> precision, maintaining a stable if at times soporific atmosphere
> through her direct control of events. She is not so much given to
> active co-operation with her teaching colleagues, preferring to
> pursue strategies of her own devising, or devised for her by a
> textbook which her experience has told her is likely to be
> successful. (p. 45, para 19)

The "Issues" section concerned itself with what it saw as " a narrowing of the curriculum" (p. 46), " the concentration on the 'basics' result[ing] in distortion of the curriculum" (p. 47), and argued that public concern about standards as well as an attempt to do too much through the curriculum might be responsible for the fact that the Primary Memorandum was not being implemented as they saw it.

Significantly in the present context the HMI posed the question " Whose

responsibility is the curriculum in the primary school?" and concluded:

> The evidence suggests that the pendulum may have swung
> too far in the direction of individual autonomy. In our
> view, the responsibility lies clearly with the education
> authorities, operating through the headteachers in the
> schools. (p. 51, para 17)

Thus, in what was a devastating criticism of current practice the conclusion was a re-iteration of the traditional partnership between the centre and local authorities, and an indication that the headteacher in her own school has a pivotal role in ensuring the implementation of policy.

The need, therefore, to investigate the late primary stage was clear since not only was there general concern among the Inspectorate about the primary experience as a whole, but specifically, the P.7. experience was seen as too similar to that at P.4. Looking ahead to early secondary the report concluded that:

> The second [question] concerns the differences in structure,
> range and approach between the curriculums of primary
> and secondary schools. Ought they to be so different, and
> if not, by what process can the one move towards the other
> with a minimum of distortion of other objectives on the one
> hand and disruption of the learning process on the other.
>
> (p. 52. para 20)

The case was being made for some examination of the late primary and early secondary experience. What is significant in the early 80s is that the concern of the Inspectorate is not about low or falling standards, but of a narrow and limiting curriculum and methodology. As the 10-14 Committee was being established in the early 80s, the concerns were professional, and were essentially about enabling on the one hand the primary school to be better equipped to implement the Memorandum of 1965, and on the other of ensuring that the primary-secondary transition was more effective.

It is necessary, now, to look at the imperatives in the secondary school which caused 10-14 to emerge as an issue.

6.3   Comprehensivisation

The move towards comprehensive schooling has been well documented both in England and Wales and, more recently in Scotland. Studies of individual schools, of amalgamations or former secondary modern and grammar schools, of streaming,etc.have been documented. Perhaps it was inevitable that the implementation of comprehensive schooling would be problematic given the ambivalence of the Circular which introduced it to preserve:

> all that is valuable in grammar school education for those
> who now receive it and make it available to more children.
>
> (in Silver p. 230)

Pedley, Hargreaves and others found that, indeed, grammar school assumptions about ability persisted:

> for almost all teachers were conditioned by the attitudes of the
> past half century to think only in those terms. (p. 103)

What is important in the present study is that, on the one hand the opposition to comprehensive schools quickly found a voice in the form of the Black Papers, with Rhodes Boyson describing the new pedagogy as " discovery methods, integrated days and permissive approaches and all the New Gods", and on the other hand, there was increased pressure on the secondary system to review its curriculum and assessment.

This latter pressure increased with the raising of the school leaving age in 1972, and when, in 1974, a decision was taken in Scotland to launch three major committees to review the curriculum (Munn), assessment and certification (Dunning) and truancy and indiscipline (Pack), it was clearly a response to the new secondary expectations, the new approaches to teaching and learning and the increased aspirations of pupils and their parents. The Great Debate was launched in Ruskin College by Callaghan, the need for a highly trained workforce was a priority to ensure a strong economy it was argued, and the debate about standards began to surface. In the main, the consensus was holding politically, and while it was true that the 1970 Conservative government withdrew Circular 10/65, nevertheless local authorities in the main proceeded with comprehensivisation, often at a pace determined as much by resources as by ideology.

6.3. (i) Munn and Dunning

The work of these two national committees has been described in detail by Kirk (1982). He described his book as " a case study of a national attempt to effect change in schools." (p. x) The decision to set up two national committees to look separately at curriculum and assessment was criticised at the time, but the committees were expected to work closely together. The rationale for the separation that national certification was the preserve of the Scottish Examinations Board and the curriculum the concern of the Consultative Committee on the Curriculum may well have been spurious but as Kirk describes each committee set about its task in what Gatherer has called the "classical" manner. Evidence was taken, visits were undertaken. papers were produced and submitted, and theory and practice were reviewed. Kirk has argued that recommendations were made on "a wide-ranging and detailed evidential base" (ch.3), and both sets of members struggled with competing claims on schools and on the examination system. Kirk has argued that it was in recognition of the Scottish tradition that the curriculum in S3 and S4 should remain largely subject-based, while in grappling with the difficult concept of "certification for all", the Dunning committee were trying to find what was "organisationally feasible".

3 years work by each committee resulted in a proposed system which had the following characteristics:
1. National guidelines for each subject
2. Internal and externally assessed elements
3. Moderation of internal assessment
4. 3 overlapping levels of certification
5. Certification for all
6. Internal syllabus components
7. One national certificate

Munn's main recommendation of a core plus options would ensure balance and breadth in the curriculum. with modes of activity being preferred to subjects as the way of describing the range of experiences pupils should have.

There was controversy when the reports were published in September 1977, and Kirk records that " the reports did spark off a great debate" resulting in more than one hundred submissions to the Secretary of State. There were

need for a common core of subjects for all (Munn) and the proposed three-tier certification with its dangers of categorisation of pupils (Dunning). Kirk mentions a "sustained and penetrating...critique" by McIntyre and Brown at Stirling University of the levels of certification before concluding that "in general the reports were well received."(p. 59)

It is important to note that, notwithstanding the close-knit nature of the Scottish policy community referred to by a number of commentators, major reports such as Munn and Dunning, did spark off considerable debate and disagreement. What is significant in this context is that in 1979 a Feasibility Study was commissioned by the Government involving the SED, HMI, SCRE and SEB. This was limited to English, Maths and Science, and within those to Foundation (i.e. the lowest) level. A number of schools were chosen across the country to "pilot" the new approaches and a series of national seminars were held to share ideas and consider problems. Kirk notes that the conclusion of the Study was that the new system was workable, but that issues such as staffing, the need for massive curriculum development, the cost in staff time of internal assessment and the problem of pupil motivation at Foundation level, etc. had to be addressed.

It was the new Conservative Government which, in 1980, agreed to implement the programme, taking care to urge that "standards should not be compromised" (Fletcher), restricting internal assessment as a major part of any subject to Foundation level, but indicating that schools would do much of the curriculum development, obviating the need for a National Curriculum. The importance of Munn and Dunning (as they came to be called) is not just that they represented a major, post-comprehensivisation, post-ROSLA attempt to examine a major part of the secondary curriculum, but that the model was in the mould of Gatherer' s "classical" model. The two committees, though formed differently, were official, central and drew their membership from the various sectors of the profession. The committees worked in the traditional way, and the members, all people with full-time jobs, sought and received evidence, made visits, produced papers and finally wrote major reports. The Ministerial pronouncement was favourable, though guarded on some points, and the unique feature was the Feasibility Study. However, even here the SED was firmly in the driving seat, and the emergent guidelines emanated from the centre. With the balance of assessment being

external, the SEB saw its control increased. However, there was to be a fair amount of teacher autonomy in syllabus construction.

Whether or not it was simply a case, as McPherson has suggested, that the incoming Government needed "something to do" (app.1 p.475) what is undoubtedly true is that Munn/Dunning was a development which had elements of central control and teacher autonomy. That this latter element was to come under attack in the wake of teacher industrial action in the mid 1980s is not insignificant for our present thesis. To give teachers in schools a large measure of autonomy in syllabus construction weakens central control and can impede delivery.

This industrial action was at its height as the 10-14 Committee was in the middle of its work. Teacher autonomy, the role of the Inspectorate and the part played by the CCC would all come in for close, and unfavourable, political scrutiny as a resolution to the industrial unrest was sought. There was a consequential feeling on the part of Government that such opportunity for teacher disruption should not be available again - a view supported by the local authorities - and the model which emerged for the rest of the Standard Grade Programme (as it was now known) was very much more centralist, with nationally constituted writing teams producing pre-packaged materials for implementation in classrooms up and down the country.

6.3. (ii) Action Plan

We have already noted McPherson's comments on the political and educational imperatives behind what was known initially as "16-18s in Scotland : An Action Plan".⁴⁵ (p.48) The significance of the Action Plan to the present study is two-fold: firstly, it represents a further piece of the jigsaw, another "slice" of the secondary system which had been examined and a plan agreed, nationally; and, secondly, the model of implementation was different both from Munn/Dunning and from that proposed by the 10-14 Report.

The Action Plan document signalled its intent from the start:

> The paper thus is not prescriptive, but neither is it simply
> part of a further consultative process. (p. 3)

The implementation programme outlined at the end of the paper was from

The implementation programme outlined at the end of the paper was from January 1983 to July 1984 - an unprecedented speed of implementation for such a major policy covering, as it did, the whole of the post-16 area including school and non-advanced Further Education.

The concept was of a young person negotiating his/her curriculum, having choice which extended from the established Higher and Ordinary (soon to be Standard) Grade courses to new 40 hour Modules in a wide range of mainly vocationally-oriented subjects. The underlying principles were:

> ...articulation, the process by which syllabuses supply
> progression from basic to more advanced stages; the
> second is rationalisation, in which similar elements of
> a subject appearing in different courses are brought
> together in a clearer relationship; the third is integration,
> the process by which discrete branches of a subject are
> wholly or partly merged. (p.28)

The remarkable fact about this development, as MacKenzie has pointed out is that it was on the one hand a part of a British problem and on the other was treated in a very Scottish context. The speed of implementation may have been, as he argues, a reflection of " the smaller, more centralised nature of Scottish education" or as he goes on to say, echoing McPherson's sentiments, it may have demonstrated " a desire by the SED to pre-empt incursions into Scotland of the MSC." (p. 31)

At any rate, even at an inauspicious time, as Bloomer has argued, the Action Plan sparked off in many local authorities, not least Strathclyde, very far-reaching and innovative plans, pursued vigorously by the directorate, resulting in new structures (Area Curriculum Planning Groups) and new degrees of cooperation among schools and between schools and colleges. Space does not permit a detailed critique of Action Plan and its effect on the system, but the important issue here is that it was highly centralist but relied for its implementation on local authorities. The partnership between central and local government was strong enough to ensure, that at a time of industrial action, implementation in a short time scale was achieved. However, the price to be paid was a worsening of the teacher dispute, a further imposition as it was seen by the teachers, and a delay in the full implementation at school level. But the important thing was that the

be revised; schools and colleges were linked together; and a new approach to senior pupils and - as Action Plan moved from 16-18 to 16+ - adults gained access to schools. The existence of the central-local government partnership, evidenced in the participation of local authority staff (the present writer included) in the central "Task Groups" and in the commitment to implementation, in variety of ways, was central to the whole programme. That there was a shared imperative, namely the preservation of the 6-year comprehensive school, for long a Scottish tradition, and the repulsion of the MSC, was undoubtedly a key factor. Nevertheless, there was a considerable amount of autonomy for authorities, and while control from the centre was signalled at an early stage, implementation was to be the business of institutions, and in the case of Strathclyde, of groups of schools and colleges, working within a regional framework but taking account of local factors.

6.4   10-14 : Origins

Simplistically,it could be argued that 10-14 was simply the next "slice" of the system to be looked at. Since the demise of the Advisory Councils, the Scottish system had shown a predilection for looking at relatively restricted parts of the school experience, though important ones nevertheless. The P.4. and P.7. Report had pointed up a problem, and the consideration of S3 and S4 had led many professionals to look naturally towards the primary-secondary "divide" as the next natural area for national attention. There did not appear to be any intense political concern at this stage. The "standards" debate had not surfaced to the same extent in Scotland as it had in England and Wales, partly because, as the Inspectorate had found, the move towards so-called "progressive methods", which had thrown up such celebrated cases as the William Tyndale affair in England, had simply not happened to anything like the same extent in Scotland.
The policy community in Scotland, it has been argued, was, while growing, relatively small, and powerful individuals in important positions could influence the direction of education policy. One such individual was HMDSCI Chirnside:

> After discussion in the Inspectorate we decided where would
> we best make an input where no input was being made at that

time? My argument was always the new examination systems
were taking over nearly all of the secondary from S2, and therefore
the only place the secondary people within the CCC would
operate was in S1 and S2.
This also co-incided with my own feeling, apart from the "pantomime
horse", I had another image I used from time to time. The pantomime
horse was a joke, a devious joke - it was based on a theory I've
always held that there are two stages of progression in education.
One is the theoretical, philosophical one that depends on the
discipline of education, learning and the child, and that's what you
get in colleges of education. The other progression is the organisation
that is required in order that the other takes place.
So out of this, "Learning Difficulties" (1978) and 10-14, I actually
had a draft......which showed the various stages in primary - and
breaking them up into their stages....of learning as they went through.
It seemed to me that against say primary 5 or primary 6 you had the
"onset of difficulty". And then you had the "onset of specialism"; then
it was necessary to sophisticate! So that is the basis of 10-14. All kind
of a starting point with the CCC. The end point had to be S2. We
couldn't interfere with what was going on in Munn and Dunning.
And the "S" grade Foundation courses were already in place.

(app.1 p.421)

Chirnside's paper on 10-14 was first given to the Association of Advisers in
Scotland in early 1981, and became well known throughout the curriculum
development world as providing a succinct and provocative metaphor for the
lack of co-ordination of the primary and secondary sectors. The paper
argued that

The primary school experience as a whole is bereft of calculated
progress through the stages that claim to indicate it (para 4.10)

He argued that the "onset of alienation" would be the reality for many pupils
in S1 and S2 if the continuity and progression from the primary stage did not
happen, and concluded by arguing that :

Our best approach to the work requiring to be undertaken will
be through detailed studies by groups of interested and skilled
teachers and by the piloting of feasibility exercises on these studies.

>A programme of teacher development will be required to accompany
>the studies and piloting and some examination of the logistical
>requirements of the hypothesis, the experiments, and the results
>will have to go on a pace. (sic)   (section 7)

It is interesting to note the similarity of Chirnside's conclusion and the terms
of the remit of the 10-14 Committee (see chapter 8) and that his model of
investigation of the issue is heavily influenced by the recently concluded
Munn and Dunning "Feasibility Study". It is action research he is advocating,
and teachers are the key people in the process.

A former colleague of Chirnside and also an influential figure in education
policy making at the time, Gatherer recalled that the CCC executive
committee, chaired by Chirnside, was important in this context:

>Well it certainly originated in the CCC executive committee,
>because I originated it myself. I brought the idea up that
>you should have a study of the transition. This was because
>of my interest in the Middle School idea...of course in the
>Grangemouth area there were middle schools. I was
>extremely interested in that, but particularly through my work
>in England, I came across middle schools in England which
>I thought educationally were extremely good places, institutions.
>I had recently read a study of primary-secondary transition by
>Noel Entwistle and John Nisbet of Aberdeen, so in this executive
>committee, chaired at that time by Andrew Chirnside, we kept
>bringing up ideas because one of the functions of that committee
>was to plan forward, and to suggest and discuss and decide upon
>the concerns that the CCC would take up. I suggested 10-14, and
>remember suggesting, in fact, David Robertson as the chairman.
>
>(app.1 p.426)

Gatherer's view of the executive committee as a forum for discussion, often
informed by research, even if in a haphazard way, and where new directions
would be suggested, is borne out by McNicoll, secretary to the CCC (app.1)
who recalls another individual enthusiast, Roxburgh, then a Director of
Education, who had been involved in the setting up of middle schools. It
was the middle school concept which seemed to be attractive to these
individuals, and with the recent establishment of COPE and COSE as part of

the CCC structure, the impetus for 10-14 was building up.

Interestingly, while confirming the general view that the 10-14 issue emerged from the CCC and SED, Smyth has a slightly different recollection of the initiator:

> As far as I was aware it was very much an Inspectorate push.
> Andrew Chirnside, in fact, regarded it as his own baby. He
> had written a paper and done several presentations.....I got
> the strong feeling that this drive was coming from the Inspectorate,
> and very much from Andrew himself   (app.1 p.453)

Menzies, a member of the 10-14 Committee and secretary to the Strathclyde S1/S2 committee, has confirmed this influence of people like Gatherer and Chirnside (app.1 p.351) and has recalled that the West of Scotland influence was growing since Lynas, a member of COSE, had written a starter paper for a Strathclyde group and later surfaced in COSE.

From all of this emerged, in due course, the 10-14 Committee. The imperative does not appear to have been overtly political in that no national debate appeared to be taking place in Scotland which would have caused Government to feel the need to take action. Indeed, the incoming Conservative government had taken up a national initiative that its predecessor had seemed reluctant to grasp, and national political attention was very mush on the secondary examination system and, increasingly, on the post-16 area also.

Nor was there any real groundswell coming from the profession. The secondary sector was beginning to contemplate major change in the traditional examination structure and on the whole pattern of curriculum in S3 and S4. In the meantime, as the Inspectorate had found, the primary sector was proceeding largely as it had always done - changing slowly and preserving the traditional elements of Scottish primary education alongside some of the more modern methods.

But there was a feeling amongst the policy makers - the CCC, the SED, the Directorates - that the primary-secondary divide was, perhaps, the last great discontinuity in the system, the final barrier to an educational experience that was progressive and developmental. Middle schools were never really an option nationally, as we will see (chapter 7), but the concept was felt by some to be attractive.

At the same time, local authorities like Strathclyde, Tayside and Lothian were looking at aspects of the 10-14 area from a curricular point of view, and the influence of the policy community was such that the ideas were bound to cross-fertilise.

6.5   10-14 : A case study

The argument for the case study approach has been made in chapter 1 but it is important to clarify why 10-14 is felt to offer any particular insights into the process of educational policy-making and implementation. It is not simply because the process has not been chronicled in the way that for example the Munn/Dunning has been by Kirk and others. Nor is it simply that it is an example of a major report which failed to find acceptance as national policy - though that in itself is important.
Rather it is because the period of time which saw the discussion of the issues, the inception of the Committee, the work undertaken, the publication of the Report and the eventual decision to implement a national 5-14 Development Programme, was also a time of political change. An increasing political interest in Education, and in the detail of the curriculum, characterised the period, and the emergence of a strong "New Right" ideology nationally in Great Britain, with a debate on standards and with increasing legislation culminating in a National Curriculum in England and Wales - all of this make the issue of an attempt to look at any major area of education by the professional community interesting. When the model of enquiry is a time-honoured one, and when the report itself is seen by many to be radical both in its recommendations on the curriculum and its model of implementation, then its assumptions,its workings and its eventual fate are all important.
Crucially, it has to be asked whether the 10-14 Committee offers us any insights into the policy-making process which could not be gained elsewhere. It will be argued that the considerable body of papers of the committee, the subsequent correspondence and controversy, and the subsequent conversion of 10-14 to 5-14 are uniquely placed to offer insights into the rapidly changing policy-making process.
If, indeed, concepts like partnership and control, "fiat" and autonomy are

important, and if the impact on teaching and learning in the classroom of national policies are affected by such notions as ownership and delivery then 10-14 and 5-14 represent an opportunity to analyse the processes and the underlying assumptions of two very different - almost diametrically opposed - approaches to curricular policy-making and implementation. It will not be possible to analyse the relative success in empirical terms of the effect on teaching and learning, since 10-14 was never tried and 5-14 is, at this time, in its early stages.

The importance of 10-14 must be in its ability to shed some light on the policy process, to enable us to take forward arguments made by McPherson and others about the policy community, and to chart the changes in the relationships between the educational and political world which have become accepted as truisms in the 80s but which have to be tested against reality rather than left to the arena of polemic.

10-14 offers an opportunity to examine these issues and in so doing to allow conclusions to be drawn which may be of general application and which may illuminate the policy-making process in Scottish education.

CHAPTER 7 10 - 14 : THE TASK BEGUN

7.1. (i) The Launch

(ii) The Starter Paper

(iii) Curriculum

(iv) Assessment

(v) System of class organisation

(vi) Primary - secondary liaison

(vii) Towards a new situation

7.2 Responses to the Starter Paper

7.3 (i) A hidden curriculum

(ii) The Experience of teachers: comments on the starter paper

(iii) Research on the problems of transfer

(iv) Discussion

7.4 HMCI Williamson

(i) The P7 pupil

(ii) Response to needs

(iii) P6/7

7.5 Issues from group discussion

7.6 Conclusion

CHAPTER 7   10 - 14 : THE TASK BEGUN

"...How earnestly you are set a-work"
W.Shakespeare   "Troilus and Cressida"

7.1 (i)   The Launch

The 10-14 initiative was launched with a flourish. A copy of " Education of
the 10-14 Age Group: Starter Paper" (app 4)was sent in April 1980 to the
'Official Correspondents of Education Authorities, School Managers and
Other Interested Bodies and Individuals' with a covering letter from David
McNicoll, Secretary to the Consultative Committee on the Curriculum.
The stated intention of the starter paper was to " stimulate responses...to help
the CCC in its further study of education for the 10-14 age group." The paper
was anonymous. No acknowledgement was made to any writer(s), but the
Foreword clearly attributed to the CCC itself the identification of " the
education of the 10-14 age group as one of its major priority areas of study".
Thus, for many people working in education at the time, 10-14 emerged with
little warning, and, indeed the term itself, 10-14, had yet to become current in
the vocabulary of the teaching profession.
Secondary education in Scotland, as we have seen, had already been the
subject of three major reports published in 1977, namely Munn[1], Dunning[2] and
Pack[3]. The starter paper acknowledged these and indicated that as a result of
the deliberations of these committees which had, in the main, concentrated
on the later stages of the secondary school (with the exception of Pack), it
had become clear that the early stages, S1 and S2, had " major curricular
issues" which " required consideration". These were stated in terms of
"problems", the argument being that some of the major difficulties of S3 and
S4 "had their roots in S1 and S2...and even earlier".
The Committee on Primary Education (COPE) had, according to the starter
paper, been considering "for some time" the " scope, balance and continuity
of children's schooling from the establishment of initial literacy to secondary
school." In addition, it was acknowledged that both committees (i.e. including
COSE - the Committee on Secondary Education) were conscious of " the
many problems associated with the transition to secondary school".

The Foreword, from the outset, limited the scope of the starter paper, arguing that:

> It is not the purpose of a starter paper to draw conclusions
> or even to evaluate the evidence; its purpose is rather to
> identify issues and provide a basis for further discussion.

This was a very open-ended invitation to the profession to participate in a debate, and, perhaps, somewhat unusually, the CCC seemed to issue a disclaimer:

> The CCC does not necessarily endorse any statement in the
> paper and has not reached any conclusions on a course of
> action.

Thus, from this tentative, almost defensive, beginning, the paper went on to consider the main issues surrounding the education of the 10-14 age group. looking in turn at:

- the background
- the curriculum
- assessment
- system of class organisation
- primary/secondary liaison

and concluding with a section on

- towards a new situation.

It is important, at this point, to consider the starter paper in some detail, not just for the issues it raised and the questions it posed, but also to examine whether or not an agenda was being set through the very choice of issues and the relative importance given to them. The philosophical basis of the paper needs to be examined if the genesis of the 10-14 programme is to be fully understood. Given that the starter paper was an invitation for the policy community to participate at the *outset* of a curricular initiative, rather than respond to a report of a committee which had completed its deliberations, it will be important to ask whether this apparently open approach coloured the 10-14 initiative itself or affected its eventual outcome.

7.1 (ii) The Starter Paper

In its Introduction, the starter paper rehearsed some of the arguments

concerning the differences between primary and secondary schooling. It used the shorthand of "child-centred" (for primary) and "subject-centred (for secondary) without attempting to define or justify the terms. The assumption seemed to be that since the "Primary Memorandum" had been published by the SED in 1965, heralding, as we have seen earlier, a new Piagetian dawn, a new age had in fact begun.

This was debatable on at least two grounds. Firstly, the idea of child-centredness was not new, even in Scotland. The 1946 Advisory Council had published a report on primary education which, as was indicated in chapter 6, focussed on the needs of the "child as a person". Secondly, the influence of the Memorandum, had not been uniform across the country, and, indeed, "child-centredness" was often, at best, only a partial feature of primary schools. The HMI survey of 1980 into P4 and P7 had observed:

> Primary Education in Scotland (The Primary Memorandum)
> was too optimistic in its assumption that the majority of
> teachers would find it easy to adopt teaching methods that
> would achieve its aims. (p.45)

Farquharson, as has been noted earlier, argued strongly that the fault lay in the gap between the policy-makers and policy-implementors and suggested that:

> for effective internalisation there must exist an affinity between
> the cognitive style of a society and the style of pedagogy
> employed in its schools. (p.31)

Referring to Berger (1976), Bourdieu (1971) and Freire (1985), Farquharson attempted to "relate cognitive styles to their socio-historical context". She argued that each individual:

> possesses a culturally valued cognitive style, a deeply
> interiorised "master pattern". Thus what exists as reality for
> individual is co-extensive with what is socially acceptable
> in reality. (p. 31)

She also posed the question, in the context of the Primary Memorandum:

> How is it possible for two groups [policy-makers and teachers] -
> members of the same society who have presumably internalised
> the same cognitive style - to take an apparently antithetical
> stance on the subject of pedagogy? (p. 32)

Her conclusion, that teachers' resistance to these changes were based on a paradigm of education which predisposed them to conform to "taken-for-granted" theories, based on, among others, psychometric theories of children's abilities, points to the need to look at policy initiatives in their social, cultural and historical context.

The relevance of Farquharson's work to the present study extends beyond the Primary Memorandum into questions about the assumptive world of policy-makers and the dissonance which may exist between the understandings which may be held by those in the centre about how change is internalised at school and classroom level. As was argued in chapter 5, the school itself is an important arena, and the players may well be operating with a set of assumptions, however determined, which do not easily accommodate particular new initiatives. Taken to larger scale, the same dissonance may well manifest itself if there is a breakdown in the consensus between those who wield power in terms of decision-making and the policy community in general.

Thus, the starter paper, began with this apparent stereotype of the primary and secondary. If, as the paper stated, its intention was to move "towards a new situation", then perhaps the assumption was that this would be made easier by caricaturing the old one. No evidence was presented, and this primary-secondary dichotomy was not challenged, but served to underline a sense of dissatisfaction with the current set-up.

Detailed reference was made in this section of the starter paper to the Pack, Munn and Dunning reports. Pack's proposal of pupil choice in S1 and S2 was mentioned, while Munn's description of the period of orientation in the first two years of secondary was quoted as being "vital if pupils are to make proper use of the degree of choice at S3".

Singled out for special mention was the issue of "mixed-ability organisation". It was indicated that both Munn and Pack had " raised important questions about the appropriateness of a mixed-ability organisation in all circumstances". There was clearly a concern being expressed though the substance of the concern is not clear.

Pack had, indeed, dealt with the issue of "Class Organisation" in paragraphs 4.62 and 4.63, recognising that mixed-ability had become the norm in S1 and S2 in Scotland, but acknowledged that the evidence it had received had

indicated "some anxiety". The well-being of very able pupils was a concern shared by the Pack committee, but it was recognised that " it is generally too early to confirm assertions advocating, or critical of, the approach." It recommended that:

> schools which had found difficulty with developing successful
> mixed-ability practices in S1 and S2 should approach any
> extension of it to the upper levels of secondary education with
> caution. (p.85) [10]

Munn also considered the issue in paragraphs 6.1 to 6.7, and introduced the term 'differentiation'. The initial focus was on the problems, both teaching and organisational:

> the wider the range of ability in the class, the greater this
> problem is bound to be, and the greater the demands made
> on the teacher. (6.3) [11] .

Notwithstanding this assertion, acknowledgement was made to the comprehensive ideal, promoted because of:

> the socially divisive consequences of segregating pupils
> of different levels of ability in separate schools....the
> doubtful prognostic value of tests....at the end of primary
> schooling...Furthermore it is recognised that there is a
> continuum of ability. (6.4)

This concept of the "continuum of ability" was being explored by the Warnock Committee in England and Wales, and this report, published in the same year as Munn, and followed in Scotland a year later by the HMI report on "Children with Learning Difficulties" [12] further called into question simplistic assumptions about "ability".

Munn went on to applaud the "social, educational and prognostic value" of a mixed-ability common course in S1, but recognised what it felt to be a potential disadvantage to "the ablest, most strongly motivated children". Indeed the Munn report recommended the " prolongation of the orientation and assessment period into S2". (6.5) [13]

Finally in paragraph 6.7 the Munn committee argued for differentiation within mixed-ability classes in S1, using such teaching methods as group-work, individualised learning, etc, and went onto advocate "setting" by ability within subjects, with the possibility of a second foreign language to stretch more

able pupils.

Thus, while it is undoubtedly true that Munn and Pack had discussed the concerns which existed around the subject of mixed-ability teaching, it is difficult not to read the starter paper's comment as anything other than critical of this form of class organisation, and the reference to Pack and Munn as being, at best, slightly misleading. The subject was to surface again in the starter paper, and the important question is whether or not the paper's author(s) had already taken a view or whether the issue was being raised in a genuinely open-ended way.

This section of the starter paper ended with a reference to Warnock[14] and to the Bullock Report,[15] as well as to the 1978 HMI Report, setting the debate in a wider context.

7.1 (iii) Curriculum

By reference to the Primary Memorandum and subsequent progress reports from HMI, the paper re-asserted the child-centredness of primary education; the concentration on concepts and skills rather than content; and the issue of the management of the curriculum. Criticisms of the arrangements for the systematic management of the curriculum in many schools were made and the failure of local authorities to ensure " the corporate management of each school" was signalled. No reference was made to any of the issues raised in chapter 5 in terms of how schools should manage the curriculum or how authorities can, in practice, "ensure" that they do, but instead there was a claim that " the autonomy of class teachers seems in general to have been asserted at the expense of continuity in the curriculum".

Once again the issue of mixed-ability teaching was raised in the context of teaching methods. The starter paper claimed that the exigencies of subject divisions in secondary schools had " the effect of making mixed-ability teaching - as distinct from mixed-ability organisation - *difficult of achievement in the normal secondary school"*. (My emphasis) This statement went far beyond what Munn or Pack had said and the assertion:

> ...what is clear is that mixed-ability teaching in the secondary
> school is a more complex matter than in the primary.

was made without any reference to evidence. The Munn issue of the

introduction of a second foreign language for the more able was cited as
further proof that mixed-ability was difficult to sustain, and yet the rationale for
a second foreign language only for the more able was not questioned.

The issue of mixed ability is important for a number of reasons. As we will
see in chapter 11, it was always a target for attack by those who sought to
oppose comprehensive schools. The Black Paper authors singled it out, and
Conservative Party policy throughout the 80s increasingly identified it as a
major issue in the "standards" debate. However, it has to be stated that even
within the policy community in Scotland, largely unanimous in support of
comprehensive schooling, there existed a strong body of opinion which
argued that mixed-ability teaching was either too difficult or philosophically
questionable. What is important in the context of the starter paper is not that
the issue is raised, but that it appears to be given so much prominence and
always in the context of "problems" rather than "opportunities". Research
evidence on the effects of streaming or the assumptions underpinning
notions of "ability" were not even alluded to, and it is difficult to see how
objectivity and balance, presumably important elements in the presentation
of issues in such a paper, could be achieved on this issue at least. Why was
mixed-ability being put under the microscope? Were there reasons which
were not being made explicit in the paper? Before answering these
questions, it is important that the paper is considered in its entirety.

7.1 (iv) Assessment

A key issue for the starter paper's authors was the demise of the national
standardised test at Primary 7 (the "Quali") and its replacement by the class
teacher's "personal judgment...which cannot be said to be applied generally
or recorded systematically". There was a clear implication that this "personal
judgment" was, by comparison, imprecise, subjective and not grounded on
evidence, while the use of tests, described variously as "class",
"standardised" or "diagnostic", was inherently more valid or reliable.
Within two short paragraphs the paper led the reader to the point where a
key question was seen to be:

> Is there a need for some degree of uniformity in Assessment
> procedures in P5/P7 throughout Scotland?

Classroom organisation, and its potential effect on assessment, was discussed, as was the influence of national Scottish Certificate of Education (SCE) examinations on S1 and S2. Finally, the issue of pupil self-assessment was raised, linked to the development of " a sense of personal responsibility...for their own education."

Assessment, and the vexed question of "testing" in the primary school, would surface again and again throughout the 10-14 programme and would, as we shall see in chapter 10, become a major national issue in the late 80s. But, once again, it is not that the issue is highlighted in the starter paper, but that the impartiality of the authors is in doubt. The signalling of "uniformity" in assessment was hardly a neutral stance, notwithstanding the general agreement that could have been expected among the profession that assessment had to be looked at nationally.

7.1 (v) System of class organisation

In this section, differences between Primary and Secondary were rehearsed. In Primary the norm was seen to be flexibility of organisation, a wide curriculum provided by generalist teachers, with teacher-class relationships strong. Small-group teaching was the norm, and one of the characteristics was teacher freedom to organise the shape and balance of the day. As far as the pupil was concerned, the promotion of " a degree of responsibility for the organisation of his own learning" was a key factor.

On the other hand, the S1/S2 curriculum and class organisation was seen to have had its roots in an elitist, academic system, but had changed radically in the 1960s to reflect the demand for "equality of opportunity". Local authorities, it was stated, had responsibility for the curriculum in S1 and S2, and the result was that nationally this stage was characterised by diversity of teaching methods, fragmentation of the curriculum and a subject-based approach. And, it was argued, the lack of movement of staff between the primary and secondary sectors presented a barrier to any meaningful coherence, or consistency of approach.

Nevertheless, in the secondary sector the key problem in terms of class organisation was felt to be in the lack of consistent advice to schools. Across the country there were huge variations in arrangements in S1 and S2,

ranging from strict "streaming" by general ability, through variations such as "broad-banding" where the categorisation was on more general criteria, and "setting" where children were allocated to sections on the basis of ability in specific subjects, to "mixed-ability". However, it was stated, even these shorthand terms masked greater variations since the terms themselves were used to mean different things, so that someone might say that classes were "mixed-ability" without mentioning that the "remedial" pupils had been withdrawn. Once again the reason for this variation was given as "the personal views of a number of individuals ranging from the class teacher to the divisional education officer or education committees" which could determine the organisation.

There was more than just a hint, therefore, that the paper was implying that the traditional partnership between the centre and the local authorities and their schools was somehow part of the problem. That 'personal views' should be exercised, and that variation should arise as a result, was by implication a problem - an issue which would emerge as central at the end of the 10-14 programme. A degree of uniformity was within sight in the secondary sector beyond S2. Should an attempt not be made to do likewise, at least in P6 to S2, seemed to be the strong underlying message of the starter paper.

7.1 (vi) Primary-secondary liaison

The point was made that "it is generally accepted that efforts in this area have not been successful". Once again, there was no reference to research (Nisbet; Entwistle; Spelman), nor was there any explanation given as to why certain areas were seen to be giving cause for concern rather than others. It was suggested, for example, that pupils with learning difficulties were " not well catered for" while at the same time claiming that liaison had " frequently resulted in an over-emphasis on so-called basic skills".

"Discontinuity" was seen as a key issue, and the first reference to middle schools was made:

> How far is a middle school concept possible without actual
> physical changes being necessary?

No reference was made either to the middle schools operating in England

and Wales, nor to the one in Glenrothes in Scotland. It would appear that this option had been ruled out before the programme had been launched, and, as we shall see when we come to look later in this chapter at the discussion at the national conference, it did not merit serious discussion at any stage.

7.1 (vii) Towards a new situation

By a reference to "10 Good Schools",[16] the need to identify good practice was set in a wider context. A series of steps was outlined "to enable an examination of the education of the age group to take place", including:

* the nature of the learner
* the theory of the nature of knowledge
* curriculum requirements
* assessment
* needs of society

the section ended with an act of faith which looked forward to a process by which:

insights can be obtained which will help idealistic aims

to translate into activities which empirical work will have

validated.

Thus, a tone was set which assumed a degree of research, of analysis and of theory grounded in practice. Whether this could be sustained both in the work of any committee established to take this forward and in the commitment of those who would seek to direct the implementation of any recommendations arising, remained to be seen. Nevertheless, the starter paper was designed to set the whole initiative in motion.

The overall effect of the starter paper is ambiguous. It is a mixture of the descriptive, the prescriptive and of the idealistic. Its concentration on one or two issues, such as mixed-abililty, and its apparent acceptance of simplistic analyses of current practice, such as the child/subject-centred dichotomy, leave the reader with a feeling of preconceived ideas rather than genuine open debate. The rejection of the middle school as a way forward displays a pragmatism which does not sit comfortably with the idealism of the final section. And, there is, running through the paper, more than a hint that more

uniformity, of some kind or another, would be a good thing.
However, it did encourage debate, and the policy community was involved at an early stage.

7.2   Responses to the Starter Paper

A Conference was held in Stirling University on February 3rd and 4th, 1981, at which Professor Noel Entwistle, Bell Professor of Education at the University of Edinburgh, presented an address entitled "A Little Fish in a Big Pond: Education in the middle years and the problem of transition".
The membership of the conference read like a "who's who" of Scottish education, all people involved in some way in educational policy making and curriculum development. Their attendance at the conference, as the list of participants shows (app.5), was as representatives of various groups or bodies within the structure of the CCC, many of them appearing to represent more than one interest.
Entwistle, in an address which ran to 18 sides of A5 paper (app.5), set out to offer a critique of the starter paper itself; an analysis of comments received on it; information on current research in this area; a review of learning and teaching in the middle years; and a discussion of the role of research in informing educational policy-making.

7.3 (i)   A hidden curriculum

Entwistle drew attention to what he felt was a "hidden curriculum" operating in the starter paper, namely:
- a)   the ineffectiveness of current primary/secondary contacts
- b)   the discontinuity between primary and secondary affecting vulnerable children
- c)   primaries at fault through
    - lack of agreement on content and balance in the curriculum
    - lack of specialist teachers
    - lack of systematic assessment procedures
- d)   secondaries at fault because of
    - limited success with mixed-ability teaching

- attention to subject disciplines
- distorting effect of national examinations

e) the solution would be more specialism in primary, more grouping of subjects in early secondary to achieve "continuity, progression and articulation".

Entwistle made the point that "there are ways of asking questions" and drew attention to the phrase in the starter paper which argued that its intention was "not to draw conclusions or examine evidence" as being limiting.

7. 3 (ii) The Experience of teachers : comments on the starter paper

His conclusion was that:

> In summary, the replies to the starter paper, while being varied
> as might be expected, do show some measure of agreement
> with the message it seemed to contain.

In general terms, the responses, according to Entwistle's analysis, seemed to show that while many teachers rejected what they saw as unnecessarily harsh criticism of current primary/secondary liaison, most saw the 10-14 area as one worthy of further investigation. the need "to collect evidence" was singled out as being crucial.

Thus, it would appear, that there was a fair measure of consensus in the profession that this was a task worth doing, and that there was value in basing policy on empirical research into current good practice. The starter paper had drawn some criticism for its analysis of the current scene, but the issue was, nevertheless, felt to be worth pursuing.

7. 3 (iii) Research on the problem of transfer

Entwistle, encouraged by the comments from teachers on the need for research, asked the question " do we know the answers already?" He cited research by Nisbet and Entwistle (1966, 1969) funded by the Scottish Council for research in Education and conducted in Aberdeen.

He referred also to Youngman (Nottingham 1978) who looked at pupil attitudes and identified three main reactions to transfer. (app.5)

Thus,argued Youngman, only 22% seemed to find the transfer process

stressful.
[19]
Spelman (1979) working in Northern Ireland, conducted a major literature search and concluded that for 10% of the cohort the transition experience was traumatic, but " many more have less serious, but continuing problems". Research, combining the conclusions of these studies, indicated that it is the 'anxious, emotionally immature children with poor attitudes to work and without adequate parental support and encouragement" who are adversely affected by transfer. Problems mentioned by children were cited as:

> bullying and initiation ceremonies, school size, fear of being lost,
> forgetting where to go, general confusion, uncertainty about
> standards of work, fear of being thought stupid, separation from
> friends and loneliness in a strange class.

The plight of the "anxious child" was illustrated by Entwistle by the device of a "composite essay" culled from responses to his research. It was balanced by another composite essay illustrating the positive experience which many "more secure" children have on transition. His conclusion was that:

> The same set of experiences can be a stimulus for one child and
> a trauma for another.

He referred to the Northern Ireland experiment which had identified 6 types of transitional arrangements designed to improve attitudes (app.5)
Only "pastoral provision" and "locational amenities", it was found, are "consistently related to improved attitudes", and Spelman argued that even these two were simply an indication of general school ethos and that the most significant factor was the pupil's perception of the " general supportiveness of their teachers".
Since one of Entwistle's aims in his critique was to establish the link between research and development of policy, he argued strongly that:

> the most obvious lack in the present research literature is
> of a series of carefully evaluated case studies which would
> show under what circumstances particular innovations
> might be most effective.

This link, and the issue of case studies, would be a feature of the work of the 10-14 Committee, since its attempt throughout its work to seek out good practice and its suggestion of establishing pilot studies, meant that it did heed Entwistle's words to some extent. However, the approach suggested

by Entwistle was bound to be a slow, developmental one , and the issue of "effective delivery" of curricular change would come to be central in the mid to late 80s.

The final issue addressed by the starter paper was "teaching and learning methods" and Entwistle again pinpointed the "implicit message of the paper which seemed to be the questioning of the dominant child-centred, project-based, activity-learning paradigm of the day". The starter paper's apparent confidence in the Piagetian view of child development and learning was questioned by Entwistle, and , he argued, by recent research.

He concluded by arguing that although the paper did have what he referred to as a "hidden agenda", it was not one which the profession as a whole would have rejected. Indeed, many of the respondents seemed to echo its views. Research, it was acknowledged, by most, was important, and Entwistle was clear about the relationship which should exist between research and policy:

> Not that research alone can provide the answers, but a fruitful
> interaction between the findings of the researcher, the ideas
> of the theorist, the experience of the teachers and administrators
> should provide a sounder basis to develop an education which
> avoids "the discontinuities which are forced on children" by a
> failure to consider as a coherent whole the variety of aims and
> methods characteristic of top primary and early secondary education.

7. 3 (iv)   Discussion

This "fruitful interaction" is a key issue throughout the present study. Whether the 10-14 Committee would take Entwistle's words on board we shall see in chapters 8 and 9, but there is no doubt that it has been a continuing theme in the area of educational policy-making. "Carefully evaluated case studies" *might* have facilitated the successful implementation of, say, the Primary Memorandum, but the fact of the matter was that the relationship between research and policy-making has always been problematic.

Writing recently in the Times Educational Supplement, Nicholas Pyke quotes Stuart Sexton, a former political adviser in the DES, and as we shall see in

chapter 11 an influential figure in Conservative party educational policy-making, as saying that Downing Street was suspicious in the early 80s of social science research "which cannot be subject to the same rigorous proofs as the natural sciences". Sexton added:

> I don't think we consulted any of the professionals. They were
> looked on rather as the enemy   (4.10.91)

This is important because the time Sexton is referring to is the early 80s - the same time as the launch of the 10-14 programme in Scotland. His context is England and Wales and he refers to the Black Papers as being influential, with policy being largely "instinctive". "Practical research was carried out, but on a rather 'a priori' basis".

The Black Paper ideology had not made a significant impact on Scotland in the early 80s and the note of optimism which Entwistle sounded at the end of his address was in no way out of place. He could be critical of the starter paper's hidden agenda, yet, at the same time, acknowledge that this same agenda was not so far away from the views of the respondents. The policy community, the consensus which underpinned the educational policy-making scene and the acknowledgement that research - genuine research - had a place in policy-making seemed to able to be taken as "givens" in Scotland in the early 80s. Whether the same was to be true by the time the 10-14 programme was completed will be discussed in later chapters.

7.4   HMCI Williamson

It has been argued in chapter 3 that the involvement of central or national bodies in policy-making was a feature of the Scottish scene and that the relationship between the CCC and the Department was a close one. We saw how individuals like Chirnside and Gatherer had influence on the issues which might surface as policy initiatives and that they both had an interest in the 10-14 area. Thus while CCC was deliberating through COPE and COSE how best to take forward the issue, the SED had already established an internal "study group" chaired by HMCI Williamson. He addressed the Stirling conference, and although no text of his talk exists, the conference papers contain a very full account of his address (app.5).

He looked at four areas:
- the P7 pupil
- the response to the pupil's needs
- implications for the learning process
- issues and possible strategies.

7.4 (i) The P7 pupil

Notwithstanding Entwistle's earlier comments that the Piagetian view of child development had been challenged (Donaldson 1978; Brown and Desforges 1979; Entwistle 1979), Williamson began his talk with a lengthy description of "particular developmental dimensions":
* physical
* social
* cognitive
* moral philosophical

He pointed out that there was no smooth transition from stage to stage but, in general terms, re-affirmed the philosophy which had supported the Primary Memorandum in 1965.

7.4 (ii) Response to needs

This was the core of his address. He believed that the Primary Memorandum had addressed all 4 developmental dimensions, and turned his attention to Circulars 600[21] and 614[22], which had introduced comprehensive education and had advised on transfer arrangements between primary and secondary.

Williamson reminded the conference that Circular 600 had recommended that S1/S2 should be:
- flexible enough to cater for different abilities
- capable of allowing for different rates of progress
- able to meet individual needs
- geared towards the achievement of success and pride in that achievement
- aiming to reduce social divisions

- an inspiration to the confidence of parents

Circular 614 was to have the effect of:

- ensuring primary/secondary liaison
- mutual widening of primary/secondary aims
- S1/S2 period to be a period of orientation
- keeping parents informed of progress P6 - S2

He then went on to look at the strengths and weaknesses, as he saw them, of education at the P6/7 and S1/2 stages.

7. 4 (iii) P6/7

He saw the strengths as being:

- the existence of a clear rationale
- clear management lines
- a responsive curriculum
- emphasis on personal and social development by a single teacher
- existence of group teaching/learning
- opportunities for differentiation, mixed-ability, setting, etc
- achievement of high standards.

The weaknesses he saw as:

- idiosyncratic nature of individual teacher programmes
- lack of national guidelines
- little choice
- need for skilled leadership if methodology is to meet all needs.

All of this was based on "evidence" from inspections, and would have been relatively uncontentious to the audience. Indeed, Williamson's list of strengths was, perhaps, more substantial than the starter paper's and his overt reference to "high standards" made it clear that his starting point was not a criticism of the primary school. However, in referring to the need for national guidelines he was both echoing the earlier paper, and presaging the debate which would ensue from the 10-14 initiative.

It was when he turned his attention to the secondary school that his comments became more critical, and, once again, mixed-ability came in for some harsh comment.

His list of the strengths of S1/2 was as follows:

- mixed-ability grouping is socially beneficial
- there is an opportunity for a fresh start
- it is a period of orientation
- schools can observe progress in a wide range of subjects
- it was easy to timetable, cheap to staff, easy to fit in with S5/6
- the middle of the ability range is well catered for.

Clearly, Williamson saw S1/2 as the greater problem. The benefits of mixed-ability were, at best, limited, and at least one of the strengths - the 'fresh start"- could be seen as a weakness! The others were, in a sense, organisational - all in all, not a very impressive list of strengths.

His consideration of the weaknesses of S1/2 drew a longer list:

- no clear rationale
- no overview or design for the curriculum
- no effective monitoring
- little curricular co-ordination
- superficial treatment of skills and concepts
- problems with the overcrowded timetable
- little variety in teaching methods
- no choice
- no informal element.

The key issue here is not so much whether this was an accurate picture of S1/2 nationally, but that it was, like the view of P6/7, based on assertion, with no attempt to adduce evidence nor to examine why such a situation might have arisen. Indeed the role of national bodies, including the SED itself, in promoting, from time to time, certain subjects for inclusion in the S1/2 curriculum was not acknowledged. Nor were such things as the secondary Guidance structure, the provision of learning support (post the 1978 HMI Report) or the new integrated approaches in, for example, Science, mentioned. It was a partial picture at best, and seemed, like the starter paper, to have a hidden agenda, though, it must be said, a different one.

Williamson, in his pinpointing of S1/2 as the major problem, had shifted the emphasis slightly from that of the starter paper, and had pointed up the dilemma which would face the 10-14 Committee and its successor, the 5-14 Programme, namely the relative merits of the supposedly more rigorous

subject-based secondary approach, and the more integrated, but perhaps less "disciplined", in the literal sense, topic-based approaches of the primary. He ended by identifying the areas which would need to be addressed:

1. Curriculum orientation - the link between child/subject centred
2. Scope - of the curriculum P6/S2
3. Methodology - merge of P6/S2 methods
4. Fragmentation - subject rotation
5. Weighting - criteria to be established
6. Rationale - did Munn's mode apply?
7. Curriculum - cross-sectoral liaison
8. Resources - deployment
9. Assessment - need for targets.

It was a very thorough,if very personal, examination of the issues, and came from someone who was not only senior within the Department but had a special interest in the field.   Like the starter paper, there seemed to be a hidden agenda, if only in the apparent acceptance in Williamson's mind that the problem was mainly to be found in the secondary. His address, following on from Entwistle's critique of the starter paper, stimulated discussion and questions from the floor. These centred on the "falling off" which was perceived in the secondary in terms of reading standards, pupil motivation, etc. A plea was made for " a nationally agreed curricular structure, with a common core based on subject areas" in order to ensure continuity between P6 and S2. This issue would resurface many times over the decade of the 80s and it would be the nature of the agreement, the form of the structure and the definition of subject areas which would prove, as we will see in chapters 8 to 11, problematic.

7.5   Issues from group discussion

The conference members split up into five groups and, over two sessions, addressed a number of issues. In the first session the issues were largely those of the starter paper, with some "additional topics". (app.5) Each group made a written report.

The discussion was not radical in nature. The group which focused on "the needs and characteristics of pupils in the 10-14 age group", believed that

"only a minority of pupils experienced anxiety" at transfer, felt that "the increased number of teachers at S1 was a less important issue than....curricular change" but concluded that "it was doubtful if a general subjects teacher would emerge from a body of teachers trained in one discipline : in the present climate secondary teachers would not accept this as a possible working pattern". Perhaps most revealing of all was the observation that "it was agreed that the scale of the problem did not merit a drastic re-think of S1 strategies". Some five years later the Report would challenge that statement, and the challenge would provoke an adverse reaction from vested interests in the secondary sector (ch. 9). That these vested interests were not being challenged at the Stirling conference is not, perhaps, surprising. The membership was largely CCC members and the inclination was undoubtedly towards the status quo. Just as the Munn committee had reinforced the traditional structure of the curriculum while arguing for a slight shift towards "modes", so too did the groups in these early discussions see change very much within established structures.

A clear example of this was the statement from the same group which while considering continuity from primary to secondary argued that:

> ....some schools favoured a 'clean slate' approach for
> transition pupils and did not therefore encourage wide
> dissemination of pupil information.

That this 'clean slate" approach implied an negation of the seven years work that had gone on before did not seem to be considered. This same group took issue with the view that "secondary education should grow naturally out of primary education", stressing the importance of curricular change.

In considering a rationale for education 10-14, the second group concluded that the organisation of S1 and S2 into "cognate fields with a correspondence with the primary curriculum" would have to be a central feature of any new approach. "Subjects" as we know them would still be present, but experienced in a "modular" fashion - a parallel with the Munn solution. The precursor of the late 80s' "permeating elements" was introduced, namely, "areas of learning" (such as computer education or health education), and an argument made that these were essential to any rationale.

The third group's starting point was the status quo, arguing for "the present

system of transfer at 12+". It argued also for the retention of "choice at the end of S2, and that meant that subjects had to be fairly clearly defined", with "specialist teachers in the primary school (P6 and P7)" who would work with pupils through to S2, "thus reducing many of the problems encountered at transition". This was a more radical proposition, and one which the Committee would take up later, in the face of opposition from the teaching unions.

The fourth group had the task of looking at "major differences between the primary and secondary sectors", and began with class organisation. As with other groups, the solution seemed to lie in "the introduction of a degree of specialisation in P6 and P7, and lessening the specialist element in S1 and S2". Assessment was also considered and it was observed that "the Primary Memorandum recommended that there should be no standard testing at the end of P7 and this is still the official policy". However, the group felt that "having no objective method of testing at the end of P7 means that teachers in S1 need time to get to know their pupils and assess their capabilities". At no time did the group appear to challenge the established practice and ask why secondaries did not make efforts to find out by means other than test results what the pupils' prior learning had been. The assumption seemed to be that 'objective' testing was the only way of establishing pupils' capabilities, and that the information gleaned from them would in itself ensure continuity. It is always easy to be critical with the advantage of hindsight, but the important issue is that while the conference did not appear to be able to discuss radical solutions, within a few years the 10-14 Committee would do just that.

The final group, concentrating on the issue of liaison, returned to the vexed question of mixed-ability teaching, arguing that:

> Problems were exacerbated when secondary subject teachers
> had to deal with mixed-ability classes.

Precisely why it should be any more of a problem in the secondary school than in the primary was never made explicit, but there was a feeling that there needed to be a fundamental restructuring of the curriculum in order to "ensure continuity in the curriculum over the 4 years in question".

The final task was the consideration of five models for an alternative curriculum structure (app.5), ranging from middle schools to "no change at

P6/7 but common core fields of study for all pupils S1-4". There was unanimity that none of the five proposals offered a panacea. The middle school was rejected as an option - though the reasons were not well rehearsed - and the overwhelming conclusion was that what was required was a "middle school curriculum" with more specialisation in P6/7 and less fragmentation in S1/2. But the precise method of achieving this did not emerge with any certainty.

The conference had launched 10-14 as an issue but, it has to be said, with a less than radical agenda. There seemed to be an acceptance of the status quo in structural terms, and a less than radical critique of the assumptions which underpinned the P6/7 and S1/2 stages. Of course it has to be remembered that the recent review of the curriculum in S3/4 by Munn had re-established the Hirstian view of subject disciplines and had rejected more radical change. Perhaps it is not surprising that such a gathering took a more "conservative" view of the 10-14 area.

Entwistle's pinpointing of a hidden agenda was not in itself enough to provoke the conference into more far-reaching consideration of this period of schooling, and there was little to suggest that from such beginnings there would emerge some four years later a report which would challenge some of the vested interests in education and would propose a mode of implementation which would cause such consternation among the establishment.

7.6   Conclusion

There are several pluses in the decision to launch the 10-14 programme with a starter paper and a conference. Notwithstanding the limitations of the paper, it did allow for consultation, debate and an attempt at consensus. That consensus seemed to be at the expense of radical thought is clear by the early rejection of alternatives which meant structural change. There seemed little appetite either for a challenge of vested interests - particularly in the secondary sector. But, it has to be acknowledged that Entwistle was given freedom to criticise, that views were sought and that groups were given a range of options to consider.

Of course, criticism can be levelled at the restricted nature of the participants

in the conference and the apparent readiness to rule out certain alternatives. Some of the issues raised, both in the conference and in the starter paper, such as mixed-ability, subject specialism and the "fresh start" seemed to take for granted practices and assumptions which were arguable at best, and there was little to presage the approach taken by the 10-14 Committee. What is more significant, perhaps, was the complete lack of management issues addressed at the conference. Like Munn and Dunning, there appeared to be an assumption that management of this areas of schooling, whether at national, regional or school level, was someone else's concern. Delivery, both the concept and the term, did not surface, and apart from suggestions of nationally agreed criteria for assessment, the relationship between the central agencies, the regions and the schools was not considered.

The setting for this early discussion was clearly national, a recognition that such an issue was a legitimate concern of both the CCC and the department. The role of the school in the management of the curricular changes envisaged at this early stage was not discussed in any detail, nor was the mechanism for achieving the degree of curricular continuity across the primary and secondary sectors explored. It is easy with hindsight to accuse the conference of naivete, but it must be remembered, as was pointed out earlier (ch. 5), that no previous curricular initiatives on a national scale had given much consideration to the management implications of change.

The 10-14 programme, therefore, was launched with more of a flourish than most curricular initiatives, had consultation built in right from the start, invited analysis by a leading academic in the field, and although neither the starter paper nor the conference appeared particularly radical, nevertheless debate was being encouraged.

It will be important to bear this in mind when we come to look in chapter 11 at the consultation paper issued by the Secretary of State to launch the 5-14 programme. The whole issue of consultation, the assumptions made about the role of the policy community and the relationship between the Department and the curricular policy-making machinery as represented by the two initiatives, are crucial to the present study.

However, the 10-14 issue had been aired and the decision seemed to emerge that it was, above all, a legitimate area of national concern. The

CCC seemed the natural mechanism for taking it forward - and there was little hint at this stage of the radical nature of the Report which would emerge or of the controversy it would engender.

CHAPTER 8   10-14 THE TASK CONTINUES

8.1   Remit

8.2   Membership

8.3   Approaching the task
(i)   Funding
(ii)   Method of working
(iii) Balancing the theoretical and the practical

8.4   Towards an Interim Report
(i)   Evidence   .
(ii)   Structuring the work
(iii) Establishing links
(iv)   The Second year

8.5   An Interim Report emerges.
(1)   Section 1 :   Towards a project
(ii)   Section 2:   The Programme.Directing.Committee.
(iii) Section 3:   The First Year
(iv)   Section 4:   Studies of Current Practice
(v)   Section 5:   Towards a Rationale
(vi)   Section 6:   Implications,Emerging Isues and the Way
                       Forward

8.6   Conclusions

Chapter 8   10-14 THE TASK CONTINUES

"......here is a task for all that a man has of fortitude and
delicacy"

"Familiar Studies of Man and Books"
R.L.Stevenson (1882)

8.1   Remit

The remit of the committee was

Subject to the terms of reference of the C.C.C in co-
operation with all C.C.C committees and working closely with
education authorities and other interested bodies the
Programme Directing Committee shall:-

(i)   initiate, promote and supervise a Programme of
development work on the education of the 10-14 age
group in Scottish schools;

(ii)   for the purposes of the development programme,
establish what experimental work in the education of
the 10-14 age group is being undertaken by Education
Authorities and other bodies and seek to co-ordinate
such work;

(iii)   within resources made available to it for that purpose,
arrange for such feasibility, pilot or research studies as
may be undertaken into any aspect of the 10-14 age
group by Education Authorities or any other
appropriate bodies or individuals;

(iv)   present an interim report to the fifth C.C.C. by April 1983;

(v)   present a final report and/or a draft Curriculum Paper based

on the Programme to the C.C.C. by June 1985;

(VI)   identify and where appropriate quantify the implications for staffing and resources of any recommendations which these reports may contain."

Thus the Committee was not to be a "talking shop" in any sense, but was to "direct" a programme of work which would include research; was to build on partnerships with local authorities and seek to "co-ordinate" work going on throughout Scotland; and was given a fairly tight time-scale for its work. The Stirling Conference had, according to the Fifth Report (1980/83) of the Consultative Committee on the Curriculum, "recommended the establishment of the Programming Directing Committee (PDC)" as a result of its consideration of the responses to the Starter Paper. The wording of the remit and the title of the committee were different in kind from the central committees which formed the bulk of the CCC's substructure. The PDC was not expected merely to "advise upon....and promote" or to "consult" or to "undertake such tasks as directed." This was to be a programme of work culminating in a "final report and/or a draft Curriculum Paper". The expectation of the CCC was clearly that this would be a major piece of work and that its outcome would not only become part of the policy framework, but would be costed by the Committee - another new departure.

8.2   Membership

At its first meeting on the 11th February 1982, the chairman Mr. D. Robertson, Director of Education for Tayside, welcomed 15 people and recorded one apology (app.2).
 One of those present, Sydney Smyth then Director of the Scottish Curriculum Service (SCDS), Edinburgh Centre, recalls:

> David did a beautiful starter - he instantly made it all human
> by describing his own interest in this stage, this movement out
> of childhood into adolescence, and, talking personally
> about it in terms of his own growth and that of his kids, then he went
> round the table and asked everybody else to explain their interest in

this particular field, It was a brilliant stroke of chairmanship.

The significance of this anecdote is that, as chairman, David Robertson had had no say in the selection of the members of the committee. Indeed, many of them he was meeting for the first time that day.

Gatherer has observed of the PDC :

> Its membership was characteristically representative: the
> chair was taken by D.G.Robertson, Director of Education of
> Tayside Region and member of the main CCC; there were two primary
> heads, two secondary heads, three secondary principal teachers, a
> secondary depute headteacher, two primary advisers, a College of
> Education lecturer, the Depute Director of the Scottish Council for
> Educational Technology (SCET)- George Paton, formerly principal of
> a College of Education and an authority on primary education; two
> chief inspectors of schools - and a parent"   (p. 36)[2]

Gatherer chooses to categorise the membership by sector, and reveals an imbalance in favour of the secondary sector, perhaps to reflect the subject-based structure of the secondary curriculum but, nevertheless, indicating to some observers the traditional concentration on the secondary perspective. However, both of the "programme coordinators", employees of the SCDS, had primary experience and so the issue did not arise - at least within the committee.

Geographically the spread was Strathclyde (6), Tayside (1), Grampian (2), Lothian (2 or 4 including SCDS staff), Fife (1), Central (1), Borders(1), plus HMII. This is important to mention since the matter of membership of CCC committees, its selection, the criteria and the "hidden agenda" has been an issue.[3]

Humes (1986) has argued that a weakness of the CCC structure was patronage and that the establishment, the "leadership class", mainly promoted through Her Majesty's Inspectorate, was all-encompassing, and HMII all-pervading in their manipulation of committee structures. The effect, he argued, while:

> It would perhaps be an exaggeration to say that
> all those appointed to the CCC and its sub-structure
> are consensus men and women   (p.98)   .

was, vevertheless, to preserve the status quo, narrow the philosophical focus and encourage, through the prospect of career advancement, safe decisions from the people who had been chosen.

This view is disputed, not unsurprisingly, by many members of the "policy community". Liddell, former depute at SCDS, talking of the Scottish Central Committee on English observed:

> people of very diverse views were members.....(I was) never aware of self-advancement as a force.....(it) did not restrict them from saying what they wanted to say"   (app.1 p.344)

Munn, the first 'lay' chairman of the CCC, had faith in the objectivity of the advice given to the CCC by the Inspectorate:

> (they) are professional people and it is their job to know what is going on, to know *who the coming people are* ....(my emphasis). So they didn't decide, but they advised us and their advice would weigh very heavily... the decision would lie with the executive committee (which) would make recommendations to the main body but in practice we would have been advised on the outside members by the Inspectorate. I don't see any other practical way of operating.
>
> (app1 p.360)

Of course the phrase "the coming people" begs the question. [The experience of the present writer supports Sir James's view in that membership of the Scottish Central Committee on English 1978-81 was offered out of the blue after visits, apparently unrelated, by HMII to look at "good practice" in my department in St. Cuthbert's High School, Johnstone in the mid 1970s. While never regarded as safe or conformist or self-seeking, the fact remains that my attitudes and philosophy must have been "acceptable" and not withstanding my opposition to a number of centrally-led developments at the time (e.g. the Munn report itself for being too safe) the fact that I was 'plucked out' leaves Humes' question still on the table, so to speak.]

McNicoll, first secretary to the CCC and latterly Chief Executive of SCCC had himself been a member of the Inspectorate. While rejecting Humes' ' analysis, he related the process of selection of members of CCC committees to McPherson and Raab's notion of the educational (policy) community :

> ...it is genuinely, has always been seen and continues to be
> an attempt to represent what one might call the Scottish
> Educational Community. The great criticism that comes from
> the political elements of the teaching profession is that is is not truly
> democratic or representative - of course it isn't -
> they're appointed on a personal, individual basis by the
> Secretary of State, but of course the CCC, through the
> Department, does take advice, does consult and a trawl goes out
> inviting suggestions, nominations from EIS, ADES, SPTC, other
> bodies, industrial...   (app.1 p.384)

This notion of the member being chosen on an individual basis is supported in a very practical way by one of the secondary headteachers on the Committee, Edward Mullen, himself an outspoken educational practitioner, when he observes of the CCC:

> it draws on expertise, it draws on people who are tried in the business,
> it draw on forums where discussion has already gone on.
>
> (app.1 p.395)

but acknowledged that:

> there would be some people who would look at the Committee and
> wonder. There were some people on the Committee who depended
> more on the bureaucracy...   (app.1 p.396)

Gatherer has referred (app.1 p.427) to "the fact that the members of the CCC were "hand picked" and "nominated presumably by members of the establishment". However, he argues that the local authorities, through the association of Directors of Education in Scotland (ADES) had a role to play. Ian Flett, Director of Education in Fife was chairman of the selection committee of CCC. Gatherer acknowledges the claims of bodies such as the Educational Institute of Scotland (EIS) to have representation and that in the early days they were under-prescribed.

Bone, longest-serving College of Education principal in Scotland, and member of a number of national bodies, claims that the SED:

> has never been comfortable with any central agency it didn't
> control...How did it control them? Well it tended to have some financial
> input...
>
> (app.1 p.480)

Bone went on to describe how chairmanship of national bodies was in the control of the Secretary of State, and told the story (app.1 p.480) of how having been "sounded out" about his willingness to chair SCET, he then got his letter from the Secretary of State, and was then "briefed" by the Inspectorate prior to the first meeting.

He explained that:

> if a chief official was being appointed, for instance when I was chairman of the SCET we appointed a new chief officer there would always be an SED assessor on the committee. Only one, sure, but the one who was known to have the money behind him and therefore the one who tended to be listened to.   (app.1 p.480)

The 10-14 PDC had all these features - membership chosen by the 'classical' method; geographical and sectoral spread; HMI as assessor - and lack of involvement of the chairman. As Robertson recalled:

> It was done through the normal process of the CCC - I don't remember being asked. The ....membership emerged ....in effect there are a lot of people involved in it, making appointments in the CCC; they might all be filled eventually by HMI.   (app.1 p.408)

The centrality of this issue of membership rests on the perspective of various people. Humes reflects a distrust often held by the teaching profession of national bodies which seek to give advice from a distance. And yet, as Bone observed, "Scotland has always had a fairly strong centralised tradition" (app.1 p.479) and policy documents produced nationally have generally been accepted as legitimate - even if their implementation has been patchy at times. However, McPherson, using Humes' term, has recently argued that "the patronage mechanism is still used by the government to influence professional bodies - it is something in the policy community which has not changed."(app.1 p.472)

A key question, therefore, when the impact of any report is examined, is to look at the composition of the group and the credibility they enjoy. A recent factor in this - certainly over the last decade or so - has been commented on by McPherson in answer to a question about the Minister's apparent distancing of himself from professional views in parts of the 5-14 development:

> You have to see it in the context of longer term prospects - a project to

change the balance of influences between entrenched professionals
and a wider lay public, and so to some extent it can be seen as one
more instance of a general attempt on the part of Forsyth to go over
the heads of the professionals to a broader opinion which will bring
professionals to heel by market forces.   (app.1 p.472)

The outcome of the PDC's deliberations were to bring into sharp focus many
of these issues - though there could have been little prospect of it as they
sought to examine an area of the curriculum which might have seemed less
contentious than others undertaken in the late 1970's.

8.3   Approaching the Task

The minute of the first meeting of the PDC held in New St. Andrew's House,
Edinburgh on 11th February 1982, records a discussion on the wider context
within which 10-14 had to be seen. McNicoll, secretary of the CCC referred
to other on-going work:

> For example, the current COPE (Committee on Primary Education)
> decision to produce a statement on primary education; the CCC and
> Scottish Examination Board programme on implementation of the
> Munn/Dunning proposals; the possible CCC initiative on 16+...
>
> (PDC Minute 1 - app.2)

Thus although the notion of the PDC was in some significant ways different
from other committees, it was clearly seen by the CCC itself as being in the
mainstream of national developments.

8.3   (i)   Funding

One of the programme coordinators, Smyth informed the committee that
£8000 had been allocated "for all purposes" for 1982/83, but that secretarial
help and possible secondment of College of Education staff might
supplement this sum. For a committee of 17 people meeting 6 times a year
as a full committee, and with the expectation that visits, sub- groups, liaison
with authorities might emerge, £8000 seems a small sum.

Gatherer, in comments made which praised the consensual nature of the
CCC also makes reference to its budget:

But the CCC was a body that was advisory in its function and it therefore had to seek consensus within itself, and it also had to consult as widely as possible... But it also had a very substantial budget of its own which it managed for itself. Much of that kind of money is spent on more direct developmental work.

(app1 p.431)

At first glance it would appear that what Gatherer calls a "very substantial budget" was not being stretched very far in the case of the PDC. However, an important issue of "hidden" funding has emerged recently (TESS .6.9.91) in the context of a regional authority re-assessing its contribution to such central bodies as the CCC. Gatherer commented at some length on this contribution which individuals and regional authorities as employers made to the CCC:

I once costed the amount of money that was gifted to the CCC by people working in their own time and by authorities releasing people for meetings .... and it was many many millions of pounds. The actual stress that people sustained by that kind of work? I think it is really a case of people giving only what they are prepared to give.

(app.1 p.436)

He went on to talk of a "black hole" of energy and effort that is is "legitimate to draw on" otherwise he saw the only alternative as being secondment to committees but rejected this:

and besides, people who are in the field working and carrying responsibility have a greater credibility and an easier recourse to the grass roots. (app.1 p.436)

An interesting perspective on this "grass roots" theory was offered by Smyth who commented on the theory that you bring together people who represent good practice in the field:

....in a funny kind of way when we select our own people (it is) not that they lose touch with their roots but that they perceive them differently. They re-formulate the problems - and they do, what is the abiding problem of curriculum development from the top down, they then come up with answers to problems that their colleagues don't know they've got.

(app.1.p.456)

Thus at the point in the third meeting when it was proposed that 3 sub-groups be established to meet and -

a) develop a rationale

b) investigate, describe and evaluate current ideas

c) review and evaluate existing research and published work

(PDC Minute 3)

it appeared that both the funding and the commitment of the members would be stretched to the limit.

8.3 (ii) Method of working

I t has been already been observed that the PDC had, built into its remit, a commitment to gather evidence, investigate current practice, receive submissions, etc. An important starting point was the body of responses from authorities received in reply to a letter from PDC chairman David Robertson sent on 4th December 1981 to all regional educational authorities, university departments of education and colleges of education, committees in the CCC structure and other bodies such as the Scottish Council for Research in Education (SCRE), Scottish Council for Educational Technology (SCET) and the Educational Institute of Scotland (EIS).

The letter emphasised partnership and co-operation and called upon the recipients to give information on "development work on all aspects of education 10-14" including "curricular organisation, primary-secondary liaison, record-keeping and information-passing, guidance and teaching methods".

In quantitative terms, the response rate was around 50% with the regional authorities responding most faithfully. Even here two authorities which had done major work in terms of reports to their Education Committees - Strathclyde and Tayside - did not respond directly but had their work considered by the PDC at an early stage.

Nevertheless, notwithstanding the response rate, the flow of paper to the PDC had begun. A complex numbering system for papers, with a colour code, had to be introduced at an early stage (in the second meeting) and a classification system for information was introduced (PDC/W/8) at the third meeting. It is notable that the first six meetings of the PDC, the minutes and

papers, could be stored in one ring-binder folder; by late 1983 it was down to four such meetings and by 1984 it was down to one meeting!

The amount of reading required, therefore, by the members increased relentlessly - as did their workload in sub-committees which include the writing of draft papers etc. The remit had placed an obligation on the PDC to produce an interim report within 14 months of its first meeting - and had to proceed apace.

8.3 (iii) Balancing the theoretical and the practical

The relationship between research and policy has been discussed in this work, but it is worth noting that from the outset the PDC tried, both in its interpretation of the remit and in its working practices, to achieve a balance. In response to a minuted discussion which noted:

> it was suggested that it was necessary to clarify the thinking of the
> PDC .... before getting involved in development work.

> (app.2 PDC Minute 1)

For this purpose a starter paper in the form of a "tentative conceptual chart" was produced by Syd Smyth.

This was an attempt to present , diagrammatically, the plan for the work of the PDC, beginning with a rationale, drawing on educational philosophy, child psychology and current research as well as looking at elements of existing practice. Management issues as national, regional and school level, including resource matters, would then be tackled and, all the while, good practice would be tried and tested and when appropriate disseminated. It was, by any standards, an impressive undertaking, and one which had as its end point local authorities as the target.

The minute of the first meeting also records a key discussion (in terms of work) on the likely impact of any report which would emerge:

> It was agreed that it was necessary to take the profession along as the
> programme proceeds if the final report is to have meaning. It was
> suggested that the programme should aim to permeate the curriculum
> by a "drip-feed" process, showing on-going thinking with the
> profession as the project proceeded. There was considerable

discussion about the problem of innovation, and project proposals reaching and being taken up by the class teacher.

<div align="right">(app.2 PDC Minute 1)</div>

In a rather (with hindsight) prophetic sentence, the report's ultimate effectiveness was considered:

> While recognising that directives regarding curriculum development were likely to be counter-productive the view was expressed that the report of the project must be seen as having some force

<div align="right">(app.2 PDC Minute 1)</div>

8.4 Towards an Interim Report

Charged by the CCC to produce an Interim Report by April 1983, the PDC, having set up its 3 sub-groups at its third meeting, finally submitted the 54 page report on 16th May, 1983.

8.4 (i) Evidence

From an initial consideration of the responses to Robertson's letter (already referred to on page 186) the PDC at its first meeting, agreed that follow-up was required to primary-secondary liaison in Grampian; teaching methods in Fife; mathematics guidelines in Lothian; 2 year comprehensive schools in the Western Isles; the middle school experiment in Central; geography 10-14 in Borders; and an initiative in Stranraer Academy (Dumfries and Galloway). Though no response had been received from Strathclyde, the "Report on the First Two Years of Secondary Education" had just been published and contacts would be made.

At the same time, a small "Chairman's Committee" had been established (PDC Minute 1) in order to facilitate the work of the PDC, considering submissions, writing draft papers, coordinating effort. (This committee would also meet on some 20 occasions, resulting in further work for some of the PDC members).

As early as the second meeting on 12th March 1982, the flow of papers had begun, some from outside and some generated from within. Reports from Glasgow Remedial Teachers, a Lothian Working Party, a school (Dyce

Academy) and Jordanhill College of Education staff (Fred Rendall and Steve Bell) showed the range of activities and views in the 10-14 area. Research was also acknowledged, in particular the £28,300 grant to Professor J. Nisbet at Aberdeen University by the SED to look at "different methods or styles of learning children use in their school work".

Extracts from Strathclyde's "Report on the First Two Years of Secondary Education"[4] (1981) were considered by the PDC at this meeting along with a critique of the report offered by the Executive Committee of the Glasgow Council for Remedial Education in Secondary Schools. The Report was broadly welcomed and an unequivocal stance was taken on what should be its status:

> It was urged that it should become directive as soon as possible and that in its directive form it should be made more easily accessible to all appropriate teaching staff in Strathclyde.

This support was given because of the Report's promotion of mixed-ability teaching, its recognition of the key role of specialist learning support staff as outlined in the 1978 HMI Report and its recognition of co-operative teaching as a key strategy in supporting learning. That the report promised additional resources - a minimum of one additional teacher per school - was clearly a plus for the Executive, and while it had some reservations about the subject-focus of the report and the unwillingness of some headteachers to give co-operative teaching a central role in school strategies, it concluded:

> Council members believed that this Strathclyde report would represent a considerable milestone in real educational advance, but that there was no reason for the authors to be complacent or to believe that all the problems of the state education system had been fully explored. The report was in fact moderate in its vision and modest in its proposals. The council members and the Executive Committee were unanimous in congratulating the authors and in wishing to see the report fully implemented.

This was as enthusiastic a welcome from a highly critical body as anyone could expect of an official regional publication. It indicates the trend, begun in 1978 with the HMI Report on Learning Difficulties[5], towards looking at the curriculum as potentially a source of difficulty for children, acknowledging that support for learning could be offered in a mixed-ability context and

recognising that the primary-secondary interface was a potential source of discontinuity in a child's learning experience.

At the same time, Lothian had Regional Consultative Committees (RCC) on Primary and Secondary education, and the PDC considered reports from each at its second meeting. A section in the secondary sector report entitled "A Smooth Transition from Primary to Secondary School" considered research and sought to get beyond the glib assumptions:

> To state that Primary schools are child-centred while Secondary schools are subject -centred is neat but unhelpful in that it understates the skill of the Primary teacher .... and the humanity of the Secondary teacher.

It explored the "middle-school concept" and sought to grapple with criteria for inclusion in the curriculum of all subjects, coming down in favour of

a) distinctness

b) complexity

c) usefulness to society

d) relevance to the individual in practical terms

e) the enrichment of leisure.

With the addition of a report on a practical primary-secondary liaison project in Dyce Academy and a paper from Jordanhill staff on Topic Studies, the PDC had wasted no time in seeking to grapple with the key issues.

8.4   (ii)   Structuring the work

The Chairman"s Committee, already referred to, had as its main purpose the production of starter papers for the PDC and the sifting of material and tasks for the main committee. The second meeting of the PDC, as well as looking at some of the major papers referred to above, also considered a Working Paper by one of its members which included a tabular representation of the work to be done. (Table 1)

TABLE 1   EDUCATION 10-14

COLUMN 1	COLUMN 2
1. Description of pupils (10-14)	Uniqueness (in age spectrum) Needs Environment (domestic,school,social) Relationships (peers, parents, teachers, adults, cult-figures) Pressures (pre-10 and post 14, expectations, self-perception)
2. Critique of current provision	Curricula, philosophies,methodologies, organisation, management, teacher training and deployment. Ref. Starter Paper, Responses, Munn, Dunning, Pack, P4-7, Learning Difficulties, CCC papers and publication Meet reps. of Local Authorities, identify variety of approaches/structures. Visit selected areas and schools
3. Survey of Initiatives	Agree a common"evaluation grid" Collate evidence, examine, comment
4. Identification of challenge	Recognise strengths, weaknesses and omissions in present provision and current initiatives. Define demands and difficulties relating to continuity, progression and development. Consider special problems including those relating to "appropriate" education,

common course (S1/S2), curriculum
demands (P6/P7), mixed ability teaching,
individualised learning; liaison/co-
operation; organisation and management.

5. Description of appropriate   Special consideration to continuity, depth,
    curriculum and matching   rigour, relevance.
    methodologies

                                         Class management, school organisation

                                         Nature and deployment of staff.

6. Recognition of implications   Physical and material resources
                                         Training and qualification of teachers
                                         Management at school and Local Authority
                                         level.

The minute of the second meeting records an early statement of intent by the
PDC:

> While it was recognised that there might be little point in making
> recommendations which were likely to meet with outright rejection, it
> was also argued that the present programme might be the only
> opportunity for a major review of education 10-14 for a long time, and
> that the PDC should therefore remain completely open to following up
> whatever lines might seem desirable.

In general terms, discussion of the Working Paper centred on the constraints
within which the PDC would have to operate, the "givens" of previous and
recent curricular initiatives - Primary Memorandum; the Munn/Dunning
Reports; the "Foundation" feasibility study; etc. - and potential areas of
difficulty such as teacher training. Nevertheless, the outline was accepted,
and the shape of the PDC's work was beginning to emerge.

8.4   (iii) Establishing links

The minutes of the second meeting onwards record a steady and increasing flow of communication to and from the committee. Visits by members to Strathclyde, Western Isles and to various schools; submissions by an increasing number of subject interests, both within the CCC Central Committee sub-structure and elsewhere; and meetings with senior HMI all pointed to 10-14 becoming a central focus of curricular interest. Table 2 (app.2) represents a typical range of communications received at one meeting (5th) of the PDC. The committee sought to manage this flow by reference to what was already a fairly elaborate sub-committee structure of its own - the PDC, the Chairman's Committee and 3 sub-groups, A-C. Classification of information, a card index and retrieval systems were all discussed and it was obvious at this early stage that the task, like Topsy, was growing.

A key link which the PDC attempted to establish early on was between it and the SED staff itself, occasioned by the retiral of HMCI Williamson, the assessor. A communication with HDSCI Chirnside which sought information on an Inspectorate survey of 10-14 highlighted the complex and sensitive nature of the relationship between SED and the CCC committees. The minute of the 4th meeting records:

> Concern was expressed that the PDC did not have a permanent
> member comparable with Mr. Williamson and had not yet received the
> SED Paper on Education 10-14. The committee was therefore
> working in parallel, but without knowledge of SED thinking on
> the subject.   (app.2 PDC Minute 4)

The issue of HMI influence on CCC affairs is discussed elsewhere (ch.3), but clearly the PDC saw the lack of a link to the SED via an assessor as being a drawback, and the vexed question of openness of HMI deliberations clearly rankled.

This communication with HDSCI Chirnside, and a session during the 4th meeting with Dr. W, Gatherer, Chief Adviser in Lothian, though not linked directly at the time, nevertheless ensured that the PDC were talking to two people who saw themselves, and were seen by others, as prime movers in the 10-14 area.

Chirnside's address to the Association of Advisers in Scotland (referred to in chapter 5) was a highly perceptive analysis of the problems arguing against a narrow, basic skills approach to the curriculum:

> these basic skills require the widest field of reference and activity if competence is to be extended

and was critical of aspects of current provision:

> The primary school experience as a whole is bereft of calculated progress though the stages claim to indicate it

This somewhat prophetic statement (certainly in terms of the present 5-14 Development with its 5 key stages or levels) was developed by an equally far sighted comment on the labelling which might occur if pupils' education were always to be seen in "slices":

> We have foundered on the notions of 'primary pupils', 'secondary pupils', 'ROSLA pupils' and are in danger of creating a 'Foundation pupil'. The notion of '10-14' cannot logically be followed by the concept of 'pupil'. We are talking about individuals in a critical period of growth who happen to be caught up in the process of compulsory education.

Chirnside ended with the notion of the "onset of difficulty", coinciding for many with the onset of multiple learning caused by having to learn many things and many different levels. The aim, he argued, was to avoid the onset of alienation.

Gatherer, a former HMI colleague of Chirnside's, and a member of the key CCC Executive Committee, acknowledged, as we have seen, that the 10-14 initiative "originated in the CCC Executive Committee, because I originated it myself". (app.1 p.426) Smyth, a PDC member, recalls that "Andrew Chirnside, in fact, regarded it (10-14) as his own baby". (app.1 p.453) Whatever the correct apportionment of credit, the two men were indeed influential. At their meeting with Dr. Gatherer, the PDC described Lothian's "clear regional policy" which had dealt with transition/transfer matters, and that there was now a working party set up to look at the curriculum. The practical experience of Lothian was examined carefully by the PDC (the discussion runs to 4 A4 pages of the minute) and key issues of philosophy and practice were addressed.

Thus, links were being pursued, and established, with one of the main

sectors within education. The arrival of Dr. Shuttleworth as a parent representative of the PDC established a further link as did David Menzies' appointment on behalf of the CCC's Committee on Special Educational Needs (COSPEN). When HMCI Ferguson joined the 5th meeting of the PDC, links were re-established with the SED also.

8.4 (iv) The Second year

By the 7th meeting which took place in January 1983, the work of the PDC was being undertaken largely by its 3 sub-groups, and to a lesser extent, by the Chairman's Committee. The Interim Report was expected by the CCC by April 1983, and the agenda for the 7th meeting conveys the pressure of that deadline on the PDC when it says:

> NOTE: Priority for discussion will be given to items 10 (mathematics); 11 (Draft Rationale); 8 (Proposed Studies Commissions). It is suggested that as much as possible the remainder of the agenda should be remitted to the Chairman's Committee or the 'secretariat' for further action.

Submissions continued to come into the PDC from schools, colleges and CCC committees. Mathematics was emerging as a potential area of concern, not to say conflict. Papers from Advisers, notably D. McLaren of Lanark Division, references to the Cockcroft Report for England and Wales and a visit to the PDC of Mr. E. Kelly, National Specialist HMI for Mathematics, all highlighted the fact that the place of mathematics 10-14 was a serious issue.

At the same time the PDC was pursuing "possible studies and commissions" of work actually going on in schools, including reporting, assessment, integrated approaches to teaching, timetable structures in secondary schools to reduce the number of teachers a child would have in one week, and criteria for allocating children to classes in secondary schools.

Significantly also was the consideration of a 10-14 Newsletter to the profession at large. A description of the PDC, a rationale for education 10-14, reference to good practice, information on initiatives and a request for information, were the suggested contents. The footnote which said, simply:

> All this on two sides of A4. Very cheap   .

might be said to be a salutary comment on curriculum development on a shoe-string!

The minute of this 7th meeting runs to 20 pages including a separate appendix on the discussion with HMI Kelly. This discussion ranged over many of the main issues in mathematics teaching including thorny matters of time allocation, its place in the 'core' curriculum, mixed ability teaching and assessment.

The main business of the meeting was, however, the consideration of a draft rationale paper by one of the sub-groups chaired by Edward. Mullen, a Glasgow Secondary Headteacher. Discussion focused on the structure of the paper and areas to be covered in the final paper which would be discussed at a future meeting.

Finally, a substantial, 22 page, paper on "Historical Roots of the 10-14 Curriculum by W. Bain, a Moray House College lecturer, seconded part-time to the PDC was discussed (app.6) which sought to trace the antecedents of the present day "common course" and how certain subject areas came to have their existing pre-eminent position. It was an extremely thorough piece of work if a little pessimistic in its conclusion, reminding the PDC that should it wish to alter things radically, it would have the weight of history against it since:

> Official recommendations about what should be taught to pupils of 12 to 14, and the relative time allotted to each subject, have not altered much over the years, and the Government's emphasis on English, Mathematics and Science in the Munn and Dunning Development Programme suggests that the long-established dominance of certain subjects in the S1-S2 timetable is unlikely to disappear in the near future.

8.5 An Interim Report Emerges

Some two months late, an interim report was submitted to the CC in May 1983. Its production was the work of 3 sub-groups, meeting ever more regularly, producing drafts for discussion at meetings of the full PDC in the early part of 1983. It was informed not only by the discussion and the insights of the members but by a steady flow of material from authorities,

CCC committees, schools, interest groups and individuals. Applications for research commissions were received and schools in the special needs sector were visited. Finally, as the PDC itself changed in membership and re-defined its final task, the sub-groups were re-constituted and remits redrawn.

The interim report (app.7) ran to 54 pages and gave some indication of the scale of the task as defined by the PDC and of the style of the eventual report.

8.5 (i) Section 1: Towards a Project

After a summary of the Starter Paper, there followed an historical analysis of primary education since the Memorandum and the HMI study into P4 and P7 undertaken in 1981. Moving on to consider the secondary sector, there was reference to an HMI Report of 1972, seen in the context of comprehensive re-organisation introduced formally in 1965. The Advisory Council's Report of 1947 was referred to as providing the philosophy which the PDC subscribed to , and by reference to all of the major reports from then until Munn, Dunning and Pack in 1977, sought to establish the 10-14 Report firmly in the Scottish tradition. The remainder of section 1 was given over to an account of the contributions at the Stirling Conference (see ch.7) and the remit of the PDC itself.

8.5 (ii) Section 2: The Programme Directing Committee

In its description of the PDC membership, positive merit was seen in the fact that:

> With a single exception, all members of the PDC are, or were, already involved in CCC work as members of other committees. (p.15)

However, the very real issue of the burden on people was acknowledged:

> The CCC should be aware, however, for the sake of its future management of similar projects, that individual members have experienced dual membership as a very considerable burden and some losses from the original membership were due to this. (p.18)

Reference was also made to "unfavourable comment" by some regional

authorities who had "not been consulted about membership of an important national body" (p.18).

8.5   (iii)   Section 3:   The First Year

Following a long and detailed list of bodies contacted by the PDC and a summary of responses, reference was made to contemporary research and publications of relevance, from a draft of COPE's "Primary Education in the Eighties" to Gray, McPherson and Raafe's "Reconstructions of Secondary Education: Theory, Myth and Practice since the War" (1983).[6] Mathematics emerged as a key area of debate with the Scottish Central Committee on Mathematics' strongly worded "condemnation of the common course in S1 and S2" and its insistence on "the abandonment or substantial modification of the policy of mixed ability classes in Mathematics".

8.5   (iv)   Section 4:   Studies of Current Practice.

Once again detailed lists of projects in many authorities were presented covering a wide range of issues 10-14. More importantly, there emerged a tentative hypothesis that successful activities in the field of curricular liaison require a number (9) of conditions to be met (p.39) ranging from the need for staff to "own" the development, the formulation of 'working parties' of class teachers and the need for authorities to "support" rather than direct.
In addition the need for secondary schools to be open to the idea of change in S1/S2 curriculum was crucial.

(v)   Section 5:   Towards a Rationale

The PDC acknowledged what it felt to be a constraint namely that it was coming to look at 10-14 after the S3/S4 area had been established. However, there had emerged within the PDC a consensus that "continuity" was a key issue in curricular terms and that the concept of "appropriate development", described in terms of the "creation of optimum conditions for personal growth" was fundamental.
Balance, relevance and "modes of knowing" were identified as important

issues at a general level. At the same time, differentiation in learning, mastery, sequence, coherence and experiential approaches were all the subject of discussion.

Finally, the notion of "desirable outcomes" was postulated, with an early attempt to list some 17 or 18 of these. (p.48-50).

8.5 (vi) Section 6: Implications, Emerging Issues and the Way Forward.

A number of central concerns were expressed by the PDC including the need to identify good practice; review advisory support to schools; examine how change can be effected in the system; teacher training; permeating aspects of education 10-14; time; assessment; and the school and its community.

8.6 Conclusions

Over a relatively short period of time, some 15 months, a momentum had been built up which clearly signalled that a major report was on the way. The Interim Report, while descriptive in nature, heralded substantial consideration of major and contentious areas of educational provision. The remit, or certainly those parts of it which charged the PDC to base its work on practice, research partnership, were being taken forward with gusto. Indeed, when one looks at the sheer volume of material produced, visits made, meetings arranged and submissions sought, it is difficult not to be amazed at the enthusiasm generated. It was an enthusiasm tempered by research, by reading and by critical comment - even at this early stage. Time was already becoming an enemy - a late submission of the Interim Report and an inability to undertake some commissions. As often seemed to happen in those CCC committees, the PDC had taken on a life of its own, had developed a way of working (not to say culture) and seemed to have a clear view of the way ahead.

It was not, however, in any sense, "carrying on, regardless". Constant reference was being made to external bodies - and the work generated by this desire to be "grounded" in good practice was increasing.

The work ahead to produce the final document must have appeared no less daunting than that of the first 15 months.

Chapter 9   10-14 THE TASK COMPLETE

9   Looking back: Looking forward

9.1   Publicity

9.2   Models of the curriculum 10-14

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     (i)   Membership: problems
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     (i)   Teacher education and teacher qualifications
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9.5   Costing the proposals
     (i)   Reaction of the PDC
     (ii)   The exercise gets under way
     (iii)   Meanwhile...the 10-14 Report itself
     (iv)   Costing continues

9.6   Costing Complete .... Controversy Commences

Chapter 9   THE TASK COMPLETE

"Progress, far from consistency in change, depends on retentiveness.......Those who cannot remember the past are condemned to fulfil it"

<div style="text-align: right">

Life of Reason

George Santayana.

</div>

9.   Looking back: Looking forward

Holly and Southworth writing about the 'developing school' have argued that:

> Development is not the same as innovation; it is rooted in past
> achievements. [1]   (p.15)

So, too, did the PDC look back to the Advisory Council of 1947, the Primary Memorandum of 1965 and other key developments, while pointing a way forward that showed signs of being fairly radical in its analysis. The Interim Report of May 1983 signalled that a major document was emerging, even after only 15 months of work in the PDC, and that the challenge of the remit was being met with some energy.

9.1   Publicity

On completion of the Interim Report, the PDC turned its attention, amidst continuing monitoring of practical projects and considerations of new submissions on Mathematics, Social Subjects, Guidance and Home/School Community Relations, to publicising its own work. A Newsletter was proposed, and discussed at the 10th meeting in May 1983, which led on to a wider discussion of the need to encourage local authorities to change. The minute (app.2 Minute 10) records a comment by one of the PDC officers:

> Mr. Smyth added that in all of these visits he had been aware of an
> absence of clear regional and divisional policy or guidelines.

The PDC discussed what had been said at its very first meeting by the

Secretary to the CCC, David McNicoll, who had used a "drip-feed" metaphor for dissemination. However, the SED assessor on the committee, Mr. Ferguson urged caution and

> ...drew attention to the constitutional function of the PDC in relation to the CCC which itself had an 'advisory' function in relation to the Secretary of State. (Minute 2)

The PDC acknowledged this caveat, and agreed, finally that the time was ripe to inform at least local authorities, in general terms about the kind of interim thought, developed by the PDC. There would be a strong case for a series of newsletters which would be in accordance with the drip-feed idea. This discussion would come to have a significance beyond a series of newsletters since the drip-feed metaphor, accepted by the PDC as appropriate, would be an issue on the publication of the final report itself. The minute of the 10th meeting goes on to record a detailed interview with Mr. J. Mulgrew, Assistant Director of Education, Strathclyde, who also gave "a spontaneous expression of support for PDC publicity". But publicity was one thing: effecting change was another, and it would be change which was required once the PDC was complete.

Indeed, at a local authority level, the same debate was taking place. Strathclyde's S1/S2 Report had been seen as contentious, with its advocacy of mixed ability teaching. The minute of the meeting with Mulgrew records his observation that "teachers had resented the prescriptive tone of the presentation". He also commented that "if you issued prescriptions to all the schools in Strathclyde, the response would be patchy" and argued that:

> the most effective guidelines were not lengthy or detailed. Teachers wanted something to point them forward on the right track, not prescriptive detail. (Minute 10))

Thus, even as the PDC was entering its second phase, major issues of policy-making, dissemination and impact on the schools were emerging.

9.2   Models of the curriculum 10-14

A minute of a meeting of one of the sub-groups of the PDC held in November 1983 shows that a radical critique of the curriculum in late primary and early secondary was emerging. Criticism was expressed of "traditional starting

points in subjects" and a presentation was made of :

> a more radical model which started from children's actual feeling, perceiving and knowing and sought to develop these in the context of teachers' specialised and general knowledge. This model placed high value on flexible conditions which teams of teachers could plan and implement optimum conditions for the development of children's thinking, feeling and activity.

However, it is also recorded that this model caused "some unease" in the group. A content-free approach was difficult to envisage within "established patterns of educational endeavour" and the issue of "knowledge" could not simply be ignored. However, general agreement did exist that the current S1/S2 curriculum was unsatisfactory for many pupils, and another paper, less radical and more in line with the 8 'modes' suggested by the Munn Report for S3 and S4, was discussed. "Modes of experience" was used as a structuring concept but acknowledgement was made that even this approach could lead to the diminution in importance of "personal and inter-personal skills" which could be said to underpin and permeate all areas of experience. Attention returned, within the group, to the notion of "desirable outcomes" as a way of enabling schools to structure the curriculum.

In this group, too, the issue of implementation and the management of change surfaced, and:

> It was argued that the PDC should not be committed to the idea that change had to take place in all areas of the curriculum simultaneously. On the other hand, it was suggested that care should be taken not to encourage fragmented development.

This could be said to be the central dilemma of all policy implementation in our system, and 10-14 would itself become a key focus in this debate. However, the PDC was, at least, aware of the issues - if not in possession of the solutions.

9.3   Pushing ahead

The minute of the 11th meeting of the PDC contains the simple statement:

> The favourable response of the CCC (to the interim report) was noted

> (app.2.Minute 11)

and discussion took place on the CC's recommendation that the PDC should "actively initiate". Having secured the services, two and a half days per week, of a college of education lecturer, the PDC set about identifying a number of key projects it was initiating, supporting or monitoring. Papers on teacher education and "Transfer Procedures in Countries Abroad" were considered, and the sub-groups continued with their tasks.

9.3 (i) Membership: problems

The general issue of membership has been discussed elsewhere (ch.3) but at the November 1983 meeting concerns were expressed about the turnover of members. HMCI Ferguson had been contacted about replacements for members who had resigned because of pressure of work and he commented that:

> some individuals did seem to be subject to multiple demands on their time and effort and that there was some concern about the resulting pressures on their time and upon their lives.

This issue has at the heart of this "classical model" (Gatherer) and was the subject of comment by, amongst others, McNicoll who in the context of the effect of teachers' industrial action on the withdrawal of members from the PDC observed:

> The composition of the 10-14 committee as it finished up was totally and utterly different from the original design.
>
> (app.1 p.392)

It is worth noting that McNicoll saw an imbalance in the committee membership developing, and argued that an imbalance of "college people" was an important shift: "if it had had more teachers on it, they would have been constantly pulling it back to reality, its roots...." (p.392)

This may be a moot point in terms of the eventual outcome of the PDC's work, but it does accord with Smyth's concerns that, in itself, membership of a committee like the PDC caused individuals to lose touch with "roots" and begin to think at a higher conceptual level. At any rate, the discussion at the November 1983 meeting indicated a concern over workload, which when added to the issues of balance and "representativeness" point to a central issue relating to the impact of policy.

9.3 (ii)   Pressures mounting

A number of pressures were increasing on the PDC - not least that of time.
The 13th meeting was a 3 day affair, combining full committee meetings, sub-
group meetings, working groups to consider key underlying issues and
consideration of submissions. Not only did this increase the burden on
members, but it further generalised work for sub-groups. The favourable, if
muted, response of the CCC encouraged the effort of the PDC members.
However, June 1985 was only little over the year away and major issues
were still unresolved.

(a)   Vested Interests

The remit of the PDC encouraged it to keep in contact with all "interested
bodies". However, this openness, characterised by its acceptance of
numerous written submissions, its many visits to meet staff in authorities and
in schools, and its many invitations to individuals to meet with the Committee
itself, became an issue of concern.
Some curricular areas felt under threat by the deliberations of the
Committee. Mathematics specialists had concerns, and so too did modern
linguists. A letter from the Scottish Central Committee on Modern
Languages to the PDC in February 1984 raised central issues about
"decisions envisaged" which might promote "language awareness" courses
in place of language teaching. The SCCML sought more involvement in the
discussion taking place within the PDC.
At one of its meetings during the 3-day conference, the PDC recorded that:
> as everyone had had an opportunity to contribute to the starter paper,
> there might be dangers in entertaining further pleas or imperatives
> from groups or individuals who represented special interests.
> Attention to such communications could open the way for numerous
> other special pleas.

The Committee acknowledged the need to make its own decisions, but "in
light of evidence and argument".
A general discussion followed on the place of languages in P6-S2 and while

"no final conclusions were reached" it was obvious that the PDC was heading for conflict with the world of Modern Languages specialists as represented by the SCCML.

(b)   CCC initiatives

The SSCML concerns highlights the potential for conflict within the CCC structure itself when an ad hoc committee such as the PDC is set up to look, in this case, at an area which affects the two main sectors of schooling and which cuts across subject interests across the whole curriculum.
Thus not only did PDC have to consider its relationships with the Committee on Primary Education (COPE) and on Secondary Education (COSE), as well as the Central Committees on subjects, but it had to relate to the CCC itself. HMCI Ferguson had, as we have seen, reminded the PDC of its relationship with the CCC in the context of publication of the PDC's interim views, but at its 12th meeting in November 1983 an important issue was raised. The record indicates that:

> Mr. Smyth had reported that COSE were contemplating the
> formulation of curricular guidance for headteachers in respect of the
> secondary school. On the face of it, there appeared to be some
> danger that COSE could duplicate PDC work and without the kind of
> specialist study of the whole 10-14 stage, primary and secondary
> being undertaken by the PDC.

The phrase "on the face of it" clearly points to a failure in communication within the CCC structure, but more importantly, the assumption that the greatest danger was that of duplication of effort displays a confidence that all elements within the CCC system - contributors to the "policy community" - shared a commonality of views. The possibility that the CCC's guidance might run counter to PDC thinking was not discussed - nor was there, apparently, any discussion on the nature of the "guidance". The PDC had been moving towards the "drip-feed" metaphor. There was no indication of whether the CCC or COSE shared this view.

9.4   Emerging patterns of recommendations

At its 15th meeting on October 1984 a paper was considered which
acknowledged the requirement on the PDC to report to the CCC by mid
1985. It was part of an agenda which ran to 14 items (23, if sub-divisions of
Items are counted) and which had supporting papers of sufficient volume to
merit a ring-binder folder for this meeting alone. Each sub-group had a
paper to be discussed; individuals had written contributions submitted; and,
of course, submissions, inevitably by subject areas were made.

The paper which looked at the emerging pattern was, in itself, substantial: 13
pages of closely typed A4 sheets (app.10 a) It is clear that from this point
onwards at least the committee saw its report as forming "guidelines within
which local authorities and specialist curriculum groups should develop
more precise specifications". Thus the "management" of education 10-14
would be the subject of "broad guidelines for practice" while the school-by-
school means of implementing the curricular aims would not be prescriptive
because "some schools may be starting from points further along the road of
curriculum development". The paper met the issues of autonomy and
accountability head on:

> The PDC's concept of development is evolutionary and gradual.
> However, in each phase there must be published targets and
> accountability for effort to achieve them.

<div align="center">(app.10)).</div>

The paper went on to look at "principal themes in the PDC's provisional
thinking", focused on the concept of "partnership" among groups of schools;
argued that "continuity, coherence and progression" were the key ideas of
10-14; and sought to present a view of the curriculum, expressed in terms of
a 3-dimensional diagram in an attempt to grapple with the problems of
organising the curriculum in terms of the pupil's experiences and the inter-
relationships of skills, themes of practical concern and modes
(or forms) of knowledge.

9.4   (i)   Teacher education and teaching qualifications

The PDC's remit had exhorted the committee to "identify and where

appropriate quantify the implications for staffing". George Paton, himself a former Principal of Hamilton College of Education before its closure, submitted a paper to the committee which sought to address the inherent "confrontation with existing regulations for teacher qualifications" implied by the principles of "continuity, coherence and progression across the primary-secondary 'divide'"

The paper (app.10 b) challenged the concept of "primary-secondary liaison" as simply underlining the separation of the two sectors arguing that "Separation is deeply embedded in teachers' attitudes." (p.2) Using fairly uncompromising language, the paper described the "threat" perceived by the secondary sector of and "extension of primary methods" into S1/S2 and concluded:

> The simplistic argument that P7 be taken into secondary by a
> lowering of the transfer age is hardly likely to win friends among
> Primary school teachers".   (app.10 b)

However, Paton did acknowledge "clear signs of a groundswell of sympathy for continuity between the sectors" and turned his attention to the General Teaching Council (GTC) which, he argued, took actions which made it impossible for holders of a Secondary Teaching Qualification in general subjects to teach in Primary schools (December 1982) and rejected any qualification which allowed its holders to teach in both sectors.

The paper reviewed at some length existing teacher training courses and argued that, since a number were, at that time being revised, the PDC make representations in order to suggest the concept of a 10-14 element in training.

In a section headed "Inservice Training", Paton acknowledged the unlikelihood of "free movement to teach across the boundary". "History is against it and the climate is wrong" was a clear recognition that, at the end of the day, an element of realism, not to say pragmatism, would have to colour the report's eventual conclusions.

Finally the paper sought to find ways of enabling primary and secondary teachers "to come together in a training situation". An advanced diploma, open to teachers in both sectors, with common and separate modules, was suggested, with a least one module being on the 10-14 area. The notion was commended to the committee as being one which local authorities might

support in order "to secure the emergence of trained cadres of teachers in both secondary and associated primary schools". Ending on a practical note he suggested:

> The outlay would be small for such a potentially valuable return to so many pupils."   (app.10 b))

The minute of this 15th meeting of the PDC records that it was felt that Paton's suggestions were "practical, realistic and educationally sound" and it was agreed that his paper should "form the basis of an item on teacher education in the final report".

(ii)   The Final Report - shaping up.

A paper PDC/W/43 (app.10 c)) outlined the" possible shape of the final report". With some re-ordering,. and some amplification of sections, it was indeed the eventual shape. The papers for the 16th meeting, December 1984 included drafts of sections which were at a fairly advanced stage, and increasingly the committee's work was to take such drafts and "shred" them, either at full meetings, collectively, or by individuals commenting on the drafts and sending annotated versions back to the authors for re-drafting.

The 17th meeting was scheduled for the Marine Hotel, North Berwick, (a frequent choice of committees and working groups during the early days of the Standard Grade Feasibility Study, and still used today for the Management Training of Headteacher Modules). The pressure on PDC members was acknowledged in the "notice of meeting":

> It is apparent that, for reasons I need hardly spend words making explicit, many members have been under great pressure and tasks allocated at the last PDC are in various stages of completion.

The timetable for the 3-day meeting,which was described as a "working weekend" was largely made up of group and individual tasks, with one major "business meeting" scheduled. The pressure on the PDC members, without exception committed to full-time demanding jobs in addition to this work, was not letting up.

9.4 (iii) External pressures on the PDC

The effects of the teachers industrial action is important and it is around this time, most notably in the minute of the 16th meeting (app.2 Minute 16) that references to it were beginning to occur and members were having to withdraw from PDC work, either as part of the boycott of curriculum development work being pursued by the largest teaching union, the EIS, or because members leaving schools caused problems over the covering of their classes.

The issue of the effect of this, and of general pressures on members, on the quality and credibility of the final report was discussed with the CCC Secretary HMI McNicoll at the 16th meeting who observed that similar problems were being faced by all committees in the CCC structure and that the CCC might be prepared to accept a report that was less than perfect in June (1985), particularly as there would be a considerable period of discussion before publication.

The status of the final report was discussed with HMI McNicoll who outlined a "hierarchy" of types of CCC publications from Curriculum Papers, approved by the CCC and endorsed by the Secretary of State, through position papers, to specialised curriculum bulletins. The final comment was that "the 10-14 report might have something like the status of a curriculum paper or a position paper". This hardly represents an unequivocal statement, and within the minute of this 16th meeting, enough was said by McNicoll to indicate that the eventual status of the 10-14 report was uncertain.

9.4 (iv) Towards a final draft

The reports of the various working sessions which characterised the 17th meeting of the PDC at North Berwick indicate that chapters were approaching final draft form. Munn, the chairman of the CCC, attended the North Berwick meeting for part of the proceedings and the minute shows that he reminded the PDC of its time-scale and commented on the CCC's role:

> ... it would be important for the CCC executive to see a draft of the
> Report in advance of the CCC meeting in June (1985) in order to plan
> for the handling of the Report by the CCC. For this reason, a rough

draft at least should reach the CCC Secretariat by either 24th April or 13th May, preferably the former. Dr. Munn recognised the difficulties and pressures faced by the PDC. (app.2 Minute 17)

The PDC was unable to meet Dr. Munn's deadline and a "Position Report" from PDC to CCC Executive, 26th April, 1985, opens with the words:

> This report should have been a complete final report. We regret that it is not. As a result of the withdrawal of the support of some committee members and the distraction of effort and energies by the teachers' dispute, the PDC's work has been subject to the same kind of "slippage" which has delayed publication of the HMI progress report on S1 and S2. (app.9)

The Position Paper indicates a fair measure of agreement on the first sections of the final report, the major issues, the curriculum structures, assessment and record keeping - but leaves what were to become some of the thorniest issues, namely, ways and means, partnership for progress, teacher education and implications for EA's only as rough outlines.

9.4 (v)   An extraordinary meeting

An extraordinary (the 20th) meeting of the PDC was called on 6th June 1985, the purpose of which was :

> to consider the views expressed on the incomplete report at the CCC meeting of 4th June, to consider the form and substance of the final report, to hear progress on "Ways and Means", and to make plans for completion.

The report of the meeting with the CCC Executive Committee is brief - and almost entirely positive in tone. No blame was attached to the PDC for its failure to meet its deadline and the atmosphere was described as "positive and supportive".

A deadline was fixed for October 1985 for a completely final version of the report, and the timetable thereafter was indicated as:

> It will be released for both external and internal consultation as soon as ready (sic) after October 1985. The consultation will include a CCC conference in February 1986. Consultation to be complete by June 1986 in time for the current CCC to complete its period of office.

(app.10 d)

A letter from James Munn to David Robertson (app.10 e) underlined these points and ended on the very human note:

> "My sympathies to the PDC and its Chairman on the difficulties under which you have been working!"

9.5   Costing the proposals

The remit of the PDC had included an instruction to :

> identify and where appropriate quantify the implications for staffing and resources of any recommendations which these reports may contain.

However, the timescale involved had precluded any thorough-going attempt at costing by the PDC. In a letter to David Crawley, a permanent secretary in the Education division (III) of SED, McNicoll argued that the CCC Executive was:

> sympathetic to the PDC's doubts about the desirability of publishing the results of a costing study as part of the PDC's report.
>
> (app.10 f))

A much more significant point was made later in the same paragraph when McNicoll acknowledged that:

> There are few, if any, known precedents for such a practice in CCC or SED reports.

Reference was made to the Munn/Dunning feasibility study, and it was suggested that the PDC and CCC were happy to participate with the SED in some kind of costing exercise.

Kirk (1982) has written of the feasibility study which followed publication of the Munn and Dunning Reports and has pointed out that it was more than just about the cost - it was about workability. He points out that the conclusion was that the report's proposals were workable but problems remained around the need for a major curriculum development task; internal assessment; certification at 3 levels and syllabus overlap; the credibility of Foundation level; and staffing levels. Indeed, cost was the least of the concerns.

Thus, a costing exercise was undertaken, beginning prior to the publication

of the main 10-14 Report, which would lead to the publication of a separate Costing Report - for the first time in the history of Scottish education. The confident tone, therefore, of the foreward of the Costing Report, published in September 1986, some 5 months after the 10-14 Report proper, is somewhat surprising:

> No report, however, should be considered in isolation from its cost implications   (p.1)

Indeed this assertive claim rested somewhat uneasily with the foreword's own acknowledgement of the PDC's espousal of a "gradualist" approach being developed in:

> the hands of the teacher, and the education authorities responsible for coordinating and providing appropriate levels of support.
>
>   (p.1)

This had always been the approach to curriculum development and to the implementation of policy on a national level in Scotland. Costs were always shared among the various participants in the "partnership" - the SED, CCC, EAs. Indeed the pace of implementation had to be phased, even in the Standard Grade programme, with subjects coming "on-stream" at pre-arranged points on a published and agreed timescale, with local authorities co-operating on an inter-regional basis to ensure that curricular materials were ready on time.

It was only when major political initiatives such as comprehensive schools (1965) or the raising of the school leaving age (1972) which required building programmes, that injections of central government money had to be made. But even in these two initiatives, costing reports were not commissioned. Local authorities simply tailored their implementation plans to the resources available and to local circumstance.

Previous major curricular policy initiatives - the Primary Memorandum[3] (1965), the Inspectorate report on Learning Difficulties[4] (1978) - had not been costed. But, the remit had, as Munn had commented, required some attempt at costing:

> ...it was specifically in the PDC's remit to look at the financial implications - and they hadn't done so.
>
>   (app.1 p.365)

Munn acknowledged that the committee of which he was chair had not done

so either, nor had they required to do so. He argued that in the 1970s, it was widely accepted that the S3/S4 curriculum (and assessment) needed to be changed - and cost was not a major factor. However:

> ...there wasn't the same sense of urgency for the need for change in 10-14

and he claimed that only people with a specific interest in this area of education would claim that it had to be tackled "no matter what the cost"

9.5 (i) Reaction of the PDC

In his Preface to the published Costing report, the PDC chairman Robertson observed:

> We are grateful to the members of HMI Inspectorate who form the MERU (Management of Educational Resources Unit) for having involved a nucleus of members of the PDC in discussions of drafts of the report.

This is echoed by members of the PDC, who, at the point when this costing exercise was first mooted in September 1985, were confident that the proposal represented a positive step, a partial commitment to the thrust of the report, and something which was likely to enhance its chances of implementation, rather than diminish them. Smyth of the PDC has said:

> I thought, and I think we all thought, that this was an absolutely brilliant idea. We thought that this is the way things ought to be done. You should take a set of proposals and look at what they really mean in terms of costing. I for one, and I'm sure that those of us who represented the PDC did enter into it with full-hearted enthusiasm. I have to say that Walter Beveridge who headed up the team from SED was great to work with ... intelligent, clear-minded, sympathetic, sharp. I was immensely impressed by the care they expended on it. If you were to cost the costing exercise, and cost the time senior HMII put into it - not just attending meetings or doing work 'back at the ranch' but sending out HMII to check up on what we had averred as good practice - it was a very thorough, impressive exercise. I thought it was a great idea.

> (app.1.p.459)

Smyth had been involved in CCC work for almost two decades, as Director of the Centre for Information on the Teaching of English (CITE), as secretary to Central Committees on English and, or course, as an officer of the CCC on the 10-14 Committee itself. Naivete about the workings of CCC and SED would not have been a quality associated with him, and his description of the reaction of the PDC to the costing proposal is echoed by the Strathclyde secondary headteacher representative, Edward Mullen. As head of a large inner-city comprehensive, former member of the Central Committee on Social Subjects, Mullen had had the experience of the system, and was like Smyth, a member of what could be described as the 'policy community'. He recalls:

> We pushed for the costing exercise. We prepared the ground, did all our sums. If we were naive, perhaps we were ... in the sense that the cloud was there. We did not lose our integrity.

(app.1 p.399)

Mullen's use of the word "integrity" is significant since the PDC, acknowledging that pressure of time had prevented its carrying out of any costing on its own, felt that it should be seen to be open about the financial implications of what it was recommending. Robertson, chairman of the PDC, made the connection with other major developments when he recalled:

> There was a feeling at the time that Standard Grade hadn't been costed ... we didn't want to give any indication that we felt the thing shouldn't be costed.   (app.1 p.412)

It seemed clear at the time, at least from the PDC's perspective, that the costing exercise in itself was seen as unobjectionable and, indeed, desirable. From the many papers extant of the costing groups, Smyth's recollection that "it was one of the best collaborative exercises that I've ever been involved in" is borne out. Professionals from the SED and CCC worked together, sharing expertise, discussing criteria for costing and subjecting proposals to close scrutiny. Smyth has observed:

> I never, in all the meetings that we had, detected anything that would have caused me to doubt that they (HMII) were doing anything other than a thorough and honest job.   (app.1 p.459)

The costing exercise began, therefore, auspiciously and in an atmosphere of collaboration and partnership.

9.5 (ii)   The exercise gets underway

The "Draft Note" of the first meeting of the Costing Group, which took place on 28th February 1986, records that the starting point for discussion was a paper produced by PDC members (app.10 g) entitled "Summary of Recommendations which have Resource Implications", supplemented by pages by PDC members on "Time and Staff Implications" and "on specific arrangements in a Region of Scotland (Borders)".

Attention was turned first to the costing of local "teams" of staff from a secondary school and its associated primaries with quantification being done in terms of full-time equivalent (FTE) staff being released for meetings, visits etc. Next, the attention was turned to a local authority deciding to implement 10-14, and costings were carried out - acknowledging that "almost a year before launching the 10-14 initiative Directors of Education would need to put plans to their committees". Detailed costings of staff-tutor appointments, headteacher meetings, in-service training and time for meetings of inter-school teams (or "Nests") of staff.

The PDC "Implications" paper was discussed, paragraph by paragraph, down to the number of calculators and computers per pupil/class. The first meeting was, from the Note, thorough and wide-ranging, with a number of "action points" to be carried forward by PDC members for the subsequent meetings. A letter to Smyth from HMCI Beveridge which accompanied the note of the first meeting echoed Smyth's own recollection of the process when it said:

> May I say how much we appreciated the open and frank way in which the meeting was conducted.

First name terms were used, and the exercise proceeded in a collaborative atmosphere.

The Draft Note of the second meeting (app.3) records that detailed discussions proceeded, based on natural staffing standards, to cost time for teacher meetings; inservice for up to 80% of secondary teachers who might have S1/S2 classes at any given time; cover for staff in rural schools to meet together; etc. A "cascade model" (to become the trade-mark of Standard Grade developments) was proposed where one teacher might be "trained" and be expected to go back to "train" colleagues.

The issue of "phasing" also came in for considered comment, with discussion taking place as to how many projects or initiatives any one group of schools could take on at one time. A "Cost Model A" was produced by HMI at this second meeting of the group, which was based on the PDC's own recommendations. However, a clear task was to look at how certain developments might reduce the apparent cost of implementing 10-14.

As well as meeting as a joint group, the PDC and SED members met separately to work on detailed costings and to discuss strategy. At a meeting on 28th April, the PDC group considered the HMI Cost Module A:

> Concern was expressed at the whole model, in its tidy and controlled lock-step approach to development, which did not accord either with reality or with the meaning of the 10-14 Report when terms like 'phasing' and 'gradualism' were used.

Thus, some philosophical differences were emerging. The PDC's implementation, model favoured a differentiated approach, allowing for groups of schools to move at their own pace in accordance with their needs. The HMI Cost Model A seemed to imply a lock-step approach across the country.

The third meeting of the full Costing Group on 21st May 1986 examined a model of area self-help groups in the Lanark Division of Strathclyde and at an early stage agreed that "additional payments for working during holidays and/or after school hours" was a non-starter at the present time. Thus models of in-service had to proceed on an accepted basis, and various models across the country were examined.

Other issues such as the formation of a new CCC committee, research of various kinds and detailed consideration of how many projects one development officer could support ("strike-rate" was the term used!) were examined and discussed. Assessment, provision of learning support (on either the Grampian or Strathclyde models) and class sizes were considered and there was a coming together of both sides on the Cost Module A proposals now that HMI had introduced "phasing" to the model.

9.5 (iii) Meanwhile ..... the 10-14 Report itself.

Almost exactly one week after the 3rd meeting of the Costing Group a

Scottish Office News Release (app.10 h)) was issued headed "Report looks at Education for 10-14 year olds in Scotland". This, and the subsequent events will be looked at in detail in Chapter 10, but the chronology is important at this point. The Costing Exercise was proceeding well. Tasks were being undertaken by PDC members who were still meeting as a small group to take them forward, and lively debate was taking place within the Costing Group in terms of philosophy, strategy, phasing - as well as costing. A memo from Smyth to PDC members and others on the same day refers to the Press Release:

> What the press release says is as yet something I know not of, but I have reason to believe it implies that the government is less than enthusiastic about some of the Report's recommendations.
>
> (app.10 i)

His enthusiasm for the report shines through in his concluding paragraph when he says:

> I possess one single copy of the Report. I think it looks very well in its red, black and white livery.

However, the press release, more factual in tone, concluded with an acknowledgement of "the far-reaching nature and the implications of some of the recommendations", referred to the "study of costs" and indicated that the report was being issued on "a consultative basis".

It was however, a two-paragraph comment on the report by Allan Stewart MP, Minister for Industry and Education at the Scottish Office, which more than justified Smyth's concerns:

> This report deserves to be widely studied and discussed by parents as well as by teachers and I welcome the fact that a digest aimed at a wider public is being prepared for publication in the Autumn. The Government will be most interested to receive the views of the CCC in the light of their consultations.
>
> I must make it clear at the outset, however, that we are seriously concerned at a number of aspects of the report, notably the proposals for the curriculum balance in S1 and S2 and the proposals for elaborate local consultative structures. We also wish to make clear our concern at the heavy additional burden which would be likely to fall on many individual teachers if the report's recommendations were

accepted.

The significance of this ministerial pronouncement - described later by Smyth as a "bren-gun, shooting the thing down entirely" needs to be set within a wider political context, but at this juncture, the implications for the costing exercise alone must have been significant. However, apart from an understated minuted instruction to Smyth to prepare a memorandum for Munn expressing the PDC's disquiet, the Costing Exercise continued.

9.5 (iv) Costing continues

At its fourth meeting held in St. Margaret Mary's Secondary School in Glasgow on 10th June, detailed discussions continued on aspects of costing, focussing on details such as the number of minutes of flexible time required for 10-14 staff in schools and the allowance of clerical assistants in schools. Significantly, the MERU had produced 12 "notes", running to some 50 pages of closely typed costing, covering such areas as conferences, school-based meetings to computers and calculations. These "notes" would form the basis of the eventual report and represented a considerable amount of work on MERU's part. The next meeting was set for 23rd June 1986. The pace of work was quickening.

The note of the 23rd June meeting is the briefest in the series, with "no comments" being recorded against many of the drafts of the individual "notes" or "agreement to draft" being reached.

The final meeting of "Education 10-14 Costing" took place on 27th August 1986. The discussion focussed on detailed amendments to the draft report produced by MERU and the minute records paragraph by paragraph, word by word, joint editing of the text. The question of a preface by PDC chairman Robertson was discussed as were issues of distribution and copyright.

The final paragraph of the Draft Note of the meeting records that:

> Members of the PDC indicated that the approach adopted in the costing exercise should be considered a model of the way such matters should be conducted in future and that the need for constructive dialogue had been very much appreciated.
>
> (app.3))

9.6   Costing Complete ..... Controversy Commences.

After the penultimate costing group meeting, Smyth had written a memo to PDC members, that the costing exercise "is virtually complete". He sought to present the sums involved in the following way :

> For your completely private and confidential information I have to tell
> you that all the implementation of all of our recommendations ... would
> add 1% to the total bill for the maintained education sector. (app.10 j)

In a memo dated 13th August, McNicoll, secretary of the CCC was to advise the chairman of the PDC to consider carefully the wording of the Preface to the Costing Report since:

> Stated baldly, as in the Report, the total costs are quite staggering
> and advised that they might be better expressed as a percentage of
> the gross annual expenditure on Education.   (app.10 k)

"Staggering" or "a small percentage" - clearly £150,000,000 or £182,000,000 over 11 years, depending on the model, would be a matter of perspective. The required costing had been done, HMCI Beveridge was confident that the Report would be published in its entirety and McNicoll agreed that it would go out in the same "house style" as the 10-14 Report itself.

This was a momentous achievement. History had been made, and not withstanding the Minister's comments on the 10-14 Report itself, enthusiasm is still apparent with the PDC. Smyth in his June 25th Memo expressed for the group the view that they had been "pleased and impressed" by the work of the Inspectorate Team. However, there were still fears, not least those voiced by Smyth that:

> What effect it (the Costing Report) will have on the Government"s
> attitude to the 10-14 Report is highly problematic of course. (app.10 j)

Whatever the politics of the situation were and were to become, the HMII team from MERU were exonerated by the PDC from any accusation of bias. Later Smyth was to observe:

> If there was manipulation involved, they (HMII) were being
> manipulated as much as we were. (app.1 p.459)

The nature of any such manipulation, the fate of the Reports.and the

subsequent consequences for educational policy-making in this area, are what we now turn to.

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CHAPTER 10   10-14 : PUBLICATION AND RESPONSE

10.1   Publication and official response

10.2   Towards a CCC response

10.3   The Aftermath

    (i)   The Public Debate

    (ii) The Political Reaction

10.4   The Final Salvos

10.5   Conclusions

CHAPTER 10 - 14: PUBLICATION AND RESPONSE

"Why should our endeavour be so loved, and the
performance so loathed?"

W. Shakespeare 'Troilus and
Cressida'

10.1. Publication and official response

The decision to publish the report "Education 10-14 in Scotland"[1] as a "CCC
Discussion Paper" was taken in May 1986. In its "Sixth Report 1983 -1987"
the CCC made mention of the "considerable professional and political
interest...shown in the Report itself and in the costing study"(p.19).
Responses were sought from Education Authorities and other interested
parties "taking into account the findings of the Costing Report".[2]
A retired HMCI,Bert Johnston was commissioned to produce an analysis of
the responses. Submissions were received from 9 Local Authorities, 7
Colleges of Education (including a number of responses from individuals),
23 Associations or Bodies and some 21 individuals, some in the form of
published articles. In his covering letter to David McNicoll, Johnston refers to
his summary of the responses as "being uncontaminated by any colouring of
mine." (app.11 a)
His report ran to 15 typed pages but it was in the first paragraph that one of
the major issues was raised:

> There were general assumptions that development post-
> 14 would be intensified after the end of professional
> unrest and that 10-14 would not command first or earliest
> priority. (app.11 b)

While acknowledging that "only a small minority of responses were directly
related to the Costing Report", Johnston refers to a "high general
consciousness of the resource dimensions and of the necessity for finance to
be made available from central government."
Reference was made to "the high expectations of teachers represented by
the 10-14 Report in its own right" and ,in the final paragraph of the section
headed 'The National Context' Johnston refers to "the relative

expensiveness of development per widespread local school-groupings".

In his short section on the 'Overall Impact and Tone of the Report' he referred to suggestions that an abbreviated version should be produced "to reduce the risk of engulfing teachers". The Report itself was indeed a long one. It ran to 195 pages, excluding appendices, contained within 5 main sections 14 chapters and included 98 recommendations, many with sub-sections. Its format was that of numbered paragraphs, chapter 8 being the most voluminous at 153 paragraphs.

There is no doubt that it was a formidable report in its range and in its detail. The PDC had indeed laboured hard and produced something which would challenge the profession. Smyth, writing in the Times Educational Supplement joked:

> some have said it's so good they couldn't put it down,
> others have claimed it's so heavy they couldn't pick it
> up. (19.12.86.)[3]

Perhaps a more trenchant criticism emerging from the consultation, however, was that concerning 'tone'. Claims that the report was 'assertive' rather than 'persuasive' echoed the comments by senior SED officials at the 1986 North Berwick conference. Russell Hillhouse, a secretary in the Department , had been the first to raise the issue, as Smyth recalled later:

> ...the very first question was raised by the assessor, Russell
> Hillhouse. Now that in itself was extraordinary, because
> assessors are supposed to sit back and assess; and it
> was a hostile question. It was about what he called the
> 'assertiveness' of the document.....not backed by evidence
> or whatever. Now that came as a complete surprise since
> I think it is fair to say that of all CCC documents the 10-14
> Report is the best referenced   (app.1 p.439)

The particular issue on which Hillhouse felt the Report had been most assertive was,in fact, that of mixed-ability teaching, an issue which, as we have seen was felt even by the author of the starter paper to be crucial. Thus, it appears that it was less the tone itself than the issues on which the Report was making statements which the Department was concerned about. Nevertheless, the issue of 'tone' did come through from the submissions. Johnston went on to consider the responses under the heading of the

'Overall Stance of the Report'. With the significant exception of the EIS, there was found to be general acceptance of the philosophical bases of the Report. There were some specific criticisms concerning an under-estimation of societal pressures on the curriculum - which would surface later as the Minister considered his response to the CCC's view of the Report -and of the fact that the Report did not appear to deal with 'learning outcomes' at a specific level - again, an issue which would surface later, this time in the context of the 5-14 Development Programme.

The model of gradual, cumulative implementation was generally welcomed but the crucial issue of how to achieve "a national evenness of development over the fairly lengthy time" was seen to be a problem. More controversial was the proposal that there should be local inter-sector school groupings as units of development. The arguments for it, Johnston found, were generally acknowledged, but there were clearly concerns about the management role of the Local Authority, the cost of the model in rural areas and the "quite essential allocations of time to key staff, especially assistant headteachers".

In his section headed 'Alleged Misunderstandings and Uncertainties', he dealt with responses to some of the recommendations which had obviously angered particular groups within the profession. Modern linguists generated "outright criticism" arguing that the Report had proceeded on the basis of a false analysis of the goals of Modern Languages, was out of touch with current trends and , most specifically, had not produced convincing arguments for reducing time allocations in the secondary school. A similar response to proposed time allocation was received from English specialists, and Mathematicians warned against too great an emphasis on problem-solving approaches, against premature optimism about relating mathematics to "authentic contexts", and, finally, against "peremptory pushing of mixed-ability grouping for mathematics throughout S1-S2".

It is, of course, possible to write off these criticisms as merely the expected reactions of vested interests. Certainly the PDC had been made aware, throughout its deliberations that there was opposition to any radical re-allocation of time and/or importance where these 'core' subjects were concerned. Indeed, "Time-allocations" were given a separate sub-section in the summary of responses. The apparent contradiction of a Report which advocated a collaborative approach to curriculum development laying down

specific recommendations for time allocations was commented on. There was criticism also of the time allocation having been decided upon in advance of any evidence of the back-wash effect that might emerge from the Munn and Dunning implementation programme. This was clearly a sensitive area, not least because time allocations extant normally had historical origins based on notions of the relative importance of subjects. Any attempt to challenge this hegemony, whether well-founded on evidence or not, was bound to come in for criticism.

Johnston gave over a section to what he called 'Alleged Shortcomings and Oversights'. In it were severe criticisms from the Colleges of Education that the Report had not been radical enough and that the potential for the Colleges to provide genuinely appropriate pre-service training would, necessarily, involve a radical re-think of current courses, including a re-introduction of the B.Ed. In addition, staffing allocations which would allow for the involvement of College staff with local area groupings was felt to be important.

A number of areas of alleged oversight or shortcoming were detailed, from R.E. to Gaelic, from outdoor education to keyboard skills. Very few of these could be said to be major, and the overall impression of the submissions was that the Report had, in fact, addressed the principal concerns of education 10-14, notwithstanding the criticisms voiced.

There were also a number of 'Particular Pleas' received and listed by Johnston. These covered the need for research into, or development of, the concept of 'permeators'; the application of computers; a modular structure for S1 and S2; new elements such as Health Education; problem-solving in Mathematics; and so on. The role of agencies such as psychological services was, it was felt, underplayed in the Report - and there were a number of groups arguing for consideration of their areas of activity to be included in the 10-14 curriculum.

The final section was on 'Costing'. Here, the respondents commented both on the principle of such a Costing Report and on the detail of it. The general feeling was that the costs might actually be an underestimate, particularly where rural schools were involved. However, in general terms the impression was that the Costing Exercise had been thorough, and that the problem now revolved around larger, more politically sensitive areas such as

the need for adequate central and local government funding and the precise relationship between the two; the continuation of other national priorities (such as Standard Grade) and the need to balance scarce resources; and the issues of timescale.

Johnston's report was duly received and was discussed at a meeting of the CCC in February 1987. For that meeting he produced an additional paper entitled 'Introduction to Summary of Responses to 10-14 and Costing Reports'.In it he argued that "there was very little querulousness" about the 10-14 Report and felt that there were probably 3 factors involved:

i. A general recognition that 10-14 was an area genuinely worthy of study and deserving development.

ii. A general, almost instinctive sympathy with the *character* of education 10-14 favoured by the Report. This was true even of those who were expressing considerable reservations about particular aspects of the Report e.g. those concerned about the treatment of ML and RE.

iii. An assumption, derived from that spirit of the Report and its preferred model of development, that many of the developments in the curriculum and course organisation favoured would, in the nature of things, have to be subject to trials of quality and feasibility.   (app.11 c)

He went on acknowledge that one of the key organisations, the EIS, had submitted perhaps the most critical response of all. Given that the period of industrial dispute, begun in the early 1980s mainly in the Secondary sector because of another National development, namely Standard Grade, and the demands perceived by the profession at a time when their living standards were falling in relative terms, the reaction of the EIS was important. Indeed, this same industrial action had greatly depleted the membership of the PDC over the period of its deliberations causing McNicoll to observe later:

the composition of the Committee as it finished up was totally and utterly different from the original design. That was, again, the teacher-dispute. Because it was set up on the basis of having people mainly from the classroom, or school-oriented....

> Then, of course, so many of the teachers withdrew...
> probably at the end of the day - and this isn't a
> criticism of the Report: I think it is a splendid Report -
> it had a different kind of flavour, and became a bit, up,
> beyond.....if it had more teachers on it, they would
> have been constantly pulling it back down to reality, the
> roots.....   (app.1 p.392)

McNicoll's point about "realism" was also Johnston's second main "salient characteristic" of the responses, particularly as far as the need for resources and the existence of a "queue" of National Developments. Johnston had insisted that his summary of responses was free from his own "colouring", but, nevertheless, added a section to this introduction headed 'Six points that stick in the mind'. These included the need for a national review of staffing standards; the need for harmony with post-14 developments; the reconciliation of implementation via local groups with local authorities' need to plan ; inservice training; the unresolved controversies, especially over Modern Languages and Mathematics.

This, then, represented the official responses and the official consideration of them. However, there were other sources of comment and other forums for discussion, not least the political and media respectively. Debate was taking place: but, for the PDC the most important concern was not the adverse reaction of individuals in the columns of the TESS, but the response of the Minister to the eventual,formal, advice to the Secretary of State, once it had been formulated.

10.2   Towards a CCC response.

The task of drafting the CCC's response fell to McNicoll. In a memo to Munn and to Johnston on 19th February, he made reference to the tight timescale and to his intention to discuss his draft with Smyth from the PDC. Sir James had raised a concern about the cost of the proposed model of Learning Support provision - re-iterated in a later discussion (appendix1 p.366) - and this was to be drawn to the attention of the CCC and Executive.
McNicoll's draft opened with the sentence

> The Report of the Programme Directing Committee has not

been without its critics. (app.11 d)

It went on to recognise that in the attempt to rationalise provision 5-18, Scotland was leading the rest of the United Kingdom, but sounded a note of caution, fearful that the "partnership" between the profession, local and central government might be adversely affected:

> The CCC is conscious that Ministers will wish to ensure
> that this partnership, so integral to Scottish educational
> tradition, is not further endangered by unreasonable
> demands being placed on the teaching profession; nor
> should it cause undue disruption to the education of
> pupils.

The significance of this comment is put into perspective by Sir James Munn, speaking later

> ......you had to take account of the very clear view of
> the teaching profession which the Ministers really picked
> up which was that they were overloaded with curriculum
> development - there was too much of it....

> (app.1 p.364)

Thus the CCC, seen by some as the main originator of curriculum development, had to be cautious in the prevailing climate. McNicoll drew attention to the estimated cost of the 10-14 recommendations, but described them as 'modest' in scale in comparison to other government-led initiatives. An early indication of the CCC's concern over time allocations was given along with a suggestion that a better way forward might be to suggest minimum and maximum percentages of time for modes of activity.

Not for the first time, the issue of mixed-ability teaching was singled out for more lengthy treatment than any other single issue. Based on an assumption that the phenomenon of mixed-ability classes was "largely for social reasons", the paper went on to argue that while social groupings might be able to provide for differentiated learning in the primary school, in the secondary it would result in teaching to the middle of the class "with disadvantage equal to theabler and less able learners."

In its section 'The School Community and the Grouping of Learners' - the one which Russell Hillhouse had attacked at the conference - the Report had emphasised "equal value", had recognised individual differences and had

rejected 'ability' as too narrow a concept upon which to categorise children. However, McNicoll went far beyond this analysis and criticised mixed-ability teaching for being too reliant on worksheets which led to "aridity". Now, there is a case to be argued in this context, but the key point here is that in a paper seeking to make recommendations about a Report which had been criticised for making assertions about, amongst other things, mixed-ability teaching, the same thing was being done. It went on to refer to the Munn report's endorsement of"'a degree of differentiation in S2 through both setting and individualisation of learning" and ended by commending the 10-14 Report's sections on differentiation (8.75-8.80).

After a section rehearsing some of Johnston's findings on the proposed model of implementation, the paper ended with some 'Revised Proposals'. These were that a document entitled 'A Curriculum Framework S1-S6: Guidelines to Headteachers' be issued; to publish a position paper on 10-14; to encourage the new CCC to set up cross-sector / cross-disciplinary committees; to ask the new CCC to be the coordinator of 10-14 developments nationally; and, most significantly, "as soon as existing and other overriding priorities may allow, to initiate a limited and deliberately experimental development programme".

This draft was, in fact, discussed with Smyth of the PDC, and his comments, largely on the emphases and the tone in various parts of the paper were taken account of in the second draft. Most significantly, the introduction to the paper was rewritten in positive terms, stressing first the consensus which had emerged on many aspects of the Report before going on to deal with the points of disagreement. Memos of the time from McNicoll, Munn,Robertson, Smyth and Johnston confirm the real dialogue which was still taking place in the run-up to the CCC'c final position being agreed. The tone of communications is professional, constructive and often conducted in first-name terms. Differences continued to persist, but, as a memo from David McNicoll illustrates, the opportunity for further dialogue was there:

> I am grateful...for your very helpful comments on
> my initial rough draft of 19.2.87. and for letting me
> have these so quickly. The turn-around has been
> so rapid that I cannot guarantee that all your points
> have been incorporated or adjusted to your satis-

> faction. Sydney suggested some re-ordering and
> different emphases which I was unable to accommodate,
> certainly at this stage but I hope he feels the
> the draft is now fairer to the PDC than he felt the initial
> one to be.   (app.11 e)

This was,indeed, confirmed by Smyth in a memo a week later which began

> ...I regard the new draft very much more warmly than
> the first, and am very grateful for your taking aboard
> so many of my suggestions

While he continued to have major reservations about the ordering of the draft submission, arguing that it gave too much prominence to the criticisms the Report had received (reminding McNicoll that "every major report has been subject to withering criticism'), nevertheless, Smyth was still part of the process.

It would appear that what is happening here is the policy community in operation, anxious to minimise points of difference and keen to emphasise agreements. Tactics are under discussion, both in terms of presentation to the Minister, and in terms of the likely impact on the key players in the policy implementation scene, namely local and national government and the teachers. Indeed, in a letter to David McNicoll, the chairman of the PDC concluded:

> It is important that the submission should reflect
> faithfully the CCC consensus. Scottish Ministers are
> simultaneously subject to a variety of other pressures,
> notably political pressures currently being exerted
> on other United Kingdom educational systems. There
> is considerable contemporary debate about the extent to
> which societal or individual needs should be determining
> school education provision. It seems to me important that
> the consensus view coming from the CCC should reflect
> its view and not necessarily reinforce the messages of
> others.   (app.11 f)

In one sense this can be seen almost as a conspiracy of professional interests seeking to influence the political decision-making process. On the other hand, there is a concern to retain the essential 'Scottishness' of the

education system, especially at a time when the National Curriculum was being introduced in England and Wales amidst controversy and considerable teacher opposition. The tight-rope to be walked required considerable agility and balance, and the task was being carried by a series of performers each with allegiances, variously, to SED, CCC, PDC, but all, apparently, with an interest in promoting curriculum policies in an atmosphere of consensus.

Before the final submission from the CCC was agreed, a paper was discussed by the full CCC which consisted of a photocopy of the 'Conclusions and Recommendations' section of the 10-14 Report with along the left hand margin a coded set of proposals, namely,

> E - Endorsement in Principle (subject to feasibility and cost
>   factors)
> M - Modification   ,
> R - Rejection

These were, of course, McNicoll's suggestions, but what is interesting is that out of 104, there were no Rs; there were 3 M/Rs; there were 5 E/Ms; there were 7 Ms; and the rest were Es (.89). Predictably the contentious issues were time allocations and Modern Languages and Mathematics, with mixed-ability teaching and the model of local groupings for implementation coming in for some questioning. (app11 g)

The final submission emerged from the Executive Committee and in a memo on 13th March to Robertson and others, McNicoll thanked people for their comments saying that "the final document...is much the better for having gone through this process." (app.11h) The eventual letter to the Secretary of State which accompanied the submission of the CCC on Education 10-14 in Scotland was sent on 20th March 1987 and was signed by Munn, Chairman, Consultative Committee on the Curriculum. In it reference was made to the costing exercise, to the widespread acceptance of the need to "establish a greater degree of coherence, continuity and progression between the experiences offered by primary and secondary schools",and to the decision by the Committee to modify the Report's proposals in three main ways:

> First, having paid particular attention to the issues of
> "mixed-ability grouping", "the common course", time
> allocation, balance and choice at S1/S2, we put forward

a number of modifications to proposals made in the Report.

Second, rather than have all secondary and associated
schools embark on individual schemes for managing the
reform of education 10-14, we propose that education
authorities should devise pilot schemes somewhat along
TVEI lines.

Third, rather than a fully developed implementation
programme with central direction, we propose carefully
co-ordinated and measured reform essentially through
established mechanisms of curriculum and staff
development at local and central levels. (app.11 i))

Significantly, the submission contained as an appendix a paper from the
chairman of the PDC itself entitled 'Sustaining the Impetus - A Possible
Fallback Position'. (app.11 j) This was a highly pragmatic document (as one
might expect from a Director of Education) which also made reference to the
TVEI model and argued for a "limited and deliberately experimental
development".

The initial response, signed by the Minister's Private Secretary, promised a
formal response but said that "it might be a little while before the Government
can come to firm conclusions." Thus, some seven years after the 10-14
debate was launched with the Starter Paper, and a little over five years from
the first meeting of the PDC, the task was complete, and the remit, albeit with
the addition of a costing exercise, had been carried out.

10.3 The Aftermath

10.3 (i) The Public Debate

The publication of the 10-14 Report had been covered in both the
educational and the national press in May 1986. The Times Educational
Supplement (Scotland) had, over two weeks, reported on its launch by the
Minister and had given over a whole page to a detailed summary. The
Scotsman (31.5.86.) had also concentrated on the Minister's comments

where he had expressed concerns that it might lead to teacher overload and that it was proposing a change to the balance of the curriculum 10-14. It went on to say that

> ...many of its radical ideas are likely to fall victim to the
> effects of the teachers' dispute, the overloading of
> teachers which contributed to it and the backlog which
> has built up in more pressing Standard Grade and Action
> Plan work (30.5.86.)

The Glasgow Herald chose to headline its report with "Stewart faces row on education plan" and concentrated on the proposal that teachers in primary and secondary schools might work alongside one another. It quoted the Minister's comment:

> I must make it clear at the outset that we are seriously
> concerned at a number of aspects of the report.

Speculation over the timing of the publication of the Report and over the Minister's comments centred on the highly sensitive stage the teachers' dispute had reached, where a committee of enquiry was collecting evidence on the workload of teachers. Teachers were already involved in a curriculum boycott in support of a pay claim and here was a major report proposing a model of implementation which was largely teacher-based. The potential for future disruption was there and the Government could be seen to be acting not out of spite but out of concern to protect teachers from overload by appearing to have reservations about this report.

The professional debate was pursued publicly in the columns of the TESS[5] when it published in successive weeks major articles by David Carr, a philosophy lecturer at a college of education. He took a very critical view of the Report, arguing that it was "badly written", had "an almost perverse disregard throughout...for considerations of perspicuous sentence construction" and accusing it of "vagueness, ambiguity and incoherence."

In an increasingly acerbic tone he went on to accuse the Report's authors of having disregarded the works of educational philosophers such as Hirst, Peters and Best , and of confusing aspects of moral philosophy in their treatment of moral education. The Report's distinction between processes and products was also rejected in highly sarcastic terms as "muddled verbiage" and ended the first article with an invitation to read Hirst's "Liberal

Education and the Nature of Knowledge".

The second article, a week later, began in a defensive tone lest readers perceive the author as simply rejecting "progressive" ideas. He argued

> I have elsewhere written extensively and
> sympathetically about genuine progressive
> ideas.

The Report's attempt to outline "desirable outcomes" was singled out for detailed criticism as being "vacuous", "pretentious" or "debatable".

The most stinging criticism was that the Report was "a positive insult to the intelligence" of teachers. Carr claimed the the Report's authors were so confused about the fundamentals of education:

> that one could be forgiven for wondering what the
> whole point of this flatulent exercise is.

The final criticism was reserved for the Report's insistence that accountability was important and that a standing committee would be in place to assist with this task. Taking a 'pro-teacher' and 'anti-expert' line,Carr proceeded to accuse the Report of being a "scandal", ending with a quotation from David Hume: "Commit it to the flames; for it can contain nothing but sophistry and illusion".

It would be easy to dismiss this contribution to the debate as spleen and criticise Carr for many of the linguistic and philosophical excesses of which he accuses the Report's authors. However, this was, at the very least in quantitative terms, a major contribution to the debate. It took a view which might appeal to the teaching profession, namely that here was a report written by experts, critical of current practice and divorced from the real world of the classroom.

The philosophical debate around the theories of Hirst and others was, probably, in the minds of the readers, of secondary importance. What was important was that this was a stinging criticism of a professional report by someone within the profession, claiming to have the moral authority of being progressive while attempting to protect teachers from the excesses of experts.

A note of a telephone message which still survives from Smyth to Robertson records:

> [Syd] would like a word about TESS articles re

> 10-14. His own feeling is that the pieces are so
> nonsensical that they should be allowed to lie
> down and die, but they are so insulting you may
> wish to do something.......

In the event, Smyth himself penned a reply which was published in the Times Educational Supplement (19.12.86.). The tone was very 'tetchy' and the use of the word 'insulted' in the telephone message had clearly indicated the sense of grievance which Smyth and others had felt at the attack. After a very personalised opening where Smyth referred to Carr as "supercilious", the rest of the full-page article was devoted to countering "the few substantial points made." Smyth dealt at length with Carr's criticism that the Report had not taken adequate account of the theories of Hirst and others by arguing that the Committee had indeed considered Hirst's "realms of meaning" which in turn heavily influenced the thinking of the Munn committee. The Report therefore had largely accepted the Munn 'modes' but had, Smyth argued, concentrated more on *how* children learn. He referred to Piaget "especially as modified by Margaret Donaldson", and Bruner and Ausubel as providing theoretical justification and made mention of the work of John Nisbet and Janet Shucksmith on learning strategies.

He went on to address one of Carr's central criticisms namely the Report's notion that "knowledge has been made, and can be remade." Here he cited Karl Popper whom he described as "the critic, *par excellence*, of Plato" as offering an alternative view of knowledge which Carr would not find acceptable, even although, Smyth argued, Hirst's view is not at odds with Popper's. After quoting at great length from Popper where the philosopher uses the example of Newton's and Einstein's theories to argue that truth in the realm of knowledge can never be absolute, and that it can indeed be made and re-made, Smyth ended this piece with a highly sarcastic rhetorical challenge:

> Is all that sound and fury the noise of
> cracking prejudices and crumbling stereo-
> types of thinking?

The tone, therefore, of the first salvos in the public, professional debate was not particularly edifying. It was, indeed, in sharp contrast to the very humane and reasonable tone of the Report itself. It demonstrated that the sensitivities

of the PDC members were high - mainly because of the increasing
uncertainty concerning the political climate and the likely fate of the Report.
However, shortly after the first of Carr's articles appeared in TESS, two other
contributions to the debate were made in 'Radical Scotland' (Oct/Nov 1986)
by prominent headteachers, Margaret MacIntosh and Hugh MacKenzie. [7]
Their comments were largely favourable, and , as secondary heads, they
welcomed the report. MacIntosh called it:

>....the most enlightened document to appear
>
>on the educational scene for many a long day.

MacKenzie was similarly effusive:

>My initial reaction on reading Education 10-14
>
>in Scotland was pleasure: the Scottish educators
>
>have produced yet another enlightened document
>
>which might become a template for the future.

The word "enlightened" would come to be associated with the document.
MacIntosh commended its readability, its clear analysis of the problems, its
emphasis on aspects of experience and its recommendations on teaching
styles. She uses the term "national disgrace" to describe the rumours
already circulating that the Government was 'lukewarm' about the Report
and likely to back away from the resource implications

>The answer to the political stance of "we can't
>
>afford to produce the resources" is " can we
>
>afford not to?"

She finishes her piece with an admonition to the Government not to use the
teachers' dispute as an excuse to shelve the Report arguing that a "fresh
look at what we do is long overdue."

MacKenzie, in a shorter piece, commends the Report for being based on
best practice, and welcomes the curriculum model being proposed for S1
and S2. He acknowledges however that:

>....these proposals may be lost through the pressure to
>
>follow the traditional Scottish academic line, as indicated
>
>by present Standard Grade Development.

MacKenzie realised that the Report was coming "at the worst possible time in
Scottish education" and counselled caution lest it resulted in "gross
indigestion" on the part of the profession, and argued that COSLA and the

teacher unions should be involved in discussions about teacher qualifications, relative pay, class sizes, etc.

It could be argued that MacIntosh and MacKenzie's were not typical of the views of secondary headteachers. They were both known for their progressive and outspoken views; both known as liberal thinkers in education. They were, after all, writing in 'Radical Scotland', hardly in the mainstream of Scottish educational debate. However, they were both practising headteachers engaged in the day-to-day work of planning the curriculum. Their contributions were significant - and realistic, since they were both acutely aware of the political climate which was becoming ever more ambivalent, not to say hostile, as the Minister's final decision on the report was awaited.

10.3 (ii) The Political Reaction

While the Minister's final decision was awaited internal activity was taking place. McNicoll wrote to Crawley in the SED on 7th April 1987:

> Sir James and I have been working on the draft
> agenda for the meeting of the CCC in June. Can
> you give any guidance as to when and in what
> form we can expect the Secretary of State's reaction
> to the CCC's formal advice on Education 10-14? (app.11 k)

It was, perhaps, McNicoll's final point in a memo to Crawley who was, after all his superior within the SED, which seemed to ruffle feathers:

> Incidentally, Sir James has not yet had any form
> of acknowledgement of his letter from PS / Secretary
> of State.

In any event, Crawley chose to reply to this memo in a handwritten note on a copy of the original, in a tone which was unhelpful:

> I doubt very much whether there will be a response to
> the action on 10-14 before the June meeting of the CCC.
> We are all (especially HMI) under far too much pressure
> on other priorities to make a conclusion on such a major
> group of issues in which Ministers have such a major interest
> in such a timescale.

He concluded by saying " Sir James should get a letter on 10-14 fairly soon." This short note is significant in a number of ways, not least its form and tone. The parenthesis seems to be for McNicoll's benefit since he was, strictly speaking, still an HMI, and this mild rebuke is perhaps designed to remind him of where his loyalty should lie (a problem acknowledged later by McNicoll, (app.1 390). More importantly, the level of Ministerial interest indicated is the first hint that he, and the HMII, are working on other priorities, although at this stage there is no indication that these other priorities may be in the same curricular areas. The letter to Sir James when it came was dated 14th April, and was very much softer in tone saying that:

> ...it may be a little while before the Government
>
> can come to firm conclusions. (app.11 l)

The June meeting of the CCC, therefore, had to proceed without the Secretary of State's response, and the minute records:

> The assessor explained that the General
>
> Election and other matters had intervened
>
> and had unfortunately the Government's reaction
>
> to this and other pending statements of position.

The 'other matters' may well have included the preparation within the Department of the document "Curriculum and Assessment in Scotland: a Policy for the 90s". (to be discussed in ch. 11)

The existence of this document was intimated to all former members of the Education 10-14 Programme Directing Committee in a letter from McNicoll in November 1987. His conclusion was highly significant in view of the fact the the Minister's response was not yet known

> I imagine that you and your colleagues will regret that the
>
> full recommendations of the PDC are not to be implemented
>
> in quite the ways which had been proposed. This of
>
> course is a common fate of reports, educational or otherwise.
>
> I am sure, however, that the work of the PDC has already
>
> been,and will continue to be immensely influential for many years
>
> to come. (app.11 m)

This statement, both pragmatic and prophetic, can be seen as the final nail in the coffin of the Report. The Consultation Paper referred to had been produced within the SED and had probably been in preparation in the later

stages of the PDC's work. It calls into question the role of HMI assessors in committees such as the PDC. Legitimately, it could be asked why, if there was such work going on, or at least discussions taking place, was not the PDC informed. Were the HMII simply not saying, or was the Consultation Paper's gestation not itself a matter of common knowledge in all parts of the SED. The present writer attended a meeting of secondary headteachers where an HMI indicated that he had been unaware of the document. Speaking later,McNicoll recalled:

> The origin of(5-14) ...has thrown up a number
> of interesting issues. The origin of that, of course,
> was a completely unexpected Forsyth consultation
> paper, "Curriculum and Assessment: a Policy for
> the 90s", which I learned of a few weeks before it
> actually came out. (app.1 p.391)

The CCC found itself merely one among a list of bodies being consulted. This is the first major reference to a new player on the scene, namely Michael Forsyth, the new Education Minister. His influence will be discussed later, but it must have been clear to all concerned that things were changing, that the old relationships were altering and that established ways of working were being dismantled. This 'episode' in the 10-14 story could be said to have concluded with a letter from J W L Lonie to David McNicoll on 3rd May outlining the Government's response to 10-14. (app.11 n)
Lonie's letter indicated that:

> Since the 10-14 programme was set in train and
> the Report completed the circumstances underlying
> the revision of educational policy have changed.

These 'circumstances' are expressed in terms of reappraisal of the effects of Standard Grade and Action Plan developments on the individual teacher, and Lonie sets out in his letter to look at the relationships between the 10-14 Report and the Minister's Consultation Paper:

> and in so doing to offer a fuller response to the
> 10-14 Report than was possible within the confines
> of the consultation document.

The Consultation Paper, which will be examined in detail in chapter 11 in the context of the 5-14 development, had already caused some offence to the

PDC members. Paragraph 10 was the offending one dealing as it did directly with the 10-14 Report:

> ...the method of curriculum development
> through separate efforts of individual groups
> of schools and teachers locally, as proposed
> by the sub-committee, was not considered by
> education authorities and school managers,
> nor by the CCC,to be workable, acceptable
> or an effective use of teachers' time and energy.
> The Government shares these doubts and, more
> generally, while acknowledging that there is much
> that is helpful in the 10-14 Report, and in the
> modifications proposed by the CCC, the Government
> does not believe that its key recommendations would
> achieve the desired improvement in quality and
> standards.

The words "quality" and "standards" introduced new elements into the debate, a new emphasis, redolent of the language of the Black Papers of the 1960s and 1970s. The Paper had pre-empted the Minister's official response in a way which would have been unthinkable in the past . The normal protocols had not been followed, and speaking much later, the PDC chairman said that paragraph 10 had "hurt very much" (app.1 p.412) Lonie's letter accepted the 10-14's key principles of coherence, continuity and progression and welcomed the notion of "desirable outcomes". The Report's recommendations on assessment and recording were generally welcomed as were the sections on pastoral care.

However, Lonie then went on to deal with the "differences". He rejected a view of the curriculum based "primarily on the psychology and the needs of the individual learner." His alternative, that:

> The requirements and expectations of society
> - a society where enterprise and competition
> must be increasingly valued if we are to maintain
> our place in the world community - must be a main
> determinant of what schools teach; knowledge must
> also be structured in a way which permits disciplined

> study and imparts to children the ability to marshall and
> utilise facts and experiences.

introduced a political element into the debate which had not been present in the responses to the Report in any significant way. The introduction of the concepts of "enterprise", "disciplined study" and marshalling of facts had its origins in internal Departmental discussions, which had their parallel in the National Curriculum debate taking place in England and Wales, which had underpinned Action Plan and which were at the heart of TVEI. Lonie went on to argue that the "curriculum at P6 and P7 should be as purposeful, rigorous and stimulating as that in the secondary stages".

This last point was indeed unexpected. The consensus in the profession was that it was S1 and S2 which lacked "rigour" and the phenomenon of the "dip" in achievement or of pupils "marking time" because of a "fresh start" approach in the secondary was recognised by many teachers, and had been one of the "raisons d' etre" of the 10-14 Committee.

The model of delivery was, not surprisingly, criticised and Lonie stated

> The Government believe that national development in
> Scottish education is best accompanied by appropriate
> and cost-effective national support and that development
> should be even and consistent across the country.

This really was the heart of the matter. The traditional concept of partnership was being re-defined. Bruce Millan's words on the impossibility of policy implementation by Ministerial fiat were not being heeded. The issue of cost was being linked with a centrally-driven model of implementation and the notion of evenness and consistency was diametrically opposed to the PDC's vision of development by evolution. Lonie"s letter used the argument of teacher overload to dismiss the PDC's model, giving the impression that what the 10-14 Report was advocating was close to anarchy, with totally uncoordinated local developments taking place all over the country with the attendant dangers of duplication of effort.

Speaking later, Smyth took up this point:

> They [SED officials] didn't know how to read the reality
> of the Scottish situation. It sounded to them as if we were
> saying "let little groups of schools associated with
> secondaries work out their own solutions to the problems."

> To them that was appalling - it was a recipe for chaos. But
> anybody immersed in the situation knows that if you get a
> group of teachers together from a primary and secondary
> the first thing they do is to ask " what do THEY want us to
> do? What is the regional policy and what is the national
> policy as far as we understand it?" They make this their
> starting point and they'll happily fit into it. (app.1 p.457)

Bone,the longest serving Principal of a Scottish College of Education, referred to this Scottish characteristic also in his interview (app.1). But what was significant in Lonie's letter was the rejection of the CCC's suggestion of a limited TVEI - style pilot. One would have thought that this would have been attractive, unless an alternative model had already been decided upon? The 5-14 Development Programme was already underway within the CCC, as McNicoll acknowledged (app.1).

Lonie's letter ended with what must have seemed like a hollow vote of thanks to the members of the PDC while at the same time making it clear that there were " real differences of emphasis and approach between the 10-14 Report and the Government's proposals".

Thus, the parting of the ways was complete. Key differences did exist on the nature of the partnership upon which policy should be built; on the mode of delivery of curricular change; on the nature of the problems facing primary and early secondary schooling; and on the efficiency and cost-effectiveness of structures. There was clearly emerging a new drive to implement change at a pace which was not consonant with the previous protocols and the traditional understandings of how things were done.

10.4 The Final Salvos

The writing had been on the wall, so to speak, since the Minister's press release in 1986. The issue of the Consultation Paper had simply added to the sense of "betrayal" which had been felt by some PDC members and expressed in letters to Munn by Menzies and Smyth. That same sense of hurt is still to be found in PDC members at the time of writing, and it is difficult to think that in such experienced, national figures it was simply a feeling of pique or of having their views questioned. There appears to be a deeper

sense that the accepted mores had been set aside and that the thrust was now no longer educational but political. Robertson, writing to Menzies in December 1987 expressed disbelief at paragraph 10 of the Consultation Paper calling it "a travesty" and arguing that the paper deliberately misrepresented the views of respondents to the Report. He went on to say:

> I cannot help feeling that there are non-educational
> factors at work in the government's perceptions. All
> members of the Inspectorate we met throughout the
> course of our deliberations seemed to favour an
> educational model which aligned the education of
> pupils at the P6/7 and S1/2 stages in calculated ways
> to remove harmful discontinuities......However effective
> the guidelines which the CCC may produce, the
> government is bound to discover in the fullness of
> time that there is no way of effectively implementing
> its own curriculum and assessment policy from 5-14
> without setting up structures like those proposed in the
> 10-14 Report. (app.11 o)

The CCC had registered its dismay at the comments in the Consultation Paper, but as McNicoll said later, it was the CCC which had to plan the delivery of 5-14, and its new constitution as a limited company by guarantee would change its relationship with the Department anyway.

Undaunted, Smyth and Adams, both now employees of the new SCCC wrote a 12 page discussion document on Lonie's letter which they sent to the new Chairperson of the SCCC, Sister Marie Gallagher. (app.11 p) It was in fact a fairly restrained and closely argued point-by-point refutation of the letter, which started with "areas of agreement", looked at "differences" one by one, and concluded that the letter begs the question whether the proposed 5-14 machinery can be claimed "to offer a more realistic means of improving education" when it hadn't been tried - and it hadn't even been costed.

10-14 was now, officially, dead. Its principles of coherence, continuity and progression lived on in the 5-14 programme but its approach both to the structure of the curriculum and to the implementation of its recommendations had been buried.... or so it seemed. 5-14 was in its infancy and was built on a different model of delivery. It remained to be seen whether the pursuit of

evenness and consistency would be achievable in fact.

10.5 Conclusions

The 10-14 debate had gone on throughout almost the entire decade. Its existence parallelled the so-called 'Thatcher years" - the period from 1979 when the Conservative Government came into power. The formation of the PDC after the initial debate, fuelled by the Starter Paper, its deliberations, publication and eventual replacement by the Consultation Paper and the 5-14 Development Programme, all took place against a changing political background. Three terms of office; large Parliamentary majorities; the emergence of the so-called 'New Right' within the Conservative Party and its willingness to force through changes in Education as well as elsewhere, often with legislation, at a pace which was, comparatively, very fast; all of this was the backdrop to the work of the PDC.

Whether the PDC was 'naive' in its views is difficult to say. The complaint, raised by members that the HMI assessors, whose role was to act as touchstones, barometers and intermediaries between committees and the Department, had not given them any inkling of the shift in climate may indicate an internal change within the SED. McNicoll, speaking later about the change in the late 1980s from the CCC to the SCCC, and, in particular, his own new role as Chief Executive, no longer officially a civil servant, observed

> In terms of day-to-day knocking into people
> in the corridor, both Inspectorate and SED
> officials, and getting early warning, whether
> deliberately or by accident, of things that
> were likely to be happening so that my antennae
> could be out and anticipate, I lost that.   (app1 p389)

This metaphor of the insect with its antennae picking up early warning signs, is often used of Inspectors, particularly in the role as assessors. McNicoll commented on this also:

> As assessors, they really should be sticking
> to giving what they perceive is a Secretary
> of State's view.   (app.1 p.392)   .

Whether this happened in the case of 10-14 or whether the assessors themselves were unaware of the changes in climate taking place will be discussed later, but by 1988 the whole approach to educational policy-making and curriculum development in the primary and early secondary sector had changed. The key concepts of partnership, delivery, accountability, ownership and control were being re-defined , and against a background which seemed to be driven by ideology rather than by consensus.

What were the imperatives behind this change? What were their antecedents? What were their effects going to be on Scottish educational policy-making into the 90s? The 5-14 Development Programme is worth looking at in this regard, particularly, always bearing in mind Bruce Millan's comment about Ministerial fiat, to examine whether the new approach could actually 'deliver' a more even, consistent and cost-effective curricular change.

In chapter 2, it was argued that a conceptual framework which centred on the twin ideas of "relationships" and "ownership" might be useful in our analysis of educational policy making. In addition, the "assumptive world" of the policy community and the changing nature of that community are crucially important. The final component must be the changing political climate, the gradual assertion, nationally across Great Britain, of a political-educational ideology which , as we will see in chapter 11, has its roots in a stand of Right-wing thinking traceable to the Black Papers. Included in the Scottish picture is the arrival on the scene of Michael Forsyth as Education minister in 1987. While, it will be argued, the "Forsyth factor" cannot be used to explain all of the changes in attitude on the part of central government, his strand of political thought and his style of operation had a significant effect on the Scottish education scene.

It is clear from the evidence of the final, often acrimonious, debate which surrounded the demise of the 10-14 Report and the launch of the Consultative Paper which heralded the start of 5-14, that the key concerns on the part of those who opposed aspects of the Report centred less on matters of curriculum design than on implementation, cost and effectiveness of the changes as the applied to classrooms.   The context of industrial action is significant, as is the fact that in England and Wales, the introduction of a

National Curriculum had been signalled. To what extent the NC can be seen as part of the cause of 10-14's demise while at the same time the 10-14 Report (and other recent national developments like Munn/Dunning and Action Plan) can be seen as having prevented the worst excesses of the NC being imposed on the Scottish system, is a paradox - or irony - which will be considered in the final chapter.

10-14's model was certainly high on teacher autonomy. It did not seek to impose timescales nor did it suggest that all schools proceed at the same pace or even on the same fronts. Its recommendation that:

> Each school should, as a principle, have autonomy
> within agreed guidelines. (p. 193 - 14.80.)

has become something of a slogan in the debate currently taking place about the 5-14 programme. It is worth noting that the word "agreed" is crucial, since it accords with the report's earlier recommendation that " the function of the authority remains crucially important" (14.75) and, later, the view that secondary and primary schools, working in partnership, should "submit a long term plan to the education authority." (14.81)

The emphasis was, therefore on partnership, on autonomy and the education authorities were urged to provide "supportive commitment" form its directorate and advisorate staff, with experienced teachers, funded by central government, used to "help local co-ordinating teams and their working parties to develop their own expertise." (14.95)

It is significant that in its 98 recommendations there was no separate section on the role of the SED. The CCC merited one recommendation:

> The CCC should locate a 10-14 Committee of some weight
> in its own structure to co-ordinate development work. It
> should be responsible for establishing an information
> centre, a clearing house, and a network for communication
> in association with education authorities. (14.97)

Thus it was to be a development which was local in focus, requiring national support and relying on networks based on partnership between local authorities and central agencies. But it lacked all of the external controls already surfacing in the NC debate south of the border. It had no specific plans for external, national moderation of standards, through testing or any other mechanism. Nor were there any recommendations which sought to

establish levels of attainment of a comparative nature within classrooms or across the country. Thus control and fiat were low in its considerations.

We have shown that the Report was not met with unanimous approval when it was published. It would be difficult to point to any such national report which has won universal acclaim. The members of the committee, it appears, were pragmatic in their expectations, producing " fall-back positions" and ready to agree to pilot schemes etc.

But the inescapable conclusion is that the report was rejected on grounds which had little to do with epistemological concerns or cost or even the 'assertive tone" of the document. Rather it was about the model of delivery, the failure to specify aims and objectives and ensure national adherence to them, the lack of explicit consideration of "standards" and mechanisms for ensuring their achievement, and the omission of any external system of ensuring that agreed levels of attainment were being reached.

A new approach was now being taken, heralded by the consultation paper "Curriculum and Assessment in Scotland : A Policy for the 90s".

How was it that the approach taken by the 10-14 Committee, its method of working, its underlying assumptions, its belief in notions which had persisted in the Scottish education policy making scene for decades and its confidence that even although its proposals were in some respects controversial, nevertheless its general approach was acceptable to government and to the profession, was proved to be so out of tune with the prevailing political climate? What was the role of the Department? And, most importantly, what were the salient features of the new model, where had it come from and would the new approach be likely to be more successful in ensuring change in the classrooms than what had gone before?

To answer these questions it is necessary to look at the development over the period in question of Conservative educational thinking - in particular the rise of a Right -wing ideology supported by influential educational thinkers - and to examine the early stages of 5-14 which can be documented. It will be important to try to establish whether some 3/4 years of a new radical approach at the SOED has significantly and materially altered the policy community, or whether the underlying features which we have identified are still in place, and, indeed, are still necessary for the successful implementation of policy.

CHAPTER 11   A NEW AGENDA - THE MARKET MODEL

CHAPTER 11   A NEW AGENDA - THE MARKET MODEL

" Grace is given by God, but knowledge is
bought in the market."

A. H. Clough "Dipsychus"

11. 1.   A New starter for 10.

The publication in November 1987 of the consultation paper ' Curriculum
and Assessment in Scotland ; A Policy for the 90s" was , to borrow the
phrase from University Challenge, a "starter for 10". It was a starter paper
very different in tone from that which launched the 10-14 programme. It was
about "action" not debate, about "weaknesses" not issues, about "proposals"
which were clearly not for consultation and which had the spectre - some
would say threat - of legislation behind them.
From the point of view of the 10-14 Committee the most significant, and the
most objectionable, part of this document was paragraph 10:

> The Government recognises that other bodies, in particular
> the Consultative Committee on the Curriculum, have
> concerned themselves with broadly the issues raised in this
> section. The report " Education 10-14 in Scotland" prepared
> by a sub-committee of the CCC has been the subject of wide
> consultation and discussion, following which the CCC has
> formally submitted its advice to the Secretary of State. This
> exercise has made an important contribution to the identification
> of issues and in the discussion of the effectiveness of education
> for that age group. However, the method of curriculum development
> through the separate efforts of groups of schools and teachers
> locally, as proposed by the sub-committee, was not considered by
> education authorities and school managers, nor by the CCC, to
> be workable, acceptable or an effective use of teachers' time
> and energy. The Government shares these doubts, and more
> generally, while acknowledging that there is much that is
> helpful in the 10-14 Report, and in the modifications proposed

> by the CCC, the Government does not believe that its key
> recommendations would achieve the desired improvement
> in quality and standards.

It should be said, at this point, that the word "standards" is significant. Not only did it not appear in the remit of the 10-14 Committee, but had not been, in Scotland, the subject of the same intense debate as it had in England and Wales. The concern about a hidden agenda was raised again, just as it had by Entwistle (ch. 7) in the context of the original starter paper for 10-14. It has been argued recently by McPherson in a television interview with Sir Claus Moser that this is because of the historical fact that a larger proportion of Scots have been educated to a higher standard, have therefore had more confidence in the system and have seen themselves in partnership with their schools. In addition, as we saw in chapter 6, the so-called "progressive" movement did not gain the same kind of hold over primary schools in Scotland as it did south of the border, and traditional methods were found, to the dismay of the Inspectorate, to be very much in evidence. What were the grounds of the concerns expressed in the consultation paper? Given McNicoll's comment about his surprise at the publication of the consultation paper, and the emphasis in it on National Testing what can we conclude about its origins and purposes?

Robertson has observed:

> It surprises me that it happened - but it doesn't surprise me
> given the content of it. No HMI in his right mind would have
> suggested Testing for pupils in P4 and P7. But I can't believe
> that chief inspectors and the like were unaware.
> You see one of the things that was claimed was that paragraph
> 10 had been slightly laundered before it came out. God knows
> what they said originally!   (app.1 p.416)

The role of the Inspectorate, and of senior civil servants has already been alluded to in chapter 10, and will surface again in the context of 5-14. Access to the internal discussions which take place between officials and Ministers on contemporary issues is impossible, but McPherson et al have provided some historical insights; some of the interviewees have offered comment, and the writer, as member of the National Steering Committee on Staff Development 5-14 has experienced some of the tensions which can

exist.

Robertson has commented on this issue:

> I think it indicates a difference of opinion between the Inspectorate
> and the politicians. To some extent we [the committee] had a feeling
> that it was really going against the grain of other things we were trying
> to do. It was about the time when they were playing down the
> secondary school and its associated primary schools because they
> wanted a School Board for every school. It was at the time when
> the feeling among people in the local authorities who were saying,
> look, this is quite important - look at the school system as a
> secondary and its associated primaries - but they didn't want that.
> They wanted to give parents choice. There was a whole number
> were politically against it. The declared opposition to the 10-14
> (we didn't communicate directly with the Minister) was seen in the
> SED officials; people like Russell Hillhouse didn't like the Report.
>
> (app.1 p.412)

This notion of "political" opposition, and the reference to previous legislation
including the so-called "parents' charter" and the introduction of school
Boards (and, more recently, the opportunity for schools to opt out of local
authority control) are features of the 1980s, indicators of a political direction
which had not been apparent at the beginning of the decade. The influence
of SED officials, not, in most definitions, members of the policy community
necessarily, and not sharing the same assumptive world as the HMI, for
example, was emerging as an important factor. When senior HMI, including
the secretary to the CCC, were unaware of important publications, in
advance, then it seems inescapable that the conclusion which is drawn by
Robertson is valid.

Liddell, a member of the Review and Development Group on English
Language, supports Robertson's view of the role of the administrators within
the SED:

> My instinct is that the recent change of Minister is significant. The
> RDG saw that they had a golden opportunity to build in what they
> saw as a coherent language development programme, replacing
> the old Latinate structures beloved of Michael Forsyth, which
> could give teachers a sense of security. Iain Lang is unhappy

> with our report since his view was informed by an internal
> civil service report written by a non educationalist who advocated
> a return to Latin grammar. We have come up with a developmental
> model.   (app.1 p.347)

Liddell's comments are interesting not only because the issue of standards and a return to methods of a previous (halcyon?) age are topical at the time of writing, but because the issue of Ministerial opposition to the work of RDGs has become something of a feature of 5-14, as we will see later in the chapter. But the matter of civil servants, as opposed to educational professionals within the Department, writing seminal papers - perhaps to order - is significant. It represents a departure from established practice, involves people other than the policy community in positions which can directly influence policy, and constitutes an intervention in the traditional process of the Minister setting up a committee, perhaps through the CCC, allowing it to report and consult, and then deciding if and how to implement. Now, it appeared that a much more direct interventionist stance was being taken.

Roger has argued that the consultation paper and the treatment by the Minister of the responses to it represent:

> ...a shift in policy-making style in Scotland from debate
> followed by consensus to consultation followed by
> imposition.   (p.1)

Before we go on to consider this thesis in the light of the 5-14 Development Programme as it has emerged to date, it is important to place Michael Forsyth and the "New Right" in some historical context, and, in so doing, to try understand how the changes in policy-making have come about in the late 1980s. In addition, the more important issue of whether the new model implied in the consultation paper and in the 5-14 proposals is likely to be more effective than, or indeed radically from, the traditional models in practice will be considered.

11. 2   Conservative Education Policy

In a recent study of Conservative education policy, Knight[2] (1990) has argued that the period 1974 - 1976 was something of a turning point in

Conservative Party thinking, and that the five years in opposition (1974 - 1979) resulted in a " new Tory radicalism based on nineteenth-century free-market anti-statism" (p. 90). Two of the most influential Conservative Party figures were Margaret Thatcher and Sir Keith Joseph who "believed the failure of the 1970-1974 Heath government " marked the end of the post-war consensus"[3] (p. 90) and were instrumental in setting up a number of study groups " whose aim was to develop new ideas" (p. 90) and one of which was the "Education Study Group (CPESG):

> - which would be comprised of [sic] a number of CEs committed
> to challenging the ideas of the educational "experts" of the left
> and turning what was seen as the one-time politically unthinkable
> into the everyday common sense wisdom of tomorrow. (p. 91) [4]

While Knight is at pains to point out that the accession to the Tory leadership of Margaret Thatcher was not the beginning of the "Conservative Educationalists'" launch of a "radical backlash in education politics" (p. 93),[5] nevertheless he points to her appointment of Maude and Joseph to key policy posts as a clear indication of her support for the Right-Wing educational views of the CE. Patten and Boyson, two others who had declared themselves as "defenders of excellence" were also to become instrumental in determining and articulating the Conservative education programme in the period in Opposition leading up to the Conservative victory in 1979 which has seen them in power until the present day.

One of the principle platforms of Conservative education policy was, as Maude had written in 1969:

> It is necessary to get very tough with the egalitarians, who
> would abolish or lower standards out of sympathy with those
> who fail to measure up to them. We must reject the chimera
> of equality and proclaim the ideal of quality. (p.95)[6]

and the task of the Conservative Party under Thatcher was to convert these sentiments into a policy which "would seek to enfranchise parents through parental choice and which would reflect some hardening of attitudes of Conservative groups against comprehensive schools." (p. 95).[7]

11.2 (i) 1950 -1974

Knight's thesis is that from 1950 to 1974 the Conservative Party "failed to fashion an educational policy in line with Conservative philosophy" but, he argues, in the period we are considering, from 1975 onwards, it:

> formulated such a policy (of sound basic skills, choice of schools and academic excellence) largely at the behest of the
> *Conservative Educationalists* (CEs) (p. 3)

Knight argues that prior to 1975, and during the 60s in particular, a consensus had developed, cross-party, against, for example, the 11+ although there was not the same consensus about comprehensive education which, according to Conservatives, were threatening the grammar school and putting in jeopardy the prospects of more able children:

> It is estimated that, at present, not more than 25% or so
> of our children can benefit from a grammar school or
> academic kind of education....(p. 31)¯

Knight describes the political consensus in personality terms, pointing out that the Education spokesmen in both major parties were significant:

> Part of the problem, of course, was Boyle. Boyle was not a traditional
> Tory politician; he was radical social democrat and, like Crosland, he
> represented liberal social democracy and its ideals at work.
> Significantly, Boyle and Crosland were friends.   (p. 34)

However, at this time, Maude, Boyson and others were publishing papers and pamphlets arguing for the re-introduction of selection and expressing fears that the Conservative Party " lacked a philosophy". (p. 44) Black Paper number one "Fight for Education" was launched in 1969 followed in the same year by number two "The Crisis in Education" and Boyle warned the Party conference of that year that moderation in the debate was necessary and that a "shrill and peevish tone" was unhelpful. However, it was the arrival as Education Secretary in 1970 of Margaret Thatcher which gave the Black Paper writers, or "preservationists" (Knight) the support in terms of party policy which they needed.

One of her first acts was to withdraw Circulars 10/65 and 10/66 and replace them with 10/70 removing from local authorities the obligation to re-organise secondary schooling on comprehensive lines. More importantly, however, for the present study was the fact, as Knight puts it, that she became a Black paper "convert".

Meanwhile, in the body of the Tory Party more debate was being generated by Right-Wing thinkers in publications such as the "Swinton Journal", in monographs by Boyson and at party conferences. The Conservative National Advisory Committee on Education (CNACE) produced a pamphlet entitled " Opportunity and Choice in Education" and sent it to Thatcher on the eve of the 1974 General Election. It influenced the Party manifesto but , in the view of Knight, the party, while sharing many of the concerns of the Black Paper writers, " still had to accept their remedies." After the loss of office in 1974, a new set of ideas would be required.

11.2. (ii) 1974 until the present

The period 1979 until 1990 is often referred to as "the Thatcher years" in general political terms, yet in education the span is greater given her appointment as Education Secretary in 1970. Knight has argued, however, that while she had undoubted sympathy with the views of the Black Paper writers up until 1974, she had little inclination to adopt their strategies. Indeed, as it is often pointed out, in her term of office as Minister, more comprehensive schools were established than at any time before or since! Thus it is the period from her election as leader of the party in 1974 which heralded, in Knight's words an " educational counter-revolution" (p.85), which is significant in our attempt to trace the growth of an ideology which would come to influence educational policy-making in Scotland and, as some will argue later, find its apotheosis in Michael Forsyth as Scottish Education Minister in the late 80s.

Knight argues that the period in Opposition from '74 to '79 saw a Conservative re-assessment of education policy and its place in its overall philosophy. The Right, he argues, wanted schooling to be the main thrust in a cultural re-evaluation of society, and the notion of "excellence in education" began to take the centre stage in education policy-making.

A "cultural literacy for the nation's schools" (Ranelagh; p. 101 Knight) [13] became an important aim in the Conservative attempt to " find an educational philosophy to fight Labour." [14] (p. 101) Up until then, it had been accepted that the theory, the philosophy, the ideology had been dominated by Left-wing thinkers. Now, in the wake of crises like the William Tyndale. affair, and

spurred on by a growing Right-wing "think-tank", a Conservative philosophy was emerging under the twin banner of "standards" and " parental choice and involvement". (p. 101)[15] This was to include:

>...the reintroduction of national standards in the 3Rs (which
>had been abandoned by Labour in 1966); a strengthening
>of the schools inspectorate to ensure that these standards
>were made effective in the classrooms; greater emphasis on
>religious education and school discipline; and the
>discouragement of the practice of using children as guinea-pigs
>for the purpose of trying out new teaching methods. (p. 101) [16]

These issues are still alive today and, while some of the strategies may differ (e.g. the role of the Inspectorate), the concerns expressed in 1975 have clear echoes in the Ministers comments on the 10-14 Report. The issue of mixed-ability teaching was raised by the Labour Government's Bill in 1975 with the object of " the abolition of selection in secondary education" and the Conservative fear was that social engineering was the clear aim of the Bill. Upstaged by Callaghan's Ruskin College speech on education standards, heralding a Great Debate, nevertheless the Conservatives embarked on what Knight has called a "crystallisation of....education policy." (p.109)[17] In a typically robust speech, and in language reminiscent of a Ministerial colleague on another contentious issue, Boyson argued:

>The forces of the right in education are on the offensive.
>The blood is flowing form the other side now. (p. 109)[18]

Vouchers and the publication of examination results became at one and the same time a focus for attention and a source of internal disunity in the Conservative Party. However, Knight argues:

>It was during the period 1976-1978 that the CEs [Conservative
>Educationalists] were able to develop so much of what has
>subsequently become Conservative education policy in
>Government: the stress on high standards; the extension of
>parental rights; the sponsoring of the Assisted Places scheme
>and the retention of such selective schools as survived. (p. 110)[19]

At this point the Black Paper group and education policy-formulation were hand-in-hand and an illustration of this is the way in which the publication of Bennett's study[20] (1977) was used by each to argue the case for traditional

teaching methods. Leon Brittan's pamphlet on " How to save Your Schools",
Knight argues, was an illustration of the convergence of Black Paper and
Party thinking, and they were united in their opposition to Shirley Williams
who had become Education minister. After the 1976 Education Act which re-
asserted Labour's commitment to comprehensive education, the
Conservative Party launched a "Standards 77" campaign. But there was still
evidence of internal friction with Stevas and Boyson, representing the two
strands of thought unable to agree on tactics to defeat Labour in its
education policy. Boyson, in 1978, unilaterally released the examination
results for Manchester schools, prompting Stevas to state publicly that the
publication of examination results was not Party policy.

It was at this time that an impressive array of academics were aligning
themselves with the Conservative Party on education. Cox and Sexton had
already been involved in advising Ministers; Bantock had contributed to the
Black Papers; Beloff was appearing on official Conservative Party platforms;
and offers of contributions to further Black Papers were coming in.

The election of a Conservative Government in 1979 did not, at first, signal a
new radical right-wing approach in education. Carlisle was the Minister and
was seen as being unsympathetic to the views of right-wing Conservatives:

> I thought Boyson was too over-zealous on schools. When I took
> over in 1979 the education system was still in a fair amount of
> disarray and I did not want Boyson to upset the teachers. I wanted
> a conciliatory rather than provocative approach. (p. 138)[21]

This recognition of the potential for disruption in the system of an "over-
zealous" Minister will be considered later in the context of Scotland and
Forsyth, but what emerged in the early years of the Thatcher government
was a growing dissatisfaction on the part of the Right at what they considered
to be a "soft" interpretation by the 1980 Act of their agenda for action.

Sir Keith Joseph's arrival as Secretary of State for Education and Science in
1981 produced a clearer vision of what education should be like and policies
to realise that vision were pursued. His own educational philosophy was, in
his own words:

> Like Angus Maude, I was a One Nation group member in 1956.
> We believed levelling in schools had to stop and that excellence
> (discrimination) had to return. Our key perception was

differentiation. We equated the stretching of children, at all levels
of ability, with caring. Our aim was to achieve rigour in the school
curriculum. Later, I was much influenced by Maude's views in " The
Common Problem", and the Black Papers. The Black Papers
responded to a strong national perception, that there was a
vast gap between what people received and what people
needed in education. Because of the fall in birth-rate and
school rolls, I decided, when I took office in 1981, to go for
quality not *quantity.* For too long popular high expectations
of education had led to popular disappointments. Large
sections of the nation were eager for improvements. We
wanted to satisfy the thirst for good education. (p. 152) [22]

Joseph's influence on education - and on Thatcher's views - were
considerable, and the alignment with Black Paper views is significant. He
had a vision of his role and of the place of education, and his belief in
"market" solutions to social and educational problems brought a new
impetus to education policy-making and gave more prominence to education
on the political agenda. Within the Party, Knight argues, there were two
principal schools of thought, the "centralisers" who were against a system of
vouchers for schooling and the "decentralisers" who wanted vouchers, who
wanted the market-model to be taken to its logical conclusion. Joseph, while
sympathetic to the latter group, felt vouchers to be impracticable, and in the
manifesto for the 1983 election, argued for stable schools, strong discipline
and clear moral standards.

Thus, as the second term of Conservative Government began, and as the 10-
14 Committee entered its second year of work, the Right wing of the
Conservative party had not yet succeeded in establishing any of its more
radical ideas as official policy. Certainly, the move towards parental choice
had begun, standards were being discussed in England and Wales and
Joseph was keen to put the "quality of education" on the agenda.

Knight argues that it was between 1983 and 1986 that the word "relevance"
began to emerge as the key to quality in the secondary school curriculum.
Joseph himself took responsibility in 1983 for education 16-19 and became
involved with TVEI, and with MSC in its proposals for the post-16 age group.
At the same time, while Boyson had transferred to the DHSS, the influence of

the Black Paper wing of the education movement within the Party remained since Dunn became the new Minister for schools. He had close links with the pro-voucher movement and was committed to the notion of "centres of excellence".

Dunn commented, several years later, that:

> Up until about 1974 the Conservative Party in Parliament
> did not have men in it with any real experience of the state
> education system. Boyson's arrival changed all that. From
> 1975 the Party was at last able to devise a positive educational
> policy of its own.   (P. 168) [23]

The influence of people like Boyson is evident all through the period of the mid 1970s and 1980s, although his approach did not always find favour with the Minister of the day. In 1984, Joseph launched a new programme of reform under the banner of "breadth, balance, relevance and differentiation." More clearly defined learning objectives became one of the aims. At the same time, Lord Young became involved in education policy. His closeness to Thatcher ensured that his ideas would be influential within the Party, and he contributed to several White Papers and circulars (Knight, p. 169) [24] most notably on the theme of the relevance of schooling to the needs of industry. This partnership of Joseph and Young saw the beginning of the emphasis on the need to define the curriculum nationally from 5-16, and Knight observes that the pursuit of excellence became synonymous with the pursuit of " clear objectives". (p. 170) [25]

Three major shifts occurred in Conservative education policy at this time. Joseph announced that " in future, between 80 and 90% of all pupils would have to aim at better than the existing average"; the examination system should " gradually be shifted from an emphasis on relative values to stressing absolute values (from norm-referencing to criterion-referencing); and finally there would need to be defined more clearly " what children should expect to be taught, to what level of attainment, in accordance with each child's stage of development and ability." (p. 170) [26]

It is worth remembering at this point, although we will look specifically at Scotland later in this chapter, that the Scottish system had already embarked on a programme in the Secondary sector to try to ensure that all pupils leaving the system would be achieving at their appropriate level, certificated

in a "criterion-referenced" way. The definition of the curriculum 14-16 had taken place, and the 10-14 age group was under review. Soon the Action Plan would ensure that the 16+ age group would be the target of new approaches in line with current Government thinking.

However, there were dissenting voices in the Party on the notion of "relevance". Scruton and others argued the traditionalist line of intellectual discipline for its own sake, and argued that it was the "irrelevant" subjects - "the great dead languages, higher mathematics and literary criticism" that were the most important in developing the individual's moral sense. Knight argues that in the mid 1980s "the fight for education was now redefined as a fight for the moral health of the nation" (p. 176), and points to the growing influence of people like Bantock and Vaizey in arguing that the amount of money invested in the state education system was not leading to a rise in standards, and that the "traditional curriculum" for the most able should not be adulterated by the provision of more suitable courses for the "lower achiever".

TVEI became a flag-ship designed to make education meet the needs of industry, although voices within the Party such as that of Enoch Powell warned that an "inhuman and barbarous state" would be the result of an education system which promoted science and technology above the arts and literature. Nevertheless, in 1985 the White Paper " Better Schools", described by Knight as "a modern Black Paper" was designed, in the words of one Conservative educationalist, as " a restoration of a common-sense approach to education in place of Labour's dogma." (p. 175)

The industrial action which took place in the mid 1980s in Scotland was parallelled by similar disruption in England and Wales, and accelerated the introduction of a National Curriculum 5-16. The so-called "moral majority" was being mobilised and order would be restored to the system by a "core curriculum".

Knight observes that when Joseph left office in 1986 the debate in education had been shifted from "selection" - an arid debate which the Conservatives would not win - to "differentiation", i.e. the provision of more choice within schools and more selection internally. The combination of the market and "parent power" had not emerged as radically as some would like, and it was not until Baker took over at the DES that the strategy, in the third term of

Conservative government in 1987, began to be enacted in legislation to allow schools to opt-out of local government control (preceded in Scotland by the establishment of School Boards for every school), in the introduction in England and Wales of the National Curriculum 5-16, the creation of City Technology Colleges as centres of excellence, the extension of TVEI to all local authorities, and the proposals to introduce National Testing at key stages in pupils' primary and secondary education.

Thus while Knight argues that the right-wing, Black Paper philosophy increasingly influenced the Conservative Party's educational policy in the 70s and 80s, he also acknowledges that until the departure of Joseph there was always an unwillingness to embrace the radical ideas in their totality. There was still a belief, as he points out, in the " One Nation" approach, the need to preserve and maintain the state system and to improve it. The partnership with local authorities may still have been strained but there was no indication that it should disappear.

Instead, attention has focussed on the curriculum, on targets, on standards and on the relevance of what was being taught. It was the third term of Thatcher's Government which saw both the character of the Ministers in charge of the DES and SED change and the introduction of policies much more radical than those which had so far been seen to be possible.

Thus, when we come to look at what replaced the 10-14 programme, and reflect on why it was rejected, we have to put it into the context of the Conservative Party thinking in education, but with a Scottish perspective. If Scotland had indeed made some of the changes proposed by the Government already through its review of the secondary curriculum 14 - 16+ in the 1970s and 1980s, would the same kind of reforms be necessary north of the border? Would the traditional partnerships hold in Scotland in the face of a reforming, right-wing Minister? And would the mechanisms for curricular policy-making survive? An attempt will be made to answer these questions in the context of the 5-14 programme as it developed distinctively from 10-14.

11. 3. The 5-14 Development Programme.

As we have seen, the 1987 consultation paper " A Policy for.the 90s"[29]

effectively confined 10-14 to the dustbin of history and set the scene for what has become known as the 5-14 Development Programme. The paper itself is significant, however, since , as Roger et al have argued, as a case study, it is illustrative both of one instance of educational change and can " contribute to a general analysis of policy-making." (p. 13)[30]

The paper itself ran to a mere 13 pages yet it signalled fundamental changes in the organisation of education in primary and early secondary schools. Before looking at the analysis of it provided by the contributors to the book edited by Roger and Hartley, some of whom have offered views in the present study, it is worth looking at the paper itself (app.12) in some detail to try to determine its philosophy and its intentions.

11. 3. (i)   The Consultation Paper

The paper opens with a somewhat jingoistic claim that "we in Scotland are justly proud of our school system." (p.1)[31] Immediately, however, complacency is denied, and the issue of "standards" is introduced. The Government's role is described as one of "stewardship" - seen in rather sinister terms by Gatherer as we will discuss later - and the need for change is noted at the outset if standards are to improve. "Curricular and assessment practices" and "the basis on which ....policies in Scotland are determined" are singled out as two key aspects of policy which " need to be strengthened." Thus, the clear message is given that it is not just what is happening but how change takes place and who controls it which is at issue.

The proposals, however, are to take account of the existing machinery for "establishing and implementing policies" which have been successful in the past, and must "take full account of the distinctive character and traditions of the system." How far this is rhetoric or a genuine commitment will emerge as we consider the paper itself, and as we examine the early stages of 5-14.

The language of the paper is consistent with the issues which emerged in England and Wales in the 80s. In the section on "The Need for Action" the paper argues that "schools should offer a curriculum which is relevant", and argues for:

> i.   clearer definition than at present of the content and objectives
> of the curriculum;

ii   the establishment and implementation of satisfactory assessment policies in all schools, an integral part of which will be a requirement to assess children in certain key skills on a nationally standardised basis;

iii. better communication between schools and parents on the curriculum and assessment policies and practices of the school and better reporting on the progress of pupils;

iv. consistent application in schools of the nationally agreed approach to curriculum and assessment matters.   (pp. 1/2)[32]

The echoes of the Joseph proposals are clear in the use of the phrase " content and objectives of the curriculum", and the signalling of "nationally standardised" assessment - soon to be introduced as National Tests - was directly in line with the proposals of the National Curriculum. Better communication with parents seemed uncontentious, as was the recognition that schools should have their own policies within guidelines. The phrase "within nationally agreed standards" in relation to schools seemed sinister only in the context of what had gone before in the paragraphs, and because the word "standards" was seen to signal an approach, already taken in England and Wales, which could be seen as deriving from a Black Paper philosophy.

Paragraph 5 of the paper is interesting in our present study since it appears to re-iterate the partnership which we have argued lay at the heart of educational policy-making in Scotland. The role of the Secretary of State is emphasised, but only " in conjunction with the education authorities", but while acknowledging the successes of Standard Grade and Action Plan, the paper highlights "certain weaknesses" in the system which require to be addressed.

Among these weaknesses are the inconsistency of school policies on the curriculum across the country; the lack of clear definition of the curriculum, stage by stage; the lack of progress of pupils in P6/7 and S1/2; the need for guidelines on the curriculum P6 to S2; the inconsistency in approaches to assessment; and poor communication with parents.

It has to be said that these were the very concerns which prompted the setting up of the 10-14 Committee. So what was the difference? Why was the Report of that committee not acceptable. We have argued that its recommendations did not fit into the new Right-wing analysis of the role of education and the management of change. The "Curriculum Proposals" outlined in the paper tend to support this view.

Significantly, the proposals in the paper are explicitly linked (by the device of underlining) with other action to be taken on the supporting structures. Thus, the introduction of school boards is seen to be important in the " move towards the Government's objectives" (para 9).

The CCC is charged with issuing the guidance to schools on the curriculum S1 to S6 which the 10-14 Committee had known was in preparation. These guidelines were to include specific advice on " breadth and balance" and are to specify 9 core elements (including a compulsory foreign language) for all pupils. This was expected by the profession and had been discussed. It was the proposals on the primary curriculum which were the most significant:

> The key task is to establish for each aspect of the curriculum
> a nationally agreed set of guidelines setting out the aims
> of study, the content to be covered and the objectives to be
> achieved. (para. 14)

But it is the part which is not underlined where the real differences between 10-14 and 5-14 are seen . The consultation paper is clear that there should be a "broad indication of the standards that pupils should have reached" at each stage. Indeed the term 5-14 is used for the first time in paragraph 16, in recognition of the fact that 14+ had already been covered in Scotland.

The CCC is charged with the production of the curricular guidelines " as quickly as possible". The sense of urgency is apparent throughout the paper, a quickening of the pace and a sense in which a Governmental mind had been made up. This in a *consultation* paper seemed out of place and the words, to quote Edwin Morgan, seemed to come from " unironic lips".

The section headed " Consistency of Application, Information and Accountability" is interesting in the context of the present study, since it opens with a description of what we have argued is the traditional partnership and states:

> The Government recognises that for the most part both education
> authorities and schools work within nationally accepted parameters
> reflecting the consensus on what should be covered in the
> curriculum. (para. 21)[35]

It also recognises that local variations across the country may be necessary.
However, the issue of "accountability" is raised and it is the local authorities
and the schools which are to be made more accountable through the
publication for parents of "a set of statements of the aims and coverage of
each curricular area". This is an interesting development, a shifting of the
focus from central government to schools and local authorities and the
introduction of the role of watch-dog for parents. School boards are to be
involved by the requirement on headteachers to furnish them with a
statement of curricular policies. In addition, a copy is to be sent to HMI.
What is significant is that several times in a relatively short paper the
traditional partnership is referred to, but almost invariably it is followed by a
qualification:

> The success of these developments will depend on co-operation
> and agreement between schools, education authorities, national
> agencies and the Scottish Education Department. The Secretary
> of State wishes to continue to rely on that co-operation, which has
> been so valuable a force in the Scottish education system. It is,
> however, essential that the curriculum is fully achieved in every
> school......
>
> .....If there was evidence that education authorities were
> failing to ensure that schools fully observed national guidelines he
> would not rule out introducing legislation to ensure the proper
> implementation of national policy....(para. 26)[36]

It is difficult to find a rational justification for this threat - for it is little more than
that. Recent evidence, it has been argued, gave little indication that local
authorities would be likely to oppose central government guidelines on the
curriculum, particularly if the established machinery of the CCC and other
recognised educational bodies were to be involved. Certainly there had
been evidence, as we have seen, in the primary sector of curriculum policy
not having made an impact. But there had been no hint in the HMI report of
1980 that the failure was due to any deliberate subversion by local

authorities or even by teachers in schools. Once again there is an irony that the failure had been to implement "progressive" methods - the very methods which were now under attack overtly south of the border. The threat, therefore, was either a signal of a new interventionist, control-oriented relationship between central and local government, or a realisation that National Testing was likely to gain no support from the profession nor from Labour controlled local authorities and that legislation would be required - or both. At any rate, the very partnership which the consultation paper had more than once referred to was clearly expendable in the move towards what the New Right saw as higher standards in education.

The National Tests were to be at P4 and P7 and they merited a section of their own in the paper. They were to be confined to English and mathematics and only to a range of key skills within these two subject areas. They were, apparently to fulfil two functions simultaneously, namely "to provide a basis for constructive action related to the needs of pupils" (diagnostic), and to provide assurance to parents that knowledge and skills are being assessed consistently [and] accurately in Scottish schools. No consideration was given to the body of professional opinion that one set of Test items could not do both, and that a system which was truly diagnostic could not at the same time be used to provide national benchmarks, and vice-versa.

Thus, in one short paper the 10-14 approach had been abandoned, the introduction of elements of the National Curriculum into Scottish schools had been signalled and a new combative relationship between central and local government had been established. The battle ground seemed likely to be National Testing, but, more fundamentally a change was apparent in the relationship between the partners in the policy-making process, and accountability had taken a new turn with parents having been given (though not necessarily having asked for) a new and important role. The issue of "ownership" was not addressed, either at school or local authority level. The consultation paper ended more with a call to action than an invitation to take part in a debate:

> The Secretary of State invites all those involved in the education
> service to join in developing these initiatives and making them
> a success. (para. 45) [37]

11.3. (ii)   The Next Steps in 5-14

Roger and Hartley [38] et al have taken the consultation paper as the focus for an analysis of Scottish educational policy-making. Roger rehearses the views of many commentators that consensus and partnership have characterised Scottish educational policy-making, though she acknowledges that some writers (Humes 1983; Hartley 1986) have seen the role of central government as always having been more control-focussed. Nevertheless she examines a number of national developments since the war and concludes that though the pace of change might be "slow but sure" (p. 6) except in specific cases such as Action Plan, and as she observes, in the area of Social and Vocational Skills within Standard grade, the control of central government had not been unacceptable, though it had been growing. In addition, elements of the system of England and Wales had been, she argues, increasingly imported into the system, and she instances school boards, opting-out and national Testing as examples. Her thesis, and that of the book as a whole is that central control over curricular policy-making was on the increase, and that the consultation paper was a clear indication of the present government's intention.

11.4.   The Forsyth Factor

How much was the new approach signalled by the consultation paper an indication of a coherent policy shift nationally in the Conservative party? How much was it a reaction to the teachers' industrial action? How much was it an impatience with an educational community which was felt to be too "cosy" and which could not be relied upon - as evidenced by the 10-14 Committee - to produce effective change in a relatively short timescale? Or how much was it a function of the style of the new right wing, "Thatcherite", market-oriented Secretary of State, Michael Forsyth, a politician in the mould of the Black Paper writers with a mission to change the education system? These questions may be answered by looking at what has emerged so far from the 5-14 Development Programme, from the views of commentators and from the statements made to date by the Minister.

McPherson sees 1987 a something of a turning point: .

......I would draw a clear distinction as far as Scotland is concerned between pre-1987 and post-1987. It does seem to me that there was a qualitative change after that date and it is associated with the fortunes of the Tory party in that election and the arrival of Forsyth in Scottish Office. And, interestingly, I saw an interview with him in "The Scotsman" on the 6th June this year [1991] in which this was the first time I had seen him publicly accede to this. There has been this notion which applied to the Conservatives in Scotland that it was so desperate that it freed the Conservative Party from the normal checks and balances of consensus, the policy community, etc. and made it possible for radical solutions to be undertaken precisely because there was nothing to lose. You have a position in the Commons where there are no longer any Scottish Conservative back-benchers - so that I do see Michael Forsyth as in a sense setting out to impose policies on Scotland in the context of remarks which stick in my mind from an interview with Kenneth Clarke in which when asked why results in Scotland should have been so different from south of the border he argued that Scotland is the worst case of a dependency culture, of municipal collectivism and so forth, and they were 5 years behind the times. And so I think there was a clear sense of mission in respect of Scotland. As far as education itself is concerned, I think Scotland was particularly embarrassing because there had been no national debate about standards, the consensus about the success of secondary performance was fairly intact......(app.1 p.467)

McPherson's comments are particularly important, not simply because it was as a result of the research of himself and his colleagues at the Centre for Educational Sociology that much of the public confidence in the secondary system was substantiated, but also because they accord with the views of others, Knight included, that it was less the personality of Forsyth - though that is important in explaining the strength of professional feeling against him - than the fact he was operating in the mainstream of Right-Wing Conservative philosophy in education. Clarke, the Minister for England and Wales, had adopted a confrontational approach to the educational world from the outset, and the sense of mission, evident in the national scene, may well have been stronger in a country which had stubbornly refused to be won

over to the policies of the Thatcher government. However, it is McPherson's comment on the "checks and balances of consensus, of the policy community" which demands further analysis in the context of the present study. It has been argued already that the rejection of the 10-14 Report, both in the substance of the objection and the manner of its presentation, cut across accepted protocols. It was not that the report demanded special treatment, or even that there was any obligation on the Government to implement in a particular way. But, the apparent secrecy within the SED, the intervention of the permanent civil servant in the conference at North Berwick, the Costing Report, the tone of correspondence between the Department and the CCC, the language of the consultation paper - all of these indicated a change, a move away from accepted ways of doing things, a rejection of the concepts of consensus and partnership - whatever the rhetoric of the consultation paper.

But, was it merely ideology - a blind adherence to a Right-Wing philosophy which, when applied to education, rejected the assumptive world and pursued goals in a predetermined fashion? Certainly, as McPherson indicates, there had been (and still is) a strident debate on "standards" south of the border, with polarised views being taken on traditional and progressive teaching methods. This was a continuation, a re-emergence of the Black Paper debate and the Ministers who followed Joseph, namely Baker and Clark, continued to adopt interventionist positions on the national Curriculum, Testing, and, more recently, teaching methods and teacher training. Or was there any sense in which the politicians, in this case Forsyth and, to some extent his predecessor, Stewart, had a genuine impatience with what they saw as the failure of the professionals in general and the policy community in particular to deliver on policies with the speed and effectiveness which was expected? Was the policy community a restrictive force?

When asked a question about the legitimacy of Forsyth's apparent impatience with the policy community, Gatherer was unequivocal:

> I don't consider it to be a legitimate impatience at all. Political impatience. I find that I have to explain what happened as an *argumentum ad hominem* - it certainly was , and I think it is indisputable, with the appearance of Forsyth himself that the

> policy changed. It's certainly the case that up until 1987 the
> relationship between the policy-making structures and the
> Inspectorate, and through the Inspectorate with the SED itself,
> had not changed substantially. And then one man comes along
> who is, of course, a representative of a very distinctive political
> grouping within his party, and he has been quite deliberately
> and extremely ably, implementing policies which have been
> worked out by a group of politicians. I consider that these policies
> are much more political than educational.   (app.1 p.434)

Later in the same interview Gatherer adds:

> You see, certain politicians are crazed. Forsyth is one of these.
> Crazed almost technically in that he has a very, very powerful
> impulse towards radical change, towards the individualism,
> and the market forces, which he represents. And that has
> never worked in education anywhere in the world....
> political policy   [not] translated into sound educational thinking.
>
> > (app. p.435)

This final point remains a burning issue. BBC "Newsnight" (28.1.92) carried
a piece on the Government's proposals to reform teacher training and to
make it more "on-the-job" than "theoretical". In an interview, a member of the
Centre for Policy Studies, a Right-Wing "think-tank", proposed the abolition of
University Education Departments because of their "peddling" of theory. This
polarisation is, once again, consistent with the Black Paper view, and
Gatherer's comments place Forsyth in that context. Gatherer's views are
interesting since, although he has been a severe critic of the Government's
education policies in recent years, he has also been working with TVEI, and
was, as we have seen, a critic of the model proposed by the 10-14 Report. In
other words, he is conscious of the need to have a model of implementation
which is practicable and effective, but is scathing about assumptions that
these can, in some way, by-pass the policy community.

He draws on his considerable first-hand knowledge of education systems in
other countries in coming to his conclusions about ownership and in the area
of curriculum and assessment is quite clear about the nature of the
relationship which should exist between Government and schools:

> .....school policies themselves must, as it were, be officially

recognised as autonomous policies by whatever tier of
Government there is beyond the school. That's why I'm a
passionate exponent of school-based assessment for secondary
schools - and it works in places like Queensland, Victoria and
Canberra - Ontario in Canada- it works, provided there is an
official recognition of the autonomy of the school itself as an
organism. Now if you have that - and the CCC did maintain an
advisory stance, and, of course, so did the SED for generations -
it is a recent phenomenon this imposition of curriculum by
Government in this country. (app.1 p.438)

In the context of national moves to empower schools - Local Management of
Schools (LMS), opting-out, School Boards, etc. - Gatherer points to what he
sees as an irony that " the present government should be trying hastily to
develop autonomy in everything but the curriculum" (app.1 p.439), and
argues that schools should have autonomy in curricular terms but " always
within some consensual framework." (app.1 p.438) The issue of autonomy is
crucial, and although a clear logic *can* be perceived in the move towards
central control of the curriculum and more local autonomy in the
management of schools if one argues that one of the purposes behind the
current reforms is to remove the local authority from its present sphere of
influence in both areas. Nevertheless Gatherer's arguments are worth
pursuing since the whole issue of the potential success of the 5-14
Programme hinges on, as we have argued, the issues of ownership and
relationships. Will National Tests be perceived as a threat and a signal of
lack of trust in the teaching profession? Will the imposition of guidelines
with components which have not been the subject of debate, namely the 5
levels, A - E, ensure that teachers in classrooms will be any more successful
at implementing national policy than they had been in the first 15 years of the
Primary Memorandum's existence?

11. 5   5-14 - Early Indications

It is too early to argue with any certainty how the 5-14 Development
Programme will succeed where 10-14 was felt to be wanting. What is
possible to say with some certainty is that the controversy surrounding

elements of the programme, such as National Testing and mixed-ability teaching will ensure that consensus is difficult to achieve. However, it is also possible to look at how the policy community reacted to the rejection of 10-14's recommendations, to the structures to be set up to develop and implement 5-14, and to the relationship between the minister and the groups set up to produce guidelines on all curricular areas as well as assessment and reporting.

McNicoll has commented on 5-14:

> So out comes the consultation paper, and we as a Council were consulted in the same way as others; we're part of the public consultation. We responded to that consultation, in this case with two separate but associated responses. One was to the general principles of the paper and that was submitted as advice to the Secretary of State, and since the consultation paper identified the CCC, as it still then was, as the main agency through which parts of this would be implemented, then we worked out a response to that and put up proposals, specific proposals as to how we would manage it, e.g., the overall balance of the primary curriculum. It was proposed to produce a paper to lie alongside the yellow Secondary Guidelines. That would be the responsibility of the Primary Executive. For the review and development, we proposed to set up 5 RDGs (our title). The use of the terms 1,2,3,4,5 etc. was quite deliberate (rather than "Language", etc.). We were aware that they all interfaced with one another. The composition was worked out; the terms of reference; the whole detail was worked out, put up as a separate response and that was totally accepted. So the design for the curriculum part of 5-14 was devised by the CCC - the SCCC as it became - the 5-14 Executive. Originally there was to be a Primary Executive (PEC) and a Secondary Executive (SEC), and a cross sector executive, and it later became 5-14. For our purposes, that became our management group for all the things we were involved with in 5-14. (app.1 p.391)

McNicoll's description of this approach illustrates the capacity of the policy community to react pragmatically. Faced with a new approach the reaction was to limit the damage, to come up with a structure as true to the philosophy of the community as possible, involving professionals in the RDGs, and trying

to ensure that cross-curricular issues would be addressed as well as traditional subject disciplines known to be beloved by the Minister. Interestingly, Gatherer recalls an exchange with McNicoll, acting in his official capacity as Chief Executive of the SCCC, and with the then HMDSCI, Epi McLelland, where they suggested:

> ...that the imposition of Tests, the imposition of targets and so on, would gradually come to be accepted by the profession - and would gradually come to be modified by the profession, which is what happened to TVEI. It is an excellent example of Government policies being "civilised" by the teachers. (app.1 p.435)

There is little evidence at present of Tests being accepted by the profession, but there is already evidence that the Test materials are being "civilised" and that the use of levels A-E will not be rigid or restricting in practice. The reference to TVEI is apposite since many authorities have, in fact, done what Gatherer suggests. However, the important point is that two senior officials. of the Department and of the SCCC should say this. The policy community appears to be acknowledging Millan's dictum.

However, the question remains. If confrontation and conflict are public and highly politicised, how much damage may be done to the confidence in the system, even if, at school and classroom level, the educationalists re-interpret Government policy? Similarly, if it is simply to be accepted that the policy community simply closes ranks and asserts its own ideology, where does that leave the democratic process? And, most importantly, if it can be shown that there are key principles in the process of policy-making and implementation that are more likely than others to guarantee success, should attempts not be made to make these commonly known, to build on the consensus, to extend the debate, to enlarge the policy community and widen its perspective?

11. 6 Conclusions

It has been argued in this chapter that the so-called new agenda emerged not just from the ashes of the 10-14 Report, or even from the period of industrial unrest in the schools in the mid 1980s, but from a growing impatience within the Conservative party that on the one hand education

should be high on the political agenda and on the other that local authority control of education had not produced the improvements in the economy or in society that were predicted in the 60s and 70s. A back-to-basics, anti-egalitarian movement within the Party was growing, and notwithstanding the lack of controversy in Scotland, the changes south of the border were being applied, somewhat differentially, to Scotland. Thus, parental choice of school; School Boards; opting-out; etc. were enacted - with varying degrees of success. In the curriculum, while previous developments had obviated the need for the highly detailed and centralist National Curriculum, nevertheless, elements of it such as National Testing were imposed, and aspects of the 5-14 Programme were simply "given" without any attempt at consensus. Indeed, the consultation paper which launched 5-14 resulted in over 1,000 submissions to the Secretary of State, and his reaction to the almost unanimous condemnation of the Testing proposal illustrates Roger's claim of "consultation followed by imposition":

> The proposals on assessment and testing produced the greatest interest and occasioned much comment. There was general agreement that assessment is an integral part of education and that testing is a valid and important instrument of assessment. Nevertheless, many respondents were concerned about our proposals for standardised tests in key elements of English and mathematics in Primary 4 and Primary 7. There were four areas of concern:
>
> > - Firstly, tests might be used to rank children in class or to determine their progress to secondary school.
> >
> > - Secondly, tests might put intolerable pressure on children who would risk being branded failures as early as 8 years old.
> >
> > - Thirdly, test might be used to construct league tables of schools without regard to the circumstances under which they operate.

- Fourthly, tests might distort the curriculum by
  forcing or encouraging teachers to teach to the
  test

The Government recognise that these concerns exist and that they
are sincerely held by many people. The first three however are based
on misunderstandings of what is proposed......The fear that the
curriculum might be distorted deserves careful consideration

The inference that people who disagree simply haven't understood the
proposals is breathtaking! The fact that the only potential difficulty was that
which could be laid at the door of teachers rather than of Government was
insulting to the profession. But, the fact is that the proposals went ahead and
results of surveys conducted nationally among parents and within
Strathclyde among Headteachers, indicate that the concerns expressed in
the consultation process remain, and that some of the fears have been
realised.

Nevertheless, 5-14 as a Development Programme is going ahead, with the
active support of authorities and teachers, and early signs are that it is being
seen,professionally, as an opportunity to improve educational provision.

In chapter 12, the attempt will be made to examine the lessons of the recent
past and to consider how the current curricular initiatives are being absorbed
by the teaching profession. The effect on the policy community and the
reality of how the changes are actually being implemented will be examined
in terms of the conceptual framework advanced in chapter 2.

Perhaps we may begin to answer the questions " What happened? What
really happened?" and go on to suggest the way ahead for the future.

CHAPTER 12   TOWARDS A CONCLUSION

12.1   Plus ca change, plus ca la meme chose?

12.2   Relationships

   (i)   Frustration with the professionals?

   (ii)   Teachers as Subversive Agents

12.3   The Lessons of 10 - 14

   (i)   10 - 14 The Evidence

12.4   10(5) - 14 : A formula for success

12.5   Subliminal signals

CHAPTER 12   TOWARDS A CONCLUSION

"As often as a study is cultivated by narrow minds,
they will draw from it narrow conclusions."

J. S. Mill "Auguste Comte and Positivism"

(1861)

12. 1   "Plus ca change, plus ca la meme chose?"

In looking at a case study of one attempt at policy-making, and one which
concentrated only on a 'slice' of the system, namely the education of the 10-
14 age group, it is important to be clear about those aspects of the process
which can actually provide insights into policy-making more generally. In
order to be of any value, there must be elements of 10-14 which illuminate
how educational policies originate, how they are formulated, what models of
implementation are chosen and the impact they have on the system. It has
already been argued that 10-14 emerged naturally from a professional
concern, arising out of HMI surveys of Primary education and out of
concerns that, post-comprehensivisation, S1 and S2 remained to be
examined. There was growing research evidence too that the discontinuity
which existed between the primary and secondary sectors was potentially
harmful to some pupils and that the caricature of primary as "child-centred"
and the secondary as "subject-centred" was, while exaggerated,
nevertheless close enough to the truth to hinder the achievement of any kind
of continuity in the child's learning development. That the method chosen to
investigate this area was in the tradition of Scottish policy-making - a central
Committee, made up of individuals chosen by the CCC in consultation with
the Inspectorate, working on a part-time basis and consulting widely, and
producing a major report - is important in the present study. There was
nothing about the setting up of the committee which suggested, in the early
80s, that the outcome was likely to be very different from other such
committees. There were no guarantees given - nor were they expected - that
the eventual findings would be unanimously accepted by the education
community or that the the recommendations would be implemented in their

entirety. But there was undoubtedly an expectation that the traditional processes would be gone through, that indications of Departmental reaction would be communicated through the HMI assessors and that the underlying assumptions which had led to the drawing up of the remit would still obtain at the end of the deliberations.

The insight into the internal working of the 10-14 Committee afforded by the papers and minutes, and the correspondence which followed the publication of the Report, allow conclusions to be drawn not just about the strengths and weaknesses of this approach to curricular policy-making but about the relationships which existed among members of the policy community. The assumptions which existed about key issues such as ownership, including notions of accountability, professionalism, trust and the 80s concern about delivery can be examined through the processes of the 10-14 Committee. The correspondence which followed and the early stages of the 5-14 Programme which replaced 10-14 give us a picture of the radical change which had taken place politically and administratively from the point of view of the Department on these key issues.

The observations of people who could claim to be members of the policy-community - certainly the enlarged, post regionalisation policy community - throw some light on the changes which were taking place and the reasons for them. The perspectives vary, and there is not unanimity, but from a variety of vantage points, the significance of 10-14 and its metamorphosis into 5-14 is considered to be important.

The third element in the consideration of 10-14 is the literature on policy making and change and, significantly, the development of Conservative Party policy before and during the period in question. If the thesis that the replacement of the product and the process which are represented by 10-14 by the approach embodied by 5-14 signal a radical change in the relationship between the Department and the policy community and between the Department and the local authorities and their schools is to be sustained, and if this redefinition of the traditional "partnership" also implies a change in political perception of how policies should be "delivered", then it is important to look not just at the Scottish scene but at national developments. The differences between Scotland and the rest of the United Kingdom are important, but so too are the similarities, particularly during the period in

question.

It will be important also, therefore, to look not just at what is happening now, at the time of writing, but to look ahead to see if the lessons learned from the 10-14 experience have any significance for future policy-makers. This work began from the premise that research can contribute to policy-making and that evidence is necessary if policy-makers are to learn from the past. It is not intended that a blueprint for policy-making or implementation should emerge. Rather the analysis should enable us to explore some of the key concepts which underlie, explicitly or implicitly, approaches to the problems of curricular change. Perhaps, such an analysis will lead us one step closer to identifying the conditions which might optimise the success of future changes.

12. 2 Relationships

In chapter 2 it was argued that the analysis of policy-making might be done by taking two "axes", namely "ownership" and "relationships", and plotting the particular initiatives according to their key features. Thus, if "control" and "partnership" are seen as being at opposite ends of the "relationships" continuum, and if "fiat" and "autonomy" represent the "ownership" axis, then it might be helpful to see where recent policy initiatives would lie.

10-14, it has been argued, was high on autonomy and on partnership. Not only was the model of implementation high on both these concepts, but the whole process was characterised by them. The Costing Exercise was entered into with an enthusiasm which is difficult, with hindsight, to believe, were it not for the implicit trust which existed between the professional educators on both sides - CCC and HMI . Even when there were indications that the report was not likely to be accepted in its entirety, the production of a "fall-back" paper indicted a willingness to compromise and work together. There was an assumption also that local authority support would be necessary and that the local groupings would be working within the context of national and regional policies.

10-14 was also high on "autonomy". Its phrase "autonomy within guidelines" came to be something of a motto, but it was a belief in the notion that for a curricular policy to have any real effect then the teachers in the school must

have ownership of it. The issues of speed of implementation and uniformity of application were seen to be of lesser importance than the need for schools to absorb the changes. This was in line with HMI findings on the Primary Memorandum, but the model was significantly different from some of those which had emerged during the time when the Committee was deliberating, for example Action Plan and TVEI. At issue was the question of how to ensure that change would have an impact on the practice in schools and classrooms. Standard Grade had been high on "control" since the Examination Board had laid down the assessment criteria and the examination system itself therefore determined how the curriculum would be shaped, but there was a degree of autonomy in that the curriculum materials were teacher-produced, could be modified and, indeed, the classroom teacher could decide on the content if s/he wanted.

What has to be examined now is whether the introduction in Scotland of the 5-14 Programme, with the National Curriculum in England and Wales, characterised by centrally produced documents, attainment targets and National Testing, represents a new and significantly different attitude to these key issues. What is the nature of the relationships which have now emerged and will the view of ownership which seems to underlie the new developments result in a more successful implementation of the policies than those which they have replaced? And, related to both of these questions, does Millan's observation on the nature of the role of the central policy makers apply when initiatives such as TVEI are examined, and if they do, and if it can be argued that teachers will ultimately "absorb" changes and subvert the political will, what are the implications for Government?

12.2 (i) Frustration with professionals?

It has been suggested that there is, in Government circles, a frustration with traditional approaches to curricular change and a belief that, left to the professionals, change is often slow and uncertain. Initiatives such as Action Plan, designed to ward off the advances of MSC, were quick and interventionist, but were largely structural, affecting as they did the kinds of qualifications, the shape of courses and the timetabling of schools and colleges. TVEI, as Munn observed, used the carrot-and-stick approach, with

the promise of additional funding as long as targets were met:

> I don't think that problems of any seriousness did arise - after all, TVEI was almost wholly beneficent. I don't know if you are fully aware of what I believe to be the approach which is involved with TVEI? The approach is nobody is required to be in TVEI; no education authority needed to get engaged with TVEI; it was on offer. It brought money - the hook was baited, and that has to be said, but the objectives, I think, were good... ... What it is trying to do is to get technology into the curriculum, get schools to concern themselves with the personal development of pupils, as well as academic development, and it is intended to promote better relations between education and industry, better preparation for working life, the EISP sort of idea. Now if a local authority was engaged with TVEI there was a financial incentive, i.e. additional funding. And you know that has worked. When I came to MSC it was at a time when Scottish local authorities were just about to come in - they had appointed an officer group to go south of the border to see how it was operating and they had come back with a favourable report. So I thought that TVEI has done nothing but good. The other thing, the other big element of TVEI, was the strong insistence, as there was through all MSC programmes on equal opportunities, in the school curriculum and in school management. It was really quite important because 5 or 6 years ago there were battles to be fought and won. So, I thought, I've never had any difficulty with TVEI.... (app.1 p.368)

Munn seems to be arguing that benign effects can come from interventionist approaches as long as there is no compulsion on local authorities. The device of additional funding, tagged for certain purposes and tied to certain objectives and targets is legitimate in his view, provided that the objectives themselves - equal opportunities, for example, and technology - are acceptable to educationalists. Thus, a Government intervention in education, in this case via a department other than the DES, could result in ownership at school level if the aims of the project could be absorbed into mainstream educational thinking and if some funding could be provided specifically to " oil the wheels". But TVEI is a model with limited application since it sought not to change what was taught in schools but to shift the

balance somewhat within existing frameworks. Thus pupils would, as TVEI was extended to all secondary schools in an authority, simply undertake more technological work, would undergo work experience, would have exposure to courses and activities which focussed on their personal and social development - all within the context, in Scotland, of Standard Grade and SCOTVEC courses.

But what about change which was more central to the curriculum itself? There is no doubt that when the 10-14 Committee set about its task there was no sense of urgency other than the desire to address the issue in a reasonable time-scale and produce a report which would be action-oriented. Standard grade had taken a long time to implement, partly because of the decision to have a feasibility study, partly because it took a change of government to make a decision to go ahead, and partly because of the teachers' industrial action in the mid 80s. This latter phenomenon did have an effect, as several commentators have observed, since the reality of teacher power over curriculum development in a model which involved them directly was that the centre had very little control over implementation. In addition, both the CCC and HMI were felt by politicians to have contributed directly or indirectly to the disruption either by being seen to be overloading teachers with change or by not alerting politicians to the potential for unrest. It was this combination of factors, combined with the arrival at the Scottish Office of Forsyth, and with him the Right-Wing views which had gained ground in the national Conservative Party, which contributed to the decision to reject 10-14 and go for a different model. The new 5-14 model was to be quicker, more direct, more clearly defined from the outset, and with external controls in the form of National Testing and preordained levels of achievement defined centrally.

That there was some sense of frustration with the education policy community, which included the local authorities, was evident in the threat of legislation in the consultation paper. Legislation had been used throughout the decade to introduce parental choice of schools, School Boards, technology academies and provision for schools to opt out of local authority control. Notwithstanding the total failure of the last two, and the opposition of parents to School Boards, here was legislation being threatened at the outset of 5-14. Never before had legislation been suggested for a curricular

innovation, particularly one like National Testing where clearly there were widespread concerns among the population generally. The conclusion that this marked a turning point where frustration with the policy community was resulting in more interventionist methods is inescapable. Gatherer has called it a "new authoritarianism"[1] and Hartley has referred to:

> ....the New Right....increasingly unwilling to pursue a consensus with the local authorities and the teachers. (p. 99)[2]

Hartley is pessimistic about the ultimate effects of the New Right:

> As Scotland "marks" the twenty-fifth anniversary of the Primary Memorandum the voice of progressive primary education will be little heard. There are some who say that "Curriculum and Assessment in Scotland : a Policy for the 90s" will be its epitaph. That remains to be seen. (p.103)[3]

12.2. (ii) Teachers as Subversive Agents?

Bone has commented on the issue of governmental suspicion of professionals:

> ....in the Thatcher period, and it was typical of Britain, but could be found in other countries like United States or Canada - I saw a bit of it in British Columbia when I was there - there came to be a suspicion of the professionals... that governments had tried passing problems to the professionals, and the professionals always came back somehow or other saying that they had to spend more money - and they spent it and it wasn't necessarily any better. These professionals came to be seen as maybe decent, hard-working, not all that well paid, but people who somehow never were willing to put forward the really radical proposals that would have wiped away whole parts of expenditure in the service. They always wanted more. Society didn't get any better; crime didn't stop; unemployment didn't go away; and so on. Government began to wonder if what was needed was some more radical look at it by people who didn't have vested interests. What else? There maybe was some reaction against the potential power of the regional authorities. In the days of the little county authorities, the SED could control things fairly easily. These regions are big and

powerful and really could be difficult. If they were Labour and the government was Conservative, even if it was the other way, even if they were both Labour, it would have been difficult.

<div align="right">(app.1 p.482)</div>

Bone's argument that teachers and schools were held responsible in some way for the failings of society and for the apparent failure , borrowing a phrase from Larkin, " to solve and satisfy and set unchangeably in order." This is a recurrent theme of the writings of the New Right and goes back to the Black Paper allegations of trendy teachers, having been indoctrinated in Colleges with trendy methods, subverting the aims of Government.

Bone returns to this theme in the context of the policy community's ability to intervene in the process of curricular change against the wishes of the Government of the day. He takes a very sanguine view:

> I suppose you could take a more depressed view. You could say that the Minister may not be right in this instance, but if what you are saying is that no matter what Government may try to do, Government can't actually change the attitudes of the teaching profession and those who have got advancement in the profession in various ways, that they will go on preserving their vested interests, then that would be a recipe for some really extreme Government to say we'll scrap the lot and start again. It is very hard to scrap the lot in schools because the public would not stand for it. But you can take, say, Teacher Education, and you can say," if we have kept on trying to change this thing and if whatever we do it it still remains essentially the same, then how about doing away with it? How about having no teacher Education Colleges? How about putting graduates in the schools and see how they get on?" And the public might not say no because the teaching profession has a lot of cynics in it who would readily snipe and laugh and say we could do away with these people - and you might get away with it.   (app.1 p.490)

Bone's final observations were prophetic and recent moves to change the nature of teacher training seem to underline his point both in the thrust of the new approaches to have student teachers spend less time in colleges and in the underlying suspicion that is displayed by Right Wing thinkers in the Centre for Policy Studies about University Education Departments in

England and Wales.

His main point however is a warning that while it can be argued that the teaching profession in particular, and the policy community in general, are able to subvert unpalatable policies, there is always the threat of direct and draconian intervention. His theory rested on the emergence of an extreme Government, and it could be argued that Forsyth represents an extreme wing of the Conservative Party, a wing which goes for radical solutions to problems rather than tinkering at the edges, and which has a clear ideological position which it applies to all problems. Thus, the use of legislation, or the threat of its use, can be seen in this context, as can the apparent failure to acknowledge public opposition in consultation exercises. Perhaps the key issue is whether the "vested interests" which Bone refers to are always "self interests". If the policy community rejects the direct intervention of a Minister and, given the opportunity, re-asserts what it considers to be good educational theory and practice, is this self-interest? The 5-14 programme, only yet at a very early stage has already demonstrated that groups of educationalists given a task to do with a clear remit and closely defined parameters, can come up with conclusions which displease the Minister. Of the 13 documents issued to date by the SOED - 10 in consultative form, 3 in final guideline form - 5 of the major reports have carried Ministerial Forewords which publicly disassociate the Minister from aspects of the report.

The English Language report carried a series of criticisms of the lack of emphasis on "structure", "discipline" and "accuracy" and for a lack of attention to " training and testing the mind and memory". The Mathematics report was prefaced by misgivings about "an undesirably limiting" suggestion that " multiplication and division without a calculator should be undertaken only with single digit multipliers and dividers." The report on Religious and Moral Education carried a series of Ministerial "I would have welcomed....." statements, criticising the authors for the report's lack of emphasis on " the role of Christianity as the main religious tradition in Scotland" and for their "equivocal....statement of the value of religious observance." The report on Reporting to parents also carries a foreword in which the Minister calls for three short, sharp reports each year to parents, giving essential information allowing them to see, comparatively, how their child is performing - in

contrast to the full, once-per-year, descriptive report suggest by the Working Group, designed to be diagnostic and to concentrate on " next steps" for individual action.

Most recently the report of the Review and Development Group on Environmental Studies[4] has provoked the Minister into a 3-page Foreword in which he takes the opportunity of arguing for an increased emphasis on "individual subject areas such as history and geography….in pupils' experience in the later stages of primary schools". He expresses concern that :

> ...there is no assurance that by the age of 14.....young people will have gained knowledge of the impact of key persons in history, and an understanding of the main events which have shaped the history of Scotland and the United Kingdom...

The Foreword goes on to consider teaching methods, questioning " the use of integrated topic studies" and referring to " recent research [which] has questioned whether this approach guarantees the progression in children's learning." Leaving aside for the moment whether this recent research unspecified, is in line with other research or whether there is any research which shows that traditional methods guarantee progression, the Foreword goes on to underline, literally, the teaching skills, as opposed to others, and questions mixed-ability teaching. Finally, there is the suggestion that there should be more subject specialists in the upper stages of primary schools. This relatively recent phenomenon of a Minister distancing himself from a report in the Foreword has provoked a public controversy, particularly in the case of the most recent Environmental Studies Report. The chair of the group, a Senior Depute Director of Education, has gone into print in a combative tone:

> Why has the title of the report, which was in accordance with the Scottish Consultative Committee on the Curriculum's current guidance to secondary schools been changed from Environmental Studies and the Associated Scientific, Social and Technological Modes to Environmental Studies 5-14 (including the social subjects, science and health and technology subjects.)?

> Does the foreword provide a sound epistemologically.based argument

as to why subjects would form the basis of the organisation of the
Environmental Studies curriculum within the 5-14 Programme?

How does the model suggested in the foreword, of a curriculum
organised around subjects and with a high level of content
description, square with the remit to prepare guidelines based on a
review of existing curriculum guidance and classroom practice?

(TESS 17.1. 92)

Such a public dispute only serves to highlight the phenomenon and the
basis of the disagreement not only raises the old Hirstian issue of subject
disciplines versus an integrated approach which exercised the Munn
Committee in the 1970s, but it illustrates the dispute between the Black
Paper view that traditional subjects and knowledge are what the system
needs and the professional view of the policy community that topic-based
work and activity learning are more appropriate in the primary school.   The
situation is further complicated by the fact that the 5-14 Programme, by
definition, deals also with the first two years of secondary school, and there
will be vested interests at stake when there is any suggestion of subjects
losing their primacy in the secondary school.   To argue that the foreword
provides no sound epistemological arguments is, perhaps to miss the point.
The foreword is a political statement, deriving from, in this case, a Right Wing
philosophy which, as was demonstrated in the previous chapter, had been
steadily gaining ground in the Conservative Party. The first and last
questions are more significant since they indicate that the RDG, a hand-
picked group of professionals - in much the same way as the PDC was - had
worked to a remit given it, had produced a report based on their
deliberations and with a title reflecting their remit, and had found it rejected in
important respects. Now the matter of the Forewords can be seen variously
as little more than public posturing, a Minister simply exercising his right,
politically, to show displeasure at the professionals not being radical enough,
or as a device to influence the debate which should follow the publication of
a consultative document, or it may be confirmation that the political climate in
the 90s is such that the gulf between the policy community and the Minister
has never been greater.

The fundamental issue for us is what will happen after the Reports are all

published in their final form - long after the controversy over the forewords has died down. Will the 5-14 Programme be "absorbed" by the teaching profession and "civilised" as Gatherer put it, or will legislation be introduced in these areas as it has in Testing, fulfilling the threat of the original Consultation Paper?

Perhaps strangely, many of the people interviewed in the present study, some of them still resentful of the manner in which the 10-14 Report had been treated were of a view that the 5-14 Programme would, in practice, be an influence for good.

Liddell, for long associated with the CCC and a member of RDG 1, has observed:

> I saw it [RDG 1] as a damage limitation exercise, but now I think that our group feels that some considerable good may come out of it. Its report will be published intact - with a letter from the Minister saying he doesn't agree. I think that the political will is being subverted by educational thinkers. (app.1 p.346)

Robertson, chairman of the PDC, was similarly optimistic:

> 5-14 will work fine. People are sensible enough....and employ commonsense (app.1 p.420)

This faith in the teachers is echoed by Gatherer:

> ....I have an abiding faith in the integrity of educators. I think people who - I've been doing quite a lot of foreign consultancy work in the last few years - everywhere I go I meet educators, whether in schools, universities, or in the Ministries of Education - and I believe that throughout the world educators have more in common than they have differences. There is a kind of professional integrity that people generally hold in common, which politicians will never be smart enough to counteract. The civilising influence of the educator in my view will always prevail, no matter what governments try to say. I'm not being too naive in saying that kind of thing because I know full well the damage that can be done by politicians, and is being done in many countries in the name of efficiency or value for money, and some of the new jargon of the business world. I think a great deal of damage is being done. But ultimately I think that schools will overcome various types of attack.

(app.1 p.431)

Gatherer's view is based on a professional trust of teachers and, as we have seen, a distrust of the present Right Wing philosophy, but his experience in TVEI served to confirm his belief in the positive effects of teacher intervention:

> ...it [TVEI] has been triumphantly successful in my view. I mean the process of taking what were raw political notions and turning them into sound educational notions.

(app.1 p.450)

Smyth, perhaps the member of the PDC who was most resentful at the treatment the 10-14 Report in similarly optimistic about the effect the 5-14 programme may have:

> My explicit view, when I talk to teachers and other audiences - I take an up-beat, optimistic view. This is sincere, it is based on the notion that we know now pretty securely about the nature of learning, and of the nature of teaching, that the developmental value-system that has been developed over the last 25 years is not going to be deeply disturbed, short of an immense political change. There are circumstances in which I could see it happening. But while you've still got the kinds of structures, the kind of framework in which the education system exists at the moment, I'm not as pessimistic as some. Hartley in his book says that "Curriculum and Assessment for the 90s" may be the epitaph for progressive primary education. I think that the RDGs are, particularly in the concept of the "strand", producing a rationale. You can weave the strands together into the kind of seamless robe of learning which was the Memorandum's favourite epistemological metaphor. I maintain it could actually improve the quality of education in primary schools. I'm not pessimistic at that level. In fact, I'm optimistic.   (app.1 p.464)

Smyth's reference to "strands" - an attempt in each of the 5-14 documents to show progression in recognisable terms to teachers - points up the similarities rather than the differences in the developments from the Primary Memorandum, through the 10-14 Report, to 5-14. His optimism is based on what he sees as widely accepted, professional view of what constitutes good teaching and learning, and appears to be borne out by HMI in their

published report arising out of the inspection process as they describe good practice in a primary school:

> Active learning was encouraged and the pupils at all stages had numerous opportunities to think, read and write for themselves, to talk with their teachers about what they were doing, to create their own pictures and craft objects, and, in some classes to learn from practical work and observation, independence and confidence, along with co-operativeness, were characteristics of many pupils and all had the chance to contribute to group and class projects and to achieve some personal success in individual work. (p.7)

This is the "seamless robe" translated into practical terms. It has to be said that this description represents "best" practice, and therefore, by definition, is the preserve of the few, but it is significant that it is being put forward as such by HMI, in 1989, at the point when political views are changing in the Department. Smyth's reference to "an immense political change" may not yet describe the current situation, and the structures and framework for policy- making and implementation remain relatively unchanged.

That it is a legitimate role for Government to force the profession and the policy community to reconsider their beliefs and practices is acknowledged by Green:

> National Testing was another issue. Primary reports to parents have for long been inadequate. In spite of advances many schools have made, it is not good. If Forsyth had coupled reporting to parents with Testing and made it clear that the purpose was that the parents would have a better idea - individual parents and individual children- if he had brought the new record card into the debate and made the link, it would have been a more balanced debate. Instead, he showed no interest in reporting to parents and allowed everyone to think that his hidden agenda was the league table, the creation of a market, which frightened everybody, including parents. A lot of wasted effort. I hope that eventually with the new national report card a consensus will emerge and that Testing, with the recent concessions [i.e. that they can be taken at any point in P4 and P7 rather than during a fixed period nationally] will gradually settle down and find its place as far as parents are concerned. ...This is an area in which we must improve.

Nothing would have been done except from Government. Would Strathclyde have given it a high priority? This is a clear role for Government. Unfortunately, they've messed it up. (app.1 p.503)

Green's rhetorical question is significant coming as it does from a Labour politician and former chair of Strathclyde's Education Committee. He is clear that Government should "interfere", particularly where local authorities might be reluctant to open up a debate on an issue. But his reference to "hidden agenda" indicates the dangers present when the educational and the political debate become dislocated. Consensus remains his goal, and McPherson, when asked about the phenomenon of consensus, particularly when it appears that professionally there is still a great deal of agreement on major issues, but that politically the disagreements are becoming more marked (both between parties and between the Government and the professionals), took a U.K. perspective:

> It is at a U.K. level that we have the paradox. People always talk about the declining efficiency of education yet many people adopt education and training solutions to problems. What sort of a loss of faith in education is that? Yes, you're absolutely right, in Scotland the case for the breakdown of the consensus is even less strong. The whole of Forsyth's period in office demonstrated that - in respect of consultation over opted-out schools - the necessity to legislate indicated that he lost that argument - very few schools have indicated any interest and even in individual cases the parents seem deeply divided. The failure of CTCs [City Technology Colleges] and the way in which National Testing has provided a cross-school, national focus, consolidating the emerging power of School Boards, representing the kind of consensus Forsyth was trying to dislodge. In all of these respects, it seems to me, his policies have failed.
>
> (app.1 p.470)

The success or failure of Forsyth's policies is not the main focus of the present study, but the failure of legislation by itself to effect change in the system is important. McPherson goes on to point out that the legislation on parental choice has had success, although its ability to produce a real internal market, with differentiated schools to offer choice, has been, he acknowledges, less successful.

It appears that while Government in the 80s was becoming more interventionist and Right Wing in its educational thinking, and as it was becoming less willing to take the views of the education policy community as the basis for action on curricular matters, the professional consensus was relatively intact. The optimism which surrounds the 5-14 Programme, particularly from those previously involved in the 10-14 initiative seems to spring from a belief in this consensus, a shared set of understandings about the curriculum and about teaching, and an acknowledgement of the assumptive world in which policy-making occurs.

The issue may be less one of subversion than of the continual process of consideration of the curriculum in the current educational context, improvement of the existing practice rather than wholesale change, and a recognition that development and change are not necessarily the same. Development builds on what has gone before. However, the legitimate role of central government in Scotland has always been to set agendas and to force the policy community to address issues which might otherwise not be seen to be priorities. All of this seems acceptable enough - when the agendas are not hidden and where the fundamental structures are safe. The 1908s, and the fate of the 10-14 Report, would suggest that neither of these two conditions are impregnable in the face of a Government intent on "rolling back the frontiers of the state" and forcing a return to traditional standards, whatever they may be.

12. 3   The Lessons of 10-14

Imitation, it is said, is the sincerest form of flattery. Therefore, the 10-14 authors can be justly proud that " continuity, coherence and progression" have emerged as the key aims of the 5-14 Programme. Not only that but the model of implementation being adopted by many authorities is the "cluster" or "self-help group" of schools, normally the secondary and its associated primaries. Timescales for implementation which started off being talked about in terms of years - 5, according to HMCI Osler - have now come to be expressed in terms of "readiness" of schools, of the level of support from the local authorities and of the ability of these groups to work within the guidelines. But lest we assume that 5-14 is simply 10-14 in another guise,

we have to acknowledge the key differences. The definition of the attainment outcomes and the levels A - E is national; the strands are nationally laid down; the testing at P4 and P7 is national; and, as we have seen, there is now debate about the extent to which the decision to implement in subject specialisms or in topic-based approaches should be nationally determined. And, of course, the vexed question of mixed-ability teaching - prominent in the Starter Paper, raised by Hillhouse at North Berwick and mentioned both in the "Curriculum and Assessment" paper and in the Environmental Studies foreword - is now the focus of sustained attack. The essential differences would seem to lie, not so much in the "what" but in the "how". The 5-14 Programme has not gone for the very heavily prescribed central curriculum of the NC in England and Wales. Skirmishes around subject versus integrated approaches have surfaced from time to time in the past, and mixed-ability has never been far away from controversy (though with little reference to research), but essentially there is a feeling in the country that the aims of 5-14 are unexceptionable. What is in question is the model of change implicit in National Tests, A - E levels and a failure to cost the proposals, thus leaving local authorities to finance the changes. Similarly, the relationship between the SCCC and the Department, and the role of the SCCC in terms of carrying out Departmental programmes rather than generating policy itself, is problematic. So, what really happened to 10-14? And what are the portents for the future?

12. 3. (i) 10-14 : The Evidence

The evidence afforded by the papers of the 10-14 Committee would seem to indicate that it followed its remit, albeit with a slightly extended deadline, and produced a formidable report, which, while not universally welcomed, nevertheless was regarded as a substantial contribution to the debate. That it did not, in Munn's view, fulfil its remit in terms of costing, allowed a Costing Exercise to take place, unique in the history of Scottish educational policy-making. In the end, the issue of 10-14 had been thoroughly considered in terms of the original remit.

The question for the present study, and for many of the members of the PDC, is not why the Report was not implemented in its entirety - for few reports are

- but why it came in for such harsh Departmental criticism and why, even while the Committee was still deliberating, it appears that decisions were being taken to take an entirely different approach to the whole issue - and one which was based on different assumptions about ownership and relationships in the Scottish educational context.

It has been argued in chapter 10 that the inescapable conclusion is that the Report was rejected ultimately on ideological grounds and that the Department's role indicates a new shift in influence to the permanent civil servants from the Inspectorate in matters curricular. In chapter 11, an attempt was made to place this ideological shift in the context of Conservative educational policy as it had developed in the 70s and 80s. This is crucial if we are to avoid the polarised debate which has been a feature of the years since Forsyth became Minister, and if we are to avoid the simplistic conclusion that all of the "blame" can be attached to him, personally, for the shift from "consensus followed by debate to consultation followed by imposition." It is important to realise also that the phenomenon is not confined to Scotland, and that the National Curriculum, and other more recent developments in the area of teacher training and teaching methods, represents a similar line of thinking to that which has produced the 5-14 Development Programme.

Having looked at the official Government views on 10-14, and having seen the acrimonious aftermath when some PDC members clearly felt angered by what the saw as unfair treatment at the hands of the Minister and his civil servants, it is worth looking at how some of the people involved, directly and indirectly, view the process.

Liddell, when asked why the Report did not become policy, argued:

> It may be yet...it is still a best seller - English authorities buy the thing in bulk. The SCCC has restored the document's standing... its demise was a purely political matter...when the reasons why it was "rubbished" by senior SED staff are uncovered, there will be a lot of questions to be asked...about the part played by the civil service.
>
> (app.1 p.346)

The words " a purely political matter" are significant, since the argument in the present study is that a phenomenon of the New Right is the merging of the educational and political into an ideology which has had a profound

effect on the traditional assumptions about how change should be made. The use of "purely" echoes the phrase in the note of dissent to the Strathclyde S1/S2 report [1] (p.37) and suggests that matters can be "purely" educational or "purely" political. The evidence of this research would suggest that there has always been an inter-relationship between the political and the educational processes, if only because, as Green and others have pointed out, the policy community included representatives from both worlds. Indeed the very existence of education committees, particularly in large and powerful regions, and the phenomenon of officer/member groups, ensured that in the policy-making process in Scotland it would be the norm. But what Liddell is alluding to is what the evidence of the 10-14 papers supports, namely that the manner of the rejection of 10-14 was such that it was clear that political decisions had been taken which meant that 10-14 was no longer in the mainstream of ideological plans for the curriculum. That these decisions appear to have been taken without debate and without reference to key players in the policy community, including members of the Inspectorate, lead Liddell to the conclusion that they were political. Liddell's comments on the part played by the civil service are interesting also. It can only be a matter for speculation as to whether a change of Government would result in these "questions" being asked about the role of senior SED staff. Certainly, the evidence of the 10-14 papers point to a rift between the ordinary members of the Inspectorate and their senior managers, if only in terms of access to key information and decision-making, and recent Government announcements on the 'privatisation' of the Inspectorate, confirm a less than high regard for Inspectors in their current role. But, as we have seen from comments by a number of those interviewed, the Scottish Inspectorate have enjoyed a high reputation in the main and have been pro-active in the field of curricular change in a way which could not be seen as overtly political. McPherson et al have shown how relationships over the years between the professional and administrative wings of the SED have ebbed to and fro and have, on occasions, been strained. However, the recent indications that the professional arm of the department is not held in high regard by the present Government may lead to a reappraisal of their role and that of the career civil servants in the future. Whether anyone will judge the issue of 10-14, and the part played by the civil service, as being

worthy of the kind of investigation which Liddell suggests is another matter. What is to be hoped is that considerations of the policy process such as the present study, based on evidence, might assist in the process of debate about the role the policy community can play and the nature of the partnership which should exist between the various members.

Mullen, a Glasgow secondary headteacher and member of the PDC, judges the political process even more harshly than Liddell:

> I feel that one of the central issues in the Report was a partnership between schools perhaps on an area or a local basis. That was central. By the middle of the 80s that assault on Local Government independence was already there....I think also, self-governing schools, this Report makes a great emphasis on schools, and nests of schools. How do you have effective 10-14 with 24 primaries? Partnership between schools and local authorities was basically abhorrent. If you wish to take schools out of the public purse and you believe in privatisation, self- governing and so-called parental choice, the destruction of zoning (zoning is a tool of planning) was OK. This was overlaid by the fact that there was a worsening relationship between local government, COSLA, and the SED, Scottish Office, in the mid 1980s. Because you had local government trying to resolve massive industrial action and disobedience on the part of the teaching unions, and the government on the other side promoting the same things that were causing unrest...
>
> ....Another area was that the control of the curriculum was central to all of this. Is it a matter for local decision, of flexibility? Is it a matter, for example of should the curriculum of Mintlaw mirror that in Possil? That, for them, is subtle. In other words, flexibility does not exist. . We were of the opinion at the end that if we failed, and did not publish, it was because excuses were being sought in the fact that the composition of the Committee had changed and that had affected the validity. Another factor was Thatcher and the teachers. How paradoxical that she had succeeded in gutting the proletariat unions and here were the C1s and C2s on whom she relied girding their loins and being successful. A document which says that teachers and only teachers can change - we were at pains to take the power of change

in the primary schools out of the hands of the Heads and put it into experienced teachers. We continually said it's not just Heads. This predates all of this we're getting now about the curriculum belonging to staff - "ownership". She could not take that. The rise of the Right Wing in Scotland - the emergence of people like Forsyth, people who will be nice to you if you agree with them and they agree with you. Of course, the whole thing was running counter to what must have been on the stocks in England - the Baker philosophy. Here was Baker doing his best to remedy what was, in contrast to our system, a shambles. Our Report was saying, if there is no Baker that will do it, then Forsyth will not do it either. At the root of it there is a conflict in power terms.   (app.1 p.400)

Thus, in a rather colourful, and as Mullen himself would acknowledge, partisan language, a number of key issues are identified which run through the whole 10-14 episode. For him the key issue is "partnership" and he rightly points to an inevitable clash in philosophy between a Report which seeks to build on established links between secondary schools and their associated primary schools, and a Government push towards parental choice, placing requests and, ultimately, opting-out. It is the latter which is the key, since parental choice had been enshrined in legislation before the PDC began its work and therefore was part of the context of the work. But the idea of schools going it alone, outwith support structures of the local authority, was never considered by the PDC, and would have been philosophically abhorrent to it.

The issue of the teachers' industrial action is significant in two respects: firstly, in terms of a predictable reluctance on the part of the Government to sanction a model which placed power in the hands of teachers after the disruption of the 80s, and secondly, the sensitivity of members of the PDC to the criticism that the membership of the PDC had been depleted and had become unrepresentative. Smyth has argued, from a different starting point that in any committee which takes the best practitioners and engages them in an intense and sustained way on an issue runs the risk of becoming out of touch with "reality" and may, therefore produce something which is less practical than it could be. But Mullen clearly felt that the "excuse" was being used to "rubbish" the report.

His reference to "ownership" in a political context is central to the present study and its relationship to "control" leads him to the conclusion that the demise of the Report represents " a conflict in power terms." His view would appear to support the central thesis that the 10-14 Report, being high on both autonomy and partnership, was unacceptable to a political ideology which was strong on fiat and control.

Smyth, responding to a suggestion that the particular model of implementation in 10-14 contributed to its downfall, argued:

> It is my view that it was one of the main reasons for the downfall. But I remain confident that it is the best model that there is. It was ideologically unacceptable to change the power base. We did not anticipate that. We had no clue whatsoever from the SED assessors - which is kind of annoying - that's what they were there for, to alert us to what politicians were thinking. Actually, the fact is that *they* didn't know what was going on. (app.1 p.457)

The significance of 10-14 historically is likely to be two-fold. Educationally, its key ideas will continue to be the subject of debate if only because the 5-14 Programme has borrowed its slogan of "coherence, continuity and progression" and because the debate on standards and traditional teaching methods nationally will inevitably lead us back to issues such as "Learning to Learn", "Problem-solving, Investigation and Reasoning" and "Purposes of Assessment", to take but a few of the sections from the Contents. In policy-making terms, the 10-14 episode may serve to show how the policy community can no longer assume that its influence with Ministers is assured, and that to try to maintain an educationally sustainable position on any major curricular policy initiative then other methods would have to be tried that were, perhaps, less direct.

It may be, therefore, that the early stages in the 5-14 programme may give some clues as to the nature of the changes which have taken place. As we have noted in chapter 11, McNicoll clearly saw that the SCCC had to try to influence the development of 5-14 from the inside, so to speak. If the government was determined to push through the changes outlined in the Consultation Paper, the pragmatic view of the SCCC was that it should be "in there". Thus, the structure was the SCCC's and the people involved in the various RDGs were not unlike those who might, several years earlier, have

been on the PDC. Menzies argues that in general the members of RDGs were "safer" in the eyes of SOED than those of yesteryear, but just as Humes' thesis is challenged by the fact that CCC committees always had their fair share of individualists and iconoclasts, then Menzies view is also challenged by the fact that, hand-picked or not, the RDGs to date have produced Reports which have been anything but pleasing to the Minister. This phenomenon seems to indicate that the policy community is not easily silenced or constrained.

But if the 5-14 Programme has built into it aspects of control in the form of predetermined levels, National Testing and attainment targets, and if fiat is to continue to manifest itself in the rejection of the recommendations of RDGs by the Minister, then it must be because the "autonomy within guidelines" approach of 10-14 was felt to be unlikely to produce the desired changes. The question is whether this model is likely to be more successful than the one it replaced.

12.4   10 (5) - 14 :   a formula for success

On the face of it, 5-14 can be seen as a total rejection of all that 10-14 stood for - a replacement of woolly, progressive, soft educational thinking with hard-nosed, market-led, Right Wing ideology.   But in education, as in many other large issues, things are rarely as simple as that.

It has already been noted that many of the commentators, including those who were members of the PDC, remain optimistic about the future of Scottish education in the face of what appears to be an assault on the policy community. At the heart of this optimism is a belief in the ability of teachers to absorb and, in Gatherer's word, "civilise" changes imposed by the centre. Certainly, the evidence of the Primary Memorandum and the findings of HMI in 1980 suggest that change is unlikely to be successful by dictat alone. Farquharson has argued that unless the changes are consistent with the dominant socio-political ideology and are within the scope of ordinary teachers to integrate into their own view of the world, they are unlikely to succeed.

Thus, it would appear that 5-14, as viewed by the teachers and as implemented by local authorities and their schools, notwithstanding the

elements of control and controversy, may be beginning to look not unlike 10-14 in many significant respects.

The partnerships at the heart of 10-14 have come under threat in the early stages of 5-14 because of the opposition of many local authorities and parents to National Testing. Directors of Education have written highly critical reports for their committees and chairs of these committees have publicly denounced Testing and aligned themselves with parents' groups opposed to it. This has led to acrimonious exchanges, and to alterations in the application of the Tests in order to take account of the fears expressed by many teachers and parents that they were disruptive to the normal work of classes and caused stress by being confined to a brief period in P4 and P7. The issue of Testing would merit a lengthy discussion of its own, but what is significant is that once it is possible to separate these highly visible "control" elements of 5-14 from the actual process of implementation, then the approaches of 10-14 and 5-14 begin to look less dissimilar. Not only did the membership of RDGs include the same kind of spread of people as CCC committees, including many local authority staff released from their normal duties to participate, albeit on part-time basis, but early material from the RDGs was trialled in local authority schools. Each Working Paper produced in consultative form by the RDGs was scrutinised by schools in every local authority and formal returns made as part of the consultation process. Thus, at every stage, co-operation from the local authorities was evident.

Not only is every local authority setting up its own mechanisms to implement 5-14 but there is evidence of co-operation with the Department in ways which belie the public confrontation over Testing and the apparent control-focussed nature of the 5-14 Programme.

The present writer serves on the national Steering Committee for Staff Development 5-14, chaired by an HMSCI with representation from the Department, local authority advisory staff and the SCCC. Its function is to oversee all implementation issues with a particular focus on support for teachers, either in the for of curricular materials or staff development/in-service packages. Perhaps the most significant feature of the work of this committee so far is the appointment of an HMDSCI, recently retired, as a part-time development officer, with a remit to liaise with all local authorities and to establish networks among them for the sharing of expertise and

materials in the implementation of 5-14. To date this co-operation has been forthcoming.

Naturally, in this forum, and more generally, the main issue has been implementation. The sense of impatience already referred to by a number of commentators which lay behind the consultation paper also manifested itself in the early utterances of HMI in the context of timescales for the implementation of 5-14. Five years was felt by one HMSCI to be realistic, while other voices were pointing to Standard Grade and the Primary Memorandum and suggesting 15 years as being more realistic. This apparent conflict has, however, begun to disappear as, more and more, conciliatory words appear in official publications, sometimes influenced by discussions in forums such as the SCSD. The December 1991 edition of the SOED "5-14 Update" is worth quoting:

> *What is meant by implementation?*
>
> Implementation of the 5-14 Development Programme involves 2 processes, **reviewing and developing**. Schools are being asked to REVIEW their existing curricular and assessment practices against the advice contained in the national guidelines and to identify strengths and weaknesses. Thereafter, they will require to DEVELOP school policies, programmes of study and learning and teaching strategies to bridge any gap between where the school is and where the guidelines suggest it should be. When this gap has been bridged, implementation is well on its way.
>
> *What is the timetable for implementation?*
>
> There can be no one timetable for all schools but each school or group of associated schools should have its own timetable. Much of the 5-14 guidelines is already present in good practice in schools and much can be implemented immediately. The precise pace will be different for every school depending on the following factors:
> * the education authority plans for supporting implementation
> * the familiarity of the school staff with discussing curriculum

and assessment and in planning together

* how close the school's existing practice in each curricular area and in assessment is to the national guidelines

* the school's chosen strategy for implementation, whether it is to implement one set of national guidelines at a time or to deal with more than one at once.

For these reasons, a set national timetable would hinder some schools and be unrealistic for others; it is also true that the pace of publications is not the same as the pace of implementation. But it can be said that the existing good practice in language and mathematics in many schools means that there can be early implementation of the main strands of these national guidelines, with it taking longer for the less familiar strands to be adopted.

This is a long way in tone from the consultation paper. It recognises the inter-relationship of national, regional and school policies which the present study has argued is a central feature of Scottish educational policy-making; it sees groups of associated schools as part of the implementation process, as 10-14 did; recognises the role of the local authority; and, significantly, does not argue for a uniform implementation across the country.

But lest we assume that 5-14 is really 10-14, elongated, we must remember that controversy is growing, not just about National Testing, but in terms of the present political agenda and how it is impinging on 5-14. The Update may be conciliatory, but the Minister's Foreword to the Environmental Studies document, and the publication of commissioned studies in England and Wales, have focussed on the standards issue, and with it the vexed question of mixed-ability teaching, along with traditional teaching methods, content rather than process and subject specialism rather than topic-based approaches.

When this is added to an apparent desire to produce league tables of results not just in secondary schools but primaries also [at present only in England and Wales], to re-introduce Grammar schools and selection and to promote more vigorously the opting-out of local authority control, then consensus at a political level seems as far away as ever.

However, what has emerged so far in the early implementation phase of 5-

14, would suggest that a large measure of professional consensus continues to exist. Partnership and a measure of autonomy for schools and groups of schools are emerging as the features of the implementation process from the perspective of the professionals. Compulsion and uniformity - except in Testing - have all but disappeared from the official vocabulary and the threat to progressive teaching identified by Hartley now appears to come less from the 5-14 Programme itself than from the Right Wing ideology which might still impose Testing, league tables and other forms of external control. The professional arguments against Testing have included the fear that, like the Qualifying Exam, it will distort and narrow the curriculum, giving undue prominence to the "basics" at the expense of the methods which have characterised good Scottish primary practice in the last 25 years.

What is clear so far, as 5-14 proceeds, is that the professional consensus remains strong on a number of issues, the policy community has continued to ameliorate national policy initiatives, and that teachers in schools are likely to continue to intervene professionally and pro-actively in the implementation process. Thus, bearing in mind Bone's words of warning about extreme Governments, the policy community appears to have re-grouped after the arrival in the Scottish office of Forsyth, and the failure of 10-14 has not been total. The basic principles live on; the model has survived in essence; and while the basic philosophy remains out of tune with present governmental pronouncements, the early indications are that 5-14 curricular materials being produced will fit quite comfortably into established good practice. The phenomenon of Ministerial disassociation from professional reports - not a peculiarly Scottish one since Clarke in England and Wales has recently refused to accept the work of the Language in the National Curriculum project - may still augur ill for the whole development, but practice to date indicates the same degree of professional co-operation which Chirnside alluded to as being a feature of the 60s and 70s.

12.5 Subliminal signals

"The classroom crackles with subliminal signals" wrote the authors of the 10-14 Report.[q] What are the signals which 10-14 offers us for the future? What features of the 10-14 process illuminate policy-making in Scotland?

First of all, the picture afforded us by the 10-14 Committee papers is one of a high degree of professional commitment, an inordinate amount of effort and a pronounced tendency for the members of such a committee to develop a fierce loyalty to their product, so much so that anger was the reaction to the rejection of the Report by the Minister as policy, and intemperate words were spoken and written! Immersion in an area, as Smyth observed, can lead to a tendency to become detached from reality, but the insistence of the PDC in gathering evidence and consulting others, to the extent that the members' time was severely stretched, ensured that outside opinion was reflected in the final report.

The style of the Report may have had something to do with the fact that Smyth and Menzies, both English specialists and experienced national committee members were the principal writers, but, nevertheless, it was a "big" report by Scottish standards - better referenced than most - and was therefore seen by some as being too weighty and theoretical, and by others as being too assertive and unreadable!

The model presented in the report was generally accepted in educational and philosophical terms, though there were some strong objections from particular individuals and interest groups. In terms of implementation, the Costing Exercise introduced a unique element into the process. It was seen by the PDC as a positive step and the experience itself was, by all accounts, constructive. But the outcome, a costing of some £182,000,000 over 11 years was seized upon by Government as a principal reason for rejecting the report, particularly when local authorities appeared to balk at the cost.

Leaving cost aside, the principle of "autonomy within guidelines" was in the late 80s out of tune with government thinking. The dominant ideology was unlikely to be content with a model which gave power to the teachers, particularly after the experience of the industrial action of the mid 80s. And if, as Smyth alleges, the emergence of a powerful element in the administrative branch of the Scottish Education Department, allied with a Minister with a mission to weaken local authority control and introduce market solutions to educational problems, which was not part of the policy community nor sympathetic to it, meant that "autonomy within guidelines was likely to be misinterpreted as anarchy, then the 10-14 model was doomed.

The third term of Conservative Government, the start of which coincided with

the final rejection of the Report and the issue of the consultation paper saw the overt attempt to superimpose on the Scottish scene the standards debate which had been raging down south. A new, interventionist style was adopted; the pace of development was increased; and controls were built in. The 5-14 Development Programme appeared to herald the end of one approach and the imposition of another.

But the reality is somewhat different. Scotland has always displayed an acceptance of central policy-making, and the partnership between local and central government in curricular matters has been shown time and time again, most recently in Action Plan and Standard Grade. Schools have also since the early 70s been recognised as having an important policy-making role and the literature on school effectiveness and on the management of change indicates that "ownership" is crucial if change is to take place at classroom level. The 10-14 Committee worked in this context, and so the fact that its Report was not universally popular was immaterial since it was never expected that it would become policy in any directive way. Indeed its own proposed model would have ensured that its recommendations would have been re-interpreted at local level, but within general guidelines.

Its rejection was public and acrimonious, more so because it was evident that there was a change taking place within the Scottish Education Department, at administrative level - and in recent months at the most senior professional level on the Testing issue - which indicated a rift within what had been seen as the policy community. The arrival on the scene of a combative Minister in the Right-Wing tradition was the final element.

Thus, in some ways, 10-14 was merely an accidental battle-ground on which was fought the first skirmishes of a national battle about standards, about control over the education system and about the role of teachers. The debate which its publication would have provoked was overshadowed by the political change of direction and the sudden switch to a 5-14 Programme, with Testing, meant that 10-14 became irrelevant to the public debate. However, the study of the workings of the 10-14 Committee illustrates the intense commitment which exists, even in unpropitious circumstances, to find collaborative ways forward and to embed new policy initiatives in the context of the "assumptive world" of the policy community. That 5-14 did not emerge as a Scottish National Curriculum, high on control and high on fiat, was a

tribute to the pragmatism of the SCCC initially, and thus far, Scotland, National Testing apart, has escaped what many consider to be the worst excesses of the National Curriculum. Control mechanisms exist within 5-14 as has been indicated, and it can be argued that these also exist in other Scottish developments such as Standard Grade. However, national terminal examinations have always been a feature of post - War secondary education, and were therefore relatively uncontentious. The primary and early secondary stages are a different matter, and Testing has provoked a storm of protest from professional and parental groups.

From a vantage point of some 5 years after the demise of 10-14, and with the advantage of being able to look both at the internal workings of the Committee and at the mechanisms for implementing 5-14, it is clear that the policy community still operates, that partnership still exists and that implementation of policy, once it leaves the political arena, derives from principles and concepts which are well established in the Scottish system. Autonomy is accepted as a necessary prerequisite for schools to implement policy which derives from outwith the establishment, but guidelines are not only expected but welcomed. Partnership, at a variety of levels - between central and local government; between local authorities and their schools; between groups of schools; and, increasingly between schools and parents; - is still a feature of the implementation of policy.

Where controversy exists, and where the greatest potential for discord remains, is in the area of control. The professional consensus has held to a remarkable extent. The political consensus has all but broken down. If the result of the political process is a massive change in the structure of the education system, with at one extreme no local authority role and tight national control of curriculum content and the reintroduction of selection, etc., then the professional partnership may not, indeed, survive.

But the epitaph for 10-14 may not be paragraph 10 of the Consultation Paper. " Here lies a report which crackled with subliminal signals" would not be far off the mark. 10-14 lives on and its influence on 5-14, while rarely acknowledged explicitly, is nevertheless considerable.

12.6   Postscript

The 10-14 initiative offered an insight into Scottish educational policy in the making. That the issues thrown up by the case study are still relevant has been confirmed by the continued controversy over National Testing and the debate which is currently taking place at the outset of a fourth term of Conservative Government, albeit conducted in a more conciliatory tone than before.

This historical analysis of one instance of the Scottish educational decision-making process at work with regard to a specific stage of schooling which appeared to have the support of professionals and politicians alike as being in need of review, has generated issues concerned with ownership and the relationships among participants in the policy process which continue to be the focus of discussion among the policy community and beyond.

The contribution of 10-14 may, therefore, extend beyond its successor the 5-14 Development Programme. The experience of the participants and the insights provided by the commentators provide a different, but no less significant, basis for drawing conclusions than a conceptual/theoretical analysis would have done. This approach was deliberately chosen as being complementary to the more theoretical studies which have made a contribution to the growing body of work documenting Scottish educational policy-making.

"Letting a hundred flowers blossom...."

A study of educational policy-making
in Scotland in the 1970s, 1980s and
early 1990s: formulation, implementation
and dissemination, using the 10-14
Report as a case study.

Volume 2 (of 3 volumes)

by   .

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being a thesis submitted for
the Degree of
Doctor of Philosophy
in the University of Glasgow

Department of Education : Faculty of Social Sciences
University of Glasgow
July 1992

Thesis
9420
Copy 1
Vol. 2.

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APPENDIX 1   TRANSCRIPTS OF INTERVIEWS

Transcript of an interview with Gordon Liddell, held on Saturday 3rd March 1990 at 3 Glen Derry, East Kilbride.

Q.
Why did the Inspectorate take up Learning Difficulties prior to 1978?

A.
Can't be sure about that one... Inspectors had been attached to each of the Central Committees in the 70s... they may have realised that there was no overall policy... and HMIs going round schools would find that in one school those who were considered to have Learning Difficulties, ie pupils in separate classes (because that was the system) would be mainstream in the next.

Q.
Could it be something which emerged from what the inspectors had been doing?

A.
Yes I think that was another strand... and I think a third strand was that they must have been doing their reading... they exposed the "deficit model" which was current.

Q.
Can you remember if there was a "launch" of the HMI Report?

A.
I can't honestly remember that ... what I do know was that the uptake of it was very different from region to region... some authorities seemed to ignore it - some authorities seemed to fasten onto it.

Q.
You were heavily involved in the production of "English for Slower Learning Children"... there was a national, residential course...

A.
That preceded the HMI Report.

Q.
What was the genesis of that?

A.
It was a course that was.. asked for.. by the inspectorate.. people were invited to the National Course as individuals.. were not expected to go back and become the focus of work within their own Regions.. the "Cascade" model had not been developed.

Q.
The role of the inspectorate?

A.
Very difficult thing for the inspectorate to do.. because they're there to inspect.. you always need people like them who have got the kind of overview through visits to schools.. in an area like learning difficulties which can become neglected.. that particular initiative (PLD) was one of the boldest things.. in my experience..

Q.
What characterised those authorities which made the PLD issue work?

A.
Always to convince your directorate.. then the people who are actually responsible in schools for carrying it out.. HT and AHT level.. you need much more than merely attitude.. it needs a bit of subtlety.

Q.
Arriving at Hunter High School, 3 years ago, recently inspected, I found that the 1978 document's message had not reached it. What had happened/not happened?

A.
Strathclyde is big - Directorate - HT - AHT - many areas where slippage can occur.

Q.
This has to do with the monitoring role of LA's?

A.
Strathclyde's size.. difficult to find the solution - not always easy to find.. perhaps it was not appreciated how to handle the issue.. perhaps it was easier in Fife or Grampian?

Q.
W Gatherer's book - CCC model is commended.. committees manned by enthusiasts.. who decides who these people are?

A.
The choice of people is very ad hoc.. HMI.. Syd and I would be asked.. only once can I remember one person, thought to be good, who was rejected for CCC on the grounds of his abrasiveness.

Q.
Gatherer describes model CCC - people highly motivated, highly committed, working in their own time, little resources etc.

A.
Advantages outweighed disadvantages.. suffered from fact work was done in member's own time..

Q.
Humes argued in "Leadership Class" that a weakness of the model was patronage, and that people were motivated by career advancement.

A.
Not my experience in SCCE - people of very diverse views were members.. never aware of self-advancement as a force.. did not restrict them from saying what they wanted to say.

Q.
What do you remember of Rayner?

A.
Remember returning from Summer Institute to find a note on my desk that Sir Peter Rayner wanted to interview me.. that was the crucial moment of change.. I felt uneasy.. I felt that the the system was productive, we were achieving things.. it appeared the SCDS was being changed simply for "efficiency".

Q.
One of the criticisms was that Rayner was not radical enough?

A.
It was largely a political matter.. a case of saving money.

Q.
McPherson and Gatherer conclude that the move has been towards increasing centralism in policy-making?

A.
It hasn't all been bad.. the previous model was too uncertain, too slow.. another way had to be found - the publication of reports, followed by national course, was hit-and-miss.. I feel that at the heart of any curriculum development process is the need to change the perceptions of the people

who are actually <u>doing the job</u> - to increase/sharpen their understanding of their own job.. that's still what we ought to do.. but the mechanisms for doing it.. still elude me.

Q.

Will the centralist model, with documents and teaching packages.. change people's perceptions?

A.

In a sense, looking back at the earlier model it was, well, self-indulgent.. it was always going to be too slow.. maybe never going to work.. the opposite end of the spectrum was that we were aware that if you change the examination system.. that is another way of accomplishing change. That's why I became involved with the Exam Board.

Remember that in the 70s there were two models -

- one was the "classical" kind described by Gatherer
- the other was that the CCC put work out to the Regions - commissioned work in an area with a member of the central committee linked - he/she would gather a group of teacher together.. whatever they produced would be closer to people on the classroom floor.. and would therefore carry more weight with classroom practitioners.

But if anything the second of the models was a slower process since the people gathered together had to educate themselves first.. it didn't really "produce the goods" in may cases - a failed model.

Q.

The centralist model was, therefore, a reaction against these two models - how do you see the 'S' grade fitting into the new model?

A.

'S' Grade started with a feasibility study - then pushed out to a wider group.. gives people the challenge of solving their own problems.. offer them new ideas through someone who is working with them every day (eg PT) - this was a marriage of the old/new models.. yet leaving open opportunities for individual interpretation.
This was better than the old, and better than the current model (where writing teams produce materials which then are duplicated for classroom use).

Q.

Syd, in a recent article, argues that professional teachers will subvert the centralist model by taking these materials and using them to their own ends. Do you share his optimism?

A.

The current method of curriculum development is not, I don't think, highly productive.. if you create systems like 'S' grade. let kids make choices, exercise initiative, give them a "menu" of curricular activities.. you will create a fruitful relationship between pupils and teachers.. the teacher will be able to become more creative in turn.. my instinct is that in English, especially, 'S' grade is doing just that - writing group materials will soon become dust on a shelf as teachers create their own materials - teachers will become again their own masters in the classroom.

Q.

'Listening' disappeared from the 'S' grade assessment plan. Why was this? Was it a dilution?

A.

Listening was a difficult one.. not enough research into how to teach it and how to measure it.. listening has been neglected and devalued.
Society's need to measure, grade, put numbers on things, made 'listening' difficult.
Teachers will always have need for external benchmark/moderation.

Q.

"Downward incrementalism" is McPherson's phrase.. he highlighted the effects of exams on the curriculum.
Can we turn now to 10-14? Why do you think it was dropped and not taken up as policy?

A.

It may be yet.. it is still a best seller - English Authorities buy the thing in bulk. The SCCC has restored the document's standing.. its demise was a purely political matter.. when the reasons why it was " rubbished" by senior SED staff are uncovered, there will be a lot of questions to be asked.. about the part played by the Civil Service.

Q.

You are involved in one of the RDGs.. what is, in general terms, your experience of the process so far?

A.

I saw it initially as a damage limitation exercise.. but I now think that our group feels that some considerable good may well come out of it.. its report will be published intact.. with a letter from the Minister saying he doesn't agree!
I think that the political will is being subverted by the educational thinkers.

Q.

How did membership of RDGs emerge?

A.

The Chairman appears to have been chosen with some care.. the others seem to be those who in the past might have been on Central Committees.

Q.

What if the SED takes the RDG's report, does a re-writing job, and uses the names to give a "specious credibility" to the report?

A.

I think there would be a mass resignation of the committee. This happened to "Curriculum for the 90s" - the SED re-wrote the submission of the CCC (the EIS published the contrasting versions). My instinct is that the recent change of Minister is significant.

The RDG say that they had a "Golden Opportunity" to build in what they saw as a coherent language development programme - replacing the old Latinate structures beloved by Michael Forsyth - which could give teachers a sense of security.

Ian Lang is unhappy with our report since his view was formed by an internal Civil Service report written by a non-educationist who advocated return to Latin grammar.. we have come up with a developmental model.

A period of lengthy consultation, 9 months, will follow publication of language/maths reports.

Q.

Will exemplar material be produced?

A.

Yes.. I have been seconded 0.4 of my week to help produce these exemplars.

Q.

What, in your experience of schools over the years, is the key to a good school?

A.

You need the person who makes the decisions not to be someone who follows fashion slavishly.. he/she must take the intelligent decisions.. circumstances must be created in which the teacher is allowed to feel that his thinking, his creativity, is valued.

Q.

WSP.. takes time.. discussion, participation etc.. it doesn't fit in easily with OAs, PIs etc.

A.

Enterprise Education.. Borders Region.. Douglas Weir is working with schools. This model is to have a self-selected group of teachers within the school.. who get together, try to introduce Enterprise Education within their classrooms.. they are regularly freed from classes (supply teachers).. go round and watch each other teach.. they can discuss their experience.. and take up issues etc. - an excellent model.

Q.

How optimistic are you of the future of Scottish Education?

A.

I tend to take a progressive view.. we are making progress.. we are gradually solving problems of appropriate education.. substantial bodies of opinion within education are similarly optimistic.

Transcript of an interview with Mr. David Menzies, held on 9th March 1990 in Hunter High School.

Q.

I wonder if I could start, David, just focussing for a minute on the 10 - 14 .
You were a Member of the 10 - 14 Programme Directing Committee.

A.

The circumstances by which I came to be are perhaps irrelevant. I was there as COSPEN'S representative, so my official delegated function for COSPEN was to make sure that issues on Special Needs were kept in the frame.

Q.

I think I'm right in saying that that was not your first involvement with the CCC committee structure? .

A.

I had been for about 2 years in the middle 70s on the Central Committee for English and I had been on odd sub-committees because I (I suppose its safe to say it nowadays) was a Chirnside, Gatherer protege-one of the boys they could call on through early linguistics work and also, the influence of the charismatic O'Carroll. I went to Glasgow when he was the adviser. So I was always "hinger-on". Inglis was another influential man.

Q.

That's interesting, because one of the things I'm trying to look at in some ways is that concept of the "policy-community" which Andrew McPherson talks about.

A.

In the late 60s and into the 70s it was easy to identify, do a roll call - Gordon (Liddell) was of it; I was of it at that point in a very minor role, Inglis, O'Carroll, Gatherer, Chirnside - as part of the Exam Board. It came from the allowing in of teachers to the marking and setting which was early 60s - 62. I came in about 64. O Grade, 'H' then CSYS - and then into the College. So College, Board, CCC as it was then, all intermeshed, it was the Mafia.

Q.

It is interesting because - I don't know if you have come across Gatherer's.

recent book - on Curriculum Development? He has pulled together a wee book..

A.
I haven't read it.

Q.
It is quite an interesting book, it tries to outline, historically, the growth of the CCC, curriculum development and policy-making, now he points to what he calls the "Classical Model" of the CCC, committee structure, where you pull in a lot of experienced, highly motivated people who work away and produce documents, and he is very positive about that kind of model. If you take the current situation (1990) presumably the criticism of (classical) model by the centralists would be -

a) that it was too slow, took too long

and

b) you could never guarantee that it would influence people on the ground.

A.
Yes, the word "delivery" is what these people use these days. So that these committees did deliver, but took a long time to deliver. Reports could be "wordy", "verbose" was the word used about 10-14, and also, behind that, what they were saying was it is too liberal, too radical, it was dangerous, that was the vibration. But if you give these guys time, scope.. then you're stuck with what they produce and the converse, there as a kind of unspoken, surface conspiracy, because all of these people were radical, did want to change Education, and I think it is significant that the thrust of this came from the English Teaching community - not entirely, but there was a very strong impulse came up from those who thought hard about English.

Q.
Do you have any recollection of what the impetus was for a look at 10-14?

A.
Yes, it came from COSE, the Committee on Secondary Education, and I believe, or so it is claimed by the author, a paper for that was produced by Dick Lynas which came out of the deliberations of the early Strathclyde Secondary Development Committee, on which the Mullen brothers, Norman MacLeod, Dick Lynas, Colin Brown.. they were all the "worthies" then, and

the then Vice Principal of Jordanhill who was an English teacher, they in the early days when Dan Burns was the curriculum man, set up that committee which then initially got side-tracked into responding to Munn and Dunning but then started looking at the early stages. The Education Committee in Strathclyde was concerned about the early stages. That resurfaced in the officer-member report, that was what they looked at - SI/S2. Dick, being aware of that, being on COSE - then I was secretary, as a secondee, to the Strathclyde Secondary Development committee, so you can see where it all..

Q.
I can remember.

A.
I think it is largely, I may be wrong, by impression was that it was a West of Scotland thing.

Q.
I can remember, if anything, the first time I ever heard the phrase 10-14 was when Andrew Chirnside, whom you mentioned earlier (before the interview).. it was at an early meeting of the Central Committee (in English) in 1979, I think, where he gave us an overview of what was happening, and he kept using the phrase 10-14. Up until then I had never regarded that as a discreet area. Clearly there must have been something in the minds of the Inspectorate as well at that time - 10-14 was something to be looked at.

A.
I think it is almost impossible to under-rate the influence of Chirnside and Gatherer. Some of it in retrospect may not have been always for the best but it was a powerful influence. They were both men of powerful intellect, Gatherer particularly, but Chirnside was articulate and could "punch" harder that Gatherer. They made a formidable team, and they picked up the ball when they were left. They were the guys who made up the Higher (English) papers... and they had that impetus. When they had to surrender the reins of that, they surrendered it very carefully.

Q.
From what I gather from the papers, the initial thrust of the 10-14 started off with a "Starter Paper" by person or persons unknown, within the structure.

A.
I think it was basically, Dick Lynas. He claims that. I think I have it.

Q.
It is not attributed to anyone. There was a conference in Stirling which launched it. Professor Noel Entwistle spoke and delivered a paper.

A.
A number of worthies. I wasn't at that one. I joined COSPEN about 1981/82 to replace Tom Meenagh. At that point there was a remedial or Learning support teacher from mainstream Secondary, she had been identified as a person COSPEN were going to put on this. It was a project, it wasn't a committee as such, a special project of the CCC. She was due to go and then for personal reasons she stood down and COSPEN more or less said 'who wants to go?' I had been on the S1/S2 committee previously which had its influence. It clinched it for the CCC to move on 10-14. The Officer/member group wasn't 10-14, but it did consider the Primary/Secondary transition very strongly.. so I more or less volunteered. I wasn't invited in any direct sense, I more or less just talked myself onto it. It seemed to suit everybody.

Q.
The model of that kind of committee, pulling together a number of people notable in their own right, all of whom, however, were holding down other jobs, usually fairly demanding jobs like Adviser, Headteacher etc, meeting five or six times a year, getting involved in sub-committees, as the thing went on, setting themselves targets, deadlines, writing, taking on board, as your committee did, so much information, that was a fairly classical way of doing things, expecting people to do a lot of work, in their own time.

A.
A lot, and it was very busy time, apart from your own work as it were, I was still on COSPEN, on sub groups of COSPEN, plus ad hoc sub groups of the project, and so there were times when I was going through to Edinburgh three times a week. Now there were chronological events which have to be taken account of - the full committee, the project steering committee (sic) PDC was big, and it contained, it was a typical bureaucratic, representing all the parts of Scotland, and if possible all the subject disciplines, so there was a Music Teacher, an Art Teacher, a Primary Headteacher, there were advisers, Secondary Headteachers, and nearly all the subjects, maths was the one we didn't get, and then came the curriculum boycott, and these people dropped off the bow, so eventually, we were down to 'the Mafia' to some extent, and the actual writing was done by probably about five hands.. the largest hand was Syd (Smyth), the second hand was Beattie, I had - bits of it were mine, some of it, around Chapter 8, was Eddie's (Mullen).

Q.
It would appear that currently that particular model of curriculum development/policy-making is out of favour, and we are going now for a much more direct, from-the-centre type of approach. How do you feel about that? What are your comments really, on the way things are done now? If we take as an example of a different approach the Review and Development Groups currently meeting. If you look at a list of the people on the RDG and the other groups, there is a big overlap. The same kinds of people are there.

A.
My inclination is that for what it's worth and this is very much a personal view.. my impression is that instead of the community, this idea, the community of people who actively think, and who- not that we consider that their views are of paramount importance, but they're seeking ways of communicating ideas, and this is a way of communicating with fellow professionals all over the place, and in the old days the system allowed these people to produce something, and there was a leisurely, more monied situation in which this could be discussed given in-service time. My impression occasionally tends to be, it's probably very unfair, is that the people now picked out for RDG work are the safe, maybe that's being very unfair to some individuals.

Q.
That takes us on to another thread..

A.
The point you made about the kind of style there is now.. the style now is for a group to produce something which goes straight from their table to the classroom. We were concerned with skilling teachers, expanding intellectual horizons, pedagogical horizons, giving vision etc.

Q.
All 'woolly'?

A.
Sometimes it is woolly. There are bits in the 10-14 that are a wee bit woolly, but people whose opinion I respect have said what the hell did you mean..

Q.
An interesting fact you may or may not be aware of is, apparently, 10-14 Report has become a best seller. apparently it is being bought in bulk by .

authorities down south and abroad. Gordon Liddell (see Appendix   ) feels that it has now gained a stature within the SCC structure. Te feels they recognise its worth.

Coming back to the 'safe' people. Take Walter Humes and his particular view he would argue..

A.
"Leadership Class"?

Q.
I heard him argue at an English Committee, or was it at a Feasibility Study Course, that the system we've been discussing was just an area of patronage, that the people who were selected were done so by persons unknown (Gordon, Syd, HMI) and the main motivation for involvement was career advancement. They were almost inevitably going to come up with things that were fairly safe. How much would you go along with that?

A.
What we did on 10-14, though there was no subversive intention, except in the best sense, shaking up the safe conceptions, we didn't intend to be radical but what came out was. It was saying give teachers freedom to design a curriculum. The people now it seems to be would no do that.

Q.
Can you remember very much of the beginnings of the costing exercise? One 10-14 participant told me he felt the Committee had almost been taken unawares by the costing exercise. They had seen it as a legitimate, bona fide attempt by the Inspectorate to cost recommendations but looking back with hindsight realises that it was quite clearly a thin end of the wedge which ended up with the Report being ditched.

A.
The significant thing is that they have never done that again. It is fair to say that we did find it (costing exercise) quite challenging. Walter Beveridge (HMI) - his approach was very sympathetic. He pushed us. We 'were just teachers' not numbers men, and he did say "what are you talking about?".. and that was good, you have to think. We had no objections to the exercise.. It was obviously an attempt to produce ballpark figures.

There certainly was an animus against us in the Department, a distinct problem. We can trace it back to the moment when we launched it at North Berwick when the Chairman of PDC, a lovely man who while a Director of Education always gave time to that Committee, it always came first. After he

spoke, Hillhouse (SED) unbeknown to anybody, rose from the body of the kirk and said this is assertion, what evidence do you have etc., and the Chairman was literally shaken. He dried up. Someone else had to answer..

Q.
There was no warning?

A.
No. Syd, I think, being close, and having to service things which betokened the changes in the SCCC, had picked up some bad vibes.

Q.
It appears to have been a historical accident that the political will was changing so dramatically. It wasn't so much that your report was that much more radical than those that came before or since, but that it came at the worst possible moment?

A.
It dragged the tin can of costing after it.

Q.
Yet the 10-14 report is still doing the rounds, it is still on the shelves. People discuss it.

A.
Yes people in schools will say "we have a 10-14 group" or "we are still working on 10-14".

Q.
Have you been privy to any of the outcomes of Review and Development Groups (RDGs)"?

A.
I have a copy of the EL.

Q.
One member of RDG 1 has suggested that the group had decided that this was an opportunity now to try and put into effect some of the things that had

been dropped when I0-I4 was dropped to try and promote the developmental nature of English.

A.

The continuous, coherent, progressive..

Q.

He seems quite optimistic.

A.

Yes (some people) say the same. These are wee groups, who incline to the safe.

Q.

It would appear that the RDG guidelines are coming out with a covering letter from the Minister which is critical of aspects of the report, with caveats about the lack of rigour in grammar teaching. It will come out for a period of consultation up until Christmas (I990) with some kind of revision to be made. Some people seemed more optimistic that I thought they would.

A.

Yes, some are more optimistic. I'm not sure how much of it is a genuine conviction that they could keep things - the integrity..

Q.

It ties in with the view of people involved in the Exam Board in the days of 'O' grade, that you tried very hard to make the exam a vehicle for curricular change and that they might exert a 'benign influence' on the curriculum, yet it had limitations because it could have other effects. Is that how RDG 1 members see it, making the best of the situation?

A.

Some RDG 1 members are of that generation who as young men were involved in Exam Board work, like myself. For us it was the most powerful staff development (in the I960s) that we ever had. It was a most rigorous look at what happened at the hot end of English Teaching, for example when you had appeals and schools sent in what they had been doing, you got an insight, and thought maybe the papers could turn this round. It may be coincidental that the only national development exercise was involved in the examination, and people on these committees. Now the governmental line

is to go for people on these committees who will not rock the boat, spread it about so that the same people don't keep popping up and 'get above themselves'. I detect a cooling off, personally, of the Inspectorate to me. I am not persona grata any more. (Here was a personal anecdote to illustrate the point.) It may be just old age and paranoia.. but the same is true of other HMI who look to other people, who are less critical/radical.. who speak the current 'language'.

Q.

I personally feel marginalised also in this Division (of Strathclyde). If I raise a topic it gets the reaction. "it's just Boyd", and I get a glazed reaction. If I try to speak about educational philosophy or generally about aims, I feel this is it, here we go. Recently, as far as Headteacher Management Training is concerned, no one has approached me and said "are you interested?", notwithstanding the fact as well as doing the job, I have an interest in Educational Management.

A.

People who have been sent on Management Modules are predictable people. Do you see Headteacher Training as a bribe?

Q.

Yes, quite clearly. Take the document (SRC) 'Managing Progress' which is quite bland, yet it keeps pushing the idea of 'line management'. I have strong misgivings about it as perceived from Education Officer to HT. The nature of the job a Headteacher does is so very different from a Director of Education. It is all to do with accountability and so on. It is management as a control mechanism. I personally have looked at Whole School Policies, promoted it as a concept, and now am beginning to realise that it is a doubled edged sword. It can be seen as control.

Transcript of an interview with Sir James Munn, held on 14th March 1990 at his home

Q.

I wonder if I could start by referring to Dr. Gatherer's book on curriculum development. He describes the CCC structure, as was, as the classic model of curriculum development and is full of praise for it. He feels that before it became the SCCC it was the best type of model for developing the curriculum and making policy. Now I wonder if in general terms from your own experience you would say whether you would concur with that?

A.

Well the CCC was based essentially on a partnership principle which meant that there were a lot of bodies, sectoral interests which had an input to make into curriculum planning. The most obvious ones are the Government, the SED if you want to separate these - the Inspectorate, the curricular planners, the assessment people, the local authorities, teachers, colleges of education, further and higher education, industry too - all these were represented on the CCC. It brought together a multiplicity of interests; it ensured that the major people who had an input to make had an opportunity to do so; and it brought them together in useful deliberation, it always seemed to me. If I were looking for a defect I would look for it in the area of, and this was a problem right from the start of the CCC and we improved on it but never got it absolutely right, was in putting curricular theory, curriculum ideas into practice. So much so that it was Gordon Kirk who devised what you will find in CCC literature as the "Fourth Priority" which was translating theory into practice in the classroom. And I have thought myself that the priority of the last CCC of which I was a member - and that would have been the 6th CCC - that it was its priority. The priority I would like to set within that was to establish closer relationships with the local authorities - because they were really in charge of manning the system, of putting it into practice. I was never able to do enough; I did something, but never enough, largely because at that stage we were doing a lot of "fire-fighting" one way and another. Members had decided that the system was overloaded, the curriculum development system was overloaded in one way or another, too much work was being put on teachers, that they wanted to simplify, and so on, and that the priority must go to devising new Standard Grade materials. Hence the emphasis in the last years of the CCC on curriculum support groups, new structures of that type. So that, I think, the defect which, though over a period of 10 years things had improved, there was still a great deal to be done - translating curriculum theory into classroom practice.

Q.

This may be summed up in one of the new jargon terms which is "delivery".

A.
This is very familiar - it is an MSC term.

Q.
One of the criticisms which is often levelled at the Central Committee structure is that you brought together a lot of people who were enthusiasts, well respected in their own fields, asked them quite a lot in terms of time and energy, but the defect was that there was no coherent or systematic method of dissemination. It was either erratic or it was too slow, basically. Would that have been your experience or is it too broad a criticism of it?

A.
Well, it wasn't for Central Committees specifically to disseminate their thinking. Their remit was to advise the CCC who had to fit it into an overall pattern and...Central Committees were composed as you say of enthusiasts who often got the bit between their teeth and they learnt from there. One of the difficulties was that Ministers and senior civil servants began to feel that Central Committees were really too powerful, that they were generating change not all of which was necessary. They were in the fast lane and were enthusiastic and the work of keeping these Central Committees together - you can see how the central machine could get overloaded. Undoubtedly there was a great deal which they did which was legitimate and would have been helpful, and yet, to some extent, we felt.... Remember one or two things:
First, that the membership of Central Committees was drawn up in such a way as to give a number of factors, one of which was geographical distribution. People taken from - not every - education authority to be placed on a committee, there was a good geographical distribution therefore the members of Central Committee could do a bit.
Second, there were professional associations of teachers who were involved e.g. the modern languages committee, SALT, which gave an opportunity for discussion and dissemination to some extent. So things *were* done. Maybe more could have been done, but....

Q.
I wonder if I could take up the point about membership for a second? In his recent book " The Leadership Class in Scottish Education" Walter Humes is critical, I think, of the way in which people were selected to become involved in national developments and he caricatures it as a patronage system in that people were plucked, if you like, from their classrooms by the all-seeing Inspectorate, or by other persons unknown, and so on. It is a very deliberately provocative view that he is expressing. Do you think that the .

appointment to these committees was democratic...or should it have been democratic at all?

A.

Well you have to distinguish between the CCC itself and the sub-structure. Membership of the CCC was a matter entirely for the Secretary of State...the membership wasn't consulted. [*Here follows an anecdote, told in confidence to the interviewer to illustrate the point that the chairman of the CCC was consulted on the post of chair of COPE and COSE and on the balance of representation. Once he forced a change to ensure this balance.*] The committees of the CCC are appointed by the CCC itself - at one stage the CCC had an appointments committee before I became chairman. But in my time, from 1983-1987, appointments were a matter for the executive committee to put before the CCC. As far as our own membership was concerned, because such Central Committees might have a CCC representation, for example the 10-14 committee certainly did, and we would know the people and make our own decisions. But insofar as you go outside the CCC and you want to spread the load and develop a network (you don't want the CCC members to be too grossly overworked) we didn't have the national coverage the Inspectorate had, and the Inspectorate are professional people and it is their job to know what is going on, to know who the coming people are. So they didn't decide but they advised us and their advice would weigh very heavily. It could.. the decisions would lie, normally the executive committee would make a recommendation to the main body but in practice we had been advised on the outside members by the Inspectorate. I don't see any other practical way of operating.

Q.

That is true in a sense because although it is easy to criticise and allege that the Inspectorate may have been guilty of choosing people whose views they already knew and therefore, in sense, affected curriculum development, it is difficult to know how these people could have emerged in any other way.

A.

But, I don't think it is so much a question of their views. You might have been an inspector. Now if you had to choose (remember, *they're* very heavily selected - they are able people) you wouldn't choose them because they hold particular views. You choose people because they are bright, they are enthusiastic, they are interested in curriculum development. Not because they're following a party line. You won't always get it right. There may be better people elsewhere, and in some cases you have to do this or they may all be mathematicians from Glasgow - as Donald Pack once said.

Q.

My experience of the Central Committee on English in the late 70s and early 80s would suggest that even if the Inspectorate had in fact done what Humes suggested they do, what emerged in fact was a committee of highly committed and very individualistic people who certainly were not conformists - and there was a real interchange of views and open debate. I don't go along with the conspiracy theory but I wondered what you felt about this method of selecting people.

A.

I was happy with the way it proceeded. As I say, it was partly the CCC but it had to go beyond that. Members of the CCC don't have the coverage across the nation that the Inspectorate can. They are highly trained professional people, people of intelligence.

Q.

You were a member of the CCC·from 71 to ....

A.

Bill Gatherer got that wrong. I started in 1968 - all but the first CCC.

Q.

What was your recollection of the first major review of the CCC which was, I think, started around 1976. I can just vaguely remember that because I was a member of the Central Committee on English. I wonder how you felt? Can you remember anything of the mood of the people within the CCC when this major review was taking place?

A.

Let's take a few minutes to establish what we are talking about because there were a number of reviews. My recollection was that there was a review by Rayner in 79/80.

Q.

You're right.

A.

There was a review - an internal review - in 1976. The interesting thing about Rayner - I've never seen it; I don't know what was in it - but I have a very clear impression that what was published was a consultative document

by the Secretary of State, then his conclusions. I was fairly happy, I recollect, with what was proposed, but my understanding is that what the Secretary of State proposed was very different from what Rayner proposed. But no-one outside the department ever saw the Rayner review.

Q.

I have heard it said that Rayner was very supportive of many of the things that the CCC was doing and was not so critical as was expected?

A.

My impression was that the structure would have been very much smaller - there would have been a lot more trimming had Rayner had his way. But that's only an impression. I don't know. I wouldn't even speculate.

Q.

I wonder if I could stay on that particular area? You became the first "external" chairman of the CCC...

A.

... "non-departmental"...

Q.

I wondered how you felt about that? Presumably it was certainly an honour for you, but I wondered if you felt that it heralded a different kind of approach to what the CCC should be doing? They had presumably decided to have a non-departmental head?

A.

I...my first reaction was that there were considerable advantages to the CCC in having the Secretary of the Department as chairman, because you have the ear of the politicians who ultimately decide. If you have the ear of the Secretary who has the ear of the Minister, he is someone who can influence politicians, who can also influence money. Of course resources are very important. I have to say that my initial reaction was that it was a pity that we were losing the Secretary of the Department as chairman. I remember mentioning this, and the phrase "apron strings" was used. It was time for the CCC to be more independent. We had a close relationship with the Department. It was done really because of the ambiguity of the chairman's position. He had a role of chairman which was to represent the views of the CCC; he had a separate role as Secretary which was to advise Ministers on

issues which he as a civil servant saw as practical and desirable in terms of policy, and these two could conflict. So I can see that that would be difficult, particularly as the CCC's role had become greatly enlarged and there was a great deal of business to attend to ..sheer work for one thing. But also that the dual role of chairman, CCC and Secretary, SED was difficult to manage, one representing the views of the CCC and the other giving dispassionate advice to Ministers.

Q.

Did you see it at all as any attempt to make the CCC more democratic in a sense, less under the control of the Department or was it more pragmatic and practical? In a sense, it looked from the outside to the profession that this was an advance, a step in the right direction.

A.

I think it was. The term had been used "apron strings" so I think it was meant to give the CCC a greater degree of independence but that was at the expense of, I think, probably, a slight loss of influence, in the sense that the secretary of the Department was best placed to drive the CCC's policies through.

Q.

I wonder if I could take you onto the next major review which became known as the Crawley review, so-called. Now, external commentators, like Gatherer, and one or two others, regard that as an altogether less sympathetic review, in the sense that it was perhaps more politically motivated, blunter - to do with "tightness" and "enterprise culture" and that kind of thing. I wondered what your perspective was from the inside, to the Crawley review? Did you in fact find it was a different kind of review from the Rayner enquiry?

A.

The CCC and myself were very much more involved with the Crawley review. The Rayner review was essentially something external. This one was conducted by a recently retired assistant under-secretary from the Scottish Office so it wasn't Departmental. I had a number of interviews and one or two battles with David Crawley. In a sense I think that was probably inevitable. The natural tendency of the CCC was to extend its activities, and both through the central committee system and through special initiatives such as 10-14, Industrial, multi-cultural education, etc. - and Scottish resources in schools - and we really had, I can see it in retrospect, grown to a degree which Government was unlikely to tolerate. It was not so much what we were doing, it was the amount we were doing. I think that was about the

time we did a count of the number of CCC committees - they were in three figures - just over the hundred mark. For a Government which doesn't believe in QUANGOs, and believes in action, I don't think it was reasonable to expect that a structure of that type would be allowed to continue. And that was really very clear to us, or had become clear by the time, because there was interaction; we saw the draft of Crawley and we commented on it. It was clear that we had to cut down substantially on the structure. I don't know what structure has actually been adopted, but what we had proposed, really, was to abolish Central Committees, with seven deliberative committees which would be four on a faculty basis, and the other three on Guidance, Special Needs, etc.. So we kept what we thought would be the likely outcome; we had that very much in mind when we were drawing up the proposals for the new structure. So in a sense what had happened is that, full of enthusiasm, we had expanded beyond the level which was likely to be tolerable by the kind of Government we had.

Q.

Do you think - is it too simplistic to say - that really what we were witnessing at that time in the mid 1980s until the present day was a new authoritarianism? That really the expansion of the CCC was not necessarily a bad thing in itself but simply didn't conform to the policies or prejudices of the Government in power? Is that too simplistic, do you think?

A.

"There's nothing either good or bad that thinking makes itself." It was good in the sense that curriculum development itself is a good thing... and therefore the fact that a large number of people were engaged in curriculum development at a national level was good in that it meant that there were more people to spread the experience in schools, education authorities, and so on.. more people felt they were participating. So that bit was fine. Against that you had to take account of the very clear view of the teaching profession which Ministers really picked up which was that they were overloaded with curriculum development - there was too much of it, and that really they more or less rose in revolt. Ministers are sensitive to that kind of thing - it was not just tory philosophy which led them to cut back, it was the reality, to their judgment of the mood of the teaching profession, which was that they could not assimilate curriculum development at the rate at which it was been conducted, and that *is* a valid point. So it was a case really not so much of the wrongs that were on both sides but but finding a *modus vivendi* .

Q.

I wonder if within that context we could turn for a second to the 10-14 Programme Directing Committee as it was known. Clearly that was a classical model, a group of people being brought together, who worked very

hard over a number of years, formed sub-committees, took evidence, produced what many people, including Gatherer felt was one of the most significant reports to come out of the CCC structure, and coming out at the time it did, it appeared not to find favour with the Government of the day. I wonder if in fact the reason for its not finding favour was indeed based on cost, which the Costing Report indicated, or was it in fact more ideological than that? Was the costing report really, in a sense, a cosmetic exercise?

A.

No, I don't think it was a cosmetic exercise. First of all, I have to say, not everyone universally welcomed the 10-14 Report and the CCC itself made quite a number of qualifications. This is what I don't know - if you've seen the advice to the Secretary of State?

It's in this CCC report. There are about 9 pages, but the CCC itself had a number of reservations about this. Now what happened was that this was published, I think round about the time, before publication, we had a 10-14 conference working on a kind of penultimate draft, so quite a number of points were made there. But the PDC were given their head to go on and finish the Report and it was published in this form and then we ourselves, the CCC itself, took a look at this and reached this conclusion. Now there are quite a lot of reservations; let me just mention one or two. For example, one was the structure of the organisation of the curriculum, the balance of time. The PDC had taken the point made in the Inspectorate Report that too much time was being allocated in a number of schools to English, maths and modern languages. They wanted a shift in favour really of practical and aesthetic subjects - on the grounds that quite a bit of English and maths should be taught within these subjects. Now the CCC had reservations about that, particularly in the immediate future. We certainly agreed that those schools which had an excessive allocation of time in the terms defined by the Inspectorate, should cut back, but that we could not agree to the diminution of time which the PDC had proposed until we were absolutely certain that the maths and English could be delivered through the medium of Technical subjects, etc. And we felt that the PDC's proposals would put these at risk.

That was one. Another one, and the major one, was the curriculum. The model proposed by the PDC for links between the secondary school and the associated primaries, and that was that each group working on curriculum development quite extensively, and that was very expensive. The benefit was to be enhance liaison, but it meant that a tremendous amount of curriculum development was being done and repeated, and repeated....the whole thing was being done in every group. And that's a very, very expensive model.

Q.

This was the "autonomy within guidelines" of the Report - that was the slogan

I remember being used.

A.

Well, I'd forgotten that slogan - that was it. The idea was, the principle behind it was that only when a secondary school and the associated primary schools, the teachers in the institutions working closely together, could each understand the other and liaison be successfully achieved. A tremendously expensive model, in terms of time, in terms of disruption to education, and we had considerable representations about that. Certainly we thought that for the immediate future it should be confined to carefully controlled pilots on, perhaps, the TVEI model. And there were quite a number of other things. You'll find the CCC views set out in the report and it is well worth reading. It's here, almost exactly the CCC views - they were quite widely held.

Now, so there were reservations. On the finance side, it was specifically in the PDC's remit to look at the financial implications - *and they hadn't done so* [MUNN'S EMPHASIS] They failed to carry that out. If you look at this remit, item 6, they hadn't done that. Committees had done this in the past. When they came to look at it they realised it was impossible for them and they didn't do it. So, to that extent, the SED was fairly plain that they had not carried out their remit. Now, there are pros and cons in this. The position is - my committee [Munn] worked in the mid 70s; we didn't look at the resource issues either and we weren't given a remit to do it. Secondly there was a tremendous awareness both in educational and Government circles of the need for change. Therefore - there wasn't the same need for change in 10-14. I'm sure that people who were interested in curriculum development and interested in that particular area of education, felt that there were things that needed to be done, in the sense that this was an absolutely critical area which really had to be tackled no matter what the costs. Now when you look at some of the costings - "learning support" which is one quoted at £8.8m; primary/secondary liaison - I've forgotten what the model would cost. There were other resource implications of this curricular change because if you're moving to practical subjects you need more teachers because of the 20 rule. Now, once you know these costs, and when you think of the education service as a whole, would you choose to spend money there? That exercise hadn't been done and wasn't done until it came together in the final Report.

Q.

You mentioned your own committee - the one through which you have become immortalised - and in some ways looking at your own committee and its report and what has happened since, you could, I think, fairly comment, that it was one of the most influential Scottish committees that has ever been set up. The recommendations were carried forward in a very systematic way with the feasibility study and so on, and even to this very day, many years after the committee was formed, we're still seeing the implementation process. In looking back at that, how do you feel? Was the

committee aware at the time that it was a kind of epoch-making committee or was that something which only became apparent later?

A.
Well, of course, we didn't know what would happen to our recommendations. Now, if you look back to earlier reports - the 1947 report - it is widely held to have been the most liberal, best written report, but nothing much happened to *it*. Even Brunton, which was very down to earth (as Brunton himself was) in the early 60s, not a great deal had happened. A bit had been done on the "vocational impulse" but not very much. I think that if you remember the reasons for setting up my committee were in fact that raising the school leaving age - well, first of all, the introduction of comprehensive schools, that these had not gone as well as had been hoped and there was a real problem about what to do with 14-16 year olds, a very wide recognition of the need to do something, so the climate was right for getting action but one couldn't be sure. The odd thing about this is that I would have thought the general trend of our report would have been very acceptable to a Labour Minister, less so to a Conservative. It was really about comprehensive education, about giving people in the lower ability range a fairer deal than they were getting. Labour politicians were not very enthusiastic - at least Bruce Milan wasn't - and I remember his telling me that certification was not the answer to the problems of the less able pupil. So it was not going well in the 2 years after the report and it was only with a change of government in 1979 that - they decided to give themselves a year to look at it. Once they had, then they were very supportive. It turned, therefore, to some extent, on the chance, from an education point of view, that Labour was out and the Conservatives were in. I couldn't possibly have foretold that. We didn't know. But, then, from 1980 on, there was a tremendous amount of work to be done, a really big development programme and I was delighted that it made such progress at that time. It's running a few years late - that's because of teacher action - the effects it would have on any programme. So it hinged on chances - political fortune. I am not an expert in these matters but I thought the general thrust would have been accepted by a Labour rather than a Conservative government. It turned out to be the opposite.

Q.
It's interesting, it is possible to argue that it is really the publication of your own report, and the Dunning report, which "saved" Scottish education from the National Curriculum. In the sense that we have, to a large extent, a broad consensus now on the content of the curriculum, on certification, on breadth and balance which has meant that we haven't had to go for the same kind of radical revision they have had down south.

A.

Yes, well, it is interesting, it is a theme which very much interests me. Another area in which Scottish initiative has served itself, has saved the Scottish system from political intervention and that is non-advanced further education. I don't know if you know, but in 1984 in England and Wales the Government diverted about £110m per year from education funding to the Manpower Services Commission (MSC) to give the MSC a greater influence in F.E. This was bitterly resented in the South by Tory as well as Labour authorities. Now Scotland - through Action plan and the stronger links that had been established through Standard Grade and the education for the industrial society (EIS) project...

Q.

I wonder if I could ask you to reflect on your connection with the MSC? It is possible to characterise the MSC's intervention, and that of the Training Agency, as it now is, as a sign of impatience of Government with the traditional structures education has. This was a way of influencing the curriculum directly in a very interventionist way. Now the example of that we are facing currently is TVEI. Now, I wonder, how do you feel about this dual approach to the curriculum - that we have the established Scottish Education Department and another agency - and the tension which no doubt exists between the two.

A.

Well, of course, tensions are bound to exist between the two. I don't think that problems of any seriousness did arise. After all, TVEI was almost wholly beneficent. I don't know if you are fully aware of what I believe to be the kind of approach which is involved with TVEI? The approach is - nobody is required to get engaged with TVEI; no education authority required to be in on TVEI; it was on offer. It brought money; the hook was baited, and that has to be said, but the objectives, I think, were good. You have to forget the original term - "Technical and Vocational Education Initiative" -that was a badly chosen name. It is never used now, quite deliberately. "Technical" should have been "Technological" and "Vocational " should have been something like "pre-vocational", and TVEI is not trying to introduce vocational education into the school curriculum - vocational elements perhaps, SCOTVEC short courses, yes, particularly if they are vocational, post 16. What it is trying to do is to get technology into the school curriculum, get schools to concern themselves with the personal and social development of pupils, as well as the academic development, and it is intended to promote better relations between education and industry, better preparation for working life - the EISP sort of idea. Now if a local authority was engaged with TVEI there was a financial incentive, i.e. additional funding. When I came to MSC it was at a time when Scottish authorities were just about to come in - they had appointed an officer group to go south of the border to see how it was operating and they had come back with a favourable report.

So I thought that TVEI has done nothing but good. The other thing, the other element of TVEI, was the strong insistence, as there was through all MSC programmes, of equal opportunities, in the school curriculum and in school management. It was really quite important because 5 or 6 years ago there were battles to be fought and won. So I thought, I've never had any difficulty with TVEI and it is interesting that the same sort of approach is being used now in higher education , the "Enterprise in Higher Education Initiative", the same thing for universities and polytechnics. Nobody need come in but there is money there, which is available to those who want it, though there is not the same scale of funding as there is for TVEI.

Q.

I wonder if I could turn almost finally to another major area of your career and that was as a secondary headteacher. (People might forget since you've been involved in so many other things.) In the course of almost all of your time in the CCC you were a headteacher of a secondary school, and a large secondary school at that. You probably know that within the education department in Strathclyde region just now there is a whole re-structuring and what they are trying to achieve is " Quality Assurance". This is, in a sense, the litmus test of all of these national developments. I wonder if you have any views on how best to promote school effectiveness? To disseminate good practice? To try and avoid the situation where some of the major initiatives which come out of the centre may be taken up by one school and not by another? Is there any mechanism which you have seen in your various roles which could be applied?

A.

I wouldn't like to give you an off-the-cuff view on this. I agree with, in broad principle,what has been proposed. I'm sure that quality control is important. How should it be carried out? I'm a bit less certain. I don't have experience in that field. England has had local Inspectorates with rather varying roles. There is a sort of spectrum which goes from inspector to adviser. Practice varies quite a bit. So I'm sure that work has to be done. I am very clear about this, that there are a lot of opportunities to improve education by better management, at education authority level, at school level, and the one aspect I instinctively welcome in Strathclyde's new initiatives is that headteachers are being given a better opportunity in managing their schools. In a way I got into curriculum development by accident. If I had been asked 15-20 years ago as to where I thought I might have gone it would have been in the management of schools rather than the development of the curriculum. And, actually, from my point of view, it was a very good thing it did. It is a good thing that serious attempts are being made to improve the management of the curriculum.

Q.

Finally, I wonder if I could ask a difficult question? You will have encountered, as I have, the fact that most people have a view on education whether it is the man-in-the-street or the industrialist or the politician, and often it is characterised as a critical view, e.g., do we get value-for-money; £1 billion budget for Strathclyde; etc. Over the years you have been involved in various areas including the UGC. How happy are you, looking back, that there has been an advance in the quality of education provided in our schools? Do you feel that over the past 20 years, say, that things have been improving?

A.

Well, I think that the quality of what is on offer is much better. I go back a few decades. One thing I always remember is the thing I got from HMCI Bill Ferguson. Back in 1900 the SED decided to issue guidance to schools on the teaching of History. 20 years later they decided it was time to do something in the History field again - so they re-issued the same guidance! Now that was two decades - no change. Whereas, there have been tremendous changes in the last 20 years. Comprehensivisation - I'm a comprehensive man myself, very committed - but it hasn't worked as well as we would have hoped. Will "S" Grade, TVEI, Action Plan - will these things make a big difference? I very much hope so but we'll have to wait and see. It is too early yet. I think that there are much better courses on offer now, certainly in principle. There is certification for all. I can remember how difficult it was to cater for pupils in the lower ability ranges and to persuade teachers that they were important. I think that's over now. But I'm still a bit disappointed, as I think the Government is, and the public generally are, particularly south of the border, in the standards achieved in British education - not Scottish. Articles in recent newspapers have indicated that the best pupils in schools are Indian pupils because their families have stronger motivation. Standards of achievement are well below those in France and Germany and we still really are not - the output is not as good as we would like it...or as it needs to be. I'm hoping that things are improving but I can see why Ministers, and the public, are a bit anxious. The system, particularly south of the border, and to some extent in Scotland, isn't quite delivering the goods yet. But I think we have probably had a better foundation, a longer time to prepare for the new curriculum. It has been rather rushed south of the border...the whole thing is the core curriculum...there is very little choice...these are problems they might have resolved if they'd had a longer period of time. So I'm reasonably optimistic but we'll have to wait and see.

Transcript of an interview with Mr. Bob Lovett, Lecturer in Special
Educational Needs, held on 20th March 1990 in Jordanhill College.

Q.
I wonder if we could start with the Learning Difficulties issue, Bob, and ask
you what your recollection is of why the Inspectorate picked up the issue of
Learning Difficulties pre-'78 ?

A.
I've been thinking about it in advance. It seems to me that '78 was a kind of..
there had been a rolling groundswell, starting from the work that was done in
language and learning way back in the early 60s.. even going back to one of
the first, that I think was still quite a seminal document which was one of the
first Bulletins which came out from the Scottish Central Committee on
English which was dealing with mixed ability teaching - I think it was "English
for the Early Stages" - about '67. There had been that groundswell, and
NATE had been producing stuff, we had the Black Papers and aspects about
curriculum, we had the Great Debate, we had Bullock, we had Pack, we had
the whole question that was emerging in the debate about "assessment for
all" and the surprising shock in terms of public awareness that only about
35% of our school population were actually given any kind of award. So it
seemed to me that the whole issue of learning and therefore children who
failed to learn had to be taken into account, in looking at the restructuring of
the whole education service and despite what we all say in Scotland about
the long tradition of comprehensive education and the idea of the town
comprehensive school.. the omnibus school.. if you look at provision in most
towns then that still operated in a very divisive way.. and notions of
comprehensive education have only been with us for a relatively short period
of time.. going back to developments in the late 60s, early 70s.. and of course
schools that had been providing an extremely competent education for a
selective population in many ways, found themselves confronted by a range
of needs they had never even known existed let alone had tried to deal with.
So for all those reasons the Inspectorate said these are the indications
coming through from our general inspections of schools, let's look at the
whole business of remedial education.
The other issue I suppose which was about at that time was the challenge of
the psychometric process that had dominated educational psychology since,
the 30s, in terms of measurements of abilities, or potential ability. So that
was in the melting pot.

Q.
I think I'm right in saying that before the 1978 report you were a practitioner
in schools?

A.
No. I had not long arrived here (Jordanhill College). I came here in 1976..

Q.
You had recent experience of working in schools, as a remedial teacher as it was then called, if we think back to the Report, it was on one hand very critical of current practice although in a general way - it did not adduce any statistics, facts and figures - but very critical of practice. At the time it was quite radical in its recommendations. Can you recall your reaction to it when it came out?

A.
With great clarity because I had regarded myself, maybe with a degree of arrogance, as a radical, as being a campaigner, as being some kind of "religious maniac".. and suddenly this document appeared. Prior to its appearance there had not been a lot of leaks. It came as a great surprise to the education community. But it confirmed so many of the things that certainly for the previous 10 years I had been arguing for, passionately identifying as being both educationally and socially erroneous in the underlying philosophy. So it was with this enormous sense of relief that you suddenly realised you're not alone.. very important people were thinking along the same lines. I would identify members of the Inspectorate at that time who had been looking at the way in which remedial provision was related to reading skills in particular as though they were in some way distinct from the totality of language experience. I'm sure they played a very influential part in the thinking.
At the same time, despite the enormous excitement, there was a degree of apprehension at the enormity of the task that was still facing us, because it seems to me it hit at the values which were implicit in the education service, at the attitudes which informed those values. It looked at issues of changing attitudes, at all levels of service.. but the only person in a school at that time who was equipped and empowered to discharge the new range of roles given to the Learning Support Teacher was the Headteacher. To a certain extent there is an element of this still about. There was also concern about resources, although even at that time I had long argued when I engaged groups of teachers prior to the report being published, there were always two responses -

- One was if only someone else could put the organisation right

- Secondly if only we had the resources

I used to argue that there are many things we can do within present resources if our attitudes and priorities are right - we have to look at the deployment of present resources before we start arguing too passionate a case for additional resources.

Q.
The document did challenge head-on assumptions about learning, but one

of the key issues behind any kind of initiative is that once the document appears (in this case almost without warning), do you have any recollection of any of the attempts which were made by the Inspectorate to get this document launched and accepted by the profession as a whole.

A.

I can't remember, because I wasn't party to it, whether there was a launch as such. I think there probably was and I think it was launched - there was a 3-line whip on Directors of Education to attend a meeting.. where the document was released. Its very strength was that it was a brief document, would be read in a very short space of time (Directors of Education are busy people).

No one at whatever level of interpretation could read that document without acknowledging that it was an indictment of the whole education service. It was going to become public - other people were going to reach the same conclusions. There was an immediate pressure on Directors of Education at that time to be seen to respond to it. Because questions were clearly going to be asked. It was an issue which was picked up, for example, by local commercial radio stations, and there were phone-in programmes about it.

I don't know whether the Directors went back to the Scottish Education Department and said this is all very well but there is no evidence. You're making a lot of statements.. because subsequently there was a further meeting at which members of the Inspectorate who collected the information, presented it with examples to members of the Directorate and said "Here is the evidence". At that time they (Directors) said we'll have to address the issue. I don't know how much pressure was put on by the Scottish Education Department, but certainly in Strathclyde, and throughout Scotland, there was a rolling programme, suggested by HMI, that every Secondary Head attended a series of seminars at Seamill, because I and colleagues who were involved in school -focussed programmes at the same time got ourselves invited. The consequences of that kind of top-down model were regrettable. At the closing plenary session of the seminar I attended, pressure was put on Headteachers present in the sense that they were asked to go away and in three months' time they would be asked , what have you done about it? People went away saying "it's all about co-operative teaching" or "it's all about this" - only in the late 1980s did HMI start to 'inspect' LS and report specifically on it. I still pick up stories from teachers who were working in the field at that time who say that teachers came back from Seamill and said that overnight, between the Friday and the Monday, a decision had been taken to disband extraction, disband all separate groups.

Q.
A 'things to do' approach?

A.
Yes, it had that 3-line whip demand that something should be done. At that

time, as you well know.. English Advisers in every Region, and other Advisers were told - PLD, what are you doing about in-service. And we as a Department (SEN) had been sucked into a lot of support programmes, largely run in the evenings, over several weeks, where Principal Teachers were hauled in to address the issue?

Q.

You were relatively new to the College at that time and presumably there were people in the college for whom this was also a radical and challenging document. What was the response to the document by the Department? What kind of impact did it make?

A.

One would have to make a distinction between the impact on the Department and the impact on the wider college. At that time I would have to say that it made little or no impact on the College as a whole. Within the department there was inevitably a conflict of opinion and attitude. A lot of that conflict stemmed from the fact that many of my colleagues had been brought up on a model of special education which classified children as being permanently handicapped, deficient, and that the problem resided with the child and wasn't a problem, if you like, of curricular approaches and so on.

I'm afraid I have to say that there was a feeling among some that , OK, we've got to acknowledge this, but we'll engage in a kind of damage limitation process in order to preserve the integrity of ourwork. It is a reflection of how lots of people outwith the college were responding as well. We can talk about how far we have come, because we're now twelve years on. It raises issues, continuing issues, of conflict between different approaches to children whose needs have been "recorded" , and those whose needs have not been "recorded". Had you, as a member of COSPEN been aware of that?

Q.

If we think of Strathclyde for a second, because, this is the Region you have been most closely associated with, clearly it has massive difficulties taking on board any policy initiative - it covers half of Scotland, has the biggest deprivation problem, and so on. This was an issue which they had to address, however, looking back over the twelve years what observations do you have to make on the way in which Strathclyde took up the issue of Learning Support and PLD?

A.

I would have to say that.. I was disappointed. I was disappointed because there was a lot of rhetoric abroad in the early months after 1978, a rhetoric backed up by a clearly argued logical position taken by the Authority that it was every teacher's responsibility. We had to enable every teacher to

recognise the responsibility and to address it. And if we continue to provide specialist help, the provision.. will reflect responsibility of primary class teachers and secondary subject teachers. Regrettably we had a previous model which had demonstrated exactly that process, and that was the model, following on the Green (and Orange) Papers of the 1970s and that was Guidance, where people doing extra pastoral work suddenly withdrew because there was somebody identified as being a specialist, and was being paid.

In fairness to the Region, and it varied across the (six) Divisions, many Divisions attacked the problem. They did provide a lot of staff development programmes both within school time and outwith, for subject teachers. But the Inspectorate report was really saying it is every teacher's responsibility but they need support in addressing it. By that they were saying there has to be in-house support in terms of LS. A lot of my colleagues, many of whom I had a great respect for, working as Remedial Teachers within the Region, felt disadvantaged, because qualifying courses were not being supported and they could see as being a much more progressive approach by Regions like Fife, Lothian, Tayside, Grampian where teachers were being given opportunities for re-training. All of my colleagues would have said at that time if we were to deliver, we need re-training. A lot of them to their credit, picked up a lot of the skills 'on the hoof' but the provision was - and remains - disproportionate. There is one Principal Teacher Learning Support in Dumbarton Division. Irrespective of regional policies - although it is only in the last year (1988/89) that we have had a definite regional policy. While there are excellent people, in that Division, providing learning support, the fact that few of them have the status accorded to a Principal Teacher restricts and limits the kind of consultancy work.
If you look at Glasgow, Lanark there are still schools without Principal Teachers and..
It was initially disappointing, though given the size of the problem in Strathclyde, I understand why they were arguing as they were. And yet size ought not to be important because budgets are commensurate - really it is about priorities. I don't know to this day when that decision was made to apportion budgets to different activities rather than support learning support.

Q.
One of the interests I have is on the whole issue of dissemination and the effect policies have on the ground. If we take the present Government's approach to this, it is very much more directive, centralist. If you look at RDGs in 5-14, and the concept of "cascade", that they appear to be saying, rightly or wrongly is that all these other models we have had whether central committees, national working parties, HMI Reports, were all too slow, too erratic, they don't deliver the goods, as we'll do it, from the centre. Now there's a certain logic. What I'm trying to get at is in your view looking back, with the benefit of hindsight, was there a better way forward. How could the Region have tackled the issue?

One would need to look at the extent to which educational administrative decisions are made by elected politicians on the basis of education advice, and the extent to which they're made on the basis of political ideology. I would want to approach the issue from both levels. One of the results, consequences of the HMI Report and a lot of the research which had been done in the preceding I5-20 years was about the consequences of labelling, in terms of the identification and fulfilment of expectations. That was an issue very dear to a lot of socialist politicians. There was a political will not to identify kids, as far as we possibly could. So I think that kind of thinking may have influenced educational decision-making.

At the end of the day, change has to come about.. in various ways. We can change structures and provide resources, we can make doing certain things more attractive to people, and people will go through the motions of change, and in a way that is one of the ways the present Government is trying to work. The other way is to get, through dialogue, practitioners to appreciate, if you like, the deep-rooted questions of belief... And to work in that way, to achieve a lot more grass-roots dialogue than was enabled.. 1978, 1977 - we saw Pack, we saw Munn/Dunning, we saw Warnock. The issues addressed by the five reports are unbelievably closely tied together. But teachers still felt that pupils with learning difficulties, and maybe it was the title of the publication - it was the identification of 'pupils', which despite what Warnock was saying about special educational NEEDS, as opposed to categories of pupil, it still lodged in people's minds as being a separate problem from 'assessment for all'. It was difficult to dissuade them,.. then I don't know how the authority would have addressed the issue, because I'm not sure that people within the authority, at administrative level really understand, clearly, what I think we have now with hindsight come to see as being the key feature.

Q.
In some sense there is an issue of status, isn't there, because the whole issue of special educational needs, remains in some ways a Cinderella.. if you take the current arguments, about integration, again, 13 years after Warnock we still haven't addressed this issue.. and the special educational needs sector, whether recorded or non-recorded remains a low-status area of the service. Even where there *are* Principal Teachers - Learning Support - or PLD - they are not necessarily accorded the same status as their colleagues.

A.
I was at a seminar yesterday afternoon on disability and equal opportunities, involving very interesting packages by ILEA.. we are addressing issues of gender in a very powerful way, though some would say not powerful enough, we are addressing issues of racism, in a powerful way, and disability, and all its unrevealed issues, remains a low status area, because attitudes towards disability are deeply entrenched in the psyche and attitudes of society. The

question also raises for me issues of commitment, of the nature of curriculum and the extent to which many educational practitioners see curriculum as being more than the development of cognitive skills related to some notion of an epistemological analysis.. but until such times as we really begin to address such issues which surround that, schools will still be seen as being cognitive production lines.

Q.

I was also at a group the other day discussing Strathclyde Regional Council's 'statement of mission'.. as a consequence of the INLOGOV Report.. it was part of the presentation we got from the Depute Director where 'quality' was defined as "conformity to specification" and all of the language used was heavily borrowed from the world of business.. schools were even referred to as "plant"; "customer satisfaction" and "client groups" and this kind of thing. Now, in a sense, in this drive towards school effectiveness and school efficiency, we seem to be falling back into the trap of seeing the education process as some kind of marketing of product.. and pupils and special educational needs may no longer be seen as important. This is what worried me.

A.

There are very worrying indications, the whole issue it seems to me of using a market economy model in relation to education, is that the present government keep on reminding us that the market will only operate in a genuinely free market. What seems to me to be emerging in the public sector is that we don't have a free market. I would be worried about the ruthlessness of the free market anyway.. but the education model is going to be constrained by all sorts of boundaries. I'm pessimistic that as a service it is going to fail, and fail miserably, because it is going to get caught between two horses.

I think you have to look at issues like 5-14 in relation to other issues like the empowerment of parents - which I'm not averse to - but we must also look at it in relation to the devolution of school management.. and I worry because if you go into that model it is impossible to escape from the notion of consumer choice and the notion of competition, between institutions. Some schools will say "we do not wish to accommodate children who pose the teachers problems, or who have special educational needs, because they're going to sap a disproportionate amount of resources from the school budget. It may be that their performance on things like attainment targets are going to reduce the marketability of our school.. and I'm really very pessimistic, of us being pressurised by consumer choice and the market-place.. but a situation where there will be first-class schools and second-class schools. First class schools for first class citizens...

Q.

5-14 Development Programme is interesting. It appears to be the present .

Government's response to what is seen as a system, praised by Gatherer, but one which they saw as being slow, erratic, and dominated by progressive/liberal/radical educationists. Now they're cutting through that. What happens is that the people they've chosen are, in some ways the same people (although I heard an interesting comment which reckoned that the people chosen for these groups are regarded as 'safe').. but in a sense some people say they are not pessimistic about 5-I4, because they foresee that teachers will internalise the best aspects and will turn it into something positive.

Now it remains to be seen. We must consider whether or not a process which is clearly political in its origins can in some way be subverted by the educationists working in the field.

A.
I wish I could share this optimism. There are some who may be able to do that but I'm not sure how much evidence in previous developments there is. While I have a lot of respect for the old curriculum development model, it still has many of the problems of the notion of centre - periphery, communications and dilution. There is a lot of evidence that people have not internalised many of the issues and I would say that our biggest problem to date is still one of trying to persuade head teachers, and many members of staff about what the nature of the thrust of learning support and curriculum analysis/model is all about.

If I had more evidence to suggest that (Syd) is right, I would share his optimism.

Morale by and large seems to be very low- staff morale in schools - in the whole of the education service, because the service xxxxxxx many people who for 20-25 years have been actively pursuing a set of principles/beliefs which are now clearly, not only being rejected by present government, but who are being made to feel guilty that many of the ills of the present system are their responsibility. Those people are feeling pretty discomfited. I'm sure there will be people who will seize upon 5-I4 as a way of developing their own entrepreneurial skills and that asks questions about altruism, self-interest etc.

Q.
We talked earlier (before interview) of the fact that the I978 Report could in effect be "missed" by schools - schools could continue I0 years later as if the thing has never happened. You've also been involved in school-focussed in-service over the years. What impressions have you formed of what kind of conditions have to be present in a school for a policy initiative such as this to make a real, lasting impact?

A.
Without doubt the first requirement is that the head or deputy head has to have a clear understanding of the nature of the problem, or be willing to develop it.. and to see it in the context of other developments in the school. There has to be within the school a precondition in which the work of the staff in that school is encouraged, appreciated and regarded.. even if some of that work is not directed in the most productive direction.. because unless people feel a sense of respect, a sense of involvement, a sense of being encouraged, then everything falls to pieces.. one programme I was involved in concerned a school where the Head, who was a mathematician, had a very particular view on how children with learning difficulties were to be supported. Colleagues, who were working with me in that school, towards the end of the first year, sat down and said "we feel we are wasting our energies, and resources" although there were individual teachers in that school who were sympathetic, the dynamic was not there.

Recently, 10 years on, we had the PT learning support teacher in the college, and nothing had changed. Children are still formed into classes, "remedial" classes, language work is done on the basis of extraction and I found that a very saddening experience. Other schools we had a considerable impact on. But one of the things that saddens me about the way school focussed programmes have gone is that when I first came here much of the work I did involved me in curriculum/staff development which ran parallel.. because of the way in-service is now funded, I spend my time going out working with groups of teachers. I don't have the credibility of the classroom context. The activities by and large don't have the reality of the classroom context... Its about funding of in-service. We don't know how it will develop in the future.

My next recent experience is outwith Strathclyde and that appear to have been extremely effective.. certainly from the subsequent inspection of the school. It had the dynamism of a newly appointed depute head; it had a good credible learning support teacher (who at that time was not PT), a school which was already enrolling children with recorded special needs, and who began to make connections, because initial apprehension of what those "handicapped" children need and the realisation that in many cases they were not fearsome, that they were competent in many areas, caused them to look afresh at many of the judgments staff had been making about the old 'remedial' pupils, and that led to the collaborative development of a school policy and the continuing function of a group to monitor on an identified priority basis, elements of that policy. So over a period of 2/3 years certain elements would be pushed out of the policy and would be monitored, modified and fed back..a lot hinges on the dynamic which is generated by the head/depute.

Q.
Initially it doesn't take us much further because in a sense we are often dependent on a single person to initiate this and the dangers are they are.

not all going to be like that and, of course, if that one person leaves it might fall apart.

Strathclyde is about to set up a Quality Assurance Unit, based on a model from south of the border.. it is difficult to say yet how actually they're going to try to address this whole question of school effectiveness.. but it is at the nub of what we've been talking about. It is trying to -

>   (a) disseminate good procedure

and

>   (b) identify something which is more lasting than the personality of
>   one individual to promote institutional change.

A.

A problem about any "systems" approach is that all too frequently the system ignores the unique interaction that exists in any institution - and every school is a unique institution. We <u>can</u> identify certain principles of management but at the end of the day, management is about making judgments about what is happening in this particular context. That's true of classroom management - we've got to allow professional judgments to be made - in the past perhaps we've not supported people enough. What worries me about Quality Assurance is that it.. we're looking at things like performance indicators, the College system is being subjected, or will be, to the same process.

(The interview ended here)

Transcript of an interview with Mr. David McNicoll, held on 29th March 1990 in his home.

Q.

One of the key questions behind my research is how do certain policy initiatives originate? The two examples I've chosen are Learning Difficulties and 10-14. Even if we widen it, in your experience, how does it come about that certain issues have their day?

A.

I think it comes basically from political motivations, political with a small 'p' or capital "P". The latter are things like comprehensive education reorganisation, raising of the school leaving age, and of course these themselves have a knock-on effect, right into things like Standard Grade, which was an inevitable result of something like the raising of the school leaving age. But these all start with major political initiatives. Then there is the economic process.. where you've got a situation where youth unemployment leads to 16-18 Action Plan, and that is a major force in many of these. The small 'p' are the lobbies - for everything under the sun- for example Media Education, Consumer Education, Health Education (!) comes up from time to time, and environmental education, multi-cultural, anti racist education and so on. What I would say is they're within the PSD (Personal and Social Development) range by and large. These originate from pressure groups within society who feel that their particular beliefs are absolutely central to everything.. and these surface. And then there are major social issues like Drugs and Aids. No there is a whole variety of things.. most probably, originate from something within that area.

Q.

The two examples I've chosen are because one of them - PLD - started as an Inspectorate Initiative.

A.

We, probably it was Warnock.. it was on the go and Scotland HMI picked this up in advance in a sense and alongside, in another sense, taking maybe a different kind of slant.

Q.

Do you feel that a decision not to set up a committee to look at Learning Difficulties but to produce an Inspectorate Report - are these decisions accidental, or do considerations like speed of implementation come into it?

A.

I wouldn't have said - though I wasn't in the Department at that particular time - wasn't Warnock supposed to have the UK focus? Alasdair Milne (HMI) was on it. Another example of that was the Swan Report - it was UK - quite

often in such a case, our Inspectorate will undertake a study of the issue and I thing that's the explanation. From my knowledge of the Inspectorate, quite often in advance of eg Warnock, there will be inspection going on, and the Report comes along, and the Inspectorate feels, well let's sweep up a number of aspects of what we've been seeing visiting schools over a period and we'll gather up these past reports and focus on the issue, and send people out to look specifically at eg Learning Difficulties - gather all the evidence and then produce this report. And of course this kind of "aspect report" which the HMI used to do - and still do (eg Modern Languages) is a basis from which the CCC has always operated. They're doing the survey, getting the evidence, and the CCC will take things from there. And that was really the origin of COSPEN (Committee on Special Educational Needs) - the CCC was responding to Warnock and to the Learning Difficulties Report and the idea emerged that, under the auspices of the CCC, we break away from the Central Committee, COPE, COSE sectoral structure and have a Special Education Needs, which would not restrict itself to Special Education as it had been, but an under definition of SEN. The then CCC had a key person as Marion Blackmore of Moray House. She was enormously influential in not only getting COSPEN set up but in insisting that the definition of SEN should expand to 100% of the pupil population.. under then Warnock, under then "Learning Difficulties" and was seen to span everything from profound learning difficulties to gifted children. More importantly, the view that at some point in every pupil's life they would go through a period of special educational need, whether learning difficulties, emotional difficulties, circumstantial - and that was the origin.

Q.
So that came from a UK focus. If we look at 10-14 - some people have said that 10-14 was chosen as something to look at because 14-16 had just been "done", and it was nothing more logical than that. But I suspect..

A.
..I was trying to think about this.. because I was looking at this again and my memory is that there was a kind of 10-14 "thing" going around, round about late 80s. I think there were articles in the education journals up and down the country.

Q.
I can certainly remember Andrew Chirnside at the first meeting I had of the Central Committee (on English) on which I think you were an assessor(?) - he spoke to us.

A.
No I wasn't an assessor to the Central Committee on English. I was Social Subjects, we weren't assessors at that time, we were members.

Q.

Andrew Chirnside spoke to the very first meeting of that Committee and used the phrase I0-I4. It was the first time I ever heard it.

A.

That was similar to me. People started talking about I0-I4 - what the origin of that was I do not know... but, in terms of the CCC taking this up, it's time that there was, on the one side, a feeling that OK I4-I6 and I6-I8 was driving forward, what about SI/S2 and more importantly what about P6/P7. Here's an opportunity to do something about the "great divide". The actual method which was adopted was, since we had COPE and COSE, there was talk first of all about setting up a I0-I4 group, study group, and then people said it would be important for COPE and COSE to get their own houses in order and do do their own independent thinking before they came together. So there was a sub-group of COPE under... John Nisbet.. and Charles Roxburgh (ex-Central Region) and there were about half a dozen in each of the sub-groups.. and they produced their independent little, mini reports and then they came together and swapped their reports and talked them through, and from that there emerged the Starter Paper which was issued in I98I or I982? That was how it began. There was no Departmental pressure, apart from general talk around about it, and since, again around that time, to co-incide with a kind of writing game of what was going to happen to Munn and Dunning, because things hadn't started to develop at that particular time.

Q.

In a sense then it was a professional pressure rather than a political pressure? It was a pressure from people within education realising that this was an area we should look at.

A.

I suppose that's true - although I wouldn't regard it necessarily as a pressure. It was a kind of feeling that was around, that it was time that something was done about it. There was no great lobby pushing it.. as opposed to other things. It was one that didn't emerge from political desire (either with big "P" or a small 'p'). In a sense it was 'supra professional' . I suppose in that Primary folk were 'comfy' in their own situation, and Secondary folk also, and in a sense it may have come not from the profession but from the authorities. Again I wouldn't like to speculate too far about it. The kind of people who were very enthusiastic were the Charles Roxburgh's. Charles had been in Clackmannan, and he had been instrumental in setting up the.. Middle School.. the first one in Scotland, in fact. He was a great enthusiast.. he wasn't necessarily pushing the Middle School, but the Middle School concept. So I think, if anything, it wasn't a spontaneous view coming up from the profession or professional bodies, but maybe more from ADES etc.

Q.

The decision was taken then to look at it within the CCC structure, which set up a Committee to look at it. If I could take you to the point Gatherer makes in

his book about the CCC structure, talks about it being an "excellent curriculum development model". You've been involved in it in various guises since the 70s.

A.
Well, I first came into contact with it back in '65. My first contact came when I was National Specialist for Social Subjects, when I became member and assessor first for Modern Studies - there were three of us at that time, one representing History/Geography, one Modern Studies, and one was overall. I was first of all Modern Studies and then went on to Social Subjects.. but it was as a member rather than as an assessor.

And of course that might be an opportunity to say that the principle that members of the inspectorate being embedded in every committee the CCC ever has had was an important one and continues.. it was one of the results of the Rayner review that they changed us to assessors. There was a bit of a rumpus about that, from the CCC which said we don't want you as assessors, we want you as members. However, that again takes it back - and this is to do with Gatherer's point about the structure - in its origins its not always understood that the CCC was a committee of the Scottish Education Department, with almost a majority of members of the Inspectorate who invited in outsiders..

Q.
.. and chaired by...

A.
... and chaired by the Secretary of the Department. And that chairmanship continued right through until Sir James Munn. But it was a gradual evolution from that domination by the Department to this withdrawing to a minority position... though still an important and influential position. But, nevertheless the wider community has expanded..

So I think that's an important piece of background to Gatherer's point, that its genuinely, has always been seen, and continues to be an attempt to represent that one might call the Scottish Educational Community. The great criticism that comes from the political elements of the teaching profession is it is not wholly democratic or representative. Of course it isn't. They're appointed on a personal, individual basis by the Secretary of State, but of course, the CCC, through the Department, does take advice, does consult and a trawl goes out inviting suggestion, nominations from EIS, ADES, SPTC and other bodies, eg industrial.. he (Secretary of State) then makes his selection from that - that selection will vary of course depending on who the incumbent is.

Q.
You used the phrase 'policy community' there, and that's the phrase

McPherson uses in his book.

A.
Well he used the phrase "Scottish Educational Community'.

Q.
Yes, but if you take the rather more jaundiced view of another academic, Walter Humes, in his book, presumably he would argue that the fact the inspectorate were involved in all the committees reinforced a negative and centralist view which says this is the Inspectorate having a strangle-hold.

A.
Well he's entitled to his opinion on that. You could argue that way. I don't mind anybody quoting me, but I think Walter Hume's book was "a load of rubbish" - it was entirely a desk-job without any interviewing that I know . He phoned me up on one occasion simply to ask for permission to reproduce a table from the CCC triennial report. He didn't mention that he was writing anything, so I said if you want to come and talk about anything - but the book just appeared. He was interpreting - basically using these triennial reports and other bits and pieces which were published at one time and using them to get under the skin.

Q.
I'm sure that Walter was using them to support a thesis which was always his - I heard him speak about it a long, long time ago. But in a sense, it is interesting too, isn't it...... One of the strengths Sir James Munn pointed to was the fact that he felt that his appointment as the first lay Chairman of the CCC was a very double-edged thing, and that he, himself, pleased as he was to be so chosen, regretted the loss of that direct link with the Department. He felt that the Secretary, being the Chairperson, allowed the members of the CC direct access to the Department... in a way you couldn't have with a lay Chairperson. I didn't expect that perspective.

A.
Yes that *is* interesting - I've never actually heard him say that. I can understand his view because it was.. I mean I way.. when I was appointed Secretary of the CCC in 1978, the Secretary, Mitchell, was Chairman; Mitchell was distinctly unhappy in that role because he felt he didn't have the knowledge and expertise to engage.. but he was in a listening role... and was able to take that on board. Sir James was right, there was a direct access which is.. and indeed I think that what happened after the Rayner Review, there was too rapid and considerable a withdrawal because it wasn't just the Secretary, it was the Senior Chief, and the Deputy Senior Chief (Andrew Chirnside) - so you had Mitchell, McGarrity and Chirnside sitting at all of these, and Cox, the Under-Secretary, so it was a real strong panoply there, and they were there to listen to what people were saying. So there was a loss, there's no doubt about that. But there was a gain in other ways.

Q.
Your own appointment, as Secretary of the CCC at that time, am I right in saying that that was as a result of an internal move, before the Rayner Review .

A.
Well it was really prior to I976, there was a gap of a year or so when no CCC was meeting. Central Committees and so on were rolling on, because there was a report produced under Jimmy Scotland's auspices called the Aims of Education and that identified certain weaknesses in the CCC as it had been. So there was an internal, departmental review at that time and it recommended a number of steps which were realised in the I976 constitution. And that is when COPE and COSE for example were set up. The Chairs of these were important appointments. Andrew Chirnside was the Chairman of the Steering committee which really ran that CCC and Andrew, in a sense, was the shadow of the Chairman. His role was to begin the process of the CCC being an organisation rather than a committee. The remit was to gather together all interested - the Central Committees were not part of the structure, they were departmental committees set up independently on the advice of the CCC - the remit was to gather all the bits and pieces, the Centres, Committees, COPE structure etc. and weld it into an organisation for curriculum development. That's when I was "hauled-in" merely by almost a chance encounter with McGarrity in the corridor - that's how it seemed to me - he said look, we'd like you to drop some of this Munn/Dunning stuff that your on and pick up the CCC as professional Secretary... so my job was to take over and staff the secretariat and service the structure, and assist the process of developing it into an organisation rather than a committee.

Q.
Some people who were involved in the curriculum development centres, e.g. CITE, and those on Central Committees look back on the late 70s as the halcyon days where lots of progressive and well-known educational thinkers came together. It was a kind of "in-service" for themselves - they produced lots of good reports, interesting stuff, and so on. Clearly the other side of that coin is that there was a lot of time and effort, not to say cost, expended and no real certainty as to how all of that knowledge would be disseminated. Was that a weakness, do you think? Was it too...?

A.
It was halcyon days for a limited number of subjects in Secondary - the original Central Committees - English, Maths, Science, Modern Languages, PE, RE, Social Subjects - and they had access to a lot of money. The had a considerable amount of freedom and no great financial constraints attached. George Riddle was the first Chairman of COSE, one of the most influential figures in Scottish Education at that time, and he saw the signals from Munn

and Dunning and he said "Right these big boys have had it too much their own way for a long time, they've done a great job but what about Home Economics, Business Studies, all the other subjects", and he sought to get Central Committees established for all Secondary subjects. And the Primary side picked this up and said we've got to get not just SCOLA for Language Arts, but cover all of the other areas of Primary as well. So there was a great scramble to get Scottish Committees for Primary.. and of course the "big boys" suffered because finances were cut back . Projects, great visionary projects, were cut down in order to get the spend. So there was a lot of 'aggro' around at that time. Of course, the curriculum development centres which were set up to support the big matching central committees, they felt it was well, because we had to start to diverting the functions of these centres to support a more evenly balanced structure. I don't regret that, though it was pretty messy at the time. But I don't regret it because the new Central Committee, who of course picked-up a lot of ideas from the original Central Committees, set to and actually did the basic thinking which was translated into the Joint Working Parties (JWP) of Standard Grade.

The other major thing which happened at that time was the first real maxi-project which was Education for the Industrial Society (EIS). That's an interesting one in terms of going back to what is the origin of a policy. That started as an idea in Frank McElhone's head about teaching about Trades Unions in schools. He put this to his officials in the department who - you know - tried to say this was not quite the thing a Minister should say or do overtly - good idea though it was. And from that kernel, they worked on it in the Department and came to the CCC and from that came EIS project That again was a formative influence on the whole "S" grade programme because there was alongside the Central Committees an alternative review of the whole curriculum from an alternative point of view - the industrial perspective instead of the academic perspective, if you like the epistemological perspective which was natural through the Central Committees.

So the two of these were "married". It was quite different from a "halcyon" age - there was an enormous amount of activity - and genuine participation from the grass roots.

Q.
If we take Rayner's enquiry - it came right at the beginning of the Thatcher years, so-called and was an attempt to look at what used to be called "Quangos"... to do with efficiency etc.

A.
You could have knocked me down with a beanpole. I had just taken up this post, for 2 or 3 weeks - Pat Cox the Under Secretary came along at 5.30 - told me that the CCC had been selected as 'soft option'. They had to select a body, a quango from within the Scottish office to be part of this major Rayner review. It wasn't really a Quango at all. We were a Departmental

Committee - with bits and pieces of things attached. However at the end of the day I think that it worked out rather well. The original Rayner Report, written by the Principal of Department, had about 95 recommendations. About 90 of them were simply re-stating things that had been generated in that 4 years . (Since 1976). It was simply saying do all this, and it had been done. That was great. The 5 or so, however, ca'd the feet from under us... Made it impossible to implement. About a year was spent, really in argument in the CCC in reading these proposals and effectively we were able to do that. What came out of it really was a reinforcement, a re-establishment of what Andrew Chirnside's Steering Committee, and the CCC, had accumulated.

Q.

Was the Rayner Report ever actually published?

A.

The original Rayner Report was never published. It was a report to the Department, and remained a report to the Department.

Q.

Did it have wide circulation within the CCC?

A.

No it was a Departmental document. The general tenor was made known to members. It wasn't really debated to any great extent because it wasn't really, in a sense, the CCC's business. They reacted to the external findings, or conclusions of the Government to the recommendations of Rayner - the CCC reacted to that, and significantly modified these. But that was at the tail-end.

Q.

In a sense, then, the CCC structure came out quite well.

A.
It did, yes.

Q.

One of the conclusions in Gatherer's book is that many of the moves in the 1980s have been towards a centralist approach, within curriculum development and policy-making. The point at which he can see this beginning to happen is in the third review, the so-called Crawley Review, which we, according to Gatherer,based on priorities which were governmental rather that educational. How did you perceive that from the inside, so-to-speak?

A.
Well I think there are two ways of looking at it. The Crawley Review really.

emerged in my view from the teachers' dispute... and if you read the Crawley Review, or parts of it, near the beginning, the introduction, there is quite a clear statement that there were some suspicions that it was the CCC that had been trying to do so much that put the teachers under stress and strain... and from that, I suspect that David Crawley's initial remit was to assess how much the CCC had been to blame. The CCC was carrying through,with the (Exam) Board the Government's own Standard Grade Programme. Having stated that as one of the reasons for the review, David Crawley stated that his findings were that it was nothing to do with the CCC. So in a sense you could say that it was politically motivated. But essentially, apart from that, it was a <u>management</u> review. Because one of the difficulties which emerged, developed from the end of the Rayner Review was the difficulties in managing an organisation which was not a corporate body, did not employ staff, and although it worked fine for most of the time, there were times when it was very difficult. I, for example, following the Rayner Review, was designated Head of the Secretariat, which was a small unit in New St Andrew's House with Civil Servants as staff, and I would act as boss of them. Out there were the three centres.. and the professionals in them were employees of Colleges of Education, all of whom had different conditions of service, different salaries, and the whole thing was uneven. Apart from.. some I was designated as the coordinator of this since I could not exert disciplinary powers - it was all done by persuasion, cajoling and the rest of it. And so we had a service liaison group which I chaired - Sydney, Keith and Donald Fraser, Herbert Hayes - we worked things out and most of the time we got on fine. Cases would come up, perhaps involving staff. I couldn't discipline staff or Tom Bone. Gordon Kirk would have to discipline staff - and they would say, it's nothing to do with us.

So that was a fundamental element in it. It was eventually a management review. It was also a cost-cutting exercise, as all of these things are. It was actually part of the Pliatski series of Government reviews. Every non-departmental body is supposed to have Pliatski every four years and it was the CCC's turn for that.

Q.
When you say a management review, do you mean by that an attempt to try to rationalise the system and make it more efficient? Rather than any kind of insidious politicising?

A.
That's right it wasn't political. I've mentioned the business of the dispute. There was that context. There was something of that, a flavour. There were two main reasons:

(a) it was due anyway

(b) it was to do with efficiency, management and cost-cutting. Slimming .

things down was part of general Government policy - and that's why there was the recommendation that COPE and COSE should go - and be replaced by a Council, enlarged for that purpose. There was then introduced a Primary Executive and a Secondary Executive, slimmed down, but with the same terms of reference as the old COPE and COSE.

Q.

The current structure of the SCCC - a limited company by guarantee. Can you cast a backward glance and indicate what you think are the main gains of the current situation - and have you lost anything in the process?

A.

Start with loss. Sir James Munn has said that there was a loss when he replaced the Secretary of Department as Chairman of CCC - a slight moving away of direct access to the Department. In this most recent move, again that happened. Physically, I moved out of New St Andrew's House (into one of the huts!). In terms of day-to-day knocking into people in the corridor, both Inspectorate and SED Officials and getting early warning, whether deliberately or by accident, of things that were likely to be happening so that my antennae could be out and anticipate, I lost that. I don't seek to replace that. There has more been gained by that detachment because speaking personally, I, when I was still officially an HMI, inevitably, though I say my principal loyalty to James Munn and the CCC and at the end of the day that was the group that I would go with, I also had a loyalty, and, indeed, a line manager, within the Scottish Education Department. So I had a divided responsibility, if not a loyalty. Now I have a single loyalty which is to the SCC or, as I put it to the EIS recently, to the Scottish Educational Community, which I regard the SCC as representing.

Q.

How have you seen your on role develop over the years? Your title has changed, and your task has changed. How do you see your own role? It's not simply to service it, is it? Is there more?

A.

Yes. Secretary was the term adopted simply because I inherited it from a predecessor in the Department. I suppose it would have been appropriate to describe it as General Secretary. Because I had general functions - not just writing minutes and sending out letters etc. I had a whole management role, although it was cluttered up,or handicapped in terms of effectiveness by the situation I've described (above) - not being in direct management line with the College centres. But effectively I was having to manage all of that, by a coordinating device. So in a sense the function was similar, almost identical to what it is now, but surrounded by all sorts of handicaps. Where the great advantage now lies as far as I'm concerned, is that I can delegate to the directors of the Council, whereas when I was a Civil Servant I was privy to confidential information, then delegation was more difficult. There were .

certain things that I could say, not "get on with it" but "would you mind getting on with it". That doesn't matter. It's simply management technique. There were certain things I had to hold out myself because of the privileged information I had, and I was unable to release it, or if I did, it had to be blanketed round with all sorts of qualifications. So it was limited. But now, I'm in the position as Chief Executive. Theoretically I should be able to stand back and delegate and that was the basis on which we set up the new structure, with a Director for Policy and Administration, two for Curriculum Development and one for Information and Marketing. Effectively I have retained policy, for pragmatic reasons, because the job of setting up the new company, all the financial regulations, the nitty-gritty of new employment mechanisms and so on, proved to be even greater than we anticipated and so Donald Fraser has virtually been full-time on that. He has now come back into policy in relation to the Board of Management which is the running - the company side rather than the curriculum policy side. I continue to co-ordinate the policy side though it is being devolved more and more to Sandy Sloss and Iain Barr. What we began to appreciate was that policy and curriculum development could never really be separated. One flows to the other, and flows back. So, for example, now I retain responsibility for the Council and the servicing of the Council, although again I delegate that to Allan Adam who works with me in an adjutant role. He 'minds the shop' while I'm out and about. (The primary side, the 5-14 side, is delegated almost wholly to Iain Barr, 14-18 to Sandy Sloss. They come back and consult of course. We meet, as Senior Management Group and co-ordinate matters). Really the main single function overall which I have retained.. is the consultation, representation and liaison role/function (which is one of our five management functions). That means that I'm, as much as possible, out and about, meeting people, attending conferences, representing the SCCC.

Q.
If I could use the example of 5-14 Development Programme, because that leads us back into 10-14, when a decision is taken at a Departmental level that there is to be a development such as 5-14, at that point did you and the SCC come into play. What is the precise relationship between the Department and yourselves when a decision is taken - at Ministerial level perhaps - that this is to be a major thrust.

A.
5-14 is quite a good example, it has shown up a number of interesting issues. The origin of that, of course, was a completely unexpected Forsyth consultation paper. ("Curriculum and Assessment in Scotland: A Policy for the 90's".) which I learned of a few weeks before it actually came out. I was given a sight of it and asked for my initial views. In the same way perhaps, as Departmental Circulars, were put out to the Directorate, ADES, for comment. So I had a bit of influence at the level of 'it would be more acceptable if you changed that phrase' - detail... But, so then out comes the

consultation paper and we as a Council are being consulted in the same way as others; we're not the public consultation. We responded to that consultation, in this case with two separate but associated responses. One was to the general principles of the paper and that was submitted as advice to the Secretary of State, and since the consultation paper identified the CCC (as it still then was) as the main agency through which parts of this would be implemented, then we worked out a response to that and put up proposals, specific proposals as to how we would manage it, eg the overall balance of the Primary Curriculum it was proposed to produce a paper to be alongside the Yellow (Secretary) Guidelines. That would be the responsibility of the Primary Executive. In the review and development we proposed to set up 5 RDGs (our title) the use of the terms 1, 2, 3, 4, 5 was quite deliberate (rather than language etc.). We were unsure that they all interfaced with one another. The composition was worked out, the terms of reference, the whole detail was worked out, put up as a separate response and that was totally accepted. So, the design for the curriculum part of the 5-I4 Programme was devised by the CCC - the SCCC as it became, the 5-I4 Executive. Originally there was to be a PEC, a SEC and a cross sector executive, and the latter became 5-I4. For our purposes, that became our management group for all the things we were involved with, in 5-I4.

Q.
If I could just relate it back to the I0-I4 Committee. It's probably too simplistic to regard the I0-I4 Committee and Report, and the 5-I4 initiative as two examples of different approaches to curriculum development/policy making. If we look at the papers of the I0-I4 Committee which were reminiscent of the Central Committees of the 70s where you pull together lots of people, highly committed, they work in their own line, set deadlines and produce a major report. On the other hand you have 5-I4 which is much more clear cut, shorter deadlines, much more directive, and so on. Do you feel 5-I4 was a result of Ministerial unhappiness with what was perhaps the 'classical model'?

A.
I don't honestly think that Ministers would think much about that. I think the difference is that this particular Government is in much more of a hurry in everything that it is doing, that it is out there to cut corners. Now I'm not criticising it for that. It's a fact of life. It is orientated by management techniques and it is more efficient than to go 'swanning around' philosophising. It gets down to the nitty-gritty. That is the main difference. It's a different model, it's different in terms of time-scale. Incidentally on I0-I4 and the composition of the Committee, could I just make a point while I remember. The composition of the I0-I4 Committee as it finished up was totally and utterly different from the original design. That again was the Teacher-Dispute. Because it was set on the basis of having people mainly classroom or school orientated with the odd college of education person around. Then, of course, so many of the teachers withdrew, and the only way

in which it could continue was by bringing in more and more college people, and others like that, often on a consultancy basis. Eventually they were there more or less all the time. That was a significant and important shift in the membership, and one could say, that probably at the end of the day - and this isn't a criticism of the Report at all; I think it is a splendid Report - it had a different kind of flavour, became a wee bit up.. beyond.. if it had more teachers on it, they would have been constantly putting it back down to reality, the roots.

Q.

In some senses it is impossible not to see coming through a sense of betrayal on the part of the people who formed the PDC when the Report wasn't adopted as policy, and in particular when certain members of the Department were critical of it in writing. I wonder, were they over-sensitive?

A.

Yes, I think they were being over sensitive. There were, in closed CCC Meetings, where Departmental Officials enter into the discussion, one or two who made certain critical comment, others made and still make, critical comments about it -.always have done. They are perfectly entitled to do that either as individuals or as representing what they perceive as likely to be a Ministerial reaction. In a sense, this comes back to the business of whether they are members or assessors: if they're members, they're entitled to give a personal view as well as reflect on a Ministerial view. As assessors, they really should be sticking to giving what they perceive as a Secretary of State's view (or potential Secretary of State's view). To be honest, one or two people in the past have got these priorities mixed up. That's part of the business of whether you're a member or an assessor and everybody mucked in. But the first point to make is that it was a Report to the CCC. It wasn't a Report to the education profession. And the CCC considered the Report and decided that this was an important Report, in terms of the actual policy - content, the curricular content, that it was virtually unexceptional. It contained a wealth of ideas. It was criticised for being wee bit wordy, and long and tedious in bits, but the main concern voiced at meetings when the CCC considered it in detail - and that included a 3-day conference, residential, where it was given a very thorough-going consideration - the main concern was the resource implications, and that was voiced by Departmental Officials on the one hand who said, really, this will have to be costed, and arrangements were made to do a costing on it. Similar concerns were voiced by members of the Directorate who said "over twelve years, every single Primary/Secondary grouping, getting together - hugely costly" (and tedious in a way too). And even at Head Teacher level there were considerable reservations about that bit of it, the implementation strategies.

Transcript of an interview with Mr. Edward Mullen, PDC Member, held on 18th June 1990 in St. Patrick's High School, Coatbridge.

Q.
What I'm trying to do, Eddie, is to see if I can get to the heart of how at certain times certain issues arise as being important. How 10-14 came, as you know, after a lot of activity on 14-16. I wonder if you have any recollection at all as to why you think at that particular time in history 10-14 became an issue?

A.
I think in historical terms the 1970s bore out a realisation that SI/S2, if we talk about pupils with learning difficulties for example, the HMI Report , comprehensive education, mixed ability teaching (and although they called it mixed ability, it maybe was mixed-ability organisationally but the methodology was not there) that out of that kind of reporting - it was fairly common, although we didn't know by the lack of public nature of the Inspectorate reports, there were misgivings among the Inspectorate themselves about SI/S2. They had a misunderstanding in my opinion about fragmentation, for example.. though in one school they found 28 teachers in SI and S2, in other words split classes.. behind that, fragmentation to me and to I0-I4 Committee, meant fragmentation of attitude, fragmentation of methodology. In other words the approaches, not so much the number of teachers. Approaches to discipline, attitudes to children.. it was becoming clear that schools were still placing for too much emphasis on extreme certification - in other words, it was skewed.. but of that kind of background there was a realisation.. I always as a Head had Primary-Secondary Liaison as a priority. I always thought that schools would not fulfil their aims unless you started with those aims..
Inspectorate reports, on the inside, and Strathclyde Regional Council's S1/S2 Report, that was crucial. It was held in great esteem by the I0-I4 Committee, and the Assistant Director came to speak to the Committee about it. I think there was a general awareness that this was an area about which something had to be done. It may have been a growing awareness that teachers being trained in different ways, thoughts that crossing over the divide may have been easier for example, not training disparately.. the Director of Education came in..

Q.
Some of these questions are impossible to answer. What I'm trying to find out is why is it that certain issues come up through the Inspectorate themselves, like Learning Difficulties - they decide, while others get remitted to the SCCC - it is a difficult one to untangle. If we take the CCC structure..Gatherer in his new book which came out recently, calls the model of setting up Central Committees or PDCs, "an excellent curriculum development model". He calls it a ' classical model' . Now it has certain .

strengths, and certain weaknesses. You hinted at one earlier on (before the tape) namely that while you were on the l0-l4 Committee you were a Headmaster of St Margaret Mary's. In other words you had a full-time job to to do - and yet.. what I'm really trying to get from you is what do you think of that as a model?

A.

As far as I'm concerned, he called it an excellent model, there are pluses - it draws on expertise, it draws on people who are tried in the business, it draws on forums whose discussion has already gone on - it is privy to inspectoral auditing - that is fine. And at the end of the day it can have clout. I'll come back to this repeatedly because I feel that "clout" is a key word. Another advantage to the national score, the Scottish Education Department controlled environment, is that the membership is controlled and it is amenable. In other words, if you don't like it, get out. We can get somebody else. Among some of my colleagues in Glasgow, they were of the opinion, in the late 70s when I joined the Sub-Committee for Social Subjects (that's howl got into this) what they didn't like, and what almost destroyed it was the fact that I was forced because of pressure of work, I was forced to relinquish my membership of the Social Subjects Committee. This caused a bit of a brouhaha... If you have been voted.. that, in itself, is a major weakness. Because any large-scale curriculum development depends on how it is carried forward at school level. On the bottom line, if the people, the profession, that is you heads of department, our Senior Management Teams, teachers for whatever reason regard this as some kind of "keep-your-nose-clean", eg "how the hell did he get on it?" or "you know what he's bucking for". We see them not just at National level, you see it at Regional level. Bureaucracies always play to amenability. they would rather not have mavericks. If you're a maverick they think you're less useful.

Q.

I'm going to probe this on a little because the Inspectorate have quite a substantial role in this. Now Walter Humes' book "The Leadership Class" is very critical of the Inspectorate. He feels that they are behind the scenes all the time manipulating, they're the ones who advise on what the membership should be. Then I put this to (Sir James Munn) he felt this was OK because the Inspectorate are in a unique position to find strengths and weaknesses. Now there's the danger of the Inspectorate choosing people because they may feel people are safe. Let me put it to you that if they choose people who are safe, how did you get on? You're not safe!

A.

It suits organisations - though I don't even credit them with this subtlety - I think there is a low-level cunning. When we are operating in these committees and groups like SCCC, you are operating in a kind of Mafioso - where there are codes, where there are languages - they all live off one another. As perhaps it was thought that Ed (Edward Mullen) has some   .

"street cred". Ed stands up and "gives us a wee shout" and he pushes, and he's energetic and he has ideas.

Q.

So we don't pick people who are safe - we pick Eddie Mullen?

A.

Now I don't know if that was the case. There would be some people who would look at the Committee and wonder. There were some people on the Committee who depended more on the bureaucracy.

Q.

If you take this model, you gather together a group of people who have expertise, credibility and energy. You then set them up, give them a substantial task to do, in a time-scale which is really not enough. You don't resource them, don't give them enough money to do the job- they're still doing full-time jobs and you expect them to survey the pro forma, gather information, produce reports, form sub-committees etc. The strength of that, of course, is that you have all of that expertise, but there are inherent weaknesses, aren't there. How does a group of people manage to fit in all this work, with all the other myriad things they have to do. Were we really trying to get curriculum development on the cheap?

A.

There's no doubt in my mind that, over the period - we didn't start from the Starter Paper. Dick Lynas lays claim to it, but I also did a starter paper because we had to decide "what is this remit?" It was us who translated it into continuity, coherence, balance etc. Before that came we had to decide what we thought was wrong with over provision. As a working Head, a lot of that, that was the kind of paper which had the articulation of modular structure, knowledge, teacher-evaluation - these are things they are now (1990) all talking about. We accepted the fact that this was "some can of worms". Very early on I said, if we come to the end of this thing in three years time, what will it cost?

Q.

If I take you on a stage, just before we look at 10-14 specifically, one of the points that Gatherer makes in his book is that one of the criticisms of the CCC's structure as a model for curriculum development was that discrimination was haphazard, erratic, there was no mechanism for, as they say in the jargon now, "delivery". Cascade models hadn't been talked about then, and you had people producing very good work, but no necessity for structure.

A.

Dissemination - we discussed dissemination and that's why we sent out, .

during the life of the PDC an interim report, we sent out various newsletters, but at the end of the day we knew that we were dependent on the goodwill of the local authorities. there were only two of us from Strathclyde on the Committee. I have never had any faith in 'the Centre'. It is my conviction that when they send out a new letter then THEY HAVE INFORMED YOU! There is the sanguine expectation that all will be done. We thought about this and we said that there ought to be machinery, a structure, a committee, a working group - whatever it is, perhaps Advisers or Officers who were charged with this.

The greatest historical analogy for this is Hitler issuing movement orders to non-existent troops in late April 1945.

Q.

Let me move on to 10-14 specifically. We've touched on why we think 10-14 was important and the Starter Paper you mentioned - the original Starter Paper - talked about discussion having gone on in COPE and COSE. Clearly there was a growing feeling that it ought to be looked at. Now, what I have never been able to understand - I can remember Andrew Chirnside in 1979 using the phrase 10-14, and I'd never heard of it - if as I suspect Middle Schools were never a serious option in any of this, why the focus on the issue of 10-14 as opposed to any other "slice".

A.

I suppose it was quite inspired. It arose out of two things. My recollection on the committee was that we were concerned with what could be managed. I don't think you can manage 5-14. You and I will agree about this - managers work by categorisation, and 10-14 appeared to me to be manageable and to work already. Many schools were already doing very good work in this area - John Bosco, schools in Central Region, some Lothian schools - this was a manageable area. An area which was a touching point between teachers who were differently trained. It was an opportunity. Middle schools were never really starters although we did something on them - because we had committed ourselves to consultation and research. If this was to be a separate provision there was the issue of continuity. Some discontinuity was welcome. For example, in tandem with maturation it was necessary that children work to more specialisation, to a more adult environment. In other areas discontinuity, for example teaches truancy, differences in methodology, crass differences in the shapes of the curriculum, the crass differences in the way we assess pupils - these were inimical discontinuities. So 10-14 afforded us an interface between staff, between school. We were committed to looking at Middle Schools because this came up. There were a core of six people at the centre of 10-14. Whenever we met the issue of Middle Schools would come up. Someone would say you mean the Renfrewshire model? So we wanted to look at the Research, the literature. There were two groups. One which went to schools and the other who were the "deep thought" merchants. It was unbelievable how the decisions came out of that group, and were not imposed. Things were not imposed. This could, of course be

looked upon as a sign that we were running against an open door, that they had opened it but there was a push from the other side. It might cost a few hundreds of thousands but it would not embarrass anyone. However, I'm now convinced that they did not want us to produce what we produced. Our commitment to 10-14 arose out of discussion because we saw that if we did not address certain areas we could be "hung". We did get *ourselves* a bit hung-up on pie-charts, with all sorts of hassles with Maths and English. The reasons behind this was entrenched, vested interest.

Q.

Now if you take that Starter Paper, Entwistle in a talk he delivered way back before the PDC was set up. 1991, he went through it and felt that it had a kind of hidden agenda, that the writers of it were pointing in a particular direction. Now, whether that's true or not I'm not so interested at this stage. I am interested in finding out how bound the Committee felt by that Starter Paper. Did you feel you were under any constraints?

A.

This was a Committee which was not interested in hypocrisy. My recollection is that there had been a Starter Paper. It had been in our minds, but that was it. Although we did pick up on it, we had representations from COSPEN, these people did inform us. Some of the models in some of the papers we had before us were totally impractical. For example, the Aberdeenshire Model of nine remedial specialists under a coordinator, four in the primary, 5 in the secondary - and I was sitting (as H.T. St. Margaret Mary's) with 1.5! How could we take that on board?

Q.

If you go on then to the setting up of the PDC, it had a three year remit, unrealistic though that was, was the remit presented to the PDC or did it have any impact into it?

A.

We had had to submit to the CCC our recommendations based on that remit. If you look at the Report, we extrapolated from the remit and said "OK we do that, but in order to do it we need to do also 1, 2, 3 and 4....

Q.

The issue of membership, but I've always felt that membership of CCC Committees was always a bit like the the leadership of the Tory Party, you 'emerged' in a sense. Someone would write to you and invite you to join and you would regard it as a compliment. In Gatherer's book, he describes the 10-14 Report as "brilliant and important". He doesn't beat about the bush. Looking back on it, what are your views of the report, with hindsight given 5-14 etc.?

A.

I'm biased, but I think it is by far the finest report, "qua" working document that I've dealt with in my time...from 1975 as a Head. Many of my colleagues concur with me. It is not just its size - though the Minister's first comment was on the thickness! I said, which did not endear me to him, that there are words in it. He later repeated the gaffe at the National Meeting we had in North Berwick.

A lot of people not involved in the PDC, guys from the CBI etc. were quite appalled by him, the way he spoke of it - "while commending our assiduity and many of the good ideas" he sought to rubbish it. We already had had an indication from Fletcher that this was to be the case. I wrote to him. I still think that as a report it is amodel. It is not inflexible. Some people have said it was.

Q.

"Autonomy within guidelines" was the phrase..

A.

Exactly! Autonomy within guidelines. Another thing to me which was one of the most impressive things was that it started from where we were. It admitted that there were enormous divergencies, that practice was not good overall. We adopted a gradualist approach. We came out quite firmly that resources had to be provided, that there had to be a willingness, a partnership. The other great thing was "partnership for progress." It was on that point that it foundered. I still think the report was by far and away the most practical thing which has come out.

Q.

If we think back on the publication of the Report, as you say there were many people whose opinions we would value who thought the Report was excellent. You may be interested to know that it remains the CCC's best seller. I seem to remember that notwithstanding, it had a mixed reception. There were certain groups, and you alluded to them earlier, who sought to - I can remember a couple of articles in the TESS - berate it for its wordiness, its vagueness, etc.

A.

You must remember that it came out at a time of industrial action. One of the hardest decisions we had to make was whether we published or not. Knowing two things, one, the underlying undercurrent of disapproval, and the fact that our colleagues were "sandbagged". We made the decision at Moray House. I made the point that i would not like to work for four and a half years and never see my name in print. So I was all for publication so that we proved to people we had done something.

You mentioned the word "naive". Two things are important. We pushed for the Costing Exercise. We prepared the ground, did all our sums. If we were naive, perhaps we were naive in the sense that the cloud was there. We did not lose our integrity.

Q.

What I was trying to get at was, as that stage, how honest the CCC or the SED were being with the Committee. I wondered, if in fact, they were already marching to a different drummer and the Costing Exercise was a way of burying the Report?

A.

Possibly, I don't have any proof of that. They did hope it would be astronomical and £182m for something like that wasn't, especially spread over a 10 year programme - it was peanuts. They tried to get us on cost - that was the earliest criticism, the other being that teachers have too much to do, the profession is overburdened. Eventually, it became more sophisticated, for example the definition of "knowledge". For people to throw that at us, "we quarrel with your definition of knowledge". Eventually, they told lies. They said that the balance of submissions from interested parties was not in favour of the proceeding. David Robertson knew that it was not the case.
It was produced in Forsyth's White Paper - which mentioned "the Government" sixteen times and used underlining as a minatory attempt to force a centralised curriculum and assessment - it was an appalling document.

Q.

In some respects too that document must have been, if not in preparation, then certainly in somebody's mind, when the Committee was either ready to report or still working.

A.

You asked what were the changes which were taking place politically which caused changes in education to remain unimplemented: This begs the question. I have made a summary of why I think it happened.

I feel that one of the central issues in the Report was a partnership, between schools perhaps in an area or a local basis. That was central. By the middle of the 80s that assault on Local Government independence was already there. We now know historically that Maggie's attack on trade unionism, and the unions in mining, in particular, was written up in 1978 by Nicholas Ridley, and I feel that Stewart (Education Minister) was too belt and braces. I think also, Self-Governing schools - the Report makes a great emphasis on schools, and nests of schools. How do you have effective 10-14 with 24 primaries? Partnership between school and local authorities was basically abhorrent. If you wish to take schools out of the public purse and you believe in privatisation, self-governing and so called parent choice, the destruction of zoning planning was OK. This was overlaid by the fact that there was a worsening relationship between local government, COSLA, and the SED, Scottish Office, in the mid 1980s. Because you have local government attempting to resolve massive Industrial Action and disobedience on the part of the local unions, and the government at the other side promoting the same

things that were causing unrest.

There was also the emergence of "large thoughts". This is the age of "large thoughts" in the curriculum 5-I4, parental choice, new revolution, privatisation, shaking off the shackles of central government. These are large thoughts...

Another area was that the control over the curriculum was central to all of this. Is it a matter of local decision, of flexibility? Is a mater for example "should your curriculum in Mintlaw minor that in Possil. That, for them is nibtle. In other words flexibility does not exist. They had a vision. Now, however the vision, where was it coming from? It might have been CBI, the industrialists complaining about weans who couldn't spell, don't know the dates, can't do the fractions.

We were of the opinion at the end that if we failed, and did not publish it was because excuses were being sought in the fact that the composition of the Committee had changed and it had affected the validity.

Another factor was Thatcher and the teachers. How paradoxical it is that she had succeeded in gutting the proletariat unions and here were the C1s and C2s on whom she relied, girding their loins and being successful.

A document which says that teachers and only teachers can change - we were at pains to take the power of change in the primary schools out of the hands of the Heads and put it into experienced teachers. We continually said it's not just Heads. This predates all of this we're getting now about the curriculum belonging to staff - 'ownership'. She could not take that.

The rise of the Right Wing in Scotland - the emergence of people like Forsyth, people who will be nice if you agree with them and they agree with you. xxxx of course the whole thing was running counter to what must have been on the stocks in England - the Baker philosophy. (Significant dates - 1066 - anthologies of poems - the Empire - it was nor really time that we massacred the Zulus). We should be proud to be British. Here was Baker doing his bit to remedy what was, in contrast to our own system, a shambles. Our report was saying, if there is no Baker that will do it, then Forsyth will not do it either. At the root of it there is a conflict in power terms.

Q.

If we look ahead for a second, I heard an interesting perspective on 5-I4. It was referred to recently as son of I0-I4. It is nothing of the kind of course - there is no relationship at all philosophically. but the people who are promoting 5-I4 are doing implicitly rubbishing the approach I0-I4 took, too expensive, too cumbersome, too lengthy, re-inventing wheels all over the place etc. Interestingly enough a member of 5-I4 English language RDG, who was involved as I was in the CCC in the 70s and 80s remains optimistic. He argues that teachers would take on board 5-I4 and subvert it, use it for their own ends, and still arrive at something largely speaking, liberal and progressive. I have misgivings about that as an analysis of what is likely to happen. It seems to me that all the trends you've just outlined, these argue that its not going to be allowed to happen.

Q.
Basically, if you postulate that this is the curriculum that is desirable, it is not enough to say that teachers will rise to the challenge - they will not! We were conscience of the fact that teachers were a lot more practical than they were giving them credit for. If I go out my school and talk to people about 5-14 they would look at me. How good has their dissemination exercise been?

Q.
I'd like to take you on a little...

A.
You raised with me the reasons for ditching 10-14. The lay word is MENDACITY. There was a disagreement about research. then it was curriculum pressure on teachers, and then it was cost, but finally it is the one they have stated - the real one - namely it was a political decision.

Q.
Because as you say even after the costing exercise, and something which I wonder if you could comment on, if you take the remit that is outlined at the beginning of Chapter 1 - line 6 says "identify, and where appropriate, quantify the implications for staffing". When I asked someone else about the origin of the Costing Report, the answer.I got I found unusual. It was put to me that the reason there was a costing report was because the Committee had not done its job. It had not looked at resources and therefore somebody had to... this was someone authoritative.

A.
That is absolute nonsense! The question of costing came up very early. I myself raised it. I think it was made the first six months, I said, look, if we don't examine what this is going to cost, forget it.

Q.
Can you recall, towards the end of the Committee's work - was it under pressure to produce the Report. The three year timescale was unrealistic and you overran.

A.
It actually ran from the Winter of 81/82 to '86.

Q.
Towards the end, was the committee coming under pressure?

A.
We felt under pressure. We were, frankly, shell-shocked. We felt we had to bring it to a conclusion. We had made an interim report and we had to ask

for a moratorium because a lot of people on the Committee had to move on. Another weakness we felt was HM Inspectorate - the continual change in HM Inspectorate. I thought the best was the ex- adviser in Modern Languages, John Mitchell. He was sympathetic. We used to get into good arguments about practical classes etc.

If is was.. I think we were under pressure and the people who were most under pressure were people like David Robertson and Syd Smith. They were never disloyal, but were under considerable pressure. As time went by, the last (costing) exercise was quite hurried. We didn't have a great number of meetings, but worked intensively. I felt there was no pressure. I don't think the pressure was unbearable. I think, personally, in retrospect that they possibly agreed to our publication because the money had already been spent. It was atrociously cheap.

Maybe there was a crisis in the minds of David and Syd that if we pulled the plug on it there could be a real stink. Do we risk it or let them publish and be damned?

Q.

I seem to recall that your report went to the CCC, and it was their decision whether to publish. I seem to remember that the kind of formal written comment which we made, the recommendation if you like, to the Secretary of State, was lukewarm in some respects. It was parsimonious.

A.

They knew the reaction they were going to get. They decided this was how they would do it. We were quite incensed as a group... some had seen it all before, though never on this scale.

Q.

Someone once said to me "Well you know, the reaction to 10-14 wasn't unanimous" I remember thinking to myself, when was the reaction to any report unanimous? The costing exercise was never done for Standard Grade, no-one said look what it is going to cost. It was probably expedient at the time to take it through.

It seems that your analysis is that it can have little to do with cost.

A.

It was nothing to do with cost.. I mean, I was neglecting my school because of this.

Q.

Clearly, we would both agree there has been a dramatic shift to central control. I wonder whether or not 5-14 with all of its features of central control, with the production of a Senior Staff Manual for implementation, three times as thick as the one you got for Standard Grade, I wonder how the profession is going to react over the next four years to this?

A.

The profession will react in the way they have reacted to many of these things; they will react by a combination of ignoring it and now and again, if they're asked about it, look it up. If the machinery of the delivery is not there it is not going to work. I know, for example, in this school we are faced with implementing permeating elements such as SFA, MCARE, Health Studies, Equal Opportunities... we showed them a model. We showed them where the areas of articulation were. But we said in order to get to that point you have to have cash, you have time, you have to have technology, and you have to have a school/local authority machine which will operate in seriatim.

Q.

You were on that Committee in a unique position being the Head of a Secondary School. One of the different things to pin down is how any policy, whether it emanates from a CCC Committee or the Inspectorate - what are the mechanisms, or what should they be, for ensuring that at school level, this policy makes an impact?

On a personal note, arriving at a school as Head three years ago it was as if the 1978 Learning Opportunities Report had never been written..
We mentioned Quality Assurance earlier on. It is time, isn't it, that local authorities took this on?

A.

It is time authorities took it on, and it is high time that Planned Activity Time (PAT) and other allocations are grossly inadequate for what they are asking us to do. I could fill PAT time after time. At the end of the day I'm here to put teachers in front of classes. If PAT is operated and we choose certain priorities - in seriatim - then we might win. If we cannot increase the time available for staff development - the alternative of CASCADE Model has meant I have lost 168 full days and 71 half days to my staff this year to many worthwhile causes, but what my exam results are going to be I have no idea. My Assistant Head Teacher has told me that discipline in S3/S4 is not too good and the main reason he had discovered is lack of continuity in teacher provision. They are out with all manner of developments.

Q.

You'll be interested to know then that as part of this manual I was referring to, there is case study for a Secondary and it associated Primaries beginning to implement 5-14 where is on academic session it is recommended that eleven separate sessions of planned activity time and INSET time are given over to this alone. Whole mornings of INSET time and 1.5 hour slots of PAT.
As you've just hinted, its not possible.

A.

When will they learn that we cannot do all things simultaneously. If we do, where does continuity of classroom provision occur? That is the whole thing

in a nutshell.
In my darkest moments I sometimes wonder if there is someone trying to wreck the whole structure.. driving us into the ground. I have a 10-14 group, we have achieved success in Maths, Technological Project - and I have Language and Learning Difficulties groups - but I can't do any more.
The latest sacrificial teachers are the Senior Teachers.

Q.
And someone would arrive at your door and say "What are you doing about X policy, Mr. Mullen?"

A.
I have a Joint Assessment Team - I'm actually a member of the paired-reading group, I have 18 staff involved. But not all priorities are of an equal status.

Q.
The very term "priorities" assumes that .. I saw someone recently put up on an overhead projector the eleven priorities of the authority.

A.
I said to the Divisional Education Officer, where is 10-14 in the priorities. He said "We should have thought of that one." I remember saying to the Director of Education who had distinguished eight priorities - I was HAS President and had set up six people to ask questions, and he 'twigges' - "You have discussed eight priorities, are they simultaneous?" "Do we address them all at the same time?"
Of course, the answer was, they are all of equal importance. That is the thing which leads me to my conspiracy theory.

Q.
Let me ask you a final question, looking back on your experiences on the Committee, what people very often say who were involved in that kind of exercise was that they found it amongst the best in-service they themselves personally had. Would you go along with that?

A.
Oh yes. I found it so - the strongest element was being forced to question, yourself, really to stand up.. I remember presenting my ideas to the group and finding them influential. Inset should improve your thinking and your competence. It was an invaluable experience. I was forced to delve into areas which before I had not been interested in.

Transcript of an interview with Mr. David Robertson, Chairman of the PDC, held on 8th May 1991 in Northern College.

Q.

I'm interested in the origin of 10-14. In particular if you have any recollection of the origin of the Starter Paper?

A.

It was a report prepared by a committee chaired by Charlie Roxburgh. It was called a "position statement" This must have been prior to 1980, just about round the beginning of that time. They prepared a report which was circulated to all authorities and I remember writing a report on that at that stage.

Q.

Was that for Tayside - you were Director there?

A.

Yes, for Tayside.

Q.

Yes I have a copy of the report which you wrote for you committee.

A.

It was just at that time that I joined the C.C.C. - I had been connected with it in various ways. It was in 1980 I joined. That's how I became involved in this. Yes it was called "a Starter Paper" - Charles Roxburgh chaired a group which produced it. I remember writing the report for the Committee. Now I think I was already on the C.C.C. by that time. I was asked to chair this (10-14) Committee.

Q.

The Starter Paper which the Roxburgh group prepared, was that the same one that went out to the profession. I haven't up until now managed to trace the source of that paper. One or two people claim to have had a hand in it but you're the first person who has been able to tell me who wrote it. It came out as a C.C.C. starter paper - unattributed.

A.

The late Charles Roxburgh was the chairman of the group - it was certainly involved in some way.

Q.

Can you recollect why 10-14 was chosen as the area? The very first time I can remember hearing the phrase 10-14 was when I was a member of the Central Committee on English in 1979 and we were addressed by Andrew

Chirnside, who at that time was Depute Senior Chief Inspector.

A.

That's right - was that when he talked about the pantomime horse?

Q.

He was the first person who ever used the phrase 10-14. I remember as a young teacher thinking "why 10-14?" I wasn't sure what the rationale was.

A.

The rationale was the need for curriculum continuity across the primary-secondary divide. I think that's what it was. It was maybe, possibly, something about middle schools in the air at the time and certainly the objective of people who were interested in 10-14 was to try and create a 10-14 curriculum, though not necessarily a 10-14 institution or a 10-14 teacher.

Q.

The 10-14 institution was never really a serious option?

A

Well, there were only, as I remember it, three in Scotland and they were all in Central Region. Certainly when the issue of middle schools was discussed in the 10-14 Project it was rejected as an option on the ground that really - there were a number of grounds - the main one being that you just created two....

Q.

....points of transfer.

A.

Yes, where there is only one at the moment. The other one was that the way teachers are trained in Scotland did not lend itself to having people of that kind. I think the other thing was that the experience of England was as rolls began to dip, the first schools to go were middle schools.

Q.

In some senses, the fact that the Munn,Dunning and Pack reports had just come out within the previous 2 or 3 years, that then a signal was to look at the next 'slice' so to speak.

A.

Yes,probably - where did we go from there? We had "done" S3 and S4. What was next? Was it preschool, whatever? The feeling at that time was that the link-up wasn't really happening effectively. There was some quite good primary-secondary liaison, in so far as there were arrangements for kids to go and visit the secondary school and this kind of thing. What was not

happening was curricular continuity.

Q.

When it had surfaced as an issue and starter papers had been produced one of the things it is interesting to try to find out is how a particular issue is tackled in a certain way. With "learning difficulties' it was HMI who took it, and they produced their own report. In this case it would seem to to be something the C.C.C. would do. Is there any kind if logic behind that? Is there any reason why certain things are.....?

A.

With Learning Difficulties it was determined that that was a curricular problem and HMI took the lead on it.

Q.

It was almost a kind of follow up to Warnock because Alasdair Milne, HMI, was a member of the Warnock Committee. It was almost as if there was a central decision taken "let's get something done"

A.

It was actually Alasdair Davidson who did the bulk of the work, as I remember it, on the Learning Difficulties Report. You can actually identify his style on it.

Q.

Recently I was at a SCOSDE seminar and Mary Simpson was speaking on differentiation and she quoted a line from the 10-14 report. "The classroom crackles with subliminal signals." David Menzies was in the audience...

A.

It was he who wrote that, yes...he had some great little inputs to the whole report.

Q.

So when the decision was taken, then that it should be the CCC who would take this one forward, to form a committee, were you involved at all in the selection of the members, or was that done through normal processes of the CCC?

A.

It was done through the normal processes of the CCC - I don't remember being asked. I didn't know Syd Smyth at all at that time or Frank Adams. They were the kink of key, curriculum development officers. The other membership emerged....There is a procedure. Ian Flett, in the CCC at that time, and I inherited his role, as the convener of appointments ... in effect, there are a whole lot of people involved in it, making appointments in the CCC, they might all be filtered eventually by HMI. The authorities are asked

to suggest people.

Q.

You are probably aware that Walter Humes, in the "Leadership Class" sees this as one big conspiracy. It is HMI who are manipulating all of this and the only people who get on these committees are safe people. And the only reason they are there is to advance their careers. This is a bit like the Tory party leadership - one "emerges".

A.

I think the people who make these selections ... they don't really think in this way. What they're more concerned about is getting people they think will make a contribution. They're more concerned with getting the balance, the right number o this, that and the other, and getting the right geographical balance. I don't think there's any kind of conspiracy. But at the same time...

Q.

The Central Committee, that I referred to, was full of really strong personalities.   ·

A.

The present SCCC has people like Gordon Kirk, -- he's no great lover of the Scottish Education Department.

Q.

The point at which the committee was selected, the remit would be given to you by the CCC? The Committee then followed what Gatherer has called the "classical" curriculum development structure. You pull together a number of people who are selected by whoever, but really for their contribution., their expertise, their knowledge, their name in a sense. But they're all, while they're members of the Committee still holding down a job, full time, and are then expected to join, meet in a number of occasions, do a lot of work, join sub-committees, produce papers, consult and so on, with very little funding, basically.

A.

Yes, I think that's right. Their employers bear that burden; they release them. This I suspect will become and increasing problem, now that places like colleges of education are having their funding scrutinised, and costs identified. I certainly always regarded that a quite a helpful way of working because it meant that people in the authority, practitioners. people in the colleges were having a hand in what was happening , or what was going to happen. That was an example of something that wasn' t exactly straightforward, we're still working on trying to get something which is accepted...

Q.

One of the outcomes of that model is that it is too slow, it takes too long to produce anything, that to use the modern jargon, "delivery" is not assured.

A.
That's right. I think that is very slow - but is it? What is a reasonable time? I think that when you are talking about change in the education service, you need long timescales. In your own situation, the consultants advised Strathclyde that changes should be implemented. I would have thought that these sorts of things should take quite a long time. You are not going to change teachers all that quickly, in this methodology and so on. There must be be time taken; there must be staff development;...

Q.
As a Committee you obviously took a decision early on that you wanted to go out and visit, consult and talk to people.

A.
Yes - the notion was that is was a Development Committee, to try and see what was happening on the ground and encourage people to do that. To a certain extent we succeeded in doing it. There was a lot of good work done. The great difficulty at the time of course, was the teachers' industrial action. It had all kinds of implications. Some of the committee pulled out, not because they wanted to but because they were pressurised to do so. In some ways that was why we took very hard the knock that appeared in paragraph 10 of that document. People like Eddie Mullen, for example, had resisted all attempts to pressurise him to come out of the committee. There were other people - the primary adviser in Grampian - who were very hurt by the kind of reaction given by the Ministers.

Q.
Just to jump ahead just a little - the reaction of the Minister caused some very strong feelings amongst the group. I remember David Menzies writing something where he use the word "betrayed". Was that an over-reaction do you think? David McNicoll has said "that's what happens to reports. What are you getting all het up about?" Some committee members reacted badly, didn't they?

A.
Yes - did they over-react? A difficult question.. I think that what was said actually was in my view not true. Some of the things they said about the Report - I think that's really what irritated most. One could put up with criticism - you have to - and it got a lot of criticism from other sources, the EIS wasn't very happy about it; a philosopher from Moray House or was it the PE college, who savaged it - but at the same time there were great pluses - like Gatherer's views etc.

Q.

It's still a best seller, by the way.

A.

To some extent it's because Margo Cameron-Jones and others fed it in as a text book for their students. That's why the SED were calling it "Satanic Verses".

Q.

There was a point which comes through, round about the same time as industrial action begins, when the pressure starts mounting, there is a hint that here is in preparation something called the "Curriculum Guidelines". Around 1984 it appeared that someone , somewhere in the SED, was already thinking. Was that something the Committee was aware of at that time? Is there anything sinister in that? Why should the SED/CCC be producing curriculum guidelines which covered an area which was under scrutiny?

A.

Politicians do this from time to time; they jump the gun when it is more rational to wait until reports come out. There are other examples of that, for example in the School Boards issue something like that happened. It's quite common, and I think it is because politicians find the workings of the system - the advisory bit - too slow. They really want to get on with their policies.

Q.

Do you think that the 10-14 Committee was the last committee of its kind?

A.

I think that's probably true. It won't be done in that kind of way again. The model is more likely to be the current 5-14 model. But it still means that you really need a lot of time to implement proposals. We planned that 10-14 would take 10 years to implement.

Q.

It will be interesting to look back in 10 years from now to see whether or not this model is, in fact, any faster. On the other side, it may not just be speed, it may be "delivery". It may be that they felt that in the past that Reports like 10-14 might be taken up or not, or taken up unevenly, whereas now there's an expectation that 5-14 will be implemented, not quite uniformly but within a timescale.

A.

That's right, in time it will be. Bits of it, like Testing may disappear at some stage.

Q.

Could I ask you about the Costing Report. It is the only Costing Report, isn't it? At that time when it was proposed, was it perceived by the committee as a genuine positive attempt...

A.
...part of the Remit was a requirement to cost it. Strictly speaking, all initiatives should be costed - but they're not.

Q.
Did anybody at that time in the Committee feel that there was anything sinister about it?

A.
There was a feeling at the time that Standard Grade hadn't been costed. No, we went along with it. We quite honestly didn't want to give any indicator that we felt the thing shouldn't be costed and we suggested, if it was going to be too expensive, and the (S)CCC in turn, suggested other ways of doing it. But the Minister's reasons for rejecting it at the time and being very suspicious of it - he said he felt it was going to make too many new demands on teachers. He said that obviously it was going to be costly, but what he also said in that section 10 was that he didn't think that this was a reasonable way of utilising teachers' time. And that hurt, very much. And what is very interesting is this statement in paragraph 2.1.5. in the section which deals with links with other schools. Very little is said - but it says that "all primary schools have some contact with the secondary school to which their pupils transfer at the end of P7 - and, this is the significant sentence, "where primary-secondary links exist, schools can trust each others' judgment through a range of scheduled contacts throughout the year to exchange information about pupils' progress, and co-operate in curricular matters to their mutual benefit".
2.1.6., the following one, "Where primary and secondary links are at their best, the teachers of both stages plan together continuity of learning based on a shared understanding of the curriculum in their respective establishments, so that pupils experience a smoother transition between primary and secondary education" which is precisely what we were recommending and which he didn't want to know about. His view was that if you give teachers guidelines....

Q.
As part of 5-14 I remember looking at a very early publication , the management handbook for headteachers there was one single sheet in it which gave almost in diagrammatic form almost exactly the same model of curriculum development as 10-14.

A.
That's right. I think it indicates a difference of opinion between the Inspectorate and the politicians. To some extent we had a feeling that it was really going against the grain of other things we were trying to do. It was .

about the time when they were playing down the Secondary School and its associated primary schools because they wanted to have a school board for every school. It was at a time when the feeling among people in the local authorities who were saying, look, this is quite important - look at the school system as a secondary school and its associated primaries - but they didn't want that. They wanted to give parents choice....there was a whole number of things which were politically against it. The declared opposition we had to the 10-14 report - we didn't communicate directly with the Minister - was seen in the senior SED officials, people like Russell Hillhouse didn't like the Report.

Q.

There was a 2/3 day conference, wasn't there, at North Berwick, when he quite publicly stated his opposition. Was that a surprise to the 10-14 Committee or had you expected it? Was the strength of his opposition surprising?

A.

Yes - I think it was.

Q.

There was then a whole series of letters between David McNicoll, sometimes yourself, sometimes James Munn round the issue of what would happen to the Report. The fact that it was issued to all, as a "discussion paper" - did it please the Committee or by that time were people so unhappy about its reception...

A.

I don't think there was any doubt in the Committee's mind that it would appear.

Q.

We've talked about Gatherer a few times. He refers to the Report as "brilliant" and "important". How do you feel now looking back on it particularly since you've become involved latterly in 5-14?

A.

Well, I think it's a very good Report. And I still read it with great interest and think it is saying all the right things. I mean I can see all the difficulties about implementing it ....then. But we've moved on. What one is likely to see in 5-14 is that there are mechanisms like INSET days, PAT - it's maybe now a bit easier to get collaboration. Assumptions that the Government would fund teachers coming in to take classes while others went off to liaise with colleagues in another school - then was maybe naive...what encourages me is that while in effect we got a kink of brush-off from the Government, teachers in schools, many of them are prepared to do it spontaneously.

Q.

It's amazing now whenever I go to speak anywhere about 5-14, I usually say something about 10-14 and it's amazing the warmth with which 10-14 is regarded. People - it's part of the folklore - accept that 10-14 is better; it's philosophically " purer" than this adulterated version... what we now have, and maybe this is simplistic, is a centrally-driven,slightly more mechanistic model of implementing curricular progression, continuity, etc. than 10-14 would have achieved perhaps slightly more slowly.

A.

That's probably right.

Q.

Yes I think the inclusion in 5-14 of attainment targets and so on worries teachers a bit. On the one hand they see it as something they can hold on to. On the other hand they have the worry that attainment targets will become a set of hurdles kids have to get over, losing out on the essential child-centredness. That seems to be a fear.

A.

That's right, I'm sure that is true. I know that teachers generally are finding it quite difficult to cope with the Guidelines that are coming out.

Q.

A recent request by our chair of Education in Strathclyde has led to my convening a group of secondary headteachers to see if there are any developments which we should be calling a halt to because he has a feeling that there's too much happening and we should be pulling back. Whether or not we'll ever get agreement on which developments we we should pull back from is another matter.
There is a sense in which, from time to time there are simply too many developments.

A.

I think that's true.

Q.

The teachers' industrial action which you mentioned earlier on gave teachers a chance to raise that.

A.

The SED used that as an excuse. Maybe they were justified because the EIS kept plugging this.

Q.

So if you went for a model which was going to be driven by teachers in local

groups the chances were that some teachers would use that as as lever in industrial action?

I wonder if I could ask you a couple of questions focusing on your role as Director of Education? One of the things which interest me is how Authorities take up on National Initiatives. Sometimes they emerge in very different forms...as a Director if 5-14 had emerged, would you have had to interpret that for your Committee and seek to put a Tayside implementation plan together?

A.

Yes. Where do you start in all of this? My starting point is that we have a national system which is locally administered. I don't think I would ever want to resist a National initiative, like Standard Grade, or 5-14. I would have gone along with it, but I would have tried to keep it manageable, I mean - though I was very critical, actually of the consultation paper, - I prepared a report for my committee on the consultation paper, "A Policy for the 90's". Here was a new document. As an authority we would be asked to respond. I tended to encourage my committee to respond through COSLA Education Committee. It was that paper, paragraph 10 which raised the issue - this is an opportunity a Director of Education has to comment on National issues. It is a valid way to do it.

Q.

Is that something you would have done personally? Would you have written that paper?

A.

Yes - I wrote this personally. Let me think why. Because, it covered so many things. I would probably have circulated it among colleagues..

Q.

If you take it a step further, once the committee has accepted, hopefully, what your recommendations are, as a Director, what mechanisms would you have had to try to ensure that the schools within Tayside were implementing a policy. That seems to be a difficult one, doesn't it?

A.

Well, the way the Authority was structured in my time - and every Director does this differently, was that there was a depute for primary schools, a depute for secondary, a depute for F.E. a depute for pre-school and special - and there was a Senior Depute.

Now, that was the way I really wanted to do it so that the schools know which member of the directorate they could collaborate with. It would really have then been for the various sector Depute Directors to implement.

Q.

If I take a more straightforward example, if we take Learning Difficulties, .

1978, would that Depute then have called a meeting of the Secondary Heads to discuss the issues?

A.
There were regular meetings of the Depute (Secondary). The Senior Depute and myself would always be invited along to these things and there would always be items on their agenda which we would take. I used to be asked to do what Alex Thomson used to call a "state of the union" address covering a number of things. The Senior Depute had all the expertise on conditions of service, finance, etc. There was a depute for building services who would come in. We regarded these as important meetings. With primary schools it was a bit more difficult, because there were 170 or so of them. (Tayside is the same size as a division of Strathclyde.) It was manageable.

Q.
Once an issue like PLD had been discussed with Heads and so on, was it then a matter of Head's professional judgment as to how they would take that forward?

A.
The advisorate - they were much more involved in all National developments. It was then the responsibility of the head.

Q.
I was just wondering, if you take the current Strathclyde model of Quality Assurance, would that have been something which would have been attributed to you?

A.
I think the new Director of Tayside is calling it that, too.

Q.
You've mentioned a few times the consultative paper. It appeared to me, from discussions I have had with members of the Inspectorate, to have been written without their active participation - at least those who felt they would have known about such things. It appears to have come from within a very narrow base within the SED. Some have said the first they heard of it was when it had been issued. Does that surprise you?

A.
It surprises me that it happened - but it doesn't surprise me given the content of it. No HMI in his right mind would have suggested Testing for P4 and P7. But I can't believe that Chief Inspectors and the like were aware.
You see one of the things it was claimed by someone was that even paragraph 10 had been slightly laundered before it came out. God know what they said originally!

Q.

One of the things it is easy to conclude from 10-14 and what happened afterwards was that it really was a massive shift to central control of curriculum development towards a more right-wing interventionist approach to policy-making. Is that too simple?

A.

No, not at all. Have you read this book "Curriculum and Assessment in Scotland; A Policy for the 90's"? I actually did a chapter for it. David Hartley - he is the conspiracy theory man.

Q.

One of the key questions is whether or not the new model represented by 5-14 is likely to be more effective? Will that kind of approach to curriculum development which is very much more centralist and direct - is it likely to work better? Is more accountability likely to emerge from it?

A.

What I never found it easy to agree with was the importance Ministers attached to the claim that primary education wasn't paying, that...

Q.

That seemed to come out of nowhere, didn't it?

A.

Absolutely - it seemed to contradict what the Inspectorate had been saying in their reports. The stress on the so-called basic skills was another thing - they had been trying to reduce the amount of time on these. This again was where the 10-14 Report got it wrong, from a Minister/s point of view. We were suggesting we cut down the amount of time on Mathematics and English, and more time on drama and the expressive arts.

Q.

The 1981 P4 - P7 Report had concluded that the Primary Memorandum hadn't actually been a revolution at all - there was still too much emphasis on basic skills. In the mid 1980's assertions were being made that somehow we had to have "rigour" in P6 and P7.

A.

Of course, there was an English dimension to this. One never quite knows what the difference was in primary schools there.

Q.

There seems to have been a difference.

A.

All the primary schools I ever visited seemed to be implementing the Primary Memorandum sensibly. I suspect that in some of the London boroughs there were problems. Ministers were much closer to that scenario.

Q.

I was going to finish by asking you in a sense - we started by talking about development planning,into the 1990's, and even before that emerged, the phrase Whole School Policies had been around for quite a long time, in the 1980's. It seemed to me that most of the National reports that came out in the 1980's contained an exhortation to schools to have a Whole School Policy on most issues, without anyone ever saying how schools should go about the process. From your own experience as a Director can you identify any qualities which should exist within the management of a school to enable a whole-school policy to be implemented?

A.

I picked up all of this from Inspectorate Reports - every time they inspected a school they wanted it to have written policies. Post '75 we had all kinds of working groups at Regional level - we went through a process locally in the same was as SCCC carried out - trying to work out policy statements for the Region, so that, deriving from that, Schools themselves would work out their Policies. We used to do, with headteachers, when one was asked to speak to groups of various kinds, regional groups, talk about what the HMII were saying, because they were the "quality assurers" - this was all part of a new kind of management strategy - you really had to try to encourage schools ... to evaluate what they were doing ...policies for various things. I think it was a managerial strategy.

Q.

That seems now to be the focus of management training. It seems to be more systematic now.

A.

When I think back to the very early days, for example, of the educational administration in Berwickshire in the late 50's and 60's, you would find that in a big primary school the Headteacher would go around collecting the dinner money - not really " managing" in the modern sense.

Q.

I came across a document of a committee which Hugh Fairlie had chaired, consisting of Malcolm McKenzie and others, a Consultative Committee on the Curriculum committee, they were looking at secondary schools. What they found was, about 3 years after the implementation of the Management Structures Report, that the structure was poorly understood, and that basically AHT's in a secondary school didn't understand what they should be doing. The structure was there - but there had been no preparation for it. .

A.
I think that's one of our problems.

Q.
Andrew McPherson in "Governing Education" talks about a "policy community". Were you conscious of being part of it?

A.
Not until I read Andrew's book!

Q.
Some people from outside Scotland , e.g. Vivien Casteel, the new head of Staff College in Strathclyde, sees that this incredible network exists, we all seem to know one another.

A.
Is that not a function,really, of size?

Q.
Yes it could be - as well as being so centrally driven?

A.
I think our system is much more continental than English...

Q.
The concept of a policy community - is that a benign one do you think? Is the fact that people share a common heritage, is that a force for good, do you reckon?

A.
I think because we all know each other so well that we can get in Scotland a common sharing of values - that is one of the difficulties we come up against with Michael Forsyth. Here was a politician who didn't seem to think in the way we did. It appeared that they seemed to be sucking some of the Chief Inspectors into the same group. The statement by Douglas Osler (HMCI) - this was picked out.
I got a letter from Jimmy Michie, recently retired, trying to get me to write an article for "Education in the North" describing how he and I shared the belief in.. that education was for everybody, the comprehensive ideal. That's rather stronger than a policy community or "leadership class" which only tries to replicate itself, I think.

Q.
Maurice Kogan, talked about the breakdown of the consensus. In a real sense, there was a consensus, wasn't there?

A.

I think there was. When one reads R.A.Buller, his biographies indicate there was a consensus. There was still a consensus in the early 60s. Andrew McPherson's book, describing it, quotes Bruce Milan saying that he could never by "fiat" change everything. That was the belief - Michael Forsyth is different.

Q.

I remember reading that when Margaret Thatcher was Education Minister, more schools became comprehensive than at any other time before or since. She would not have been regarded as a comprehensivist. But there was a general consensus, wasn't there?

A.

One of the things I was involved in was the organisation of two groups to meet Bavarian educators. What inspired them most about the Scottish System was the way in which in the short space of years between mid 60's and early 70's we had made 90+% of our schools comprehensive.

Q.

Some people argue that the breakdown of the consensus has come with the emergence of people like Forsyth.

A.

I don't like to personalise it, but the New Right..

Q.

Finally, when you look ahead, are you optimistic?

A.

Yes, because when you look at the significant performance indicators of the system, youngsters going on the further, higher education; staying on rates; I am quite optimistic. I'm a bit pessimistic that the resources will continue to be available at the level they are - that they will be deployed in the right places. 5-14 will work fine. People are sensible enough and employ commonsense.

Transcript of an interview with Andrew Chirnside, held on 15th May 1991 at Seamill Teachers' Centre.

Q.

What are your recollections of the origin of 10-14 as an area for development?

A.

After discussion in the Inspectorate we decided where best we could make an input where no input was being made at that time. My argument always was that the new examination systems were taking over nearly all of the secondary from S.2., and therefore the only place the secondary people within the CCC could operate was in S1 and S2.

This also coincided with my own feeling, apart from the "pantomime horse" - I had another image I used from time to time; the "pantomime horse" was a sort of joke, a devious joke - it was based on the theory I've always held that there are two stages of progression in education. One is the theoretical/philosophical that depends on the discipline of education, learning and the child and that's what you get in colleges of education. The other progression is the organisation that is required in order that the other takes place. Now these two do not coincide.

So out of this, "learning difficulties" and "10-14", I actually had a draft, the last time I used it would be here in Seamill, and slides which showed the various stages, primary and secondary, and breaking them further into the various stages of learning as they went through. It seemed to me that against, say P.5. or P.6., you had the onset of difficulty; and then you had the onset of specialism; then it was necessary to sophisticate! so that is the basis for 10-14 - a kind of a starting point with the CCC. The end point had to be S.2. We couldn't interfere with what was going on in Munn and Dunning. And the "S" Grade Foundation courses were already in place.

Q.

Was it ever envisaged at any time that there would be a move to a middle school structure?

A.

We thought that it was possible, but organisationally in Scotland there was no demand for it. Middle schools, as you know, in Stirlingshire, had been looked upon as excrescences, oddities and have never really taken off. The 4-year schools the Department built never took off either. They became the local sub-ROSLA - they didn't take off as models for schools.

Q.

I've been reading the early 10-14 speech you gave. You said:

> the primary school experience as a whole is bereft of calculated
> progress through the stages that claim to indicate it.

In a sense we have just about arrived that now. 5-14 has made an attempt to
try to identify the stages and set learning outcomes and so on.

A.

That is after...when James McGarrity retired and John Ferguson took over, he
re-organised the structure of the Inspectorate and Jim Thomson was given
from pre-school to primary 5, and Tom Williamson was given from P.6. to S.2.

Q.

So there was a commitment even at that structural level to looking at
transition?

A.

Yes, I felt that they had done something wrong because they hadn't
recognised the organisation of the primary school, and unless they were
going to change that then they had two people operating - it was clear that
there was an educational reason; it was working on my ideas basically. Jim
had everything up to and including the onset of difficulty, and learning
difficulties itself - that was his other interest. We worked very closely.

Q.

One of the difficulties looking at it from the outside is to determine whether
there is any rationality behind the choice which dictates, for example, that
"learning difficulties" was an HMI Report and was pushed (and in my opinion
was one of the most successful HMI documents - I have a book with me just
now entitled "Making the Ordinary School Special" by Tony Dessent, and
he, from down south, has a part of a chapter on the HMI Report, as good
practice..)

A.

Jim and I wrote that report - I'm very proud of it - with Alasdair Milne who was
responsible for the drafting.

Q.

Did that arise directly out of Warnock or had you been thinking of it?

A.

Alasdair was on the Warnock committee and was very conscious of what they were doing. They called it "Special Educational Needs". We thought it was a negative term. I tried to avoid negatives (except when I changed the title of the Pack committee's report from "Truancy and Discipline" to "Truancy and Indiscipline"). I always tried to focus in the title on what we were trying to do. These kids had learning difficulties which had to be solved. Whereas what Warnock was saying was there are certain special educational needs which have to be catered for, was institutional if you like, the other was - We started to talk not about education but about learning and teaching, that was why we produced a whole series of reports with that title, moving the focus from the teacher to the pupil.

Q.

Once you had produced that report, and perhaps you did not realise how significant it was going to be, do you have any memory of how that report was expected to influence school practice?

A.

The tradition of the Inspectorate was to work in the spaces between where other people were working. We recognised authorities; we recognised colleges of education; we recognised the schools. These spaces, they were like circles, which required to be filled, transitions which required to be bridged. Largely thanks to the new management theories, which came into the civil service, we were then put onto an annual programme of work. As teachers had "schemes of work" so did we have an inspection programme. The Inspectorate had eventually to put it down and justify it, and find out where everybody was to be in the system. That work took place in the 70s with James McGarrity as HMSCI. Therefore we had to set about a programme of work - that eventually fell to me as depute. I was in charge of preparing the themes we were to look at. So I worked out a series of programmes in these "spaces", like learning difficulties, like following up the Primary Memorandum, like the follow-up to Munn, what shape it was going to take. And because the CCC was largely an instrument of the Department - the secretary was chairman - so we had an institutionalised group to help us with the work. David McNicoll and I would always stop to discuss where we (SED) stopped and they (CCC) began. The CCC was then under the penumbra of the Exam Board - it needed to make some kind of impact - most teachers did not know what the CCC was about. The CCC had all the best people and the fact that the Munn committee was set up after the Dunning committee, really put the cart before the horse and Munn was left suddenly realising that not enough had been done to see what kind of development could go on apart from examinations.

Q.

If you take the learning difficulties report - it made an impact in a relatively short period of time; I remember when it came out and the excitement there was around the ideas.

A.

Yes, much of it happened here (Seamill), in fact some of the conferences for directors were here.

Q.

So in that sense, so that the report would make an impact on schools, conferences were held with the directorate? That would be one of the mechanisms?

A.

It was established practice. We would say, let's have a conference with the directors of education (but let's not spend too much money). It was decided we would host them at Dunblane. These could be on anything - school building: new primary schools, new secondary schools, and other themes - so there was an established relationship between the Department and the directorate to discuss items that had been discussed between them. It was almost political. That was John Brunton - he and Stuart MacIntosh were the greatest educational visionaries of the century. The scale of their thinking and the scale of their operation was immense. Nobody but MacIntosh would have set up a television network in the way he did. No-one would have thought; I don't know who could do it - and give it to the teachers and leave them. That was his kind of thinking. It was people like MacIntosh that Brunton reacted to - that was why what happened in the 60s, 70s and 80s with diminishing impact and distancing of the people....Probably now that sort of distancing has gone on - then, development was stimulated by great men, great thinking.

Q.

The model that the 10-14 committee adheres to, what Gatherer called the "classical model", conformed to the established tradition of pulling together a number of people regarded as key practitioners in their field, giving them a task, expecting them, while holding down other positions, to give a lot of effort, underfunding them maybe, and thereafter expecting what they produced to be disseminated by the local authorities. There's now a view in the late 80s that it didn't actually "deliver" - delivery is a key word in modern times.

A.
You can see that with the foundation courses. What bewildered me, and I was responsible though not particularly active in the Feasibility Study - until I made myself active and visited every one of the feasibility study schools in the last 4 years, met the teachers and saw some excellent work, good people doing good work, what bewildered me was what happened after that. When the stuff spread out from the 20-odd schools involved, how do you deliver - because we met them in these schools, heads of department, and teachers who were involved in making up projects, and where a principal teacher was faced with the problem of a department that had to come into line, but where one of them didn't do it. So we should have thought, from that, and said "if Mr. X in room 15 is not doing this part of the programme, is holding us back, what do we do?" We never faced it.

Q.
One of the conclusions that was drawn from that experience was that too much was delegated to teachers and that the centralisation of curriculum development which has emerged in the last few years....

A.
We would have said, this is a matter for the advisers. Somehow they didn't do it. It was largely, I suspect, because the advisers were administrators and were seen as being increasingly so. So you had development officers, examination officers, who were hired "hatchet men" to go around and encourage people, or explain to people who didn't understand what was going on.
They would be seconded teachers, if you're dealing with a profession you have to deal with them professionally. Secondly, if what is being suggested does not conform to your own ideas you would expect it to be challenged. Teachers have always been reluctant to recognise authority based solely on hierarchy.

Transcript of an interview with Dr. W Gatherer held on 4th June 1991 in Moray House College of Education.

Q.

I wonder if I could start by asking you from your experience how it was that certain areas of policy initiatives "had their day" so to speak? How would an initiative like 10-14 for example surface when it did? Would there be any one reason or would there be a whole amalgamation of causes?

A.

Well, it certainly originated in the CCC executive because I originated it myself. I brought the idea up that you should have a study of the transition. This was because of my interest in the middle school idea. The question that "middle schools were never a real option" - of course, in the Grangemouth area there were middle schools.

I was extremely interested in that, but particularly through my work in England. I came across middle schools in England which I thought, educationally, were extremely good places, institutions. I had read recently a study on primary-secondary transition by Noel Entwistle and John Nisbet of Aberdeen, so in this executive committee, chaired at that time by Andrew Chirnside, we kept bringing up ideas because one of the functions of that committee was to plan ahead, and to suggest and discuss and decide upon concerns that the CCC would take up. I suggested 10-14, and I remember suggesting,in fact,David Robertson as the chairman.

Q.

The first person I ever heard use the term 10-14 was in fact Andrew Chirnside himself. I had just been appointed as a member of the Scottish Central Committee on English and Andrew addressed us. I had never heard the term 10-14. I had never seen it in print.

A. What time would this be?

Q.

It would be late 1979.

A.

Yes, that's when we were talking about the 10-14 thing in Andrew's committee.

Q.

The reason that I mentioned that middle schools didn't appear to be an option was that I looked at some of the information that came out of a 3-day seminar that took place prior to the setting up of the 10-14 committee. It appears from the transcript that the actual physical entity of a middle school was not really in the frame, that what they were looking at....

A.

...it wasn't. Institutionally it would have been radical and costly. The EIS had set its face against middle schools. They found it impossible in the Grangemouth experiment to reconcile the qualifications of primary and secondary teachers.

Q.

That was a stumbling block?

A.

A huge stumbling block.

Q.

10-14 emerged, then, through the CCC structure. But when you look at some other initiatives like, for example, learning difficulties, that came directly from HMI - didn't it - through an HMI report and then through the mechanism of SED/ADES seminars. Is there any logic to that, anything which determines what might be taken up by the Inspectorate or what will come through the CCC?

A.

I don't honestly think so. I think that historically the Inspectorate tended in the late 70s and early 80s to defer to the CCC for this kind of initiative. The Inspectorate at that time were beginning to go back to formal inspections. They were also as individuals closely bound up with the CCC. All of the leading figures in the Inspectorate had some role to play in the CCC structure at that time. I think there was a general feeling that the CCC was now taking over the initiation of developments in the curriculum.

Q.

There is an issue here too about the control which SED may or may not exert. You probably know Walter Humes' book, "The Leadership Class", argued that the SED was everywhere - because it is basically manipulating the membership of committees. I think you used the term "hand-picked" in your book about some of the committees in the CCC structure. Do you see that as a difficulty? Is that an area which...

A.

...I have never seen it in a sinister light, as Walter Humes does (or pretends to). But I certainly do accept that while people in the CCC, particularly in the executive committee, were just a very few people and were certainly very powerful in initiating things. I'm quite happy to believe that behind them was an Inspectorate group who were similarly looking forward and arranging and planning and doing that for the CCC. Certainly I wrote a paper about the CCC for that journal called "Education". I mentioned that at the meetings of the CCC the chairman is flanked on either side by Chief Inspectors. There certainly was an atmosphere at times if the chairman was

just bringing out suggestions, policy initiatives which had already been agreed in St. Andrew's House. While the chairman was the secretary of the department, that was inevitable. But it is interesting that when James Munn took over the chair the same atmosphere of pre-digested policies was there quite often. He did have meetings of course with the department. Mainly when James Munn was in the chair it was the chairman's committee he presided over. Andrew (Chirnside) was a member of it, but not the chair. As long as the secretary of the department was the chairman of the CCC it was OK for the Chief Inspector to be chairman of the executive committee. When the chair changed to a hand-picked lay person, so it was presumed that the chair of the executive committee (which I think at that time was called the chairman's committee) should be chaired by the chair of the CCC itself.

Q.

James Munn offered an interesting insight into the changeover from the Departmental chair of the Committee to the lay chairmanship. He had very mixed feelings about it. He thought that it was good in the one sense - that it was slightly more democratic, untying the apron strings, etc. But he also bemoaned the fact that it took away what he saw as being a direct line with the Department.

A.

He said that at the time, I remember. He endeavoured to constitute a direct link - I'm suggesting that. He was a supremely able chairman and one salient characteristic of James Munn as chairman was that he was trusted within the Department as well as outside it, as well as by the members of the CCC. But, you see, occasionally I detected, and occasionally I said it in the CCC, that I wasn't going to be satisfied with policy being trotted out and not debated. One or two of us - John Nisbet was another one - there were a few of us who insisted on debating within the main meetings of the CCC, policies, sometimes policies that I myself had been party to in the chairman's committee. So I think I was on the chairman's committee all the time I was on the CCC.

Q.

To return for a second to 10-14, when you first raised that did you have in mind eventually, after some kind of process, there would emerge a national policy on 10-14?

A.

Oh, certainly, yes, yes. Certainly a CCC policy, which would have been an advisory policy rather than the kind of thing we now have.

Q. And to pick up a phrase within your own book, I think you call the CCC approach an "excellent curriculum development model". (p.37) I'll come .

back to that later in the light of what the 5-14 is doing at the present time, and the contrast. But, can you see any weaknesses within that model?

A.

Oh certainly, I can (I'm surprised I actually said that). I was aware of the fact that the members of the CCC were hand-picked. They were of course carefully selected to be representative, not of the mass of teachers of course, but of the geographical spread of the different categories of the teaching world. But they were people who were actually nominated personally by members of the establishment, people who were already in the establishment - the establishment not necessarily being the Inspectorate. To begin with in the 70s, the middle 70s, people like members of ADES were very influential. Iain Flett, for example, director of education for Fife, was chairman of the selection committee of the CCC. He had a small group of people - and HMI were doing all the selection - but Iain Flett was asking all the directors to nominate people. I would have wanted the nominating procedures to be more widespread. The EIS of course claimed that they were being driven out, they claimed they were not in on the early stages of the CCC. There were always prominent members of the EIS on the CCC - but not as delegate, as individuals. There was a time late in the 80s with the SCCC who claimed they had no members - which wasn't quite true. There was a number of people who were members.

Q.

You mentioned at the beginning that you weren't happy about looking back to a "golden age". But certainly my own memory of being a member of the SCCE was that it was a very enjoyable and stimulating experience. You had a number of people coming together, lots of ideas being generated and a high level of debate. And that was probably true of many of the committees within the structure. And to that extent it was a good model because you were bringing together people who were chosen by whoever as being worthy of being on committees and lots of good ideas were generated. It would appear however that one of the major criticisms of the present government would be that it was perhaps too slow and perhaps not sure enough in its delivery - in other words it wouldn't necessarily have an effect. "Delivery" seems now to be the key word - a TVEI word.

A.

They're more interested in delivery than in the forming of a consensus. I put up a paper to the CCC proposing a model of organisation which was simply this: pointing out that a number of education authorities had themselves set up consultative committees of different kinds. My suggestion was that each of the regional authorities should have a regional consultative committee and that there should be a direct link between the CCs and the central CCC, the national one. I didn't ever suggest how exactly it should be done because it was rather patently evident that it wouldn't work because of

Strathclyde. It would be an absurdity to think of Strathclyde having a regional consultative committee. Of course they did flirt with the idea and they tried it in collaboration with Jordanhill - Tom Bone was keen on a relationship - as was Willis Marker, his assistant principal. So in Strathclyde's case it would have to be something like a divisional authority. I would have been quite happy with that. It is obviously out-of-date now, old-fashioned thinking, but it did, I think, illustrate the desire within the CCC, not necessarily for democratic reasons but for reasons of efficiency, to have a sounder field base, to have people in the field actually relating with dome formality to the CCC. Of course at that time the Schools Council was very much exercised with the same problem. They met in London, and they didn't seem to have much of a direct contact with people in the field. So they started actually appointing filed officers in the late 70s, employed by the Schools Council but also to mediate the Schools Council advice to the grass roots.

Q.
It is interesting that the CCC should have done likewise. They have a number of Curriculum Development Officers (CDOs) employed full-time, mostly today within 5-14.

A.
They have also set out as the CCC did when it came in, to set up contacts with all bodies existing in Scotland that would have an interest in education. David McNicoll worked very hard at it when he was secretary to the CCC and carried on this policy into the 80s.

Q.
If I could take it back again to 10-14 - at the point at which you raised the issue and it became seen as an important one, was there then an inevitability about a committee within the CCC structure being set up? Or was that something you had to argue for?

A.
No, I didn't have any arguing in the executive committee because Andrew Chirnside was very keen on it. He and I were not in constant communication at that time because I had left the Inspectorate but we certainly thought alike in some ways, very unlike in other ways, which added spice to the relationship, but he certainly welcomed the notion, as did the other members of the executive. It was, however, since we had already set up COPE and COSE, we had to bring the two bodies together. Of course, the chairman of each was on the executive committee, which made it neater. But, yes, each - COSE and COPE - had to set up a group of people to look at the suggestion, and we decided to produce a starter paper, for that very reason. Of course we employed Noel Entwistle to look at the starter paper to give us a critique, analysis.

Q.
One of the things which emerges from that is - I just contacted Noel
Entwistle again recently and he is a little reluctant to be interviewed
because he feels he hasn't done very much in that field since then - but on
the one hand the starter paper was saying that it really was just a starter
paper and wasn't really meant to sponsor any new research but also this
academic view was given at the time, in order to raise the level of the
debate. In that what is lacking at the present time in 5-14 - we appear to
have a policy initiative being driven and yet no-one looking at the
philosophy or rationale of what is being proposed. It seemed to me to have
been a strength in the early days of 10-14. Having Entwistle and others
come and take a slightly objective look at what was being done

A.
I think you're right. This partly, of course, arises from a completely different
philosophical outlook - or lack of philosophical outlook. It also arises from
the distaste the present administration has for conferences and consultative
meetings of that kind. Noel Entwistle's study of the starter paper of course
was done for a conference we had in Stirling. But the CCC was a body
which was advisory in its function and it therefore had to seek consensus
within itself, and it also had to consult as widely as possible which is why
we had these conferences. But it also had a very substantial budget of its
own which it managed for itself. Much of that kind of money is spent on
more direct developmental work.
Philosophically, some people would claim, with some legitimacy, that much
of the philosophical groundwork has already been done for the 5-14
programme, by the CCC and other people, and that they're merely
implementing, as it were, ideas which have been brought forward. Some
of the CCC people might well claim that, I mean Epi McLelland, HMDSCI,
would certainly have claimed that, and did to me; again I think there is some
point to that.

Q.
There is a very real point in that because in some ways at the present time
most people in education would acknowledge the quality of the 10-14
Report. Whenever I mention it to any group of teachers they nod and smile
and say " yes, that was a good report". It's apparently a best seller for the
CCC - all over the English-speaking world.

A.
It's a very fine document indeed.

Q.
Yet, it foundered, didn't it, on a governmental change? A change in
philosophy, or as you hinted, lack of philosophy, but also on this issue of
delivery.

A.

Yes, the cost. The cost of the delivery model was really rather high for the tastes of the then administration.

Q.

And yet if you look at what they're now proposing for 5-14, the delivery model is not so very different.

A.

No - not the delivery model, but it is delivering a curriculum which is taken as read more or less by the people to whom it is being delivered. Rather than - you see, the model that the 10-14 committee put up - local committees and inter-school groupings- which was a very ponderous one. I myself attacked it in the Scottish Educational Review as being too ponderous.

Q.

Certainly, local authorities were not happy with it. It was an expensive model.

A.

Indeed it was - there was no real indication that it could possibly have been set up. As I said in my paper, the bottom-up model is attractive, but it is the top-down model which works. That's what this government is doing - it's a top-down delivery process.

Q.

In some senses the trick is to get a combination of both, because if you take something like the Primary Memorandum, the Inspectorate found some 16 years later that it wasn't quite being implemented in the way that everybody had assumed. Possibly one of the reasons is that there was too big a gap between the policy makers and the policy implementors; it wasn't bridged. 10-14's model would have ensured "ownership" - to use another modern jargon word - but it would have taken a long, long time, wouldn't it?

A.

It would have taken a long time and it may well have foundered in the actual operation. I can envisage an imaginary world where a lot of these local groups would have had some fierce disputes about the relative responsibilities of primary and secondary. I can envisage the groups really failing to cohere; and all sorts of things like that. I mean, I believed at the time that it would work if the advisory service was in charge. You'll notice the 10-14 committee didn't want that.

Q.

The next question really is that whatever the model which is being suggested from the centre there has to be something which translates

policy into practice at school level. To leave it to every individual school, to each group of schools, is really just a bit hit and miss? There has to be some kind of support which you, I think, would argue should be the advisory service?

A.
Local authority - yes, that's right.

Q.
With possibly the Inspectorate having a part to play in that too?

A.
Well, yes, but with the Inspectorate more as advisers to the advisers, as it were. I think that is where the Inspectorate has been at its most effective - advising the directors of education, going into schools and advising the school management. Provided it is advisory I think it is professionally effective.

Q.
One of the things you do in your book is to chart the various changes in the CCC structure to the present SCCC. I think what you conclude is that there has been a move towards centralism - a more centralised, directive control. I wonder in what sense, trying to be even-handed about it - it was a legitimate impatience on the part of central government with our inability to translate policy into practice in anything less that 10/15/20 years? Can a case be made for the Forsythian view that you simply tell them that's what they're doing?

A.
I don't think so, no. I don't consider it to be a legitimate impatience at all - political impatience. I find that I have to explain what happened as an "argumentum ad hominem" - it certainly was - and I think this is indisputable - with the appearance of Forsyth himself, that policy changed. It's certainly the case that up to 1987 the relationship between the policy-making structures and the Inspectorate, and through the Inspectorate, with the SED itself, had not changed substantially. And then one man comes along, who is of course, a representative of a very powerful political grouping within his party, and he has been quite deliberately and extremely ably implementing policies which have been worked out by group of politicians. I consider that these policies are more political than educational. I think I say that in the book.

Q.
Yes, you do. If one of the criticisms of the CCC structure is that it was a bit ponderous and a bit slow, is a criticism of his way of doing things that it simply won't outlive him?

A.

It won't outlive him, it is true. In fact it had started to die while he was away. In the SED things had started to change. Certain people had started to blossom again.

In the college two years ago on 5-14, speakers were Epi McLelland and David McNicoll and one or two others. I stood up then and said that I was confident that in a year's time, or two years, that there would be a change of Government , either a Labour Government or a sane Conservative Government! In either case the policies would be questioned, if not reversed. How would they react to this? A very unfair question perhaps, especially to the chaps who were close personal friends of mine. Nevertheless, I wanted their views. They all did, very ably, respond. To begin with they were flumoxed, and didn't say much. Later on in the afternoon, they came back with what I personally considered to be a very reasonable perspective on the whole thing which is that the imposition of Tests, the imposition of targets and so on, would gradually come to be accepted by the profession - and would gradually come to be modified by the profession - which is what happened to TVEI. It is an excellent example of Government imposed policy being "civilised" by teachers. And this would have happened too.

I meet [HMCI] Douglas Osler quite a lot and occasionally confront him with that thought. "Give it time." Already in the south Kenneth Clarke is beginning to talk in more emollient terms about adapting and toning down the impact of the Tests.

Q.

Yes that's absolutely right. I can't imagine that a "sane" Conservative government would have got itself into this mess - over Testing - which has diverted attention from what is otherwise quite an interesting development in 5-14.

A.

You see, certain politicians are crazed. Forsyth is one of these. Crazed, almost technically, since he he has a very, very powerful impulse towards radical change, towards individualism and market forces - which he represents. And that has never worked in Education anywhere in the world as far as I can see - the kind of imposition of policy which hasn't been translated into sound educational thinking.

Q.

I read an article by Elsie Farquharson who works in Tayside at the present time. She was looking at the Primary Memorandum, and that's really basically her conclusion, that you simply can't impose political change until people have had a chance to internalise what the change means for them, the link between social structure and educational philosophy.

Talking about Douglas Osler - I now sit on a committee with him looking at

staff development in 5-14. We happened to talk at the first meeting about the "Expressive Arts" document. I made the point that I felt it was one of the most turgid documents I had ever read and here was a document which was actually describing activities which were fun to do and enjoyable, in deathly prose and I asked where is the 'fun' in 5-14?

You described the 10-14 report as "brilliant and important" - though there were some things you took issue with. There are many people who would share that view although there could well be a "Hawthorne effect" - people looking back at a particular report which appeared to be a 'good read' but was never actually implemented. In some ways it appears to have foundered a) on the basis of the mechanism and b) on the the basis of cost. It seems to have been the only National development ever costed in that way?

A.

That was done quite deliberately in order to highlight the problems of implementing it. It was quite clear, this predated the appearance of Forsyth of course, the Department reacted very negatively to the cost of the plans.

Q.

In speaking to some of the people who were involved, it almost appears that some of the members of the Committee were taken by surprise at the reactions of the Department, people that I would not necessarily describe as naive, who were unaware, perhaps, at that time, that there was going to be such a negative reaction?

A.

Yes they were taken aback, that is true. But they wouldn't have been all that surprised when the Department's actual decision was published because we had had a big conference at North Berwick at which a number of us were pointing out a number of difficulties. I mean philosophically I welcomed the Report, of course. I still consider it one of the major documents produced in Scottish Education. This whole business by means of school-to-school groupings seemed to me to be quite impractical.

Q.

When you look through all the papers of the 10-14 PDC one of the things that strikes you is that here you have a number of people who have been chosen by the mechanisms you mention, all quite highly thought of in their own fields, all holding down full-time jobs in various ways, and working extremely hard both in the main committee and in sub-committees, consulting, writing, drafting and all at the same time holding down these important jobs. I sometimes wonder whether this is a good model? Whether the benefit of having people who are still in the field and therefore with "street credibility" if you like, are not outweighed by just the sheer amount of work people are expected to do in a major committee like that?

A.

Well you certainly have a point there. I once costed the amount o money that was gifted to the CCC by people working in their own time and by authorities releasing people for meetings and so on, and it was many,many millions of pounds. The actual stress that people sustained by that kind of work - I think it's really a question of people giving what they are prepared to give. Certainly as you well know in most committees of that sort you get people who don't contribute a lot, they turn up at meetings, sometimes not. And then you have the leading personalities who do invest a great amount of time. You see I consider that to be the black hole that we can legitimately draw on. In any given organisation people have an official work-load, and then there is the 'black-hole' that is not officially recognised. People give of their 'black-hole' time, energies and so on. What is the alternative? The alternative would be to go in for secondments on a vast scale. I am very keen on secondments as a device - I think it is just not feasible to have all of the members of policy-making committees seconded. And besides people who are in the field working and carrying responsibility have a greater credibility and an easier recourse to the grass roots.

Q.

One of the things which interest me is the way in which policies, whether they originate in the CCC or not, actually make an impact on schools. You mentioned earlier on the role of the advisory service. If we take the two extremes, one is the classical CCC model where you hope that policies which have been produced are taken up by authorities, and then you take Forsyth's 5-14 model where everyone will have to follow these guidelines, is there some kind of half-way house? Is there some way of making it slightly more certain that policies will be adopted without the imposition? The reason I ask is that when I arrived in my last school as Headteacher in 1987, what struck me was that the school was operating - and it was a good school - it had just been inspected - as if the 1978 Inspectorate document on Learning Difficulties had never been written. I had just passed the school by. Legitimately, you could say, "how could that happen?" Should there be some kind of more certain mechanism for a school to be required, in a sense, to take on board a policy initiative?

A.

In my view we have never recognised the central professional importance of the class teacher,in not only the delivery of the curriculum but in the actual formation of the curriculum. In his own classroom the teacher is the sole arbiter of what is being taught - is judge and jury both! In a sense the pupil is the real ultimate arbiter of what is learned but the teacher ought really to be recognised officially and formally as an autonomous professional who has a concern for the content of the curriculum, within the subject and within the school. It is only when headteachers like yourself recognise that and organise mechanisms for allowing teachers to play that role - of course you find that some don't want to do it - that has to be the

philosophical foundation, in my opinion of curriculum development.

Q.

This is what Stenhouse would argue, isn't it?

A.

It is indeed. Stenhouse and I were colleagues at Jordanhill and I was familiar with this particular approach which he so brilliantly developed.

Q.

This takes me back to what my original interest was and that is the issue of whole-school policies. You know yourself that this has become a phrase now - you can't pick up a document which doesn't say that - and yet maybe 10 years ago there was no recognition of that as a mechanism for a participatory consultative management approach. I still don't think in general terms people who advocate it understand the full implications of that for a school.

A.

That's right, you see there ought to be a taxonomical structure, given that the teacher has this responsibility, it is then the responsibility of the school, its head and senior management to enlist the teacher's professional knowledge and professional energies in school policies. Now, these school policies themselves must, as it were, be officially recognised as autonomous policies by whatever tier of Government there is beyond the school. That's why I am a passionate exponent of school-based assessment for Secondary Schools - and it works in places like Queensland,Victoria and Canberra - Ontario in Canada - it works - provided that there is an official recognition of the autonomy of the school itself as an organism. Now if you have that - and the CCC did maintain always an advisory stance and, of course, so did the SED, for generations - it is a recent phenomenon this imposition of curriculum in this country.

Q.

The jargon at the moment is all about strong institutions, DMR or LMS and the whole move towards empowering institutions, giving them more say - and I suppose you are right, a logical extension of that would be to take the assessment function to school level, too.

A.

I think so. But so with curriculum. I think that each school should be able to develop a curriculum which suits its won circumstances and its own catchment area. Always within some kind of consensual framework. Because obviously there have to be national considerations - and broad social considerations. All of these things have got to come together. They should come together of course operationally at school level.

Q.

"Autonomy within guidelines" I think was the 10-14 phrase. One I read recently in a book by Peter Holly on School Development Planning was "mandated ownership".

A.

That's fine. I accept those approaches, certainly.

Q.

As you say, they need some kind of framework either in terms of social justice or in terms of agreed educational philosophy.. but trying to give schools some kind of freedom within it. Funnily enough a neighbour of mine came to me at the weekend with an Option Form of a youngster moving from Second to Third year. This was really lacking in any detailed explanation of what was going on - that was the first problem. But basically, what was happening was the school was trying to implement CCC guidelines - the Yellow Document - and TVEI extension. The parents didn't know the rationale, simply saw this as an imposed core for their youngster and were having difficulty. The problem is really caused, not so much by the framework, but by the lack of communication. The inability to do 2 sciences and 2 languages seemed to them to be totally arbitrary.

A.

In the best of all possible worlds the school would have its public relations team, its parenting team - it would have time and resources in order to explain such things. Some of the best of the High Schools in the United States do. I'm very much in favour of the large and well resourced Secondary School. For the primary school it is a different process though it also serves a community. I welcome moves towards school autonomy. It is interesting and ironic that the present government should be hastily trying to develop autonomy in everything but the curriculum. But that is maybe something that we can now raise as a legitimate expectation. School-based assessment seems to me to be a pretty logical follow-on to autonomy.

Q.

In your book you ended on a slightly pessimistic note. You talked about a "new authoritarianism". I detect from our conversation just now that you are not particularly pessimistic about education in general.

A.

I'm not, no.

Q.

What would be your grounds for your continued optimism?

A.
Well firstly, I keep meeting teachers that I can respect as very good professionals. Secondly, I have for a number of years been a consultant and an external examiner in the Colleges of Education. I have been an external examiner at Craigie, Northern College and Moray House. I therefore meet students and have formed the impression that the profession is still attracting the able, strongly committed and liberal young people - the teachers of the future. Thirdly, I have an abiding faith in the integrity of educators. I think people who - I've been doing quite a lot of foreign consultancy in the last few years - everywhere I go I meet educators, whether in schools, universities or in the Ministries of Education - and I believe that throughout the world educators have more in common than they have differences. There is a kind of professional integrity that people generally hold in common, which politicians will never be smart enough to counter-act. The civilising influence of the educator in my view will always prevail, no matter what governments try to say. I'm not being too naive in saying that kind of thing because I know full well that damage can be done by politicians, an is being done in many countries in the name of efficiency or value for money, and some of the new jargon of the business world. I think a great deal of damage is being done. But, ultimately, I think schools will overcome various types of attack so long as we are producing teachers with professional knowledge, skills and attitudes. The prescriptive "Guidelines" from the CCC are an example of the attack on school and teacher autonomy. I'm really very disturbed by the attack on teacher education in England and Wales, though not in Scotland so far - but the idea of the licensed teacher, the internship, the idea that teachers can be produced without training seems to me to be a very dangerous one.

[At this point included in the transcript are the pages from the CCC guidelines discussed by Gatherer]

V DESIGN OF INDIVIDUAL CURRICULA

5.1 This section proposes for each stage (S1/S2, S3/S4 and S5/S6) a framework which ensures that the principles in previous sections are combined and built into individual curricula. Frameworks for the respective stages are illustrated at Appendices A, B and C.

Curricular Framework for S1/S2 (Appendix A)

5.2 The curriculum framework for S1/S2, illustrated at Appendix A, is designed to assist schools to achieve a more uniform apportionment of time and more satisfactory curricular coherence and balance. Measures are proposed which, in combination and over a period of time, should produce a curriculum which more closely reflects current educational objectives at the S1/S2 stage.

5.3 First, in the interests of breadth, balance and coherence with the earlier primary and later secondary stages, it is envisaged that, throughout the S1/S2 years, **all pupils should engage in studies and activities related to each of the eight specified modes.**

5.4 Second, **process skills and key elements of personal and social development** (identified in paragraph 3.6 and in Appendix A) **are expected to permeate all studies and activities across the modes** throughout the S1/S2 years. Some will be reinforced or enhanced through syllabus inserts or special courses (paragraphs 4.6 and 4.7). Schools should actively promote the concept of permeation across the curriculum (paragraph 4.5) to ensure, for example, that the teaching of language and communicative skills is not confined to the English classroom, and that numerical and computing skills are applied in contexts other than Mathematics.

5.5 Third, **distribution of time should be governed by principles of coherence and articulation** with the curricular provision in preceding and later years, **balance and breadth** over the whole two year period, and **flexibility of provision** such as a degree of pupil choice, differentiation and enrichment. Rotational timetabling, short course provision and collaborative planning between departments are examples of proven instruments for carrying these principles into operation.

5.6 To these ends, it is recommended that current allocations of time should be reviewed in relation to the eight modes rather than on a subject basis. For each mode the framework proposes a **notional minimum percentage of time over the two year period** which should be assigned to courses or activities meeting the essential requirements of the mode:

MODE	NOTIONAL MINIMUM TIME OVER 2 YEARS
Language and Communication	20%
Mathematical Studies and Applications	10%
Scientific Studies and Applications	10%
Social and Environmental Studies	10%
Technological Activities and Applications	10%
Creative and Aesthetic Activities	10%
Physical Education	5%
Religious and Moral Education	5%
CORE	80%

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Since at S1/S2 courses tend to be designed locally rather than at national level, notional minimum percentage time allocations provide a frame of reference within which an acceptable curricular balance can be achieved.

5.7 After minimum time allocations to modes have been met a balance of time, or **flexibility factor**, of some 20% of class time remains. This time may be used (for all pupils in the year, for groups or for individuals) for the following purposes:

    (a)   additional study/activity in one or more of the eight modes;

    (b)   syllabus inserts or special courses designed to deliver process skills and personal and social development;

    (c)   remediation or individual study;

    (d)   first line guidance, assemblies and registration.

5.8 For each of the modes the table in Appendix A assigns to the core a number of subject-related courses which clearly make major contributions to the requirements of the mode viz: English, a modern foreign language; Mathematics; Science; Social Subjects; Technical Education, Home Economics; Art, Music and Drama; Physical Education; and Religious and Moral Education. However, the **actual time allocated to discrete courses taught by specialist teachers** will be influenced by two linked considerations: firstly, whether the requirements of the relevant mode are being met solely through the course in question or whether there is an effective and identifiable contribution from elsewhere; and, secondly, whether the course contributes significantly to more than one mode. Thus time allocations to English will in many schools be influenced by contributions to the Language and Communication mode from drama and social subjects. Similarly, the allocation to mathematics may take account of contributions to the Mathematical Studies and Applications mode made by computing studies and scientific and technological applications. Consideration may also be given to enhancement of time allocations to courses which contribute to the requirements of more than one mode. For example, by adopting appropriate approaches, emphases and syllabus inserts, courses in science or in art and design can make significant contributions to the Technological Activities and Applications mode. In like manner, social subjects courses can be designed to contribute explicitly to moral education.

5.9 Appendix A also lists for each mode examples of full courses, short courses and activities, from which the school may be able to offer **enrichment** relevant to emerging needs, e.g. keyboarding skills, money management, etc. This may be accomplished by special courses timetabled within the flexibility factor (probably on a rotational, short course basis). Obviously, any addition to minimum time allocations to discrete courses reduces the possibility of enrichment by using the flexibility factor. An alternative is to provide enrichment through syllabus inserts and/or by collaborative planning of cross-curricular thematic studies. **By whatever method, it is important that opportunities for an enriched curriculum, whether at S2 or earlier, should be available for pupils of all abilities. This should not involve opting out of any of the eight modes.**

5.10 We consider that this framework, in combination with imaginative organisation and timetabling will allow schools to move, over a period, from the present rather varied arrangements for S1/S2 to a more uniform position of coherence with the curricular provision in associated primary schools, articulation with the S3/S4 framework, balance and breadth and with sufficient flexibility to provide elements of pupil choice, differentiation and enrichment. A review of the framework may, of course, prove necessary in the light of outcomes from the current 5-14 Programme which is expected to produce guidance on the major components of

the curriculum and on the issue of curricular continuity between the primary and secondary sectors.

Curricular Framework for S3/S4 (Appendix B)

5.11 In the interests of a balanced curriculum and of coherence with earlier and later secondary stages it is recommended that, throughout the S3/S4 years, all pupils engage in activities related to each of the eight modes set out and described in Appendix B. Each mode has an essential contribution to make to the education of every individual and to the achievement of recognised educational aims. It should be noted that the format set out in Appendix B is not intended for use as an option choice form.

5.12 At the S3-S4 stage, time allocation to modes is capable of more precise definition based on currently defined minimum course requirements. Recommended minimum time allocations to each of the eight modes are indicated in the following list which represents approximately 70% of the total time available to pupils throughout S3 and S4.

MODE	MINIMUM TIME OVER 2 YEARS (HOURS)
Language and Communication	360
Mathematical Studies and Applications	200
Scientific Studies and Applications	160
Social and Environmental Studies	160
Technological Activities and Applications	80
Creative and Aesthetic Studies	80
Physical Education	80
Religious and Moral Education	80
CORE	1200 hours

For the purposes of the above tabulation, a total of approximately 1800 hours effective teaching time has been assumed, i.e. 66 weeks over the 2 year period based on a pupil week of 27.5 hours. In Appendix B, therefore, time allocations are identified in terms of the design stipulations of currently available courses - full Standard Grade courses, SCE short courses and NC modules. At school level, actual time allocations will reflect different timetable formats. Given the increasing pressure on core time arising from recent national initiatives (paragraphs 5.15 - 5.18), it is no longer necessary to indicate maximum time allocations to the modes.

5.13 Beyond the core time there remains some 30% of available class time. This provides a **flexibility factor** which can be used for the purposes detailed in paragraph 5.7. In particular it allows pupils to choose **optional activities** from a wide range of nationally certificated two-year and short courses or modules, or from a school's own programme. The flexibility factor also provides additional opportunities to deal with the process skills and key elements of personal and social development identified in Appendix B. The three strategies referred to in paragraphs 4.4 - 4.8 and 5.4 are applicable in this connection.

5.14 There is increasing recognition of the potential of short courses and modules as a flexible means of promoting breadth and balance in the curriculum. SED Circular 1157 provided initial guidance in this matter. The enrichment section of the table at Appendix B of this document lists examples of such additional courses or activities. Further guidance in this connection is to be found in Appendix F and in

the appendix added to the "Handbook for Senior Promoted Staff in Schools - Standard Grade".

5.15 The S3/S4 framework described above and illustrated in Appendix B derives largely from the Munn Report, with the now well-accepted addition of the "Technological Activities and Applications" mode. Additionally, in applying these guidelines, authorities and schools will require to take account of recent national initiatives, viz.

    (a)   the move towards foreign language study in S3/S4 for all pupils;
    (b)   the Technical and Vocational Education Initiative (TVEI);
    (c)   the recommendations regarding work experience and work-related activities arising from the Enterprise and Education Initiative.

5.16 SED Circular 1178 urges that the study of at least one modern European foreign language should be the norm throughout the four years of statutory secondary education. It is envisaged that the provision at S3/S4 will be through two year Standard Grade courses. This increases substantially the minimum time which has now been allocated to studies in the Language and Communication mode (paragraph 5.12). The implications of this development for various timetable formats will require to be considered.

5.17 The aims and criteria of TVEI are essentially consistent with these Guidelines, both at the level of general design principles (breadth, balance, coherence, articulation and progression) and, more specifically, in the provision of technological activity for all and in the promotion of personal and social development by means of the three-fold strategy outlined in paragraphs 4.4 - 4.9. The Guidelines establish a framework within which schools involved in TVEI can provide pupils with learning opportunities, guidance and access to national certification which will help to prepare them for life and work in a changing society. Furthermore, they create a mutually understood context within which negotiations can proceed on such matters as the quantity and quality of technological experience, the provision of new courses and learning experiences, appropriate enhancement of existing courses and effective means of delivering process skills and elements of personal and social development.

5.18 The Enterprise and Education Initiative places on schools an expectation that pupils will participate in a period of work experience before leaving. In addition to resolving logistical issues, schools will have to consider how best to integrate this provision into the curriculum to ensure effective preparation and follow-up. The possibility of arranging that work experience be certificated through the National Certificate or through Standard Grade Social and Vocational Skills may also be considered. As indicated in a footnote to the Preface of these Guidelines, SED documents providing guidance on the provision of work experience and work-related activities have recently been issued.

Curricular Framework for S5/S6 (Appendix C)

5.19 At the S5/S6 stages most young people will be pursuing studies of a fairly specialised nature related to future employment or higher academic aspirations and the time allocated to these studies will be largely determined by the requirements of national examining bodies. Personal choice and negotiation become increasingly important in determining individual curricula. Nevertheless, through curricular guidance the school should ensure that the principles of breadth, balance and progression are sustained. **The eight modes remain as important constituent elements in planning the S5/6 provision at school level; however not all of them need be represented in the curriculum of individual pupils.** This does not preclude decisions at authority or school level that study in a particular mode or modes should continue throughout S5 and/or S6. Decisions on the curricular loading of individual pupils and on the time available to them for organising their own study are also appropriately taken at school level.

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5.20 At this stage, as suggested in paragraph 3.12 and Appendix C, the process skills and key elements of personal and social development emerge as the critical structural features of the curriculum. These are now capable of more sophisticated development and application at higher levels of maturity and relevance and in new contexts. Thus:

- skills of literacy, numeracy and oracy and other skills beneficial to learning should be developed in all formal and informal contexts;

- technological, creative and critical thinking in the form of reasoning, problem-solving and designing should be developed through practical applications in a variety of contexts;

- personal and social development should continue within social, work, community, leisure, moral and religious contexts in and out of school.

5.21 While it is not necessary, desirable or practicable at the S5/S6 stages to recommend compulsory studies within specific modes or the adoption of a particular modal balance, two important considerations should be borne in mind. Firstly, it is crucial in planning the S5/S6 provision to ensure appropriate progression of experience as pupils move from S3/S4 into S5/S6. This principle of progression is relevant not only to the obvious provision of SCE revised Higher Grade and Post-Higher courses end-on to Standard Grade courses, but also to the pattern of provision of short courses and modules and to the systematic enhancement of process skills and elements of personal and social development. Consideration is currently being given to specific curricular areas where courses are not available to ensure progression of study from earlier stages. This is likely to result in the emergence of additional Higher Grade and CSYS courses or, alternatively, the identification of appropriate SCE short course or National Certificate modular routes.

5.22 Secondly, it is highly desirable that the S5/S6 curriculum should continue to reflect the perceived current needs of society. For example, particular attention should be given to those areas of the curriculum which have a high priority within TVEI, namely technological experience, in its broadest sense, and explicit curricular opportunities for personal and social development. In similar vein, ways of responding to the identified need to increase and diversify the nation's language "stock" should be given consideration. Revision of Higher and Post-Higher language courses should make these more widely accessible to a larger number of pupils. Suitable modular courses may provide a flexible way forward in diversifying provision and in meeting linguistic, cultural and vocational needs at the S5/S6 stages.

5.23 In brief, in S5/S6 the individual's curriculum will be the outcome of a guided process of negotiation largely reflecting the young person's own choice and consisting of courses and modules available through SEB and SCOTVEC. At national level the opportunity for choice is wide; at local level it may be restricted by staffing and other resource constraints. Provision for choice may however be enhanced by arrangements made by the education authority and by the school's own links with neighbouring institutions, local employers for work experience, community involvement or other special programmes. The use of open learning facilities offers further possibilities.

VI CONCLUSION

6.1 The SCCC commends the principles outlined above, and the three resulting curricular frameworks, as a basis for designing and negotiating individual curricula. Each framework contains important riders because the relationship between nationally-defined courses and the modes is rarely straightforward. Few courses, by themselves, will adequately fulfil all the requirements of a single mode. Frequently, courses straddle more than one mode and contribute to several process skills and elements of personal and social development.

6.2 The over-riding consideration is to achieve an appropriate curriculum balance for the individual pupil. Headteachers and colleagues may require to exercise professional judgement in local circumstances or in the case of an individual pupil with exceptional educational requirements. A curriculum which wholly fails to take account of the components recommended would be inappropriate; one which disregards special circumstances is equally inappropriate.

APPENDIX A   CURRICULAR FRAMEWORK FOR S1/S2   GUIDELINES FOR SCHOOLS

SCCC

	LANGUAGE AND COMMUNICATION	MATHEMATICAL STUDIES AND APPLICATIONS	SCIENTIFIC STUDIES AND APPLICATIONS	SOCIAL AND ENVIRONMENTAL STUDIES	TECHNOLOGICAL ACTIVITIES AND APPLICATIONS	CREATIVE AND AESTHETIC ACTIVITIES	PHYSICAL EDUCATION	RELIGIOUS AND MORAL EDUCATION
MODE — Short Description	Reading, writing, speaking and listening skills; linguistic resourcefulness; study of literature and the media; study of a second language	Numerical skills; mathematical understanding; problem-solving; practical and everyday applications	Scientific observation and experiment; problem identification and solving; practical applications	Knowledge, understanding and investigation of aspects of the community, society and the environment past and present; economic awareness	Development of technological and practical skills; designing, making and using artefacts; practical problem-solving and applications	Aesthetic appreciation; design; expressive, practical and creative activities	Physical activities; health and well-being; movement; leisure skills and interests	Study of religion; religious awareness; moral development; human conduct; related personal and social issues
NOTIONAL MINIMUM % TIME OVER THE TWO YEAR PERIOD	Minimum 20%	Minimum 10%	Minimum 10%	Minimum 10%	Minimum 10%	Minimum 10%	Minimum 5%	Minimum 5%
CORE — Courses making major contributions to the Mode	ENGLISH, MODERN FOREIGN LANGUAGE	MATHEMATICS	SCIENCE	SOCIAL SUBJECTS	TECHNICAL EDUCATION, HOME ECONOMICS	ART, MUSIC AND DRAMA	PHYSICAL EDUCATION	RELIGIOUS AND MORAL EDUCATION
ENRICHMENT — Examples of additional courses/activities	Additional Languages, Classical Studies, Media Studies, Scottish/Celtic Studies	Computer Applications, Money Management	Electronics, Energy Studies, Safety	Classical Studies, Economic Awareness, European Awareness, International and Multicultural Studies, Media Studies, Scottish/Celtic Studies	Computer Applications, Electronics, Enterprise Activities, Keyboarding Skills	Design, Leisure Activities, Media Studies	Health Studies, Physical Recreation	Related Personal and Social Issues

KEY SKILLS AND ELEMENTS

a. Process skills:
COMMUNICATING AND LEARNING SKILLS: language and numeracy - accessing and processing information - learning strategies
TECHNOLOGICAL AND CREATIVE THINKING: reasoning and problem-solving - designing - practical applications
--- PERMEATING ALL MODES, COURSES AND ACTIVITIES ---

b. Elements of Personal and Social Development:
HEALTH - RULES, RIGHTS AND RESPONSIBILITIES - EQUAL OPPORTUNITIES, UNDERSTANDING AND TOLERANCE - CARE OF THE ENVIRONMENT - CRITICAL APPRECIATION OF THE MEDIA - GUIDANCE RELATED TO EVERYDAY LIVING AND FUTURE EMPLOYMENT

CORE 80%   20% FLEXIBILITY FACTOR

SCCC

APPENDIX B   CURRICULAR FRAMEWORK FOR S3/S4   GUIDELINES FOR SCHOOLS

MODE	LANGUAGE AND COMMUNICATION	MATHEMATICAL STUDIES AND APPLICATIONS	SCIENTIFIC STUDIES AND APPLICATIONS	SOCIAL AND ENVIRONMENTAL STUDIES	TECHNOLOGICAL ACTIVITIES AND APPLICATIONS	CREATIVE AND AESTHETIC ACTIVITIES	PHYSICAL EDUCATION	RELIGIOUS AND MORAL EDUCATION
Short Description	Reading, writing, speaking and listening skills; linguistic resources/misuse; study of literature and the media; study of a second language	Numerical skills; mathematical understanding; problem-solving; practical and everyday applications	Scientific observation and experiment; problem identification and solving; practical applications	Knowledge, understanding and investigation of aspects of the community, society and the environment past and present; economic awareness	Development of technological and practical skills; designing, making and using artefacts; practical problem-solving and applications	Aesthetic appreciation; design; expressive, practical and creative activities	Physical activities; health and well-being; movement; leisure skills and interests	Study of religion; religious practices; moral development; human conflict; related personal and social issues
KEY SKILLS AND ELEMENTS — a. Process skills b. Elements of Personal and Social Development	→ COMMUNICATING AND LEARNING SKILLS: language and numeracy · accessing and processing information · learning strategies / TECHNOLOGICAL AND CREATIVE THINKING: reasoning and problem-solving · designing · practical applications / — — — PERMEATING ALL MODES, COURSES AND ACTIVITIES — — — / HEALTH · RULES, RIGHTS AND RESPONSIBILITIES · EQUAL OPPORTUNITIES, UNDERSTANDING AND TOLERANCE · CARE OF THE ENVIRONMENT / CRITICAL APPRECIATION OF THE MEDIA · GUIDANCE RELATED TO EVERYDAY LIVING AND FUTURE EMPLOYMENT							
TIME - MINIMUM REQUIREMENT OVER TWO YEARS	360 hours[1]	200 hours[1]	160 hours[1]	160 hours[1]	80 hours[2]	80 hours[2]	80 hours[2]	80 hours[2]
CORE — Courses fully meeting requirements of the mode	English with French, German, Italian, Russian or Spanish (S)	Mathematics (S)	Biology, Chemistry, Physics, Science (S)	Classical Studies, Contemporary Social Studies, Economics, Geography, History, Modern Studies (S)	Computing Studies, Craft & Design, Home Economics, Office and Information Studies, Technological Studies (S) or relevant short courses or appropriate activities from above courses or others below	Art & Design, Drama, Music (S) or relevant short courses or appropriate activities from courses or others below	Physical Education (S) or relevant short courses or appropriate activities from above course or others below	Religious Studies (S) or relevant short course or appropriate activities from above courses or others below
ENRICHMENT (a) Examples of additional courses/activities selected from		Accounting and Finance (S)		Social and Vocational Skills (S)	Accounting and Finance (S), Art & Design (S), Physics, Social and Vocational Skills (S), Technical Drawing (S)	Craft & Design (S), Home Economics (S), Physical Education (S)		
(b) fields of study (SCE short courses/NC modules)[3]	Classical Studies: Gaelic, Greek, Latin — Other Languages, Media Studies	Accounting, Money Management, Navigation, Statistics	Biotechnology, Electronics, Geology, Health Studies	Community Studies, Consumer Studies, Economic Awareness, Geology, Industrial Studies, Media Studies	Agriculture/Horticulture, Community Care, Computer Applications, Craft Technology, Electronics, Enterprise, Fabric Technology, Food Technology, Graphical Communication, Nautical Studies, Office & Information Technology, Technological Activity, Technological Applications	Art & Design, Dance & Movement, Drama Activities, Media Studies, Musical Activities, Photography	Dance and Movement, Health & Fitness, Physical Recreation and Sport	Related aspects of personal and social development
(c) school programmes	Scottish/Celtic Studies		Energy Studies	Environmental Studies, European Awareness, International and Multicultural Studies, Scottish/Celtic Studies				

NOTES:

1. Full courses of 160-200 hours, normally SCE Standard Grade.
2. 160 hours where full S Grade selected, otherwise combinations of SCE short courses, NC modules, half modules or school programmes.
3. Guidance on selection of appropriate SCE short courses or NC modules grouped under fields of study is contained in an appendix to the "Handbook for Senior Promoted Staff in Schools: Standard Grade" issued through SCCC.
4. The above tabulation should be regarded as a curricular framework and not a course option form.

	LANGUAGE AND COMMUNICATION	MATHEMATICAL STUDIES AND APPLICATIONS	SCIENTIFIC STUDIES AND APPLICATIONS	SOCIAL AND ENVIRONMENTAL EDUCATION	TECHNOLOGICAL ACTIVITIES AND APPLICATIONS	CREATIVE AND AESTHETIC ACTIVITIES	PHYSICAL EDUCATION	RELIGIOUS AND MORAL EDUCATION
Broadly through these MODES								
and from KEY SKILLS AND ELEMENTS	COMMUNICATING AND LEARNING SKILLS: language and numeracy - accessing and processing information - learning strategies TECHNOLOGICAL AND CREATIVE THINKING: reasoning and problem-solving - designing - practical applications PERMEATING ALL MODES, COURSES AND ACTIVITIES							
there derive certain features	HEALTH - RULES, RIGHTS AND RESPONSIBILITIES - EQUAL OPPORTUNITIES, UNDERSTANDING AND TOLERANCE - CARE OF THE ENVIRONMENT. CRITICAL APPRECIATION OF THE MEDIA - GUIDANCE RELATED TO EVERYDAY LIVING AND FUTURE EMPLOYMENT DEVELOPMENT AND APPLICATION IN ALL FORMAL AND INFORMAL CONTEXTS, IN AND OUT OF SCHOOL, OF PERSONAL, MORAL AND SOCIAL DEVELOPMENT							
which are integral to a well-balanced individual curriculum at S5/S6	SKILLS OF COMMUNICATION NUMERACY AND LEARNING TECHNOLOGICAL, CREATIVE AND CRITICAL THINKING							

Development of KNOWLEDGE AND UNDERSTANDING and application of essential features will take place in the context of COURSES AND ACTIVITIES of an increasingly vocational and specialised nature

AT NATIONAL LEVEL the choice derives from

(i) Scottish Certificate of Education Courses

(ii) Certificate of Sixth-Year Studies Courses

(iii) SCE Short Courses

(iv) National Certificate Modules (refer to Appendix F)

AT LOCAL LEVEL the choice may be enhanced through work experience, community involvement or other special programmes arranged by the authority and school with FE colleges and local employers and bodies

INDIVIDUAL CURRICULA should be negotiated at school level to ensure coherence, breadth and balance on the basis of these principles

CURRICULAR LINKS BETWEEN PRIMARY AND SECONDARY SCHOOLS

Curricular Areas In
Primary School

Curricular Modes in
Secondary Schools

Primary	Secondary
LANGUAGE	LANGUAGE AND COMMUNICATION
MATHEMATICS	MATHEMATICAL STUDIES AND APPLICATIONS
ENVIRONMENTAL STUDIES	SCIENTIFIC STUDIES AND APPLICATIONS / SOCIAL AND ENVIRONMENTAL STUDIES / TECHNOLOGICAL ACTIVITIES AND APPLICATIONS
EXPRESSIVE ARTS	CREATIVE AND AESTHETIC ACTIVITIES / PHYSICAL EDUCATION
RELIGIOUS AND MORAL EDUCATION	RELIGIOUS AND MORAL EDUCATION

Ref: Curriculum and Assessment in Scotland: A Policy for the '90s - Paper No 1
A Working Paper - The Balance of the Primary Curriculum, SED 1989

Q.

In some ways this is a Public School mentality.

A.

Yes I suppose it is, though the public schools generally prefer well qualified teachers. But you see its happening again, the idea of licensed teachers, internship. This is all being civilised by the teaching profession. I was in Oxford recently and met some licensed teachers, so-called and they were getting good training from the Department of Education. And in fact I'm beginning to think there's something in it, provided you can retain contact with training over a period of years.

Q.

Could I ask you finally about your experiences of TVEI. I think TVEI is another good example of an initiative which came from outwith the mainstream of education, born of an impatience - we simply weren't "delivering" technology, we weren't training youngsters and so on. And yet you would argue that it has been 'civilised' and taken over by the profession?

A.

Yes certainly, and before it reached the schools this process of civilising had begun, as soon as the MSC brought in professional educators to help run the scheme the process began of civilising the ideas, and bringing in themes like personal development, profiling, student-centred learning. These were the civilising influences brought into TVEI - it has been triumphantly successful in my view - I mean the process of taking what were raw political notions and turning them into sound educational notions.

Q.

I read an article recently with the title "The Consequence of Child-Centred Pedagogy" and it was basically looking at the twin movements of primary education and the kind of methods people had been promoting for a long time, group teaching, individualised learning, activity-based learning, etc., now beginning to take root in the secondary sector.

A.

You see the Kingman Report on English was deeply flawed, but nevertheless it was a relief to read it, when you thought of the people who wanted it - some of the people who were on the committee. Then comes along the Cox Report - the implementation of Kingman, and again it is reasonably civilised.

Q.

Remarkably so given the chairman.

A.

Cox himself has suffered a sea change, simply from contact with teachers.

Q.

He's now seen as dangerously radical by the New Right.

A.

I have this faith that this will happen provided that the educators are themselves aggressive enough as professionals. I was in at a meeting recently and rather shocked one or two of our colleagues because one very prominent Scottish business men said something that I disagreed with in terms of education and I said "I don't agree with you at all" and he said "well, we'll just have to agree to disagree" and I said "no, you're not entitled to disagree with me because I know about education and you don't!" Of course, this raised a few hackles. He was very much taken aback. I went on to say " if we were talking about property development which is your field and I said something which you considered to be absurd, and wrong - you would tell me; I would not be entitled to agree to disagree with you". What we can agree about is that we both have a lot to learn still about one another's field. I do believe that professionals need to be aggressive about this professionality.

Q.

In some ways Forsyth has managed to be so powerful because we, collectively, as educationists have allowed him to take the initiative?

A.

Yes he really should have been challenged more. But he is an extremely able politician. I was at the ADES Conference 3 years ago when Forsyth addressed it and the atmosphere was thickly hostile. He was introduced by a Director of Education who gave a quite brilliantly ironical attack on everything Forsyth stood for. He (Forsyth) spoke for 20 minutes, brilliantly justifying his own position, as a Minister. Not attempting to meet us on educational grounds, not at all. But as a Minister it was his responsibility to bring political policies down to the level of implementing those policies. He did that very well. Now, I understand from friends in the SED that he is an extremely shrewd manipulator of people. Of course he did have, initially, a very powerful position in the SED because he was Mrs. Thatcher's darling at a time when the Secretary of State was afraid of losing his job. I understand that Forsyth introduced the motion for the first time ever in the Inspectorate that people who did not toe the line could be sacked!

Q.

So you could understand why people would not be willing publicly to challenge...

A.

..genuinely afraid for their positions and futures. Politicians are entitled to behave in that way because they're exercising power given to them. I would question the giving of that power. We in Scotland have certainly shown the way with setting up the GTC, the Examination Board, etc., the way that a profession should assert its own responsibility.

Transcript of an interview with Mr. Syd Smyth, held on 6th June 1991,in
Moray House College of Education.

Q.
I'd like to start by looking at how policy initiatives originate. I'd like to find out
your recollection of why it was that 10-14 surfaced at the time it did?

A.
As far as I am aware it was very much an Inspectorate push. Andrew
Chirnside, in fact, regarded it as his own baby. He had written a paper and
done several presentations. I heard at least two versions of it - in that he
coined the metaphor of the 'pantomime horse'. Really, as far as I was
concerned - and this is back at the time when I was still Director of CITE
(Centre for Information on the Teaching of English) - I got the strong feeling
that this drive was coming from the Inspectorate, and very much from Andrew
himself.
Now, I can remember, the first thing I wrote about 10-14 was a response on
behalf of the Central Committee on English. It predates even the Conference
at Stirling, but whether that predates the Starter Paper I cannot remember.
But, I suppose it's of minor historical interest that I as Secretary of the Central
Committee on English, with Andrew Johnstone as Chairman, I wrote a very
cool reception to this whole idea in which - and I was expressing the
Committee's view - we said, why pick '10', and why pick '14' - why not "6" or '8'
or '11' or '12' etc. - it seemed like a very random sort of notion. If the real
agenda is to improve, and it needs improving, the liaison between primary
and secondary schools, why not just call it 'Primary/Secondary liaison'. And
why not recognise as we saw it way back then, good things were actually
happening in terms of primary/secondary liaison. So that is my memory of
the origin of 10-14.

Q.
I can remember as a member of that Central Committee being addressed by
Andrew Chirnside and he mentioned 10-14 and it was the first time I had every
heard the phrase and I remember thinking why '10?' In speaking to Bill
Gatherer, he acknowledged Andrew Chirnside's role in this and said it was
because both of them had seen good practice in middle schools, south of the
border, and were anxious to raise the issue, not of middle schools per se, but
of middle school practice.

A.
Well, I think if you want to get deeper into the ideas rather than the structures,
I think there was a growing recognition that the fairly unequivocal statement
in the Primary memorandum that "Primary education is a stage on its own'
needed re-looking at, because you can't deny that Primary kids are going on
to Secondary schools. There was a growing awareness that Secondary
schools were indeed holding on to what was then called 'the fresh start' .

approach, and there was a rationale which underlay that. But it was pretty plain that something needed to be done to reconcile what a number of people thought were significantly different philosophies underlying the two - underlying development - in the two sectors. Indeed, the Report itself when it was eventually published confirmed that view that the Primary schools, from an ideological point of view - whatever they were doing in practice - were focussing on the notion of the child developing, very much a kind of cognitive pyschology approach which underpinned that development, and then, all of a sudden, they went to Secondary schools where, with the possible exception of English, the approach became discipline-centred, slightly unfair to say subject centred, focussed on the nature of the intellectual discipline, so that the work that had been done in Social Subjects, for example, was very much starting from - 'what are the key ideas'. and how do we simplify these and present them to youngsters - in other words, starting from the other end?

Q.
Once the notion had been taken on board as being worthy of further examination, was there then an inevitability that it would be done through the CCC? Was that something which just took on a momentum of its own? Would there have been options?

A.
Well, I was not aware of any options, I was very much an officer of the SCDS (Scottish Curriculum Development Service) and there was a job to be done and I took it on. I did not ever get involved in any discussions about alternative processes. It was put to me by D McNicoll.

Q.
So, as an officer of the CCC as it then was, *you* became responsible for presenting the work of the Committee back to the CCC? Although David Robertson was the Chairperson, you as the full-time officer - would then be the person who would go back and present it through the system?

A.
Yes, my role, my description was 'Joint-Co-ordinator' with Frank Adams. The truth is, between us, we did take most of the initiative and did most of the driving of the work. Simply because I was older, when it came to presenting material to the Committee it tended to be me. Frank and I had an absolutely brilliant working relationship, and David Robertson was more than supportive. It is very difficult to - David is not a strong Chairman; David is an extremely nice human being, well-read, having very secure and well thought out values, and, I think, by fluke of coming together, he as Chairman, creating a splendid atmosphere in the Committee itself - Frank, he and I formed a very effective team in terms of getting the work done.

Q.

I assume that the membership of the Committee emerged in the normal way in the process of the CCC. Presumably, you or David had no say in that.

A.

None. I didn't know them till the very first day we met. David did a beautiful starter - he instantly made it all human by describing his own interest in this stage, this movement out of childhood into adolescence, and talking personally about it in terms of his own growth and that of his kids. Then he went round the table and asked everybody else to explain their interest in this particular field. It was a brilliant stroke of chairmanship.

Q.

That's interesting isn't it because the general view of the membership of the CCC - the one that Walter Hume describes in conspiracy theory terms - is that basically at the end of the day it is the HMI who decide, as Walter would have you believe, because people conform to a certain range of ideas, hand-picked - and they all go on to achieve glory - this is the stereotype. But the reality may be quite different. Any such committee which I have been on - it is not actually like that. The people I've worked with are very rarely ciphers - quite the opposite.

A.

I've never had that experience - I think that it is quite possible that certain persons in positions of power would like it to be the way Walter describes it - but I've never been on a committee, including the last CCC before it became transformed - where people behaved according to order. Your point is a very fine illustration of the issue. When 'Curriculum and Assessment for the '90s' was presented to the CCC, it was the persons who had been placed there quite deliberately by the S(O)ED to represent what they thought was the right wing of the thinking spectrum, the parents especially, who were most vociferous in their objections to, especially, the Testing proposals. They did not behave according to the stereotype.

Q.

Walter was writing in the context of the CCC, before it had become SCCC. My experience is not his. There is an argument now of course that the RDGs of the 5-I4 Development Programme are possibly 'safer' in their composition. Now, I have no way of testing that hypothesis, although I have heard the view espoused, chairpersons in particular.

A.

I don't believe it. The interesting thing there is that the chairpersons were picked by the CCC rather than directly by the SOED. They may have picked people whom they thought to be steady, dependable - but you can't find safe people.

Q.

I'd like to hear your view on the model of CCC Committees. Gatherer in his book talks about the CCC approach as being an "excellent curriculum development model". Looking through the 10-14 Committee papers, basically you pull together a group of people chosen for their contributions in their own right; they're all holding down responsible jobs in various places; they meet twenty times as a main committee, and in various sub-committees, they produce individuals, visit people, listening to people - all while they're holding down full-time jobs. A huge amount is expected of them - in the committee and in many other committees. Do you feel, looking back on it, that it was a positive experience - was it a good model as Gatherer claims?

A.

If you want me to talk specifically about that committee - which is better described as a working party - because it's generating ideas which form the basis of policy initiatives - then yes, I think it is a remarkably effective model of getting ideas put together into a meaningful statement. Now if you detect in my tone certain reservations, they are there. Here's what they are.

The theory is, and it runs right through the whole working party structure, the whole rationale for your typical bringing together of 'good guys' - bring them together because they, in some sense, represent, good practice from the field. What happens, of course, is that when they get together they educate themselves away from the situation they were picked to represent. And in a funny kind of way they cease to be representative. They get ahead of the field. Now our system is often contrasted with the 60s, 70s American model where you brought in high-powered intellectuals from MIT, and the top Universities, to do the thinking. The criticism was made that these people didn't really understand the reality back at the ranch where it all happens... and that is a fair criticism. But, in a funny kind of way, when we select our people they tend to become like the MIT professors, not that they lose touch with their roots but that they perceive them differently. They re-formulate the problems - and they do, what is the abiding problem of curriculum development from top down, they then come up with answers to problems that their colleagues don't know they've got.

Q.

You mentioned the Primary Memorandum earlier on. That could be seen to be a classic example of - the model of writing was different - but it would appear that when the Inspectorate looked at schools in 1981, the Primary Memorandum was NOT being implemented in a way in which they thought it might be. One of the reasons for that may well be just the fact that there was too big a gap between the policy formulations and the people who were actually going to have to implement it at classroom level. There wasn't a bridge through staff development or INSET.

A.

Well, I'm offering my explanation for that chronic problem in curriculum development. I must have told you my favourite story when I was in the In-

Service Training Department of Jordanhill when I went to Lewis and did some work with some primary headteachers from the schools in Stornaway. It was one of these 'total immersion' programmes - eventually this guy, who had been very difficult, at the end-of-the-week party said to me, "This has been one of the most interesting, enjoyable weeks of my whole professional life". I was very pleased. He went on and said "You have solved many of the educational problems we do not have on the island." In a way that's the situation you get yourself into all the time. It's not that you're not solving the problems they have - it's that they don't know they've got the problems. The thing we've got to learn to do is to help people to see what their own situation is and identify their own problems, and help *them* to solve them.

Q.

That leads me on to one of the other criticisms of this model of curriculum development or policy formulation and that is that it was slow, haphazard and the famous word that is used nowadays 'delivery' was not sure. So you had a group at the centre, producing a Report, and without any clear indication of effective mechanisms for implementation. Now, presumably the PDC foresaw that - and that was one of the reasons why you advanced a particular mode of implementation which in many ways was part of the downfall.

A.

It is my view that it was one of the main reasons for the downfall. But I remain confident that it is the best model that there is. It was ideologically quite unacceptable to change the power base. We did not contemplate that. We had no clue whatsoever from SED assessors.. which is kind of annoying - that's what they were there for to alert us to what politicians were thinking. Actually, of course, the fact is that *they* didn't know what was going on.

Q.

I can certainly remember sitting beside an HMI when we had a discussion on the consultative paper which was put out - A Policy for The 90s - he was quite surprised. He hadn't been party to any of the discussions which had gone on. This was certainly unusual.

A.

This is very crucial to the present situation. It is explained in the recent book on the 'New Right'. What made our model - this is not the whole of the story but it's an important part of it - unacceptable in ideological terms to the SED and politicians was the fact that they had not been working closely enough with their Inspectorate. They didn't know how to read the reality of the Scottish situation. It sounded to them as if we were saying, " Let little groups of schools associated with secondary work out its own solutions to the problems." To them that was appalling - it was a recipe for chaos. But anybody immersed in the situation knows that if you get a group of teachers together from a primary and secondary the first thing they do is to ask "What

do THEY want us to do?" "What is the Regional policy and what is the National policy as far as we understand it?" They make that their starting point and they'll happily fit into that. And of course we were writing for the kind of audience who understood that 'inwardness'. But we found ourselves addressing civil servants without any direct experience of schools who for complicated reasons that we could speculate about had ceased to listen to their Inspectorate. They just thought this was a nonsense.

Q.
So, in a sense, by not spelling the reality that these groups, having autonomy within guidelines, would work within these, work with advisory services, work within the context of policy, you appeared to be recommending something which was anarchic.

A.
I think that is a very important element in the dismissal of the Report.

Q.
It may well be then an important element in understanding why 5-I4 is being delivered...

A.
... in a very strong, top-down way.

Q.
And yet as we started off by discussing, the reality of implementation of 5-I4 will be much more like the model which the PDC presented.

A.
It's bound to be.. because it won't work otherwise.

Q.
We made reference to the North Berwick Conference earlier on and the fact that it was quite a surprise, perhaps, the vehemence with which the opposition was stated at that time. Looking back now, were there any signs which weren't picked up by the committee which were indicative that it was not going to be accepted by the SED at that time? I'm thinking of small things like the CCC Guidelines (for Secondary Schools) being in preparation at the time. Did that seem to be any kind of threat or did it seem to be something that would dovetail with what you were recommending anyway?

A.
I saw it as something that would dovetail. I was a bit uneasy, about the relationship of two documents as they emerged. However, at the group, chaired by David McNicoll as Secretary of the CCC and attended by the Directors of the centres, roughly speaking it was the Management Group, I raised this issue (along with Frank Adams as Principal Officer, Primary) of the

relationship between our work and the work developing in producing the Guidelines for Headteachers, we were assured that our work was being taken account of.

I was never entirely happy because I know that the lay people producing these guidelines didn't really like our Committee, at a fairly deep level. To this day they don't understand that the Secondary Guidelines actually clash with lO-l4. They do believe that they match.

Q.
That is true also of 5-l4, that articulation with Secondary and 'S' Grade does not exist and this will be a major problem when implementation begins. If you take the Costing Exercise. I get the impression that it was entered into by the PDC in good faith.

A.
I thought, and I think we all thought, that this was an absolutely brilliant idea. We thought that this is the way things ought to be done. You should take a set of proposals and look at what they really mean in terms of costing. I for one, and I,m sure that those of us who represented the PDC did enter into it with full-hearted enthusiasm. I have to say that Walter Beveridge who headed up the team from SED was great to work with - intelligent, clear-minded, sympathetic, sharp. I was immensely impressed by the care they expended on it. If you were to cost the Costing Exercise, and cost the time Senior HMII put into it - not just attending meetings or doing work back at the ranch but sending out HMII to check up on what we had averred was practice - it was a very thorough and impressive exercise. I thought it was a great idea.

Q.
So it didn't appear at the time, and it probably wasn't the case, that they were going through the motions, that there was, in fact, a genuine collaborative exercise.

A.
It was one of the best collaborative exercises that I've ever been involved in.

Q.
I wonder, then, if they themselves were doing this in the same kind of good faith that the PDC was.

A.
I never in all the meetings that we had detected anything that would have caused me to doubt that they were doing anything other than a thorough and honest job. If there was manipulation intended, they were being manipulated as much as we were.

Q.

To take us on to the point where it became clear that the Committee's Report which Gatherer calls 'brilliant and important'- and which continues to sell very well, and whenever I mention it to teachers they nod and recognise that it was something which was good - without simply referring to Michael Forsyth as an individual, what are your views now on reflection as to why things took the turn that they did?

A.
Well, there was this ideological problem. There are other aspects of ideology which played an important part in the rejection. For example, to go back to that North Berwick meeting, following David Robertson's presentation, which wasn't as good as it could have been, the very first question was raised by the assessor, Russell Hillhouse. Now that in itself was extraordinary, because assessors are supposed to sit back and assess; and it was a hostile question. It was about what he called the 'assertiveness' of the document, and the assertiveness not backed by evidence or whatever. Now, that came as a significant surprise since I think it is fair to say that of all CCC documents the 10-14 Report is the very best referenced. The only other document which has the same quality of references was not a CCC document, it was the Dunning Report. The very notion of this being assertive rather than argued came as a surprise. When he was asked to instance what he meant, he said well you have accepted without criticism the notion of mixed-ability classes in the first two years of secondary. Now that particular response was my first serious entry not understanding how far apart we were ideologically, with the SED's now set views. I did not know what their set views were.

Q.
There appears to be a fascinating sub-plot here round mixed-ability. When you look at the Starter Paper (as I have been trying to to unravel who wrote the starter paper; I believe that Charles Roxburgh chaired a small group which produced it, though Dick Lynas claims to have written the bones of the Starter Paper) it concentrates heavily on mixed-ability - it gets the greatest number of negative questions and the greatest part of the Starter Paper is on 'classroom organisation' - and not on any of the other major issues.

A.
If you go back to that time, the mixed-ability issue was seen to be a huge huge practical difficulty by lots of teachers and others. It wasn't, the rationale, really being questioned. The difference which I detected was that as articulated by Hillhouse, what was being questioned was the justification. I think we were back to the point where the notion of teaching kids in mixed-ability classes was being perceived as a silly, wishy-washy, 60s/70s, half-baked liberal idea.

Q.
The mixed-ability issue has just surfaced again. A recent newspaper report

indicated that the Conservative Party was about to launch an assault on mixed-ability teaching. It was quickly denied by Forsyth, within a few days, but it seems to be bubbling away under the surface.

A.
Yes, I suspect that it is.

Q.
If you take 5-14 as, in some way, a development from 10-14, with all the overlays of the different ideologies, different methods of dissemination and so on, there are still fundamental differences, aren't there? The whole notion of stages, as laid out, seem to be a fundamental departure from what the PDC would ever have recommended?

A.
I think that is exactly right. The descriptive statements about the stages are, of course, very crafty. One of the entertaining things about the present situation is they way the new development groups have managed both to obey the remit they have been given and yet get round it, as it were. But certainly the requirement they had in the remit to describe developmental stages was something that our Committee would not have entertained as even possible. That's not how kids are, in a sense!

Q.
So was that an essential, philosophical difference between the two?

A.
Yes. The notion of Testing was linked originally to the idea of stages which can be given an explicit description. Again the tests which have been produced are good classroom tasks - but from a strict reliability point of view they're a nonsense.

Q.
If I take you back to the North Berwick Conference again, I get the impression from reading about that and the aftermath, the exchange of letters and memos etc., people like yourself and others, were angry about what was happening. Whereas, someone like David McNicoll appeared, on paper, to be saying well "that's the fate of Reports". Clearly there was a sense of anger.

A.
There was a huge sense of anger. Now I don't know if I can recall all of the detail, but at the end of the North Berwick Conference it was pretty plain that we had a major difference of opinion between what we thought of as the majority opinion within the educational community as represented at the conference, and the Governmental point of view as represented by the two heavyweight civil servants who were present, namely Hillhouse and

Crawley. My naivete at the time was in that I thought their views didn't matter all that much, because they weren't based on any real understanding of the situation. I did not know of course - nor did the Inspectors - the ideological 'drive' they were subject to from their political masters. All that was going on somewhere in the background and not necessarily in the Scottish Office - it was coming up from the South. The feeling that I had at that time was that the Committee itself - the CCC - would take our Report and they would 'blandify' it where necessary into a document which would be acceptable to the SED. I think the PDC itself proceeded along those lines. The CCC's response did make one or two criticisms and modifications to the Report and we were prepared to accept those. It went to the Minister for consideration. What then happened was that we began to think of launching the Report. The first idea was a kind of full-scale, media-covered launch in New St Andrew's House, with television cameras etc. That was modified; there was not to be a launch of that nature, but smaller scale 'press briefing' - that is a selected number of journalists with representation from the SED and PDC. Then that was cancelled.

One morning, without warning, my telephone rang, and it was Neil Munro, who said, "What do you feel about the SED's pronouncement on the 10-14 Report?" I said, "I'm not aware of any SED pronouncement." He said, "Well, they've got three major criticisms, - it was a 'bren-gun' shooting the thing down completely. I said I can't believe this is the story. I rang David Robertson and asked if he had heard what the Government was alleged to be saying? We both thought that Neil was 'hyping-up' reservations in order to get a good story for the front page of the Times Educational Supplement (TES). I then phoned David McNicoll - Munro had also said that he was just going to see Crawley at the SED - told him what had happened, and that Munro was with Crawley. David McNicoll said he knew nothing about it, and I believed him.

Now the Glasgow Herald, and the Scotsman, carried this story. I said to David Robertson, we can't let the misrepresentations of the Report stand. We'll have to present our own point of view. David agreed. I didn't want to phone the papers and said I'd much rather write something. That's when I drafted the letter that appeared in the Scotsman, signed also by Frank. That created a proper fuss, I must say... though not as much as I had wanted it to create. The following week there was a CCC meeting being attended by Malcolm Rifkind, no less. I reckoned that the Scotsman, if not the Herald, would carry the letter on the Tuesday because it was then their Education day anyway. But, there was a sit-in of students at Moray House at the time and they were occupying the mail room - at that time we put our mail out through the Moray House system. My letter got into the second class post rather than the first class post - just by mistake - and it didn't appear till the following Thursday. It would have really created a rumpus if it had appeared on the morning when Rifkind was doing one of his state visits to the CCC. Rifkind actually said in conversation "Yes I understand you have just produced an interesting Report on children aged between 10 and 14. Tell me, how do you do that, kind of thing? Do you think of alternatives, offer a range

of advice. I get so tired of my civil servants telling me what to think. I keep saying to them, 'Give me some options I want to think about...'" He obviously hadn't a clue.

Q.
It wasn't coming from him then?

A.
No, it was a lower level. Now, within the CCC itself this letter created a row. I got the letter from David McNicoll, who stopped phoning me, and started writing to me saying that I had caused great offence, and I wrote back and said, "It may have offended half a dozen people in the Scottish Office; as far as the rest of the world is concerned it has caused a great deal of laughter. And where the real offence has been created has been among the members of the PDC who have seen their work rejected." I said that it ought to have caused offence in the CCC because the CCC has been mistreated, not just the PDC. He was - and Munn - were very upset, and they were going to focus the culpability on Frank and myself and we as officers had behaved very badly - David Menzies, Eddie Mullen - they wrote BRILLIANT letters. Mullen wrote to James Munn directly and told him if this was the way a person like himself - to get back to your question of a model - would be treated after devoting a large part of his life to this Report - then you can stuff your CCC!
It became plain to them that our letter had simply articulated what people felt. And David McNicoll's attitude changed. I was invited to his office. he had clearly been told to speak to me and I said I'm too busy to go, you come and see me - and he did. I probably behaved badly because as he came in I had my feet on the desk!

Q.
But I suppose it was a feeling of hurt? Because of the way those committees work, you had owned the Report and it was something which you felt was worthy of better reception.

A.
Yes. There was great anger - I was exceedingly angry. Not on my own account. I was paid to do the work and the CCC were entitled to do what they liked with the work, but the members had put so much into it - and not just them, but all the people like yourself who had helped them. The AHT at St Modan's had laboured away putting all the facts and figures together so that he could actually present what it had cost them - just to treat it like that. Totally unacceptable.

Q.
One of the other things that happened during the life of the Committee was the Teachers' Industrial Action. I read something recently which indicated that one of the reasons why things began to emanate from the SED and .

didn't involve the Inspectorate, and indeed ran counter to the views of the Inspectorate, was that Forsyth blamed the Inspectorate for the Industrial Action. He felt that they had misjudged the mood of the profession and had contributed to the dissatisfaction and overload, and had not performed the kind of function he had wanted. It may well begin to explain the decision to take much of this out of the hands of the ordinary 'foot-soldiers' in the Inspectorate? A small group began therefore, in the depths of New St Andrew's House - to fashion the policy documents?

A.

I think there is a lot in that - and what David Hartley refers to as a sense of frustration, that there are these ideas but nothing is happening because these teachers can't be whipped into line. Certainly the kind of slow development model that was Quentin Cram and Jim Allison led in the so-called 'extended feasibility study' for Standard Grade - the first phase of which was an absolute model of how you do curriculum development, it was delivered with such skill and sensitivity, and moved things along - given the way the dispute slowed everything down, that style became part of the 'inadequacy'. Clearly the thing to do was to weed it out.

Q.

Of the two HMI you mention, the lack of achievement of one of these must be a testimony to this change of view? One of the things I'd like to do is to get your impression as to whether the future is now grim? Or whether we can feel optimistic that what appears to have happened with an initiative like TVEI, with similar kind of directive, non-educational, ideological origins, has been taken over by the profession. Is that likely to be the case with 5-I4?

A.

My explicit view, when I talk to teachers and other audiences - I take an up-beat, optimistic view. This is sincere. It's based on the notion that what we know now pretty securely about the nature of learning and of the nature of teaching is so secure, that the developmental value-system that has been developed over the last twenty-five years is not going to be deeply disturbed, short of an immense political change. There are circumstances in which I would see it happening. But while you've still got the kinds of structures, the kind of framework in which the education system exists at the moment, I'm not so pessimistic as some. Hartley in his book says that "Curriculum and Assessment for the 90s" may be the epitaph for progressive Primary education. I think that the RDGs are, particularly in the concept of the 'strand' producing a rationale. You can weave the strands together with the kind of seamless robe of learning which was the memorandum's favourite epistemological metaphor. I maintain it could actually improve the quality of education in Primary schools. I'm not pessimistic at that line. In fact, I'm optimistic.

Where I am worried is the profession's own... the public perception of the profession I think may have changed and been damaged as a result of ten

years of carping and complaining by the politicians and the (English) media. I have anecdotal evidence that teachers are finding both pupils and parents less trusting, than they used to be. That adds a great burden to teachers. It is this erosion of public confidence, and the consequential erosion of the self-confidence of the profession that I see as the most significant cause for concern.

Q.

One of the things which paradoxically may have helped that situation is what is an own goal on Forsyth's part over Testing. The exercise in Strathclyde where we sent out material to every school and parent, we asked schools to hold public meetings attended and addressed by a member of the Directorate/Advisory Service. I did a number of these and what emerged was, as you rehearsed the arguments of what Primary teachers do, parents, in all kinds of catchment areas, had a deeply felt sense of confidence in the work that the schools were doing. Testing itself may well prove to be the undoing. A Strathclyde survey confirmed that in 640 cases against 40, the tests when applied simply confirmed the teachers' judgment of pupils. It shows in some kind of semi-objective way that teachers are actually not bad! Of course one of the planks of Curriculum and Assessment for the 90s was that Primary schools were not very good at assessment. Rigour is the word often used by Government.

A.

Of course many Primary Heads and staff would actually agree with Forsyth, who would quite happily come and confess that they weren't very good at assessment. All they were lacking was some kind of theoretical structure.

Q.

The practice was OK?

A.

I think they were overawed by these secondary teachers who used words like 'formative assessment' and 'summative assessment' etc. Secondary people have exams, criterion referencing etc. and all that jargon. It frightened the life out of primary teachers.

Q.

The proof of the pudding might be whether the 5-14 development programme as currently constituted does address the issue 10-14 set out to address and that is the lack of curricular continuity. It appears to do it on paper, doesn't it. Whether it will actually deliver it in reality is the $64000 question.

A.

It is going to be very interesting.

Transcript of an interview with Professor Andrew Mc Pherson held on 20th June 1991 in C.E.S., Edinburgh.

Q.

I was interested in the quotation by Bruce Millan in the final chapter of your book. There was also a quotation in the book 'Curriculum and Assessment in Scotland - a Policy for the 90's' which said 'debate followed by consensus, to consultation followed by imposition' had been the nature of the change in policy - making. In some senses therefore what Bruce Millan was saying was that you can't dictate policy by fiat, and what Angela Rodger is attempting to argue is that indeed this has been the way in which the current Minister has seen the position. I wonder what your observations have been since completing your book?

A.

The first and general point I'd like to make is that the whole point of writing 'Governing Education' was to do some research. We were talking there about the 'policy community' - these were things which we only know because we had done the research. There has been a tendency during the 2/3 years since the book was published for people to come to Charlie and I and expect us to comment on issues on which we have done no research. I haven't done any research on the policy community since the period to which "Governing Education " refers. It tends to peter out as far as the empirically grounded material is concerned in the early- to mid - 1970's. That's why I'm delighted to see that you yourself are doing this work. You are doing it in an area which we partly neglected in the book - the area of primary and early secondary education. One of the limitations of my book is that it is really secondary education driven to a great extent. So anything I say - I think I can say more in the way of asking questions - I think it is the nature of the beast that one actually does have to probe around, as you are doing to be able to answer those questions.

Certainly coming back to the contrast between Bruce Millan - I was delighted and so taken with his description of the problems of being a minister. You send them away to consult and they come back a year later and tell you that everyone is still all over the place. I have very considerable sympathy with that. One of the changes that I think is a real qualitative change in the 1980s is the move from - not from reactive to proactive, the argument in the book was that the Department was becoming increasingly proactive from the mid-1950s, but it was being proactive within a consensus on what constituted education and what constituted proper differentiation in terms of curriculum and so on, and was being proactive in a sense in a very staged and exploratory way, gradually beginning to get things moving, gradually beginning to flex its muscles, and so on. Now certainly in the 1980s there are two new factors. First of all the consensus- not just part of the post-war social democratic consensus that expenditure on education is unquestionably a good thing; people questioned that- the use of education as a means of social engineering, comprehensive schools and so on. It must be said that

the break-up of that consensus was, so to speak, the break-up of an English or U.K. consensus - we'll come to that later. The second thing which I think was important was the arrival on the scene of a new player which was the Manpower Services Commission, the Department of Employment, which took an increasing interest in education and training which in its turn led to their D.E.S. a year or two after to come to adopt a position which was itself much more proactive, in which the earmarking of finance for dealing with educational initiatives became the characteristic style of leading curricular innovation, and in which increasingly new models of innovation and dissemination were being introduced, i.e. market-models and here I have in mind 'bidding' , earmarking money and inviting people to bid was at no cost to yourself beginning to set in motion the changes that needed to take place at the grass roots for innovation on a larger scale to work its way through. And that certainly is very different, and to some extent is what Roger is talking about ' consultation followed by imposition'. Obviously it goes further than that - the general background of the 1980s is one of increasing financial stringency and of the imposition, being the consequence of stringency itself being brought about by declining school rolls and in schools many places remaining empty, the great difficulty has been for local authorities to close schools, and free resources, and so, in a sense the pain has been greater than need be. Imposition, in the style of the new form of dissemination by the M.S.C. and the limitation on budgets but I would draw a clear distinction as far as Scotland is concerned between pre-1987 and post-1987. It does seem to me that there was a qualitative change after that date and it is associated with the fortunes of the Tory party in that election and it is associated with the arrival of Forsyth in the Scottish Office. And interestingly I saw an interview in the Scotsman on the 6th June this year, in which this was the first time I had seen him publicly accede to this.There has been this notion which applied to the Conservatives in Scotland that it was so desperate that it freed the Conservative party from the normal checks and balances of consensus, the policy community etc. and made it possible for radical solutions to be undertaken precisely because there was nothing to lose.You have a position in the Commons where there are no longer any (Scottish) conservative back-benchers.so that I do see Michael Forsyth as in a sense setting out to impose policies on Scotland in the context of the remarks which stick in my mind from an interview with Kenneth Clarke in which when asked why results in Scotland should have been so different from South of the border he argued that Scotland is the worst case of a dependency culture, of municipal collectivism and so forth and they were 5 years behind the times. And so I think there was a clear sense of mission in respect of Scotland. As far as education itself was concerned, I think Scotland was particularly embarrassing because there had been no national debate about standards, the consensus about the success of secondary performance was fairly intact, and,of course, there was Strathclyde region - that is another major change in the policy community. What are the changes since we finished the book? Well, it seems you have the creation of the regions and in the case of Strathclyde region you have a second-phase community operating. One of the weaknesses of our is that we're not very

strong on the west of Scotland. We have something to say about the exclusion of the West of Scotland, you know, the symbolism and the received ways of doing things that operate elsewhere.There is a whole politics there that we don't get into that would be much more important post-1974 And I think you can point to real policy innovation in Scotland in the last 20 years that has come from Strathclyde and could only have come from that kind of configuration, very large and essentially Socialist, so that things such as 'Access', the whole development of access policies - are directly attributable to the policy community in Strathclyde. The whole officer-member style which they adopted tended to change the nature of the policy communities - pre-5 policy, policy on consortia, and so on. So that's one change. And it means that we were talking about and that what we conjectured was happening at the end of "Governing Education" was that we were moving to a situation where the policy community was for a variety of reasons more fragmented, in terms of its fundamental values and symbolisms, and the fragmentation was parallelled in a much greater diversity of person in the policy community. My image of the policy community in the late 1950s and the early 1960s is of men who have started out as urbane classics teachers in non-urban schools, getting into the Department and reproducing their idea of what education was.

The first sign of change in all of this, post-1945 change, comes in the early 50s and 60s, when you get a substantial intake into the Inspectorate from the colleges of education and Further Education, and to some extent 'Action Plan' 20 years later was the result of a body or presence within the Inspectorate that came in in the 1960s. The intriguing question - and it is a question - for the 1980s is what has happened to all these people who, so to speak, got their hands dirty in Education on the back of MSC initiatives? TVEI would be a very good instance there of looking at the people who actually moved into TVEI, into YT, just to trace their history through and see where they have ended up. TVEI is fascinating because there's a sense in which it was perceived as very alien to the Scottish situation at first, and yet it has been taken and absorbed and shaped. How, and to what extent, can you explain that in terms of where the proactive people in TVEI came from?

Q.

It takes you back, in a sense, to what Bruce Millan said about the impossibility of doing things by fiat. TVEI is a good example of what you called the 'new players on the scene' - intervention from departments other than the education department. Yet the history of TVEI seems to be that it has been taken over and absorbed, in a way, to promote what we would regard as liberal policies, and so on

To go back to the intervention of agencies other than the DES or SED, do you think their intervention was born , purely and simply, of a frustration or impatience with the Education system? Was it simply that we weren't doing things that people felt we should have been doing quickly enough? For example, not producing enough technicians, that sort of thing?

A.

Yes it was, it was, and it was a frustration found South of the border rather than in Scotland. It was an immediate political priority to fight youth unemployment and the youth training initiative coincides with the collapse of youth employment. That was 1981 - and that was what led to the Action Plan, the plan which was to retain territorial control of the Scottish system. So in that sense the Scottish policy community really has been remarkably resilient in the 1980s in a territorial sense. It has not been penetrated by agencies from South of the border. Part of the reason why everyone loves SCOTVEC is that they realise what the alternative is. There was the debate later in the decade about National Vocational Qualifications under a single Council, and an agreed system of equivalences, and SCOTVEC, it seems to me , is part of the larger policy community where the decrease in size of the policy community was coming from changes in secondary schools in the 60s and 70s and there the practice was that you start off with a policy community which in turn starts off with the elite senior secondary products - and Catholic schools and urban schools really don't get a look in - you then get Comprehensive re-organisation and you get all the changes in the structure of promoted posts in the early 1970s, to the situation where you now have 450 secondary schools, all the same in terms of organisation, of management structure, and they can then all be judged against certain criteria universally. For the first time you have an Inspectorate which is looking at a potential policy community of up to 8000 people whereas previously you were looking at 6-800. So, it has got larger, and it penetrates more of the system. The Regions had enlarged - the director of education in Clackmannanshire in the 50s and 60s was probably not a player - so one can only ask questions; I really don't know the answers. For me the really interesting question is has any sort of , is there actually a shared symbolism,a shared sense of common purpose which characterises it, the policy community, in the way in which I thought it would be characterised in the 50s, 60s and early 70s? Or are we actually talking about overlapping families of individuals or groups that don't have any great, so-to-speak, boundary maintenance, ability independently to influence things? We have always argued that the policy community only ever influenced small and medium range policies. They didn't influence very large policies except in a very fundamental way of shaping people's thinking about what was and what was not possible in education. The biggest change since pre-1965 is the expansion in expectations of what the education service can deliver. The paradox of education in the last 30 to 40 years is the increasing pessimism about educational effectiveness allied with increasing expectations of education.

Q.

The issue also of funding decreasing as expectations get higher.

A.

That is an inevitable consequence of being the 2nd or 3rd generation of welfare state provision. The expectation as far as Health was concerned was that the demands on the Health Service would fall away as we achieved perfect health and didn't need doctors any more. The expectation about education always had to be the other way, that the more you educate people the more education would be in demand.

Q.

To develop the argument, you asked a question there about the nature of the policy community. Having been in the system for 20 years, before I had come to know what the term 'policy community' meant, it seemed to me that there is a degree of homogeneity about people that you meet within educational forums - SCCC, working parties, national conferences, and so on. I keep coming back to the issue of the breakdown of the consensus. We have all accepted that there has been a breakdown. I wonder if there has indeed been a breakdown?

A.

That's exactly it.

Q.

It can be argued that a certain political ideology would like to generate a breakdown of the consensus for its own purposes. In some paradoxical way, the consensus within the education system itself is even more secure now than it was 20 years ago. We have lived through comprehensivisation and though there are still many people who would be regarded as elitist within the system, few people would publicly argue in a sustained way for the abolition of comprehensive schools.

Kogan talks about the breakdown of the consensus, and many feel that there has been a breakdown more recently, but I'm not sure?

A.

I would agree with you. It's at a UK level that we have this paradox. People always talk about the declining efficiency of education, yet many people adopt education and training solutions to problems. What sort of loss of faith in education is that? Yes, you're absolutely right, in Scotland the case for the breakdown of the consensus is even less strong. The whole of Forsyth's period of office demonstrates that - in respect of consultation over "opted out" schools - the necessity to legislate indicated that he lost that argument - very few schools have indicated any interest and even in individual cases the parents seem deeply divided. The failure of CTCs and the way in which National Testing has provided a cross-school, national focus, consolidating

the emerging powers of school boards, representing the kind of consensus Forsyth was trying to dislodge. In all of these respects, it seems to me, his policies have failed. Where you could argue that there has been some success, though there is some scepticism among people who hold the received wisdom among the policy community, must be in respect of resources and efficiency. It does seem to me.....that Forsyth may not lose on the internal market. The key success from his point of view has been parental choice. Not that it has led to much of an internal market in the sense of schools beginning to differentiate the products they're offering - it's really just about toing and froing, that's part of the paradox - they don't seem to be shifting in terms of differentiation.

Q.

We would have to acknowledge that it has been a success, but in the main most people who exercise choice are those who are able to do so. That may well be a function of falling school rolls as much as anything else. If we were in a period of expansion, how many of those parents would have in fact been able to get their first choice school? Most people within the system would argue that it has not been a success from an educational point of view; it has distorted the provision in many areas; people have moved from one social class to another in terms of catchment; and it has denuded other schools. The Labour Party, however, would be reluctant to repeal that particular piece of legislation.

To come back to a point you made earlier on about ideology, of the 4 reports from RDGs [Review and Development Groups] in 5-14 published so far in consultative form, 3 out of the 4 have carried with them Ministerial Forewords which have been critical of the content. The latest one on Religious and Moral Education, which criticised the authors for not giving enough prominence to Christianity and for being lukewarm about religious observance. It is a curious phenomenon that the person who has set up the group in the first instance should disassociate himself publicly.

A.

In some ways it's very encouraging.......

Q.

I agree.

A.

It speaks volumes of Forsyth and of the process which led to that. If we had had a different report from that which he did feel it necessary to disassociate himself we might be more worried.

You also raise the issue of the neutrality of the Inspectorate. That question crops up in the context of Forsyth's quoting of HMSCI on Testing, who couldn't see what all the fuss was about since in his experience it was all

going very smoothly in some places, e.g. the Western Isles, and the phrase he used was "posturing" of teachers - leading one to ponder whether or not this reflects a loss of neutrality on the part of the Inspectorate? It is perhaps a little unfair to judge the Inspectorate by the few tips of the iceberg which emerge - most of the effective neutrality of HMII on these issues takes place behind closed doors. I would have thought there was a lot of evidence in the way the 5-14 Testing programme differs in Scotland from that down south - the adaptation of ideas which were more clearly ideological in origin were modified here. Where have these modifications come from? One presumes from rigorous discussion and debate within the SOED. Where those ideologically motivated changes have not been carried through in terms of fully realised policies - which is still the case with National Testing - we still don't have league tables and so on.......

Q.
The report of the committee on Reporting is just out.

A.
My guess is they will still duck the issue of school differences and league tables. Again I think this has been the result of rigorous debate among professionals so that on the face of it that strike rate of Ministers disassociating themselves from reports is a much higher strike rate than with parallel reports from the CCC. I can only remember one instance of the Minister saying I'm publishing this but I can't endorse it.

Q.
It is in some senses an implicit recognition of the weakness of Forsyth's position in that with all of his centralist, interventionist approach to policy-making, as soon as you give anything over to the profession, they appear to want to, in his terms, liberalise it. To disassociate himself - almost seems to be a position of weakness.

A.
Yes it is a position of weakness - and you have to see it in the context of longer term projects - a project to change the balance of influences between entrenched professionals and a wider lay public, and so to some extent it can be seen as one more instance of a general attempt on the part of Forsyth to go over the heads of the professionals to a broader opinion which will bring the professionals to heel by market forces. Forsyth is a man who shoots from the hip - street-wise rather than having a great grasp of concepts and strategies. The patronage mechanism is still used by the government to influence professional bodies - it is something in the policy community which has not changed.

Q.
You mentioned the last time we spoke of your recent experience of the truancy issue. Although there is an issue of the neutrality of HMII, the other issue is that they appear as a group to have been marginalised by the Minister, and many things appear to happen either without the knowledge of the average HMI working in the field or through a very small number working in New St Andrew's House.

A.
The initiative on Truancy was taken in April and the press announcements were made without any reference to professional, statistical advisers in the Department who could have put the Minister right on his assertion that no national figures existed. That's just a small example. I think there's distrust on the part of Ministers and of Forsyth, of the notions of professional expertise generally.

My experience of HMI is very limited and is mainly confined to research and research projects and occasionally those who have an operational interest in matters on which we do research. I have been struck by the fact that as appointment to HMSCI has succeeded appointment, it has been less and lees of a criterion that a person should know about the substance of research. Another interesting fact is that we have now in the Scottish Office a combined Research and Intelligence Unit with the Management of Educational Resources and I think the whole professional function within the SOED is increasingly being seen managerial rather than professional terms. When one sees the promotions that are taking place within the SOED, then managerialism seems to be taking precedence over professionalism. (There are more disparaging ways to describe it.) Even if that's not true, the very fact that we think it says much about the climate, that this is the way these moves are interpreted.

This is not just a result of Conservatives or of Forsyth. The move towards greater penetration by "managers" has its roots way back in older conflicts between administrators and professionals. Sir Norman Graham in some ways is the person who started that trend.

There are things that started off as distant drumbeats. Much of the enthusiasm of the Department has about our work on school effectiveness results form the fact that they can absorb it into their managerial ethos - managing schools more effectively. Norman Graham said in the 60s that if the next generation could devote as much energy and wit to their understanding of the management of the system as the previous generation had devoted to the understanding of psychometrics and testing, then education would be in a much better shape. Much of what's happened in the last 20/30 years is a continuous evolution of that.

Q.
It is a strange position to adopt when you think of the history of psychometric

testing?

A.

It is - even stranger of course in that we're very disparaging about the testing movement now but that's because we're looking at, so to speak, the fag-end of the movement, being used and abused. We shouldn't forget that the people who were most involved in the development of testing at that time were very progressive because they wanted to identify talent and release primary schools from the thraldom of the 'quali' and all that and to allow progressive methods to flourish.

Q.

I remember the Black Papers criticising comprehensive schools for adhering to what the writer called "The mute, inglorious Milton dogma" arguing that there was not an untapped pool of ability out there.
One of the other issues that has come out of 10-14 was that the report had not in fact been published when "Curriculum and Assessment in Scotland: a Policy for the 90s" was in preparation. It was being written partly out of a feeling that what 10-14 was suggesting was a model of delivery that was too slow, too erratic and really was too teacher dominated. I wonder if, in fact, the word 'delivery', which is a TVEI word, if that is becoming one of the key issues in terms of change, that there has been an impatience and a lack of understanding of the fact that reforms take a long time in education to make an impact. Action Plan, which you referred to earlier, was an attempt to do something very, very quickly.

A.

Well, Action Plan was quick because if they hadn't got in it place, the Scottish Office and SED would have had no answer to give to the New Training Initiative. Why was it so successful?   It has been so because people have been able to "gloss it" in terms of notions of Scottish General Education and comprehensive access to Higher Education, etc. It's partly that much of the the systems are partly a way of avoiding having to make explicit decisions about values and priorities, about differentiation; They seem to be offering the possibility of everything to everyone at any time. Where does the frustration come from? Partly it is the flavour of the month or decade and the result of dissatisfaction with the DES leading to the adoption of the MSC style. If you look at the Munn and Dunning development programme - it was awfully slow to produce a curriculum which turned out not to be the curriculum people wanted in the late 80s because they wanted vocationalism - it delivered comprehensive schools 25 years too late. It may be that that is part of it.

Q.

Standard Grade is an interesting one because it was Departmentally led. I was involved in the Feasibility Study and it was very much controlled by HMI; the pace was controlled - it was not the profession which was driving this one. HMI wanted to do it in a very measured way. I wonder if the new relationships between the present minister and HMI, and some of the kind of suspicions he has about whether or not as a group they have "gone native" - there is even the attachment of a bit of blame for the teachers' industrial action to the HMI....

A.

Especially that - I'd seen the suspicions coming from the "gone native" syndrome - not just the Ministers but the administrators felt they'd been badly misled by the HMI and the whole measured pace of the development of "S" Grade was partly an attempt by the Inspectorate to regain its position which really was very fragile at the end of the 60s and into the 70s. What happened then was that you had an Examination Board over which the Inspectorate did not have lot of control - whereas before it had been an arm of the Inspectorate - and in the 70s there was a massive explosion in the number of SCE presentations, which means that suddenly the Exam Board has colonised the school curriculum, and is driving curriculum policy. Not only that, but sitting on the Exam Board you have a lot of first generation educationalists who are increasingly at odds with HMI thinking, and at odds with Labour Party, Labour Government thinking. The credibility of the Inspectorate really was very low indeed. And they went through a whole series of moral defeats in the late 60s and early 70s. They start off by saying that maybe 30-35% should be taking "O" Grades, then some few years later they increase it to 50% and so this goes on - and every time they lose. Then they come under increasing suspicion form Conservatives when they come back, and there are attempts by administrators to cut the Inspectorate back, Pliatski reviews and Rayner, so it's not just the industrial action, it was there beforehand. I saw Munn/Dunning as an attempt by the Inspectorate to re-establish itself. It could well be that it's an indication of the massive switch in moral outlook that was involved in the exam system for the elite becoming available to pupils in comprehensive schools.

Q.

The irony was that it took a Conservative government to introduce Standard Grade.

A.

Part of the delay was Bruce Millan who wanted just to do Foundation level and not bother with the others. And, Alex Fletcher decided to implement it quite rapidly because he needed something to do.

Q.

To pick up another point you made about the Exam Board. In the 60s and 70s it became another forum for those who saw themselves as being influential in the policy community to operate. People like Gatherer, Chirnside and so on - they quite clearly saw that as a major and they say - Peter Kimber used the phrase once, " the benign influence of the examination system" - some people argue that they used the examination system as a major influence, deliberately encouraging and affecting the curriculum. I have some misgivings about the claims they make but that was very much a key issue for them. If they could change the nature of the examination it would also, therefore, change the type of teaching that would take place in the schools.

A.

That is part of the wider movement of the examinations colonising the school curriculum. There was a debate going on about whether or not you should attempt to achieve progressive methods by, so to speak , going with them, going through the examination system rather than attempting to work outside. So the group of people like the Chirnsides and the Gatherers....

Q.

On the one hand when you look at the pernicious effects of that in that the teaching methods lower down the school ape those required for passing examinations, what some people in the Exam Board were trying to do was to, say within English, promote Thematic approaches to literature by introducing a Theme question in the exam. It seems a bit simplistic - but more or less that's what they tried to do. They saw it as a type of curriculum development.

A.

Your interest is in 10-14 and 5-14. There's a whole area that wasn't really a priority in our book. So it is interesting to ask why it has become what it has become.

Q.

You talked about Alex Fletcher looking around for something to do, in some ways 5-14 seemed to arise out of a feeling that 3rd and 4th years had been "done" and people were looking around for the next major initiative. Warnock had been published, SEN was already an issue, there was a lingering feeling among people like Gatherer and Chirnside that the next major problem to tackle was that of primary-secondary transition. There doesn't appear to be anything else that drove it at that particular time. Gatherer claims that HMI had looked at middle schools - that there was no political initiative which sparked it off.

A.

There were unresolved issues left over from comprehensive re-organisation - the problem of the transition, of common courses and children not being stretched and so on... It was very much the thinking behind the credit level - that we have to stretch the able kids more. And there was a lot of concern about kids standing still from primary 6 to secondary 3.

Q.

There is a suggestion that Standard Grade has prompted new teaching methods in secondary akin to the primary. The article entitled " The Convergence ofLearner-Centred Pedagogy in Primary and Further Education in Scotland 1965 - 1985" (Hartley) argued this. The 5-14 programme attempts to address " coherence, continuity and progression" and there seems to be a strong impetus that we need more rigour in the primary curriculum. It doesn't appear to be based on any objective evidence but there is a strong feeling that this is what is required. The problem with 10-14 was not so much that it didn't do it, but that it didn't deliver it. It was going to be far too teacher-centred, it was going to be slow, and it was going to be expensive.

A.

How far are all of these things not the product of, so to speak, educational concerns with 5-14 and 10-14, but with styles of government and public administration? A general concern that there are educational bureaucracies, educational establishments. In secondary schools you can begin to get at it a bit with examinations systems etc., but how much worse it is in primaries which don't have exams to get a handle on. Is it coming from that?

Q.

Yes, there was a sense of release when the qualifying examination went. The Primary memorandum began to be implemented. There was always a fear that what had happened in primary education south of the border, the William Tyndale affair etc., that there might have been something similar happening here. Even though the Inspectorate found that far from that being the case when they came to look at P4 and P7 - indeed the opposite was the case, there was still a lot of drilling etc., - somehow because there was no exam to aim for, somehow the upper stages of primary are not stretching kids enough.

My perspective as being a secondary headteacher is that pupils in P6 and P7 are stretched more than they are in S1 and S2. Rigour - if that is what is being looked for - is more of an issue in S1 and S2. Whether because of the pernicious effects of the term "common course" - secondary schools have taken kids in and gone for a "fresh start" and not built on achievements in P6 and P7. That's why "Curriculum and Assessment : a Policy for the 90s" is

disingenuous because it targets the primary and castigates them for a lack of rigour and argues that the way to solve it is to import the subject specialism from the secondary into the upper stages of the primary. There is no evidence that it would have the desired effect.

A.

The other interpretation of all of this is that if you create a class of managers that you have to have something to manage, and the wherewithal to do it. The great success of performance indicators is that they seem to be able to offer them solutions to the problem which Thatcher has faced - she wanted stronger Government but she didn't want larger Government. Performance indicators are an attempt to reconcile these two things.

Q.

In your book you make reference to the growth of management training. The SOED are putting a lot of money into the production of management modules for headteachers. £13m has just been put into appraisal training. In the book you argue that it is a mechanism for control - so that if everyone goes through the same training and is exposed to the same ideas it may be seen as an effective way of keeping management within certain limited boundaries. Do you still feel that?

A.

Yes - the additional motivation is that appraisal is the first step along the road to performance related pay. And so it comes back to the whole resources issue and to the question if they are used more effectively. I think that people would be much readier to concede the legitimacy of the efficiency gains - and I distinguish those from cuts - that have been made by the Conservative Government since 1979 - in whole areas not just education, e.g. the NHS. The whole philosophy is to do with unpicking collective interests so that in whole sectoral blocks like the Universities you pick off one at a time. One of the biggest sectors is national pay scales. This appraisal - which comes from the private sector and is entirely concerned with pay levels in systems where you do not have national pay scales.
I think also that to talk of management and efficiency is a way of avoiding the fact that you are not actually talking about fundamental issues at all. Efficiency is a meaningless term unless you define the goals that you are working towards - so while it might be more efficient to give out guidelines, with performance indicators and tell people to get on with it, it might not materially change classroom practice.
Management philosophies are intellectually and morally unsatisfactory replacement for a morally more certain philosophy.

Transcript of an interview with Dr. T. Bone, held on 26th June, 1991, in Jordanhill College.

Dr. Bone began by outlining his thoughts on some of the issues raised in the briefing notes I had sent to him before the interview.

When I read what you were doing I just began to think about it. Some of the initial thoughts I have , I have jotted down at the moment , and then you could explore further.
First, compared with England, Scotland has always had a fairly strong centralist tradition, and it doesn't apply only in education, it applies in many facets of Scottish life, the church, the home, in a whole series of ... even I think in Industry and Commerce. To some extent you can find evidence of this. And so it's not a case of, as it were, blaming a particular set of officials for this, it's something that the Scots somehow almost found themselves comfortable with... a system where organisations are centred in Edinburgh, or maybe with a few in Glasgow, and the Scots don't find that strange. In Education, one example of it is the existence of the single examination board for Scotland, whereas England and Wales have been used for many years to the situation of many different examination boards and the opportunity to choose among them. Somehow England valued choice and experiment in Education. Back in the 30s, 40s, 50s and maybe even 60s when we were more prepared to say what is the one right way for the country and then we'll all do that, ... that's maybe something in the Scottish character. Anyway, one did set up a whole series of what I'd call central agencies, like the SCCC and its predecessor (CCC), like the General Teaching Council (GTC), like the Scottish Council for Research in Education (SCRE), like, later, SCOTVEC, for vocational education, Scottish Council for Educational Technology (SCET) etc. I was chairman of SCET for 6 years - 6 very interesting years, because that was, I think, the time when SCET mattered - it really hasn't mattered all that much since - but that was the time when computers were going into schools and SCET was the channel by which Government money went into schools. You don't want to talk about that, but it was interesting that faced with something big and new that was happening, the natural way to deal with it in Scotland was to use a central agency. Not so much to use the local authorities and give them all money, but to use a central agency.
In teacher education,where, of course, I have my chief experience, it was interesting that all through the period that I've been Principal here - it's changing now at the very end but - there has been a committee of Principals of Colleges of Education. It was quite an important body, which to quite a large extent would keep the colleges in step. It would be used by the SED for discussions about how many students we ought to have, intake, changes we should make, and all kinds of developments, in in-service or whatever, new course proposals. If we were going to get, say and new B.Ed. an honours B.Ed - it was all discussed there - how would we do it? To Scots, that doesn't seem in the least bit strange. You might say how else would we do it? In fact in other countries, quite often they don't do it like that. And in

teacher education in England and Wales, there hasn't been the same uniform tendency there has been for more variety.

The second point I would make is that in these Central Agencies, the SED has always played a significant role. It has never been very comfortable with any central agency it didn't control. The only one it has not controlled really has been the GTC. I'll come back to that - and it's one of the reasons why the SED has been rather doubtful about the GTC. How did it control them? Well, it tended to have some financial input. On the exam board it was a relatively small financial input - I was a vice-chairman of the Exam Board for 8 years, and a member for 12 - the input to the exam board was not so much financed, because the local authorities paid for it, but nevertheless, I can assure you that at Exam Board meetings, the SED officials, Chief Inspectors and administrators, played a very significant part. In some of these bodies, indeed in most of them, the Secretary of State appointed the Chairman; for instance the Exam Board chairman doesn't somehow emerge from the meeting, nor is he appointed from COSLA, it has always been the Secretary of State. When I was appointed chairman of SCET I got a letter from the then Minister - I think it was Alex Fletcher at the time, and the letter was preceded by a phone call from a chief inspector, I think it was Iain Morris, because the Minister doesn't write letter unless he's sure that you're going to accept. And then my acceptance of it was followed immediately by the Chief Inspector and somebody else coming to spend a morning and briefing me - and that was because, not that they thought that I was stupid, but that was the standard practice. They would choose the chairman. If a chief official was being appointed, for instance, when I was chairman of SCET, we appointed a new Chief Officer, there always would be an SED assessor on the committee. Only one, sure, but the one who was known to have the money behind him, and therefore who tended to be listened to. A big influence on these bodies - some bodies like SCRE they would virtually hold over them the threat that they would either wind them up, or keep them going. And so it's not surprising that SCRE would undertake the kind of research they wanted.

The GTC, I've mentioned 2 or 3 times in what I have to say. Maybe it's the body I know best of all. I'm the longest ever serving member of the GTC - 17 years - and I've held most offices in it. The SED has always been less comfortable with the GTC because, first, they didn't fund it - it was funded from the members' subscriptions; secondly, they had no input in appointing the chief officer and, lastly, there was something they really don't like, which is that at meeting of the GTC the press are present and an ordinary teacher could argue with an SED official. Therefore they tend to come to the GTC and say very little. They avoid getting into that situation. Of course, I'm not saying that they have no control over the GTC - that would be odd for me to be saying that 2 nights before the GTC's silver jubilee, they have - and they can turn them down. We spent a long time putting forward a proposal on outdoor education, and the Secretary of State just turned it down and there's nothing we can do. But, these central bodies tend to be one of the key features of Scottish Education.

Can I turn now to the local authorities? They are in a way the balancing factor as against the SED, or you would think they would be. There are a series of issues on which you will see the local authority ... or all of them, opposed to central government. But they tend to be about money, resources, staffing standards etc. In my experience they've never really been about curriculum and exams or whatever. They have been recently, over National Testing in Primary Schools. But, taking the perspective of History, that is pretty rare. Now the local authorities also have had weaknesses. They've had about 4 weaknesses in regard to this, which has made made them less effective than you would expect. One is that they don't always agree with one another. Clearly the position is weakened if Strathclyde thinks one thing, and Grampian another. Secondly, they have shared the SED doubt about giving too much control to these central bodies. The local authorities have been just as suspicious of the GTC as the SED has ever been. Because the Directors of Education and others don't actually like coming to a meeting and having to argue with teachers on a basis of equality in front of the Press. Actually I think the local authorities and the SED - one of my biases is coming through here, you'll counter this from other people you speak to - I think the GTC could have been a far better body if the authorities had put their back behind it. And if key people in the authorities had been willing to give time to all the meetings and to get leading positions in it. Very few local authority people did that. And, incidentally, the few who did did well out of it. Iain Flett of Fife for years was a very influential figure - he wasn't one of the leading figures in education but he used these central bodies. Unfortunately Strathclyde for a long time, and even yet, is still busy with its problems. Its people don't find the time to go, and maybe make the impact they could make. I think now the problem is just finding time- it once was a product of aversion to it.

I mentioned Iain Flett. Could I say, moving away from the GTC, turning to the curriculum, the Director of Education who in my time had the biggest influence on curriculum was David Robertson, of Tayside. Now David actually was very good. I knew David as a fellow member of Dunning, but there would be some surprise in some quarters all the same that it was not Strathclyde or Lothian but Tayside. David was another who used the agency. He achieved a key position in SCCC and he went to the meetings and became a chairman or whatever, when other people were too busy to do these things. Also it must have been that the SED found that they could work with him. Because the SED probably could have blocked some of these things if they hadn't.

Have there have been changes over the last 10 or 20 years? You're talking about 10 - I found 10 quite a narrow range. I think if you take account of 25 years, which is the span that I know - you see that in the mid-60s there was a definite and perceptive move towards increased participation in all kinds of things. Your example is curriculum development - but it occurred in all sorts of fields. It occurred, I think, because it was the mood of the time and, partly because the central agencies , the SED were overstretched. Too many things were emerging and they couldn't cope. And to try to cope they

brought in the new ways.

People can hardly remember now - the SED controlled the Highers at one time. They set up the Exam Board to buy in people with wider thinking - and to rid themselves of a job - a very time-consuming job. One of the reasons why they set up the GTC, or agreed to it, which had nothing to do with a teachers' strike in 1965, was that the SED controlled probation. And every young teacher had to be seen, at least once in her first 2 years by an inspector. Think how the number of young teachers was growing, it was a fantastic increase. This alone was becoming just enough to just about swallow the inspectorate time. And they sensibly said - we spend this enormous amount of money and resources - how many probationers do we fail?

The GTC seemed sensible - and of course it was welcomed. People were hungry to share in decision-making, and so all of these bodies were set up in a flush of enthusiasm. In my time, these bodies came to a kind of peak, somewhere about Munn and Dunning. If you had a problem you grabbed together what you thought was something like the best group of people to look at it. They were never actually absolutely the best. The Secretary of State never put onto the body someone who he thought would wreck it or totally be at variance with the views of the Government. By and large they were collecting very respectable people. It wasn't only happening in Scotland, you had the Schools Council in England and Wales. Round about the mid 70s, if you had a problem you set up a group like this, which met usually in Edinburgh, under a chairman centrally appointed by the Secretary of State.

Sir James Munn became a figure government could trust. Dunning was a great Chairman, because he didn't have a strong view himself of what he wanted. He determined to keep using this, sitting there as often and as long - meanwhile he would feed you on the best of food in the country. And he would get out of the SOED the best facilities he get, and as long as you agreed , fine. Pack was a bit different, but these bodies were the apogee of that. You can see some of it in the setting up of SCOTVEC. I was very clearly under a lot of SED influence.

What went wrong was partly that Government found that these bodies might produce solutions, which created a great deal of work and need for expenditure. These solutions, whether right or wrong, weren't solutions that the Government was really all that interested in. Government, indeed, may sometimes set up the body as a means of getting rid of the question for 3 years - and then when the answer came, they didn't especially want it. Notice, they didn't especially want Pack when it came - tho' to be fair Pack did not win the universal support that maybe the others did. Munn and Dunning caused and enormous change in the secondary school, and it was all to give a better deal to the bottom 1/3 of the ability range. By the time these results were coming out, the Conservative Government - and I'm not suggesting that the Conservative Government is an uncaring government which doesn't give a damn for the less able - but they weren't quite its priority, and that's where a lot of it was going. There was always a fear that

the new exam system was not going to push the most able as far as they might be pushed. The new curriculum, with all of its breadth, was introducing frills that maybe the less able didn't actually need, etc.,etc. That was one factor.

Another one was that in the Thatcher period, and it was typical of Britain, but could be found in other countries like United States or Canada - I saw a bit of this in British Columbia when I was there - there cam e to be a suspicion of the professionals. That Governments had tried passing problems to the professionals, and the professionals always came back, somehow or other, saying that they had to spend more money - and they spent it and it wasn't necessarily better. These professionals came to be seen as maybe decent, hard-working, not all that well paid, but people who somehow never were willing to put forward the really radical proposals that would have wiped away part of expenditure in the service. They always wanted more. Society didn't get any better; crime didn't stop; unemployment didn't go away; and so on. Governments began to wonder if what was needed was some more radical look at it by people who didn't have vested interests.

What else. There maybe was some reaction against the potential power of the Regional Authorities. In the days of the little county authorities, the SED could control things fairly easily. These regions are big and powerful and really could be difficult. If they were Labour and the Government was Conservative, even if it was the other way, even if they were both Labour, it would have been difficult. And, people at the centre weren't so keen in giving a major place to an authority that could challenge it. There was some retreat from equal representation on all these bodies and a tendency more to pull decisions more out of St. Andrew's House. Something began to happen that you ought to try and document, that where problems might have previously gone to an external committee, instead the standard response came to be to set up an internal committee - and they worked on it and they began to produce some kind of report - that then might be tested on a wider audience. But they didn't give the wider group a blank piece of paper - they gave them details - "Here's what we're thinking of doing - react; you've got 3 months to react (and two of them are July and August!)". There were personalities which came into it too. For instance the personality of some Chief Inspectors - Brunton in his day was a great believer in participation. Whether he would have done that late on we can't be sure but he was - and he had the force to push it through. Later on people like Alex Ferguson, and others who were the very opposite. They wanted to control everything. Something like the Headteacher Management Programme - interesting little example, someone could do a very good study on that someday, when the Minister wanted something, the SED were going to control it, the SED set teams of people to do a lot of the work, because either they were too busy or whatever to do it themselves, or couldn't have done some of it themselves, but it would all come back to them and they would arrange the assessment and trials etc. They would then decide what was done. And if there was credit for it, they were getting it; and if things weren't very good, it was "these people in the colleges who weren't very good"!

Q.
Having been involved in writing some of it - that was exactly my perception too.
There are a few threads there which I could perhaps pick up. In this book, "Curriculum and Assessment in Scotland: A Policy for the 90's" Angela Roger says that the change that she perceives in the last 20 years can be encapsulated by this:In the past you had "debate followed by consensus", and now we have "consultation followed by imposition:. She picks up the point you were making really about whether or not one of the key changes is not that it is more central than it was - but it is more to do with the degree of participation that is allowed in the policy formulation process.

A.
When you say "debate followed by consensus" - if the consensus produced is something that Government doesn't like officials - don't blame it all on Michael Forsyth - it is very embarrassing for them that are part of a process that produced the consensus. So in a reverse way to do it is to have their own process of thinking, produce a document, have consultation, and then say that as a result of the comments that have come in, there is a consensus. But it is a limited consensus.

Q.
One of the things you hinted at was that in recent years Governments in countries other than our own have exhibited a kind of impatience with the lack of "delivery" of what they wanted. That impatience, it seems to me, is brought into sharp focus with something like TVEI and Action Plan - where a body outwith the DES or SED comes along, targets money specifically because of a lack which they perceive in the system. What appears to have happened, and this is my own view, is that within TVEI, teacher have absorbed it and put it into the context of their own professional concerns, and turned it into what many would regard as a progressive educational movement. I wonder whether or not Governments, even if they are impatient, are ever able to be quite as directive and centralist as some of them would like to be?

A.
I think that is a very good point to make - and a line you should be developing in your thesis. TVEI and other things like it like Enterprise Awareness and so on - they come in and they are terribly specific, fairly narrow and they are, they a have a strong bias in favour of what economists would want, in terms of producing a kind of society...I was looking at a document before you came in which gives the aims of education in British Columbia - what their Ministry of Education has just published. It is a very good document - something like what is being done in Strathclyde - here are the aims -
"the purpose of the British Columbian school system is to enable learners to

develop their individual potential and to acquire the knowledge, skills and attitudes needed to contribute to a healthy society and a **prosperous and sustainable economy**". (his emphasis)

Now that last phrase adds something to what the Advisory Council of 1947 would have said. They would have stopped at "healthy society". The "prosperous and sustainable economy" is the sort of theme running through. TVEI and the other things have been introduced with that in mind. And then, as you say the teaching profession gets hold of it, because government can never deliver by itself - they have to use other people. These people take the bits of the programme that fit comfortably into their background, experience and assumptions; they take on a few of the others and they promote most strongly that which fits, and teachers take up most strongly that which fits - and after a while Government says "Has this brought about what we wanted?"

Q.

You referred to the "Scottish character" right at the beginning - and one of the examples of the Scottish character at work was in the implementation of the Primary Memorandum - which was at that time seem to be very radical and revolutionary and yet when the Inspectorate came to look at it 16 years later when they did their P4 and P7 report they found there were still large pockets where there was traditional teaching going on.

A.

Teachers had only absorbed what they wanted to.

Q.

In some ways that shows a bit about the Scottish character and also a bit about how difficult it is to translate what is in the mind of the policy formulator to the practice of the classroom operator without some kind of bridge, some kind of systematic support or staff development, which was lacking in the 60s and 70s.

A.

Now they have learned to put in things that are more likely to see it implemented. One is an appraisal system and the other is staff development which is very specific. You will only get money as a local authority for staff development if you can meet the specific targets for specific grant by, guess who? - the inspectorate? And so you can get money for particular things, for example management training of the kind which they advise. Whether it will work we can't be sure. You know very well that this whole appraisal thing might in the end come out to have been an enormous waste of time and money.

Whether it will actually make a difference? But I suppose it is a tactic which Government might be expected to apply if they've just been pouring in the money - from their point of view.

Q.

That follows on from what you've been saying about the all-pervasive nature of the SED. In a sense McPherson said in his book ("Governing Education") about management training that it was clearly a mechanism of control. In other words the inspectorate may be very thin on the ground, numerically, but saw the management training modules as a way of encouraging everyone to think similarly, to speak the same language, to carry out the same kind of practices.

A.

A document came out this week about management in the schools called "Development Planning". That is clearly to encourage heads everywhere to go along lines that the Department thinks are O.K. These are not rogues in Central Government, they are hard working men and women - like you and me - doing their best. That's what they think is right. They want what they think is right to happen everywhere.

Q.

Would you go so far as to share Walter Humes "conspiracy theory" about the SED. Walter has been developing this for some time - he sees something sinister in the role the SED perform. Are their motives benign?

A.

I have met one or two people over the years in the SED whom I would not regard as very good educationalists, who were anxious to please what they thought the Minister wished, and to make their mark. But most of them I've known have been decent, hard-working professionals. Walter Humes is one of the most articulate writers on this subject in Scotland. What he says has been treated with great respect - but I thought Walter, in his main book, suffered from this problem. He hadn't really met many of the circle of people he was talking about. Walter interviewed almost none of them - he interviewed people on the fringe, but as far as I know, he never interviewed the real shapers in Scottish Education. He depended almost entirely on written sources so that the GTC which had all its papers published was a mine of information for him; the Exam Board which writes very cryptic little minutes was not much good to him; the Colleges of Education, which he happened to know about because he had worked in them were quite a good source; he totally underestimated the importance of the central institutions, Paisley and Glasgow Colleges - which is, by the way, a danger to all people who write about this and you yourself should bear it in mind, they have played a big part in changing the shape of Higher Education in Scotland. Napier, Glasgow College and Paisley, Robert Gordons - and you can read whole books about education in Scotland which never mention them - because the people who write the books were almost always teachers from schools.

Walter - his sources were a bit limited - but he analysed them well.

Q.

It was an interesting line of argument he was developing. I remember speaking to a senior officer of the CCC about his book who was scathing about it because he felt that Walter had not come and spoken to himself and others who would have given another perspective. To be fair, he didn't set out to write a balanced book.

A.

I don't think he ever asked to meet those people. Is it worth saying a word at this point about the SCCC and its officials? It was set up with Sir Norman Graham as the first Chair - the Department was clearly going to control the curriculum with Sir Norman who was very much a civil servant of the old school, authoritarian and a formidable figure. People would hesitate before they argued with him - and if you were some young - or not so young-headteacher in a Glasgow school, you didn't really throw yourself into full argument with Sir Norman. The meetings were short, and people were told what was happening - and to some extent they were information giving. Now it all changed when they brought in - was there anyone before James Munn?

Q.

No, he was the first lay chairman.

A.

Jim Munn himself then developed a particular kind of career. When he came in he would be seen as a very good headmaster to get, from a school with difficulties, it wasn't one of the famous schools, it would have been seen as typical of the New Scotland, and the developments outside the cities. But of course, Jim became an Establishment figure; the SED nurtured that.

Q.

He became chairman of MSC Scotland.

A.

You don't get these posts by accident. You have to be trusted to get them. He is a splendid man...

Q.

...and a believer in comprehensive education.

A.

..and has remained so when a lot of people have changed. When they were appointing a chief official, what did they do? They seconded an inspector. And because the Inspector was going to have his pension paid by the SED, it would take him a long time to forget some loyalty to New St. Andrew's House. You have got to be suspicious of that. For example, now there is going to be a Scottish Higher Education Funding Council, it is quite essential that that body has independent officials; they will need to be people who .

know their way around the system, how to negotiate; they'll have to be independent. You get problems - these bodies quite often don't have the power to appoint staff. For many years the CCC couldn't employ staff - they weren't that kind of entity. So the staff were all employed by the Colleges. I was the employer of a large block of the CCC for most of 20 years - and that was a factor which made it harder for such a body to take on someone and say "you work for us, we'll pay your pension when you retire, you have no loyalty to anyone but us".

Q.
If we stick with the CCC for a minute, Gatherer in his book speaks very highly of the CCC structure, he talks about it being the "classical model", and ends with a chapter on the "new authoritarianism" - an attack on Michael Forsyth.

A.
Remember that there there is a danger with all people at the end of their careers that they look back with fondness on their mid-career and see change as undesirable. It might happen to me too. I don't think quite yet, but it might happen.

Q.
Gatherer's feeling is that Forsyth has come along and cut a swathe trough what many people thought was good. Yet I have a feeling that Forsyth and people like him may well have had a legitimate reason for change - the CCC is a good arena for the discussion of curricular matters but it doesn't actually deliver all that well. It doesn't have any teeth. It has relied on the local authorities and their structures to deliver. And I wonder if, in fact, that was its downfall - it wasn't so much an ideologue coming from without..

A.
Interesting you should refer to local authorities because the local authorities never regarded the (S)CCC as theirs. They regarded it as the SED's. If they had regarded it as theirs it would have been different. They've had a great problem in never regarding anything as collectively theirs - apart from the Association of Directors which itself has gone through odd periods where not everyone supported it - it did some good staff development work, In a way they, in the period immediately following '75, when you thought the regional authorities were here for ever, when they thought that all progress depended on them, they might have set up some bodies to counter-balance the SED. It never did - because that wasn't the Scottish tradition. I don't think they seriously thought about it.

Q.
When you think of the concept of the policy community, which McPherson introduces, speaking to people like Andrew Chirnside and the Bill Gatherer, they clearly saw themselves in the late/mid 70s as being quite significant members of it, quite influential..

A.
..Yes, they were.

Q.
..Yet there were other people you would have thought would have been contributors, like Directors of Education, who didn't appear to have the same kind of influence.

A.
Gatherer was a significant figure when he was Chief Adviser for Lothian. Why was it him rather than a Director of Education? He had once been in the Inspectorate and he had developed this kind of view of things, and partly it was his personality and interests and vigour. There were vigorous enough people in some of the other jobs. Maybe directors were sometimes too anxious about what their own local politicians thought?

Q.
There seems to be running through all of this, when I speak to people, an assumption that there has been in recent times a breakdown in the consensus - Kogan had a book in which he developed this thesis - I'm trying to probe what the nature of the consensus was and secondly whether it has, actually, broken down? When I speak to other educationalists throughout Scotland I still detect a large amount of common ground, large areas where there is general agreement about issues in Education. Are we really seeing maybe the views of one area of Right- Wing Politics beginning to dominate?

A.
Take the key issue of the comprehensive school. There has long been grave doubt - if the Conservative Right ever believed in it - but the Conservative Party in Scotland is too small to have achieved much there if it were not that their views were shared by some people in schools too. Now I'm a comprehensive man, because in the formative period for me,which was in the 50's and 60's, I became by conviction a comprehensive man. It was to do with my background in Port Glasgow - and I in the 60s was a lecturer here and in Glasgow University - lecturing on the merits of the comprehensive system. I have remained that. But there was a recent SCCC Silver Jubilee Conference - have you seen some of the briefing papers for it?

Q.
Yes, because I actually sent some comments back on them.

A.
That conference was being run by the SCCC and they put out briefing papers which quite deliberately raised, two or three times, doubts about the comprehensive school, that were only thin and veiled. They talked about the difficulties of dealing with undifferentiated groups etc. Now that could not.

have been written just by their Chief Executive, or any any other SED person. It had to have been agreed by and SCCC which had a number of Headteachers on it. You asked "has the consensus broken down?" There was somewhere, about '66 or so, a consensus in favour of the comprehensive school. There is not quite a consensus now. If you could take a random sample of Heads in Scotland, and get them where they were speaking truthfully, you would find quite a lot against it.

Q.

It is interesting that you should refer to the SCCC briefing papers because when I read them I was immediately reminded of the Starter Paper which set in train the whole 10-14 movement. It was also a product of the SCCC and also asked the same kinds of questions, about mixed ability teaching, undifferentiated learning - clearly in a thinly veiled criticism of what was then current practice. It was like reading the same questions all over again, with a gap of about 11 years in between.

A.

Did you read the speech made at the SCCC conference? I chose to mount what I think was a spirited defence of the Comprehensive School. It got a lot of applause from the audience but.. it caused debate, but I'm not sure if that is what they wanted.

Q.

The 5-14 Development Programme at the moment has had 4 major documents published so far, on a consultative basis, but nevertheless in an almost final form - and all 4 have carried with them a Minister's Foreward. In 3 of the 4 documents, the Minister - 2 Iain Lang, 1 Michael Forsyth - has chosen to be very critical. Now they've chosen to be critical because they felt the documents were not "traditional" enough - in terms of English Language it was about not enough emphasis on Grammar; in terms of Mathematics the criticism was on the recommendations that calculators would be use; and most recently the R.E. document was critical for a lack of enthusiasm for Religious Observance and not giving Christianity its central place - now it has caused me to think. On the one hand it is an unusual phenomenon to have a Minister publicly disassociate himself from elements of a report of a committee he has set up, but secondly I'm beginning to wonder whether or not it is a sign of the inherent weakness of the Minister's position? He appears, through 5-14 to be wishing to drive a particular view and yet he keeps being threatened by all these woolly-minded, liberal professionals.

A.

Who have lost all conviction. "The best lack all conviction, the worst are full of passionate intensity".

Q.

It makes me feel hopeful in a paradoxical way. It was almost a recognition

that no matter what that particular ideology, when changes actually "hit" the schools, the educational community and the teachers do their very best to make them more benign and applicable to the mass of youngsters.

A.

I suppose you could take a more depressed view. You could say that the Minister may not be right in this instance, but if what you are saying is no matter what Government may try to do, Government can't really change the attitudes of the teaching profession and those who have got advancement in the profession in various way, that they will go on preserving their vested interests, then that would be a recipe for some really extreme Government to say "we'll scrap the lot and start again". It is very hard to scrap the lot in schools because the public would not stand for it. But you can take, say Teacher Education, and you can say, "if we have kept on trying to change this thing and if whatever we do it still remains essentially the same, then how about doing away with it? How about having no Teacher Education Colleges? How about putting graduates in the schools and see how they get on?" And the public might not say no because the teaching profession has a lot of cynics in it who would readily snipe and laugh and say we could do away with those people - and you might get away with it.

Q.

Although I was being slightly optimistic earlier - you are right, because what they would do is not to abolish schools but to abolish local authorities - and the schools become independent, autonomous free-market agencies. You will not have abolished the schools but you will certainly have changed their character.

A.

You have to watch, sitting where you are, that you don't adopt an attitude for Strathclyde which simply parallells the SED attitude to Scotland. That you ought essentially to control, and what you think is right happens everywhere in Strathclyde.

Q.

That is the essential message I've learned in the last year as Chief Adviser - a difficult year because we have been re-structuring - is that we cannot adopt a centralist view, we cannot attempt to impose our collective will from the centre to Oban High School and Doon Academy. We have to empower schools. The Development Planning document we spoke of will have little impact unless we give schools more responsibility for their own affairs and policy-making.

Transcript of an interview with Dr. Malcolm Green, held on 18th September 1991, in his room in Glasgow University.

Q.
One of the common descriptions of our education system is that it is in fact a 'national system but locally administered'. And when I spoke to the former Director of Tayside, David Robertson, that was still his firm belief, that even in the current climate, that's the case. From your own perspective, as having been chair of an education committee in a local authority, is that a fair description or is it perhaps a little simplistic?

A.
This is a phrase that's often used. I've come across it in an English context more than in Scotland. I can't remember anyone quoting it in Scotland. I can see that it is something that others would agree with, accept without needing to think about it, as a description of how Scottish education has historically been. I wouldn't use it myself because it certainly does imply a system which is driven financially and in policy terms from the centre by National Government and the 'administration' of education, that is to say the personnel, building and transport issues are administered by professional people at local level. The reason that that description is deficient is that it misses out completely any role for the education authority as an elected body with its own separate mandate and that is something that has always been the case, hasn't it? Going back to the advent of compulsory education, when there were School Boards, some of them big in cities and some of them very small indeed in rural areas, but they were elected and therefore they had a sense of mandate. They were not simply appointed, in the way professionals are appointed to carry out a job for which they're paid. So we have always had, well before local government in its present form, as an interference between the law-making bodies and the national inspectorate - a very venerable body - and the schools themselves, an elected body. So I wouldn't use that description because it is highly misleading. The reason that these bodies have an enormous influence on what actually happens when schools, they have the statutory responsibility to provide education - parents have the statutory responsibility to take it up or provide it themselves in a comparable way - but in practice that means that the authorities have to make that provision available in accordance with what for the time being are regarded as reasonable standards. We can be, and in my experience have been on at least one occasion, challenged in the courts that we are not providing (the occasion was during the teachers' dispute). So I wouldn't regard it as an accurate representation of the process as it has historically been. I don't even think that today, in spite of the increasing centralism that we have seen around and which you are focussing on in this thesis, I don't think that to ignore the role of the education authority is realistic either. And I'm not stating an ideal there, I'm stating what I believe to be the reality of the process. That it is simply not possible to view a national system from the centre, and ignore education authorities. The Conservatives, if we're talking

in these broad brush political terms, want to create a system in which, so far as possible, the education authorities' role is reduced to the minimum, not by taking these decisions to themselves, but by delegating them to School Boards, or Boards of Governors in England. That process has gone much further in England because of the Education Act of 1988 - the Education Reform Act - one of Kenneth Baker's many disastrous legislative legacies, because it embodied the National Curriculum, local management in schools, and worked a complete reversal of everything that everyone had taken for granted, in terms of the relationship between the centre and local authorities. That process has gone much further in England than it has in Scotland. Michael Forsyth is very much in tune with those developments and has tried to move Scottish Education down this road. To some extent that is what has happened, it has move, but nowhere near as far as in England.

Yes what you see in England - I could just produce one concrete example, not a curricular one - we can come onto the much more difficult curricular area in a moment. The issue of school rationalisation which faces English authorities in the same way as it faces us; the English legislation is still in the state which it was in Scotland prior to 1981 when it was this Conservative Government which decided to withdraw from that process of approval by the Secretary of State for every detailed change in the scheme of delegation, and hand it over holus bolus - or virtually so - to the local authorities. No I was involved in discussions on that with Ms P Cox who was Under-Secretary at that time and I know precisely why it was not a political initiative - George Younger was the Secretary of State, a very reasonable sort of man - very different both from Iain Lang and Michael Forsyth. The difficulty they foresaw, and I think it is of more general relevance is, especially over school rationalisation, is that every time they had a proposal, they had to investigate it. They had to show that they had done something to investigate and this was taking up a lot of time, and causing them to question the validity - most of it was simply query over work that had been done already. They had legal advice - they were required to approve it. They had to show that they had gone into it. Otherwise their decision could become the subject of a judicial review. Whether it ever was in practice, I'll never know. That was clear legal advice. In the 70s the Conservative priority was the avoidance of bureaucratic waste and excessive public expenditure, the Civil Servants said, "Secretary of State, this is one thing you can do which we think is a sheer waste of time. Let the local authorities do it and you don't need to bother with it. If they make a decision.." And that is how it went on. Very nice for the Government until, of course, Paisley Grammar came along. We're not in the position like they're in in England where every change had to go to the Secretary of State. There would have been a tendency in the Scottish Office simply to allow officials to investigate and make recommendations consistent with the basic criteria applied by the local authorities and the Secretary of State would have gone along with it. In England individual MPs from the party have used a direct line to the minister to get the authorities' decisions overturned. So it is not professional advice which had frustrated local authorities but pressure of a kind which I think is ludicrous - for any

government to act like that. That happened again and again without doubt - first of all you get an inordinate delay of 6-9 months to approve the scheme. As a result of that, relationships between local authorities and government have become extremely strained because if you adopt that kind of approach and it is of a piece with an attitude which runs through: it is bound to have an effect on the Department, the DES in this case, and it is clearly very difficult to get the kind of partnership we want. That's the situation in England. I wouldn't describe the Scottish situation in those terms because we are a much smaller country and people tend to know each other, civil servants and senior officials in education and indeed, senior elected members are always 'bumping into' one another on committees, on social occasions much more frequently than can be the case in England. There has never been that sense of confrontation. So we have been spared some of the worst elements of that. But that, I think is how I would attempt to characterise , and I don't think it is really a caricature of what has happened certainly in the latter part of the 1980s - I don't think it was so prominent under Keith Joseph - he had a particular ideology, and he agonised over questions sometimes to the point of the question being no longer relevant by the time he had thought out an answer to it (!) , but this has been particularly a feature of Kenneth Baker, briefly of John McGregor and now of Kenneth Clarke - how they have tended to behave in the last five years. Now one doesn't want to see that kind of thing happening here, and for that reason I don't want to think of Scottish Education being a National system of that kind.

Now, that having been said, it *is* quite clear that you do have to have a national system. Nobody would dispute this. You've got to have statutory requirements which apply to everybody, rights and duties of parents and local authorities - that legal framework has to be the same for everybody. That's not controversial, never has been as far as I know, apart from a few people who don't like schools at all... what is much more relevant is the debate about how far you want curricular coherence, not school leaving dates and all that kind of thing, or rules about qualifications and employment of teachers - again there's a general acceptance that that has to be National, indeed European- wide now; but how far should there be a National Curriculum? What we have in Scotland, as I see it, is that there has been a strong push to try and ensure that virtually all pupils have the same curriculum framework, e.g. the Yellow (Secondary) Curriculum Guidelines have advanced that process. They lay down time allocations etc. That isn't statutory - if somebody didn't do it they wouldn't be challenged is court for not doing it. But there is an expectation that people will do it. By and large they do. Most headteachers whom I've heard comment critically on that have said "yes, our objection is not to having these things around as guidelines, but the way in which we seem to be expected to interpret them is too rigid". My answer to that has always been, "well you know as well as I do they aren't legally binding and as long as you make sensible decisions, and don't run the risk of being taken to court by an irate parent, you can, and indeed should, make professional judgments, hopefully in consultation with the people affected by them and shouldn't have any compunction about varying

those guidelines where you feel that it is appropriate". And Headteachers do that. So I'm not too worried about that provided that one accepts, as most Headteachers do, the underlying principles behind that curriculum guidance. No that's fine, as long as you have a culture at the centre in which, by and large, professional opinions are not overridden, certainly not disregarded or ignored. Now that's the kind of culture that has prevailed in the DES - and Margaret Thatcher had something to do with that, of course e.g. Guidelines for History at S3, she at one point was chairing a committee - it was absurd, the kind of interference that was going on, of a kind that would have been inconceivable under any previous Prime Minister of any party. Again we have been spared that - because she didn't know anything about Scottish Education - didn't bother with it - and we seemed quite happy with comprehensive schools, it wasn't an issue with us.. so she by and large left Scottish Education to stew in its own juice. That has meant that professional opinion has been able to continue more or less to influence the same as it did previously. Now that isn't to say that I think you just get a bunch of professionals together and the government simply endorses uncritically anything they come up with! One particular instance in which the Secretary of State overrode the CCC - and he was to be applauded for doing it - was on Modern Languages, two or three years ago. Clearly he was influenced by what was going on in the South, but Malcolm Rifkind, and he was personally involved, recognised that there was a significant body of professional opinion in Scotland that was arguing the opposite. He could sense that he was taking a decision that was going with the tide, it was something that Scotland could not afford to be left behind on. So he had plenty of arguments from within Scotland for overriding the professional opinion. In my view that's perfectly proper that there should be an opening to do that. But where professional opinion is overridden in its totality I have grave doubts as to whether Ministers should be behaving in that way.
In exactly the same way as I don't think that local politicians on Education Committees should be flying in the face of their own professional opinion and by and large they don't, of course. You would be hard put to it to find examples of where that has happened. very hard put to it, except on matters of budget decisions at all. You would be very hard put to it to find any educational decision that had been taken against the advice of the officers. Now, of course, behind the scenes there is a bit of toing and froing, one side trying to persuade the others to alter their views, but if a view emerges amongst the officers that something would be disastrous, I can't think of anything, can't readily envisage an education committee, or even the Chairman of Education, going against it. The behind the scenes arguments between chairman and director don't surface - and the chair will have to back down if he is not getting anywhere with the professional's argument. He can't go to the Education Committee and argue with the Director of Education! He wouldn't do that, and couldn't credibly, do that. So to that extent, I think we've managed to maintain that principle at local level. But what it does mean is that, of course, and quite properly, Ministers of St Andrew's House, like senior politicians in the local authority, have the right

to determine priorities. That is to say that " that is more important than that - and we want some money to be put into that in the way of development" - development priorities. As long as there are reasonable development priorities, as long as they're consistent with other things and not flying in the face of other things the authority is committed to do, then there will be no difficulty about them being accepted, by the officers. That's how I perceive their role - the role of politicians, whether it is national or local, the interference between the politicians and the professionals, is partly setting priorities, partly drawing the attention of the professionals to what the public is saying. The elected member's perspective has to be different - that's why we have elected members, precisely because they're there to emphasise a different view, stand at a different point, to be aware of a wider range of pressures and priorities than an individual service or professional ought to be, or usually, can be, and to be responsible to the public who elect you - and in our electoral system there is a defined group of people who elect the member and doesn't elect other members. That means you have a responsibility on a local basis as well. Because our electoral divisions are pretty broad, most of us have quite a variety of different sorts of people who will give you, if you are in touch with them at meetings, surgeries etc., views on what is happening. We also have to attend School Boards, which by and large professionals don't. (Going and giving a talk is no substitute for sitting and listening!) By those means - and in lots of other less formal ways, we are feeding into the process, viewpoint, criticisms, suggestions - which I hope are mostly helpful to the professional officers. So it is very much a matter of dialogue and mutual respect for each other's difference of perspective. And it is how the system ought to work - that's why it is designed that way. If you had it local administered you would simply say to the professionals "there's the law, there are the curriculum guidelines - you get on with it and it's up to parents to complain if they don't like it." That's a strand of thinking which the Tories, some Tories, espouse. That strand has been dominant with Michael Forsyth - its down to the parents and local politicians shouldn't get in the way. Actually Forsyth doesn't know much about local government; his experience was very brief and it was in London. So like most Tory MPs he doesn't know much about local government. Labour has tended to draw from local politicians to a much greater extent - at least there is a basic understanding of how local government works - in a sense of closeness to the people and an obligation to deliver. Michael Forsyth would like to see a situation where all schools were financed from the centre and such residual administration as was necessary on an area basis was simply done by professionals. There is almost nothing left, if you read the English legislation, for a local authority to do in education. However it is very useful for Central Government to retain at local government level a whole range of legal responsibilities which it no longer has the power to do very much about. There is a mismatch between the responsibilities and the powers. This is very dangerous - and very fragile. As soon as things break down, that issue becomes a matter of public scandal. They don't want to abolish education authorities, partly because that would reveal their hand,partly because they

would be deprived of this buffer between themselves and the people. So that's the situation in England and no doubt if the Tory party got in again that's what they would try to do in Scotland.

Now it is a reasonable question, given our own commitment, which is a very genuine one, to Delegated Management of Resources (DMR) - that we envisage to be the end result of all this: at the end of the day how is our model different from the Tories. I think it is different in this prospect, that the authority, because it isn't a legislative body, if it decides to go down the DMR road, it can amend very easily what it has said, it can take it back, it can adjust it - because it is the body which is responsible for employing the people, for delivering the service directly to the consumers. Central Government is a legislative body, not equipped or staffed to do that in any way. It can only operate by means of legislation, Primary or Secondary. What we have seen, of course, and not just in education, is over the last ten years, a temptation to administer by secondary legislation - which is constitutionally extremely dangerous (the example I gave of Paisley Grammar is the most scandalous example of that). The Education Reform Act was perhaps the biggest example of that with no less than 165 new powers given to the Secretary of State to administer by directive or regulations, which never existed before in his hands. Now because Central Government is not resourced to administer the service - and this Government has no intention of resourcing itself at the centre to deliver that, it does mean that there would be an enormous gap in practice if you tried to run the service that way. That would be countered by Michael Forsyth on the ground that "it is up to parents - it doesn't matter. It is morally wrong for Government to intervene. We provide the resources - and it is up to parents to provide the quality - and the strategy emerges by market forces" It is not, he would would argue, something that needs Government. The pure form of Thatcherism - never practised by Thatcher herself, was that the Government should step aside from this. It is not a new dilemma; Marx said the State would wither away, that was the intention, the end point. And of course what happens is when you go down the authoritarian road the state becomes bigger and bigger, more powerful. That's what the Tories found, that in order to pursue their theology of giving power to the people, to individuals, they were forced to become more and more oppressive and centralist. And that was a dilemma that Keith Joseph, amongst others - he was an academic and an intellectual, recognised, but never reconciled. Other lesser minds just shrugged it off - it suited them and electorally they seemed to be getting away with it so they didn't worry too much about the consequences of that. I think what you need is the kind of strategic underpinning. Even secondary school, big as some of them are, they are still too small to exercise that responsibility. Now the Achilles heal in all of this is as I've recognised for a long time is that Private (Public) schools seem to do it and the answer for Thatcher, Forsyth and others of that cast of mind is "they can do it, they are popular, they achieve good results - you can all do it" And we can't answer it because none of us know anything about how Private schools actually operate - or is really interested in finding out. How do they do their

curriculum development? Do they poach from us? How would it be if we had a system of hundreds of schools who all had to sink or swim on their own?

It is relevant now that we are heading very fast down the DMR (Delegated Management of Resources) road. I always said that if we are successful we will not be able to cope with the enthusiasm of schools saying "give us more". Once they get the bit between their teeth. That does raise the question, "What is the role of the authority?" Now no-one knows, partly because the government is talking about altering the shape of local government without a clue what is is putting in its place. Maybe nothing will happen in the short term - or this side of a Scottish Parliament. But the recent paper on School Development Planning (SRC 1991) provides a clue to the process in which we are asking schools to identify their priorities, to play a role in the formation of the centre's priorities for spending and prioritisation, in a way that has never happened before. They've never been encouraged to think about their own priorities.

Q.
The authority then becomes enabling..

A.
It will take several years before that comes about but the implications of that are very substantial. So we are talking - if you marry that with DMR - not just about control over the budget, or a part of it, but schools having to decide themselves what their priorities are. I think the great majority of schools' and teachers' first reaction is to be terrified, at the extra work, responsibility. They are suspicious - and even when they find out that what they see is all there is, they will still be unsure as to whether they could cope, or whether it would be in the interests of themselves and young people to go down that road. We have, therefore to go very, very steadily with them. After two or three years, I am quite certain they will see substantial advantages. If only the politicians could find a way of overcoming the hang-ups about School Boards, individual School Boards I mean, and stop trying the manipulate them, or ignore them - all you succeed in doing is making them angry and frustrated - (there is a lot of smouldering resentment against the authority out there) - officials should go out there and experience this because people won't articulate this very readily in public. But amongst themselves you can see this coming out - if only we could harness the considerable commitment which these people on School Boards - teachers as well as parents - have made by putting themselves forward and coming to these meetings, and doing quite a lot of paper work and thinking - we would be much more effective in carrying forward these DMR policies.

All that means is that there will still be a substantial, and indeed enhanced role, for people like you, because you know what is going on in the school down the road and schools don't have enough time to do that. You have to be skilled, be professional, its not about simple information passing, it is really a question of monitoring of standards, of carrying good practice round

the system, of identifying where flexibility in financial or personnel or other matters that are still reserved to the centre needs to be exercised. Now I don't know, when this process can be said to have reached a conclusion, it may well be that the education authority's role is little more than enabling and monitoring, but I don't know the answer to that. It may be something that in an epilogue to your thesis you might want to point ahead to the prospects because we're committed to that as an authority, it is not something imposed by Government legislation, which might well be countermanded by another government.

Q.

I have felt that looking at what has happened with LMS (Local management of Schools) south of the border and what we are proposing to do with DMR, the essential difference is the continued function of the local authority. Presumably, in pursuing DMR, Strathclyde would not compromise its Social Strategy? There would still be a clear commitment to providing positive discrimination, to attacking issues of disadvantage when they appear. DMR offers to have these issues tied up in it whereas LMS is a market model - a free for all.

A.

It is not easy. We can still see our Social Strategy operating - though it has to be owned that it has not been a great success in schooling and education. Additional resources have not actually, cannot be demonstrated, to have improved the lot of people. You can say it would have been a sight worse if we had not put resources in, but you'd never be able to prove that, there's no way we'll ever prove that now, its comparing a hypothesis with an actuality. But we have to think this one through more rigorously than we have done. If a school isn't successful, it loses pupils, it loses resources, and if we can do without it as a building we shut it. We have accepted that. We no longer try and prop up schools artificially. Maybe seven or eight years ago there was an idea that Area Curriculum Planning Groups would save schools. It was an adventurous thing to say to schools - "if you don't get the adults in, if you don't try to solve upper school curriculum problems through consortium methods, you will shut. That was powerful stuff in those days.
In the longer term it has not proved to be successful in preserving schools in that people voted with their feet. They left schools that were small and went to schools that were bigger. It has been accepted by most people which is why you don't have the same hassle among politicians about closing secondaries. You do have to ask yourself whether the market mechanism in these terms is not at least as good as anything? What market mechanisms means is that parents have a concern for their children, so that they will actually make choices, and move to a school which is further away. If many people are doing that, at least it shows that they are concerned. Whether or not they're making the right decision depends on their own child. You can't lay down absolute hard and fast rules about it. What suits one child won't suit another. But the point I'm making is that we shouldn't discount that as, we

tend to do because we're all supposed to be against the market, aren't we? Well, I'm not so sure. None of us would dream of advocating a demand centralist economy of the kind that has been discredited, because we see the gross inefficiencies that it leads to. It does lead to petty bureaucracy, corruption and a great deal of wastage. Whereas actually if you do devolve responsibility and are prepared to pick up the consequences of people exercising their choice which is what I would see ourselves as doing in a marked-orientated situation, you can in fact marry the two things together. Now that's arguing for a continuing role for the centre - but a different one. If you didn't have a centre at all it would become very, very crude and there would be many 'dead'. It would be a minority that would be trampled on by the successful majority. That's why we have to have a centre. Not to cabin and confine people and run people's detailed lives for them in a way we wouldn't want for ourselves and our children. It is not to do that. But it is to make sure that as far as possible public resources are used for the benefit of the whole people. Education is not just a private good it is also a public good. We all suffer if there are 20%of kids failing. That's a political point because that is the point at which the Labour, Liberal and SNP parties split off from the Thatcher ideology.. and maybe the one-nation Tory 'wets' as well. We all split off from the ideology which says 'too bad' The individual choice, for them, is so important that it has to prevail. But I think we'll see that kind of crude Thatcherism gradually fading away. Whatever the result of the next election it will be a turning point and we'll see a more traditional Conservatism and greater sense of public service. But at the same time as we see the Conservative Party inching into the centre ground which it had deserted in the 1980s, at the same time we have Labour embracing a quite different form of ideology. That may not mean a great change in fact because there are still politicians and members of the Directorate who actually believe we run the service from the centre! We don't. You have seen it from a School manager's perspective.

Q.
Bruce Millan, quoted in McPherson's book "Governing Education" says you can't make policy by Ministerial fiat.

A.
No - and you can't do it from the Director of Education's office either. You don't do it from Committee Room One either. What you've got to do is to cajole and encourage and lead by example. Set up development projects etc. If it doesn't get the support of people out there who are actually involved at the sharp end of the process, then it won't work. You cannot impose it. You have to recognise that limitation, otherwise you waste public money on things that produce nothing. People will for all sorts of reasons keep their head down - you have to be open enough to have mechanisms to see whether it is not working and not to get annoyed if it doesn't work. If it doesn't work it usually means you have got it wrong, you have to modify, if not the end product, then the method.

Q. If we take the curriculum as our point of discussion, the metaphor of 'The Secret Garden'...

A.
... David Eccles...

Q.
... was current. Yet we now have on the one hand the move towards a national curriculum and in our own authority we had the concept in the early 1980s of an officer-member group which was unique. In particular there was the S1/S2 report (1981) which was influential. Was there a feeling amongst the elected members that they should be becoming more actively involved in areas which in the past they left to professionals?

A.
I would hesitate to generalise from that experience. This was a long time ago, set up in 1979/80, reported in 1981 before I took up the chair - I was vice-chair. It was an officer-member group of a style I'm not particularly happy with, though I can understand the rationale. If we had a whole system on a select committee model then that's fine, I totally accept that. But to have an ad hoc report produced by people who didn't have the senior responsibility does mean that when it lands on the desk it is very difficult to know how you bridge the gap. One problem is that an officer would be asked to service it, who would then have to devote a huge amount of time to it, an Assistant Director for example, and they would report back from time to time to the then Director who would say "no I don't agree with that - go and tell them". That is unreasonable - the Director has to do that, write a letter of something. To expect an Assistant Director to do that is absurd. The members would have been very angry indeed. It did point to a difficulty in the whole structure of this, that if you have the directorate not sharing the emerging view, then you were heading for a conflict, which our decision-making structure does not easily resolve. It would be considered by the Labour Group, go through the Education Committee and unless you had a very active Director of Education who would influence this process, you could have it going through as policy but frustrated by lack of commitment of the Director. This officer-member structure almost encouraged this kind of behaviour from certain kinds of Directors of Education. I have doubts therefore about that particular method. Now the S1/S2 Report is not a good model to use for the generalisation that is in your mind, in that the common course, rather than streaming, in S1 was something that a lot of members felt strongly about. Some schools - the majority - were doing it in 1980, but there were some schools that weren't. The Committee was set up in order to find a justification for bringing that into line. That's what it was. It was the kind of last fling of the comprehensive debates which were quite recent in people's memory - 1979/80 - they're matters of history now. That was still a live question. People's thoughts were that everybody goes to the same school and everybody does the same .

course. That's the way people thought. Everyone sits together. Occasionally there are members who voice this question - even now, in the context of rationalisation and viability of schools. A member of Quality Assurance was talking about 'differentiation'.

Q.

... I have some concerns about his definition of differentiation...

A.

... Well, yes and obviously this provoked a question from a member... "What is meant by differentiation, is it streaming, setting?" The officer involved said "yes" - but the Depute Director immediately disagreed. That's fine. Mixed-ability is fine for other people's children, when your own children are in that position you begin to say, well isn't it impossible to give the appropriate attention, it depends on the teacher. It is like the composite class debate. A very good teacher will effectively utilise that opportunity - but not all teachers are like that. That came up during the SI/S2 Report deliberations. Good practice in Secondary Schools did exist - but did professionals accept too readily that if it could be done in one school it could be done by everybody? They didn't appear to appreciate that this could be an example of extremely good practice and you couldn't replicate singly by producing a policy document and telling them to do it! It was more difficult than that and the same was true of composite classes. We all rehearsed the arguments in the 70s when we had falling rolls and no-one ever had had composite classes in urban areas. Year after year there would be an enormous furore from parents. A lot of negotiation went on at the SJNC about class size and the argument was advanced that pupils worked in groups not a homogeneous class - and all of that is true. But when I went to visit teachers the most honest answer I got was "yes all that is true - but it is undoubtedly much harder". That seemed to me to argue for small classes of 25. It is preferable to have a composite class with a small number. This sort of committee carries with it a danger of making assumption based only on good practice and thinking that it is the norm. You go and see what's possible rather than what is actual.

Q.

An insight into that is that the current 5-I4 Development Programme is based on best practice we're told by the government. They're trying to ensure that from the centre they will effect curricular change singly by saying to people "you will do this". The difficulty is the same as that experienced by the Primary Memorandum which was a revolutionary document and yet I6 years afterwards HMI in their P6 and P7 document found that it was not really being implemented in many classrooms. Had there been too big a gap between the policy formulators and the policy implimentors? There had been no bridging of that gap.

A.

Well that's right. Of course good practice is important. We should identify it and we should publicise it. But what was wrong with - not just with the SI/S2 report because we would have gone over to a common course anyway, we were pushing at an open door - but on the more general point, you insist upon external change, organisational change, because that is demonstrable and within your power. It is easier to change the externals and think you have benefited the education system. That is the difficulty. Unless teaching practices alter, unless the curriculum change follows, it can actually make things worse. Now that's why good practice has to be like osmosis, you have to encourage people. I know that all too often we've gone for external change, we've had no mechanism for monitoring, and that led to an assumption that once you had said everyone is on the common course in SI that everything we had said should follow based upon best practice would happen automatically. Training would not be needed! That is the crude answer.

Q.

One of the analyses of what is happening just now in terms of the curriculum is that increasing contribution is the result of impatience on the part of the centre because local authorities and teachers are not 'delivering'. If you look at some of the initiatives from the early 80s, TVEI, MSC Action Plan - all appear to be the result of a feeling that we as professionals, and Labour controlled local authorities, were not producing the goods. In a sense is that something that you from your Strathclyde perspective would accept as a reality? Does Michael Forsyth feel that left to local authorities these things would not be delivered?

A.

Yes it follows from what I said initially that I do see a role for Government and Michael Forsyth for that matter but he hasn't used his opportunity to address the real issues. Or when he has come close to something that is important, like National Testing, he has got it wrong through failure to think it through in a way that would actually bring the profession and public together. He is interested in public opinion but he keeps miscalculating it. He doesn't bother to research it properly... the School Board legislation with its ceiling powers, met with not a single positive response throughout Scotland... not a single body of parents agreed - and most were extremely angry. Behind those initiatives there were serious issues that did cry out for Government initiative - and the same for TVEI. It was flexible enough in its delivery to suit the curriculum that was in place. In Scotland the Government delayed implementing it until they had made a decision on Standard Grade. Yes there are things which the authorities don't readily deliver and therefore the professionals don't readily deliver or don't deliver everywhere - therefore the system does expect Central Government to play a role. Even if we got a more friendly approach to Local Government from the centre we would still need them to exercise a role.

Left to themselves local authorities could become complacent. They would be obsessed by the day to day running of it, and would not necessarily be able to stand back and see things in the proper perspective.Unless you are a very bad authority indeed and you have a real dynamism - like Strathclyde - you don't have the resources, the means - most authorities are very small. They simply have to rely on Government to do much of this work. Strathclyde is highly unusual in being able to undertake a good part of it from within its own resources.

It took an INLOGOV for us to focus on quality. Without it we would not have done it. TVEI started with Lord Young arguing that the curriculum had to be more technological/business orientated. I think there was something in that. TVEI was well-resourced and flexible. It avoided the danger of saying"This is how you must do it - and there will be next to no additional resources". So we benefited from that. Without it, there would have been no particular push. If we had just been given those resources, undifferentiated, we would have spent it on other things. There is a role for Government as long as it doesn't start taking over. Then it begins to run out of steam and it sets up conflicts. National Testing was another issue. Primary reports to parents have for long been inadequate. In spite of advances many schools have made, it is not good. If only Forsyth had coupled Reporting to parents with Testing and made it clear that the purpose was that the parents would have a better idea - individual parents and individual children - if he had brought the new record card into the debate and made the link it would have been a more balanced debate. Instead he showed no interest in the reporting to parents and allowed everyone to think that his hidden agenda was the league table, the creation of a market, but frightened everybody, including parents. A lot of wasted effort. I hope that eventually with the new national report card a consensus will emerge - and testing, with the recent consensus, will gradually settle down and find its place as far as parents are concerned. Every parent wants to know "What does that mean: where does Jimmy come?" You can't do without norm-referencing in this life. The criterion has to be placed in a normative context. You need some idea of what an eight year old should be doing.

Q.
The key issue whether or not the tests as currently constructed will actually give you that information, or whether the ongoing assessment as part of 5-14 will do it better.

A.
Yes that is a valid debate. This is an area in which we must improve. Nothing would have been done except from government. Would Strathclyde have given it a high priority?

This is a clear role for Government. Unfortunately they've messed it up. Action Plan was borrowed from MSC - it was a radical and forward-looking

document. It changed the way we thought about things. Even though it is now historical - it did set up a reaction. The content of the Action Plan had a lot of input from the Strathclyde Directorate. It did not come down from the top or up from the South.

Q.
My final point is that I've come across a number of people recently from outside Strathclyde who are very congratulatory about Strathclyde as an authority -they feel it is dynamic, creative - and that it has made a big contribution to the educational debate since 1974. Would you accept that, notwithstanding your slight concerns about the social strategy and the impact it has made, Strathclyde appears to be highly regarded?

A.
What we have done is to take seriously the responsibilities we were given as new authorities - Geoff Shaw always said it wasn't a re-organisation, it was a reform. We were expected to behave very differently - Wheatley makes that clear. We had to be accountable, to be corporate. We actually tried very hard to make a reality of that. We created not just a Chief Executive but a whole department - but we did not really attain its policy formulating potential. We tried hard - and having the resources it was able to do. Also though its leadership of the Scottish scene which is acknowledged by the other authorities, it was able in an indirect sense to harness the Scottish-wide resources behind our focus on individual issues, equal opportunities, adults in schools etc. You couldn't expect small authorities to do that. Adults in schools is a good example. I and the Director saw good practice and went out and urged schools to do and gave them extra resources. Then we have reached a plateau - there have been around 10,000 adults and it isn't increasing. Now we have to re-think. It is one element in a strategy. Now the developmental thrust has to be elsewhere. F.E. is changing so rapidly that the relationship will have changed. We will still have to plan for adult education and access etc. The success of Strathclyde was that there was a corporate climate and we had the resources. We could just do it ourselves! Other small authorities were dependent on Government Grant, and had to lean on us (e.g. Gaelic). Despite the Poll Tax and Government unfairness in terms of support grant etc. we will always be in a position to do development. Unless Government is able to rely on local authorities doing that it itself is in difficulty. So without a strong local authority, working in partnership both with national government and with teacher and parent at the school level, I don't think you can have a successful system.

APPENDIX 2   PDC MINUTES

MINUTE OF THE FIRST MEETING OF THE EDUCATION 10-14 PROGRAMME DIRECTING COMMITTEE
HELD IN CONFERENCE ROOMS 7 AND 8, NEW ST. ANDREW'S HOUSE, EDINBURGH, ON THURSDAY,
11TH FEBRUARY, 1982.

Present: D. Robertson (Chairman)
          Mrs. J. Barr
          J.K. Beattie (Secretary/Development Officers)
          D.G. Campbell
          R.A. Cumming
          W. Gilmour
          Mrs. E. Lorimer
          A.S. McKenzie
          J.M. Mowat
          E. Mullen
          G. Paton (morning only)
          Mrs. D. Shiach
          R.W. Tait

          S.B. Smyth]
          F.R. Adams] Programme Co-ordinators

          D. McNicoll, Secretary, CCC (morning only)

Apology: T.F. Williamson, HMCI (Assessor)

1. Mr. McNicoll welcomed the members of the PDC and described the background to
    and the setting up of the Education 10-14 programme. He looked forward to
    the progress of the programme.

2. The members of the PDC introduced themselves and gave a brief account of
    their interest in the 10-14 age group. Mr. McNicoll reminded the PDC that
    it was possible to invite consultants to report to the PDC from within and
    outwith the CCC structure. Links were noted between the work of Education
    10-14 and other ongoing work, e.g. the current COPE decision to produce a
    statement on the primary curriculum; the CCC and Scottish Examination
    Board programme on implementation of the Munn/Dunning proposals; the
    possible CCC initiative on 16+.

3. Funding and Servicing

    It was agreed to take this item next on the agenda in order to allow
    discussion of the remit, responses and priorities to take place together.

    Mr. Smyth informed the PDC that a close estimate allocation of £8000 for
    all purposes in 1982-83 had been made. He pointed out that because of a
    recent decision to extend the S1/S2 French project and the need to retain
    the Aberdeen Centre of SCDS until June 1982 there might be a need to recast
    the various elements of the CCC budget and that the allocation for
    Education 10-14 in 1982-83 was unlikely to exceed £8000 and might possibly
    be less.

    The/

2.

The proposed allocation of responsibilities within the SCDS staff involved in the programme was to be as follows, within an overall sharing of the workload:

Sydney Smyth   :   programme management and liaison with Regions

Frank Adams   :   field work

Dare Beattie   :   secretarial work and various roles in conceptualisation, e.g. starter papers

Secretarial assistance would come from the Edinburgh Centre, SCDS. Mr. Smyth pointed out that it might be necessary to use some of the available finance for additional part-time secretarial assistance. Mr. McNicoll reminded the PDC that it was possible to seek secondment, under the agreement between the CCC and Colleges of Education relating to the college in-service allowance, of college staff for certain activities.

4.   Remit

Mr. Robertson read out a letter from Mr. Semple, Director of Education, Lothian Region, regarding the remit and his reply to it. It was agreed that it might have been better for item 2 of the remit to have appeared as item 1.

General discussion of the remit followed during which it was suggested that it was necessary to clarify the thinking of the PDC on this topic before getting involved in development work. It was agreed that it was necessary to take the profession along as the programme proceeds if the final report is to have meaning. It was suggested that the programme should aim to permeate the curriculum by a "drip-feed" process, sharing ongoing thinking with the profession as the project proceeded. There was considerable discussion about the problem of innovation and project proposals reaching and being taken up by the class teacher. While recognising that directives regarding curriculum development were likely to be counter-productive the view was expressed that the report of the project must be seen as having some force.

It was suggested that it would be necessary to begin by establishing what was going on in the 10-14 age range, analysis of which would show the range of activities, similarities and possibly gaps. The gaps in what is happening would represent the rationale and the need to fill gaps would suggest the initiatives. It was generally agreed that it would be necessary to have thinking about the problem and development going on at the same time. The Chairman suggested that a useful starting point would be for members to re-read the Starter Paper and Conference papers (particularly the Entwistle and Williamson papers) and to have the papers which had been sent with various responses circulated to members for comment.

5.   Responses to announcement of Programme Start

Mr. Smyth suggested that a paper on the 10-14 age range presented by HMDSCI Mr. Chirnside to the Conference of the Association of Advisers in Scotland might be made available to the PDC. This was agreed. Other papers to be made available were -

Scottish Central Committee on Mathematics response to the Starter Paper

SCES/SCCSS report on primary-secondary liaison. It was noted that Mr. J. McArthur might be invited to discuss the report with the PDC.

HMI report on Education 10-14 (in confidence)

It was also noted that the Assistant Head Teacher of Sanquhar Academy had written indicating that the school might, with appropriate approval, be used as a 'research area', or for developmental work.

Mr. Smyth reported that it was intended to initiate a computer search of relevant research literature.

Members then proceeded to comment on the responses already received.

Grampian

Mrs. Shiach reported that she had been involved in work on environmental education referred to and that a primary-secondary liaison report was available. It was agreed that this might be worth following up. It was agreed that this would be made available when received.

Fife

It was noted that the policy in Fife was for secondary schools and associated primary schools to meet once annually and for the minutes of the meetings to go to the Directorate.

There was a short discussion on whether methodology was a topic that should be the subject of discussion between primary and secondary schools. This was recognised as important especially as a single secondary school might be receiving pupils from as many as 15 associated primary schools with varying approaches. It was agreed that it would be important for the PDC to follow up the Fife policy in order to learn what is involved and what the outcomes are and to see how the Regional directive influences practice in schools. It was agreed that it would be more desirable to visit appropriate sources in Fife rather than ask individuals to come to discuss with the PDC.

Shetland

Mr. Cumming reported that he would be visiting Shetland on CCC business in the near future and that he would raise 10-14 issues at that time.

Lothian

It was agreed that all Lothian papers would be circulated to members. It was agreed that following receipt of the reports and members having had time to read them that Dr. Gatherer would be invited to discuss Lothian initiatives with the PDC and if appropriate formal liaison would be arranged with the Lothian Education 10-14 committee.

Considerable discussion of the Lothian response followed, in particular para.6 regarding primary-secondary liaison in mathematics. Various views concerning the teaching of mathematics in S1 and S2 were expressed and it was agreed that it might be useful to invite consultants from SCCM to attend meetings of PDC as appropriate.

Western Isles

The PDC discussed the 2 year comprehensive schools referred to in the Western Isles response and it was agreed that this might be discussed during a visit to be made by Mr. Adams in the near future. Specifically Mr. Adams might find out whether curricular liaison was better effected between primary and secondary departments.

Central

The middle school experiment in Central Region was discussed and it was suggested that more information on this might be sought. The PDC noted the St. Modan's High School and associated primary school agreed syllabuses referred to in the Central response and expressed interest in the nature of the agreed syllabuses and whether they were between each individual primary and St. Modan's or the primary schools as a group. Information was to be sought.

Borders

The Geography 10-14 work in Borders schools was discussed and it was recognised that in a successful innovation it was important to investigate what happened after the main innovators had withdrawn. It was agreed that Mr. Smyth should have informal discussions with Mr. Tom Masterton, Moray House College, one of the main authors of the Geography 10-14, with the intention of inviting him to discuss what had happened in schools after the project team had withdrawn. The importance of Regional support in sustaining innovation via making resources for in-service available was discussed. It was recognised that moving the innovation from the periphery of teachers' priorities to the centre was of key importance. In relation to Guidance it was suggested that more attention should be given to the role of the Assistant Head Teacher in co-ordinating the transition of the pupil from primary-secondary.

Dumfries & Galloway

It was agreed that the initiatives at Stranraer Academy referred to in (b) should be investigated further.

The Chairman suggested that discussion of responses from colleges, universities and the CCC structure should be continued at the next meeting.

It was agreed that Mr. Smyth should contact again Regions and others which have still to respond. The PDC was particularly interested in Strathclyde Region's response particularly as the Region had produced "Report on the First Two Years of Secondary Education".

6. **Chairman's Committee**

A Chairman's Committee was formed with the following membership:

> D. Robertson (Chairman)
> W. Gilmour
> J. Mowat
> G. Paton
> T. Williamson
>
> S.B. Smyth   ]
> F.R. Adams   ]   Officers
> J.K. Beattie]

7.   <u>Dates of meetings</u>

12th March, 1982 - Programme Directing Committee - 10.30
26th April, 1982 - Programme Directing Committee - 10.30
 2nd June, 1982 - Programme Directing Committee - 10.30

                      [to be held in New St. Andrew's House,
                       Edinburgh]
 5th March, 1982 - Chairman's Committee - 10.30

                      [SCDS Edinburgh Centre]

MINUTES OF THE SECOND MEETING OF THE EDUCATION 10-14 PROGRAMME DIRECTING COMMITTEE HELD IN CONFERENCE ROOMS 5 AND 6, NEW ST ANDREW'S HOUSE, EDINBURGH, ON FRIDAY 12TH MARCH, 1982.

Present: D Robertson (Chairman)
           Mrs J Barr
           J K Beattie (Secretary/Development Officer)
           D G Campbell
           R A Cumming
           Mrs E Lorimer
           A S McKenzie
           J M Mowat
           E Mullen
           G Paton (from 1230)
           Mrs D Shiach
           R W Tait
           T F Williamson, HMCI (Assessor)

           S B Smyth (Programme Co-ordinator)

Apologies: W Gilmour
            F R Adams

1. The Chairman welcomed Mr Williamson, and Mr Williamson referred to the forth-coming Inspectorate paper which, he said, was intended to provide food for thought in the PDC. The paper might be ready for the meeting on 26th April.

2. Minutes of the Meeting held on 12 February, 1982 (PDC Minute 1)

    Grampian (page 3, line 8):

    The minute was amended to read:-

    "Mrs Shiach reported that she had been involved in the work on environmental education referred to, and that a report of this would be available to the PDC. A separate report on primary-secondary liaison at Dyce Academy had been sent to the PDC already (PDC/B/5). It was agreed that the report on environmental education would be made available to members when it was received and that the developments reported from Grampian might be worth following up."

3. Matters Arising

    (a) Membership

         (i)   Mr Smyth reported that Dr Shuttleworth had been invited to join the PDC as a parent but had not yet replied.

         (ii) In reply to a question, Mr Smyth explained that members of the PDC held positions elsewhere in the CCC structure but that they were appointed to the PDC by the CCC Appointments Committee as individuals for the life of the PDC.

    (b) SCES/SCCSS Report

         Mr Smyth reported that the Chairman's Committee felt that in view of the size of this document, members of the Chairman's Committee should study it in the first instance and then recommend a method by which the PDC could take account of the report. Some copies of the report were available and members wishing to see one of them should contact Mr Smyth./

Mr Smyth.

Mr Williamson reported that he had just received a paper commenting on the SCES/SCCSS report and that he would ensure that the PDC received this.

(c) Computer search

Mr Smyth reported that he had taken advice on this from the Moray House College Library, the SCDS library service and Edinburgh University Library.

(d) Grampian - further information

Mrs Shiach reported that following an EEC Conference, funded by Grampian Region and the EEC, the environmental studies project was moving to a secondary school phase. The PDC would be able to see packages which were being produced.

(e) Visits to Lothian and Central Regions. Paper from Mr F R Adams

Mr Smyth introduced Mr Adams' paper and reminded the PDC that the information reported had been collected in the course of visits made by Mr Adams in connection with other aspects of his work.

Discussion

(i) St Modans High School, Stirling. Considerable interest was shown in the work on agreed syllabuses, and it was considered significant that this involved lateral agreement between feeder primary schools and that the project included provision for staff release.

It was reported that the Chairman's Committee, when considering Mr Adams' paper, had given some attention to ways of responding to initiatives in the field. The PDC could respond to whatever might appear to be rich resources either by inviting a key figure to a meeting of the PDC, or by sending a group of PDC members to visit work in the field.

Members of the PDC indicated considerable interest in visiting the St Modans' project, and it was noted that the PDC could arrange this through Mr Ivor McGillivray, Assistant Director of Education.

Mr Smyth reported that no additional information on middle schools in Central Region was yet available.

Mr Williamson indicated that the forthcoming Inspectorate paper on Education 10-14 would reflect information about middle schools which was available to the Inspectors.

(ii) Lothian Region. It was reported that the Chairman's Committee thought that it would be a good idea to invite Dr Gatherer to the meeting of the PDC on 2nd June, and Mr Smyth said that Dr Gatherer was willing to come in the morning of that day, bringing Mr David Cook, Principal Primary Adviser, with him.

(iii) Other matters arising in discussion

Shetlands. Mr Cumming reported that he had had an opportunity to confirm that there was approval of a policy of primary-secondary co-operation in the Shetland Islands.

Parents' Charter. It was observed that developments under the Parents' Charter could have implications for the problems of primary-secondary liaison.

(iv)/

(iv) <u>Further visits by Mr Adams</u>. It was noted that Mr Adams would have further opportunities to collect information for the PDC in the course of his continuing programme of visits.

4. <u>Communications Received</u>

(a) <u>Strathclyde</u>

Mr Smyth reported that he had written to Mr Miller, Director of Education, Strathclyde, and had received a reply from Mr Mulgrew, who had expressed the willingness of Strathclyde to co-operate with the PDC. Mr Mulgrew had suggested that Mr Smyth should attend one of Mr Mulgrew's monthly meetings of advisers concerned with the curriculum, in order to clarify what the PDC was looking for.

The Committee considered that a meeting with Mr Mulgrew's group would be useful but that it would be desirable for Mr Smyth to have a preliminary meeting with Mr Mulgrew himself.

(b) <u>St Andrew's College of Education</u>

It was reported that an additional response had been received from St Andrew's College, and the Committee noted that Mr Campbell was a member of the steering committee for the St Andrew's art project.

(c) <u>Professor John Nisbet</u>

Mr Smyth reported that he had received a letter expressing Professor Nisbet's intention of keeping the PDC informed of developments in his work and indicating his desire to be kept aware of the work of the PDC. A paper relating to Professor Nisbet's research programme would be considered under Agenda Item 8 (Minute 7(a)(ii))The Committee noted that Mrs Shiach was a member of the advisory committee for this research.

5. <u>Report of meeting of the Chairman's Committee</u>

The report of the meeting of the Chairman's Committee held on 5th March, 1982 was noted. Various items would be coming up for further consideration later.

6. <u>Education 10-14 - A Possible Programme: A Working Paper by W Gilmour</u>

(a) <u>Introduction</u>. Mr Smyth introduced the paper in the absence of Mr Gilmour due to illness.

(i) The paper had been presented to the Chairman's Committee to suggest a basis for discussion about the structuring of the 10-14 Programme by enabling the activities to move through various dimensions which Mr Gilmour had identified. The Chairman's Committee had discussed the suggested structure in principle and had agreed that this kind of approach was needed but they had not attempted to reach any conclusions about the content of the paper.

(ii) The Chairman's Committee now proposed that it should develop a plan of action on the basis of discussion of Mr Gilmour's paper by the PDC, and that the plan of action should be brought to the PDC for consideration on 26th April.

(iii)/

(iii) Mr Gilmour's paper proposed that the PDC needed to develop its thinking on the theoretical rationale of Education 10-14 at the same time that it was investigating and promoting work in the field. In parallel with these activities, the preparation of a report would be under way.

(iv) The Committee should consider whether Mr Gilmour had identified the main lines of the 10-14 Programme correctly and whether the principal elements should be treated as intertwining rather than sequential.

(b) Discussion

(i) Description of pupils 10-14

It was agreed that it would be very important to identify those features of the pupils which were most significant for the design of schooling, and it was argued that ideal requirements would emerge from this description. It was also argued that while recognising that the description of the pupils was very important, needs could not be determined solely from such a description: society has a view of needs, and ultimately educational values play a part in arriving at recommendations about what ought to be provided.

(ii) Critique of current provision

It was remarked that weaknesses in educational provision could arise from a faulty philosophy or could be simply a matter of bad practice coexisting with a sound philosophy. The forthcoming Inspectorate paper would draw attention to flaws in practice and imply theoretical questions for consideration.

(iii) Survey of initiatives - need for systems

It was agreed that a method for the analysis and evaluation of information would be necessary. This might include classification by location, type of initiative, and value. It would be necessary to select projects which merited investigation in depth.

It was agreed that Mr Smyth, Mr Adams and Mr Beattie should work on a system of classification, using cards initially, but having recourse to a computer if this seemed desirable.

(iv) Constraints and parameters

There was a discussion of the extent to which the PDC's thinking should be constrained by assumptions about what might be regarded as "givens" in the educational system.

While it was recognised that there might be little point in making recommendations which were likely to meet with outright rejection, it was also argued that the present programme might be the only opportunity for a major review of education 10-14 for a long time, and that the PDC should therefore remain completely open to following up whatever lines might seem desirable.

There was support for the view that while remaining fully conscious of/

of certain parameters, the PDC should retain as much openness as possible. As a picture of ideal provision emerged, the Committee would inevitably become aware of constraints, and decisions would then have to be made about the kind of account which should be taken of these.

It was suggested that there would be recommendations at three levels which would relate to practices which were already in existence and could be spread easily; practices which could be developed with some effort in a few years; and practices which could only be achieved with great difficulty in a long period of time, if at all, but which should nevertheless be recognised as desirable.

(v) Continuity, curriculum and methodology

Doubts were expressed as to whether the age of transfer, physical separation,and the concept of a distinct middle school were of central importance. The most important task, it was suggested, would be to make transfer as effective as possible, concentrating on the idea of a continuum in the curriculum while recognising that not all discontinuities were undesirable. In general, the PDC should focus attention on the curriculum, methodology and assessment, across the 10-14 age range.

(vi) The functions of education authorities

It was remarked that elected representatives were beginning to take a greater interest than hitherto in curriculum matters. It was pointed out that though the function of the CCC is advisory, the Secretary of State could give advice to education authorities on the basis of any PDC recommendations which he might approve. Since those recommendations would reflect good practice in the field, the whole process could lead to the creation of conditions in which good teaching could blossom.

(vii) The Primary Memorandum and the Munn and Dunning Reports

It was suggested that underlying the establishment of the Education 10-14 Programme was the assumption that curriculum developments at lower primary and middle secondary levels were well in hand. This could imply that the Primary Memorandum and the Munn and Dunning Reports might have to be regarded as "givens" in the Committee's thinking about Education 10-14. However, it was also noted that these documents were sources of strength and that as a result of them teachers were becoming aware of the need for new thinking about the remaining levels of the school system. It was reported that there was evidence of favourable pupil response to foundation courses, and that this in turn was reinforcing the interest of teachers in curriculum development.

The view emerged that the Education 10-14 Programme would have to take account of the Munn and Dunning type of education to which pupils would proceed. The programme would also have to relate to good practice arising from the 1965 Memorandum.

(viii) Other possible constraints

The problem of finding time for staff development while maintaining the/

the impetus of ongoing work in the school was considered, and it was noted that the Strathclyde report, on S1 and S2, and the report of St Modan's project both made specific reference to the provision of staff time.

Other factors briefly considered were O and H-Grade examinations, the Parents' Charter, and the attitudes of secondary teachers to primary teachers.

(ix) <u>The nature and deployment of staff: teacher education</u>

Implications for teacher education were discussed at some length. It was thought likely that the Education 10-14 Programme would indicate the need for a special kind of teacher. De Facto specialists might emerge or a need for special training and qualifications might be indicated.

In the more immediate future of an educational system with falling rolls, the most significant effort would be in in-service provision for existing teachers. An associateship course might be designed to meet the needs of the 10-14 range.

It was also recognised that although it would have less short-term effect, the relatively small input of new teachers would still have some immediate significance, while in the long-term, the existence of appropriate teacher education would be very important.

The view was expressed that the Education 10-14 Programme offered an important opportunity to say something significant about pre-service training. The present system of one-year post-graduate training was unable to meet the demands imposed on teacher education by the need for sophisticated pedagogy which had followed from the introduction of comprehensive education.

The relevance of the B Ed type of teacher education was considered, and it was pointed out that the developmental pattern of B Ed degree course had been recognised as a source of good teachers who had pre-service experience at both primary and secondary levels. Some of these held qualifications for both levels. These considerations suggested that the B Ed concept could provide a basis for thinking about an ideal 10-14 qualification.

It was reported that the view of the GTC was moving against the concept of two qualifications from one course. The relationship between salary and proportion of time spent in work at secondary level was also considered significant. Consultation with the Registrar of the GTC might be desirable.

Possible effects of patterns of training and qualification on teachers' status and promotion prospects were discussed, and while it was thought that the problems here might not be quite so serious as might appear, it would be important for the PDC to consider implications for promotion structures.

(c) <u>Next Stages in Planning</u>

(i) The discussion of Mr Gilmour's paper led to the idea that thinking, survey/

survey of practice, description and critique would run in parallel but not independently - they would support and modify one another. Systematic classification and evaluation would be necessary for the survey and descriptive elements of the work.

(ii) The various parameters should be kept in mind but should not preclude initial exploration of possibilities.

(iii) Dissemination would occur at various stages in the project.

(iv) The description of an appropriate curriculum and its implications for management, resources and teacher education would be eventual outcomes.

(v) It was noted that a start had already been made with the anthology of responses and that relevant work on 'the philosophy' was available in a number of CCC documents which would require attention.

(d) **Conclusion**

In concluding the discussion of this item, the Chairman expressed the thanks of the PDC to Mr Gilmour for a very important contribution.

7. **10-14 Age Group. Problems and Suggestions for Improvement in S1 and S2. Paper Received from Mr J Mowat**

(a) Mr Mowat explained that the paper was a reproduction of overhead projector transparencies which he used in Borders Region. The material was effective in generating discussion of these issues in schools.

(b) Discussion of the issues raised in the paper centred on the problem of reducing the number of teachers and studies encountered by pupils in S1, and it was remarked that integrated studies still presented problems for many teachers.

(c) One answer to the problems of curriculum organisation was to arrange for pupils to study some areas in successive blocks rather than to take all subjects simultaneously.

(d) It was remarked that in some cases teachers appeared to be moving away from integration. On the other hand, falling rolls would lead to a reduction in the number of principal teachers and this would imply that a capacity for headship of groups of subjects would be an advantage.

(e) It was observed that Munn's "modes" offered a pattern for reducing the number of separate subjects.

(f) The Chairman thanked Mr Mowat for his paper which would be an important contribution to the PDC's work.

8. **Papers and Information Received**

(a) **University of Aberdeen, Department of Education**

(i) It was noted that the Aberdeen research on rural schools had found relatively little ground for concern about transfer from primary/

primary to secondary school.

(ii)   Mr Smyth explained that the paper which had been tabled represented only part of Professor Nisbet's proposal for research on learning strategies in the upper primary and early secondary stages. Mr Smyth agreed to circulate a fuller description. It was noted that an SED grant had been made for the research.

(iii)   Following on a general discussion of Professor Nisbet's proposed research, Mrs Shiach offered to enquire about the extent to which the research would be concerned with teaching as well as learning strategies, and also to seek further information about any attention which the investigation might propose to give to the pupils' entire environment.

(b)   <u>Dundee College of Education</u>

Mr Smyth reported that Mr Kenneth Melvin would be speaking to a SCOLA meeting shortly and that through this Mr Smyth would be able to obtain more detailed information about the project on writing across the curriculum.

(c)   <u>Moray House College of Education</u>

(i)   It was noted that there was an interested response from a considerable number of departments and that work being done involved liaison with several Regions.

(ii)   Mr Smyth reported that he still had to have a full talk with Mr Masterton about the Geography 10-14 project.

(iii)   It was noted that Callendar Park had contacts with the primary-secondary liaison work at St Modan's.

(iv)   The work on SPMG Mathematics for the 10-14 age range was noted.

(d)   <u>St Andrew's College of Education</u>

(i)   Interest was expressed in the work being done on transfer to secondary education by Mr T G Coy, and Mr Smyth agreed to seek further information.

(ii)   My Smyth agreed to pursuer further details of the research being carried out by Mr I G D Ford of Jordanhill and Mr D G Gibson of St Andrew's on organisation and learning in S1 and S2.

(e)   <u>University of Edinburgh, Department of Education</u>

It was noted that the submission was intended to inform the PDC about research other than Professor Entwistle's own work which had come to the Committee's attention elsewhere.

(f)/

(f) <u>Further work to be done on the responses</u>

Members of the Committee were asked to make notes of any aspects of the responses which merited further follow-up, especially in the case of responses which had not yet been considered, and to write briefly to Mr Smyth on this subject before the next meeting of the PDC.

<u>Date of Next Meeting</u>

26th April, 1982.

Minutes of the third meeting of the Programme Directing Committee,
Education 10 - 14 Programme, in Conference Rooms 9/10,
New St. Andrew's House, Edinburgh, on 26th April 1982.

PRESENT: D. Robertson (Chairman)

Mrs. J. Barr

R.A. Cumming

Mrs. E. Lorimer

A.S. McKenzie

J.M. Mowat

E. Mullen

G. Paton

Mrs. D. Shiach

R.W. Tait

S.B. Smyth)
) Programme Co-ordinators
F.R. Adams)

Apologies

Apologies were received from D.G. Campbell and J.K. Beattie.

1.   The Chairman welcomed Dr. A. Shuttleworth who was joining the PDC
     as a parent representative.

2.   The Chairman referred to the retiral of Mr. T. Williamson, HMCI, and
     the appreciation of the PDC for his contribution was recorded.
     Mr. Williamson had informed the Chairman that the Inspectorate report
     on the 10 - 14 age group was now with HMCSCI Mr. Chirnside and it
     was expected that the report would be made available to PDC in the
     near future.   It was noted that no replacement for Mr. Williamson on
     PDC had been intimated.   Mr. Smyth undertook to make enquiries on this
     matter on behalf of the Chairman.

3.   Minute of the Meeting of 12th March 1982 - PDC2

     This was accepted as a true record.

4.   Matters Arising

4.1 Visits to Local/Regional Authorities - PDC/W/6

     Mr. Adams introduced his report on a visit to the Western Isles.   In
     discussion it was suggested that the report emphasised the view that

putting primary and secondary children together physically in the same building was no guarantee that development in the 10-14 age range would take place and that it confirmed the view that attitudes were of most importance.

4.2 Mr. Smyth reported that his meeting with Mr. Mulgrew of Strathclyde Region was to take place on 27th April. The main objectives of the meeting would be (a) to hear what had happened following the publication of the Strathclyde Region report on S1 and S2 and (b) to gain direct access to work going on in the various divisions of Strathclyde. The Chairman reported that he had had informal contact with Mr. Mulgrew and was confident that Strathclyde Region wished to co-operate fully.

4.3 Research Proposal

PDC noted the research proposal produced by Professor J. Nisbet and circulated for information.

4.4 Comments from Members of PDC

Mr. Smyth reported that he had received only one response from members and had therefore not proceeded with the paper on priorities requested by PDC Chairman's Committee. It was his intention to produce a paper on priorities which would go to PDC on June 2nd or to one of the ad hoc groups proposed in the plan of action.

5. Communications received

5.1 Mr. Smyth reported that the secretary of the Scottish Central Committee on Science had suggested that PDC might be interested in publications of SCCS including Science Memorandum 28 on Science in S1 and S2.

These had arrived too late for distribution.

5.2 It was suggested by Mr. Cumming that another document of interest to PDC might be the revised guidelines for Foundation Level Science as they emphasised methodology rather than content. The view was expressed that developments at Foundation level would be likely to influence thinking about content and methodology in S1/S2 and that the amount of content in S1/S2 science syllabuses was likely to be reduced.

5.3 Various initiatives in primary science were discussed including Science 5-13 and Learning through Science, a report on which had been issued by the Scottish Committee on Environmental Studies. The dangers of thinking of development from the point of view of shaping S1/S2 and possibly P6-7 to meet the demands of S3 assessment were discussed. It was suggested that this was a 'back to front' view of development. It was recognised that developments at S3 could cause us to question what happens now in S1 and S2 e.g. Munn/Dunning developments have caused us to recognise that pupils previously regarded as unfit for academic courses can achieve appropriate objectives and learn via well presented material.

5.4 The role of PDC in this kind of situation was discussed and it was recognised that its central function was the 10-14 age range but that what happened before and after must be noted in order to achieve cohesiveness. The PDC needed to be kept well informed and to this end it would be helpful to have information available for PDC on both primary developments and Munn/Dunning developments. It was agreed that copies of a short paper on the Learning through Science Project would be made available from the primary sector and that a synopsis of the revised Foundation Level guidelines would be made available from the secondary sector.

5.5 The Committee on Gaelic had sent a paper but it is to be revised by COG before distribution to PDC.

5.6 St. Andrew's College of Education had written to ask if PDC wanted more information.

5.7 The submission from Stirling University Department of Education was discussed. References to Tour de France in the final paragraph led to a discussion of the initiatives in Primary French that had taken place in the past. It was suggested that the demise of French in the primary school was due to a combination of (a) a lack of forward thinking before it was launched; (b) the failure to determine the views of primary school staff on the innovation; (c) a lack of interest and qualifications on the part of teachers and (d) the impact at S1 of children coming from primary schools, some of which had taught French and some of which had not. It was recognised that the Education 10-14 Programme could learn a lot from initiatives such as Primary French that had not succeeded.

5.8 It was reported that the Committee on Primary Education had committed itself to the production of a statement on the scope and balance of the primary curriculum by Spring 1983. Part of this would entail a close look at assumptions and assertions contained in the 1965 Primary Memorandum including the ways in which global areas of experience described as, for example, environmental studies begin to take shape as separate subject areas by the end of the primary stage. It would be important for PDC to look at this question of how and when distinct subjects can begin to come into shape.

5.9 The reference to 'St. Margaret's Project' in the final paragraph of Professor Duthie's submission was unclear and Mr. Smyth undertook to seek clarification.

6. Plan of Action

6.1 Mr Adams introduced paper PDC/W/7 describing proposals for a plan of action for PDC. He explained that the plan had been drawn up to fit in with the fixed dates for the programme i.e. the preliminary report (April 1983) and final report (June 1985). The first stages of the work could be undertaken by three sub groups of PDC as follows:

 (i) a group to develop a rationale on education in the 10 - 14 age range taking account of the child, society and views of knowledge and their possible implications for organisation and structure. This group's work would be initiated by a preliminary paper to be written by J.K. Beattie;

 (ii) a group to investigate, describe and evaluate current ideas, initiatives and practices and to co-ordinate information made available to PDC. The group would allocate priorities to the follow-up of known work which could be undertaken by various ad hoc groups from PDC set up on a geographical/personal interest basis;

 (iii) a group to review and evaluate existing research and published work. This would be based to some extent on a computer search to be undertaken by the library of the University of Edinburgh. This group would be likely to call on various consultants.

6.2 Mr. Adams indicated that the work after April 1983 was less clear at this stage but was likely to involve consideration of the position regarding teacher education, qualifications, school staffing and resources. Dissemination of ideas and initiatives would be ongoing as appropriate and would be likely to go on throughout the life of the programme.

6.3 In discussion the question of initiating development work was raised and also the possibility of piloting small scale work in S1 and S2. The decision of PDC had been to develop a rationale and to review the current position before considering initiating development work. It was recognised that the resources of PDC would be unlikely to be able to sustain worthwhile development work and that if it was decided to proceed in this way at a later date it might be necessary to consider commissioning development work.

6.4 It was agreed that ad hoc groups (referred to in 6.1(ii) above) would have to represent expertise or interest as well as geographical location for specific tasks.

6.5 The time scale for the work of sub-groups was discussed and it was agreed that although much of the work would have to be carried out in August-December 1982 groups need not feel that April 1983 was an end point for their work. This only represented a point in the overall life of the PDC.

7. Classification of information

7.1 The Chairman invited Mr. Adams to present paper PDC/W/8 at this stage as it was relevant to the discussion of the sub-group work.

7.2 Mr. Adams explained the background to the development of the headings and how they might form the basis for a card index or computer data retrieval system. Discussion focused on heading (vi) – the category of information. This was seen as the crucial item of information. It was suggested that it might be sensible to consider computer storage and retrieval at the outset and that University libraries might be able to provide computer time if PDC did not have access to a suitable computer. It was recognised that there would be a considerable amount of time expended in transferring

the data from the original form to cards or computer format. PDC approved in principle the need to employ some additional clerical assistance and remitted the item to PDC Chairman's Committee to consider the financial implications. It was noted that crucial decisions on key words for categories in (vi) would have to be made by sub-groups as they deal with their tasks.

7.3 Mr. Gilmour suggested that an important category for inclusion would be the source of the initiative. In other words whether the initiative or practice had been sponsored by the education authority, the primary Headteacher, the secondary Headteacher etc. This was noted.

7.4 Mr. Cumming suggested that it might be possible to obtain a special grant from SED for the development of a computer based resource such as that under discussion as it would provide a useful resource for a wide range of potential users. It was agreed that Mr. Smyth should consult David McNicoll, Secretary C.C.C., on this matter.

7.5 PDC approved the plan of action as described in PDC/W/7 and the setting up of sub-groups. It was agreed that members of PDC would express a preference for the group they would wish to join and that the Chairman's Committee at its next meeting would allocate members to groups bearing in mind the need to consider geographical location of group members and demands on their time. The Chairman's Committee would suggest a suitable remit based on the discussions that had taken place at PDC and the sub-groups would decide upon their own timetables of meetings.

7.6 It was agreed that notification of sub-group membership would be sent to members following the Chairman's Committee meeting on 10th May. It was agreed that the business for the PDC meeting on 2nd June would be as follows:

10.30 - 11.15   General PDC business

11.15 - lunch   Dr. Gatherer and Mr. Cook, Lothian Region

afternoon session First meeting of sub-groups .

8.   <u>AOCB</u>

<u>Dates of meetings</u>

It was agreed that the PDC need not meet again until September in order to allow sub-groups to begin their work. The following dates were confirmed:

10th May	–	10.30	–	Chairman's Committee, Moray House College
2nd June	–	10.30	–	PDC, New St. Andrew's House, Edinburgh.
7th September	–	10.30	–	Chairman's Committee, Moray House College.
22nd September	–	10.30	–	PDC, New St. Andrew's House, Edinburgh.

MINUTES of the fourth meeting of the Programme Directing Committee,
Education 10 - 14 Programme, in Conference Rooms 5/6, New St Andrew's
House, Edinburgh, on 2nd June 1982.

PRESENT: D Robertson (Chairman)
     Mrs J Barr
     J K Beattie (Secretary)
     D G Campbell
     W Gilmour
     A S McKenzie
     J M Mowat
     E Mullen
     Mrs D Shiach
     Dr A Shuttleworth
     R W Tait
     S B Smyth)
) (Programme Co-ordinators)
     F R Adams)
     Miss F Gordon (Assistant Secretary)

     Dr W A Gatherer and Mr D Cook were present for Agendum 7.

1. **Apologies**

1.1 Apologies were received from Mr J Howgego, HMCI.

2. The Chairman welcomed Miss Gordon, Administrative Assistant, Edinburgh
Centre, who is joining the PDC as Assistant Secretary.

3. **Resignation**

3.1 The Chairman informed the PDC that Mrs Lorimer had found that the
increased workload at school was such that she has had to resign from
the committee. Mr Robertson had written back accepting her resignation
with regret. Mr Smyth had also written.

3.2 Mr Smyth informed the committee that he had informed Mr D McNicoll about
the situation, and the committee discussed the problem of a replacement
for Mrs Lorimer who had special experience or remedial education and of
both primary and secondary sectors. The discussion centred on whether
the PDC needed a similar specialist replacement from COSPEN. The need
to keep Regions informed about proposed appointments was mentioned.
The name of Mr Donny McLeod of Elgin High School was mentioned as a
possible replacement.

4. **Minutes of the Meeting of 26th April (PDC/Min 3)**

4.1 The name of Dr A Shuttleworth should be included in the list of those
present. So amended the minutes were approved.

5. **Matters Arising**

    Mr Smyth's Meeting with Mr Mulgrew, Strathclyde Region (PDC/W/10)(PDC/Min3, 4.1)

5.1 As a result of a very useful meeting between Mr Mulgrew and Mr Smyth,

Mr Smyth had received an invitation to go to a meeting of education officers from Strathclyde Region on 22nd September. Mr Smyth had accepted the invitation.

Paper on Priorities (PDC3, 4.4)

5.2   It was reported that the Chairman's Committee had decided that the best way to deal with the paper on the priorities of the 10 - 14 Programme would be for it to be handled by Sub-group B.

Revised Guidelines "Foundation Science" (PDC3, 5.2)

5.3   Mr Smyth reported that he had been informed by Mr George Gordon, HMI, that the revised Guidelines for Science were unlikely to be ready until September when they would be made available to the PDC. Mr Smyth also reported that English and Mathematics Guidelines have not yet been revised.

5.4   It was decided that there was no need to distribute the existing unrevised Guidelines in Science as they were already available in schools. Any PDC member who wished to have a copy of the unrevised guidelines could have these through Mr Smyth.

Primary French

5.5   Mr Smyth reported that he had been asked by the Chairman's Committee to get in touch with Mr Howgego, HMCI, who is at present looking after Mr Williamson's work.

5.6   Mr Howgego had sent Mr Smyth a copy of the 1968 Inspectorate's report on 'French in the Primary School'. Mr Smyth proposed that this document should be dealt with in the first instance by Sub-group C.

Information Retrieval

5.7   Mr Adams reported that he and Mr Beattie had had a very helpful meeting with representatives of SCET and had received advice from computer specialists there on information retrieval for the 10 - 14 Programme. The advice was:

    (i)   To computerise the information from the start.

    (ii) To try out the Database Management Programme already available in the Edinburgh Centre of SCDS.

    (iii) To evaluate the usefulness of the programme, and if necessary to seek a new programme.

5.8   Mr Adams told the committee that he had subsequently heard from Kay Henning of SCET. She offered continuing advice and help.

5.9   Mr Cumming raised the question of the CCC funding a computer for the programme. Mr Smyth replied that he had raised the matter with Mr McNicoll at the last SLG Committee meeting. Mr McNicoll had not reacted unfavourably, but pointed out that an information source of this kind could be applied to other curriculum developments as well as Education 10 - 14. He suggested that a fully argued proposition should be submitted for consideration in the first instance to the Service

Liaison Group.

St Margaret's Project (PDC3, 5.9)

5.10   Mr Smyth reported that he had spoken to Professor Duthie of Stirling
University about the Project which had been carried out at
St Margaret's RC High School, Airdrie. The Project is an attempt to
apply 'mastery learning' approaches to subject teaching and assessment,
with the application being across the board and not restricted to
subjects with a 'hierarchial' structure. Mr Fowles, Rector, reported
that a programme had run for a year 'with difficulties' and he did not
wish to attempt any evaluation for at least another year.

6.   ## Communications Received

Committee on Gaelic

6.1   A paper on Education of the 10 - 14 Age Group had been received from
the Committee on Gaelic and is to be added to the Anthology of the
10 - 14 Programme. Copies had been distributed to the members of the
PDC.

Primary/Secondary Teaching Methods (PDC/B/13)

6.2   A paper on Primary/Secondary Teaching Methods by Aberdeen College of
Education had been received. The project was new to many members of
the PDC. It was distributed to the whole committee but it was
decided that the research group would want to keep an eye on it.

Communication with Mr Chirnside

6.3   Mr Smyth had been instructed by the Chairman's Committee to get in
touch with Mr Chirnside in order to find out about the
Inspectorate's 10 - 14 Survey report. He had learned that the report
had been held back a bit by Mr Williamson's retiral as it was not yet
clear where his responsibilities would fall.

6.4   Concern was expressed that the PDC did not have a permanent member
comparable with Mr Williamson and had still not received the SED paper
on Education 10 - 14. The committee was therefore working in parallel,
but without knowledge of, SED thinking on the subject. The committee,
it was felt, should press for early receipt of the Inspectorate paper.

6.5   Ideally, information of this kind should be fed in via an HMI member
of the committee. It was also suggested that the committee might be
allowed to look at a draft of the HMI paper, or have an opportunity to
talk about its contents, at least in broad outline, with representatives
of HMI.

6.6   It was decided that a meeting should be arranged between Mr Robertson
and Mr Smyth, and Mr McNicoll and Mr Chirnside to discuss this problem.
Mr Robertson undertook to arrange this.

Communication with Robert Thomson, Rector of Larkhall Academy

6.7   Mr Smyth had received an invitation from Robert Thomson, Rector of
Larkhall Academy, to visit the school to discuss work being undertaken.

The staff are involved in meeting the needs of the 2C, low ability, stream and would welcome a visit from Mr Smyth as they wish to co-operate with the committee in this area. Mr Smyth agreed to arrange a visit to the school.

At this point in the proceedings, Agendum 7 was deferred to the afternoon and Agendum 6 was omitted.

7.   **Development in Education 10 - 14 in Lothian Region**

7.1   The Chairman welcomed Dr Gatherer, Chief Adviser, and Mr Cook, Principal Adviser in Primary Education, of the Lothian Region who had been invited to join the PDC meeting to discuss developments in education in the 10 - 14 age group within the Lothian Region. The committee had read with interest the Lothian submissions, in particular "3 Years On".

7.2   Dr Gatherer reported that about 5 years ago an appraisal of Primary/ Secondary Liaison had been carried out. It had involved a team of advisers working in partnership with a number of secondary schools and their associated primary schools. The exercise had aimed at:

    (i)   Finding out what had been done in primary/secondary liaison not only between sectors, but also between primary schools themselves;

    (ii)   Devising ways of improving primary/secondary liaison; and

    (iii) Discovering what would be required if primary/secondary liaison were to become a more important feature in the secondary school, if for example the job of working with the primary schools were given the same degree of importance as guidance in the secondary schools.

7.3   This had resulted in the writing of a number of reports by schools and these had been summarised and issued to schools in Lothian Region under the title Appraisal Report 1979 (to be made available to the PDC).

7.4   Referring to the present situation Dr Gatherer said that there existed a clear Regional policy encouraging the development of liaison between primary and secondary schools. The effect of this policy had been to produce a very wide range of activity, so great in fact that it had not been possible to keep up with every development. A particular recommendation was that there should be contact between individual teachers in the same or cognate subject areas. Attempts to fulfil this recommendation were pointing up problems, particularly the lack of non-teaching time in primary schools, and the difficulty of getting recompense for travel, but procedures were in hand for travel costs to be reimbursed, through the secondary school or Dr Gatherer.

7.5   A further problem had emerged: while primary schools recognise the need to liaise with their associated secondary, there was little awareness of the need for primary schools to co-operate with each other, though in some areas joint meetings of all associated schools were attempting to overcome this difficulty.

7.6   Mr Cook began by recalling that following regionalisation one of the first priorities established was that of effecting improvement in primary/secondary liaison, and a working party reported in 1978.

Sub Committees of the Regional Consultative Committee on Primary Education, and a working party set up by the RCC on Secondary Education had made recommendations on curriculum in P6/7 and S1/2. The report "3 Years On" sought to evaluate progress since the 1978 report.

7.7   As a result of this work it was now accepted practice for there to be regular meetings at least once a term between primary and secondary headteachers and firm efforts had been made to encourage primary schools, under the chairmanship of the longest serving headteacher in each group of schools, to meet with a specific remit on matters of curriculum. Agreement on such curricular matters can be hard to achieve, but there was a growing recognition of the importance of avoiding the problems caused at secondary level by having children trained in differing methods.

7.8   Easing the problems of transfer had been greatly helped by the fact that most Lothian secondary schools operate the following session's timetable from June. This enables P7 children to make structured visits, accompanied by primary teachers, for one or more days to secondary school, to sample the timetable, meet their new teachers and classmates. These encounters help the secondary staff to get to know the children and have helped to persuade secondary teachers that it is unnecessary to do testing in P7, but rather to accept the primary school's assessment and advice. Mr Cook noted however that the implementation of the Parent's Charter was making the operation of this kind of liaison more difficult, and instanced one primary school this session sending pupils to four different secondaries.

7.9   Mr Cook explained that the subject specific records in English and Mathematics went straight to the relevant subject departments, to ensure that important information reached the appropriate teacher and did not become locked up in school office files. He regarded these transfer documents, including the remedial record, as major developments.

7.10   Mr Cook believed that in terms of management and administration most problems were past and welcomed the setting up by the Director of Education of a new working party to attend to curricular issues. Only one meeting had taken place, but a range of problems had been identified. Those mentioned were:

   (i)   In primary school, the child encounters one or few teachers, in secondary school he encounters many.

   (ii)   In primary school there is little movement from the class base; in secondary school there is much movement and no home base.

   (iii) There is a great degree of integration in primary school; there is a fragmented curriculum in secondary.

   (iv)   In primary school there are flexible groupings; in secondary school there is a great emphasis on the class as a group.

   (v)   There is less emphasis on mixed-ability teaching in secondary school.

7.11   Mr Cook anticipated that the committee working party would study the literature of the middle school and looked forward to visiting middle schools in action.

8.   Response of the Committee

8.1   Members of the committee made comments and asked questions to which
          Dr Gatherer and Mr Cook responded.

8.2   To what extent did the success of the system depend upon the
          personalities of particular individuals involved?

Reply: Goodwill had to exist on both sides to make primary/secondary transfer
          work and there were some weaknesses connected with individual
          personalities. But a good deal had been established on a regular basis,
          eg. communication about Mathematics, English and remedial needs. Group
          visits were working. Environmental Studies had been found to be the
          difficult area, but secondary schools were talking to primaries about
          skills and concepts which they could expect pupils to have acquired on
          arrival at the secondary school. Heads of History and Geography
          departments had got together to work on integrated subjects.

          It was not open to a headteacher not to be in contact with his
          associated primary schools - a recommended pattern was laid down and in
          general terms, liaison was an imposed official duty. This policy
          operated between primary and secondary schools. Much had still to be
          achieved in inter-primary liaison.

8.3   The idea of primary/secondary curriculum co-ordination had come up at
          the Stirling Conference. What did Dr Gatherer and Mr Cook feel about
          this idea?

Reply: A number of secondary schools had assigned responsibilities for
          co-ordination. The person concerned might be an AHT, or, sometimes,
          a Principal Teacher of Guidance. There were instances of successful
          work by an unpromoted member of staff. Different secondary schools
          used different methods, but the majority had someone delegated to act
          as a co-ordinator though the term 'co-ordinator' was not used.

8.4   Do primary advisers have curriculum in-service meetings with groups of
          primary schools in one catchment area?

Reply: Yes, this was done, for example, for a group such as all the schools in
          Bathgate one day. The work might be undertaken by a primary adviser
          or by a primary adviser working with specialist secondary subject
          advisers.

8.5   Primary teachers can visit secondary classes, but does it happen the
          other way round? Do secondary teachers feel free to go in and join a
          primary class?

Reply: There was some evidence of this happening. But secondary teachers did
          not do it all that regularly and it is not recognised as a normal
          activity. Both primary and secondary teachers had to sacrifice a
          great deal of their time to get this contact established.

8.6   Noting that time and staffing were regarded as key elements in
          "3 Years On", and having regard to the multiple roles of the headteacher
          which include formulating and negotiating curriculum guidelines in his
          own school and in association with other primary schools, how far did
          Dr Gatherer and Mr Cook feel that we could go in making demands on the
          primary headteachers in the time they had available?

Reply: Indifference might be a more important problem than time, but there
          were serious pressures in time and staffing. It was important that
          those with political power should be brought to realize that all this
          curriculum work is now part of the job of the primary headteacher.

8.7   Noting that "the child's individual development as a person" and "the
          continuum of educational experience" are two basic themes in
          "3 Years On", would we now need to think more sharply about balance
          and integration? Was the middle school concept as suspect as the
          middle school in physical fact?

Reply: There must be co-operation between primary and secondary teachers.
          There was a danger of encroachment, perhaps of an academic emphasis,
          upon the primary curriculum. Pupils in the middle school age-range
          might get the worst of both schools rather than the best. Balance was
          a problem. Certain topics had assumed greater importance than others.
          Work cannot be done across all areas of the curriculum simultaneously
          due to lack of resources. Too little was being done about the
          personal development of the child in some instances. Work was being
          done on encouraging skills/concepts patterns with agreement on content
          vehicles for these. There were examples in art and language where
          there was a continuous run from primary to secondary. There was an
          instance of French being taught by the same teacher from P6 to S2.

8.8   Was there any evidence that secondary heads would dicate to primaries,
          and was there a danger that in attempting to avoid the appearance of
          dictation the message might be weakened? Was there any evidence that
          we are putting too much pressure on primaries to provide
          methodological answers?

Reply: No research evidence was available, but there did appear to be a
          strong tendency for secondary staff to dictate to their primary
          colleagues. Cases have occurred where sheets of required grammar facts
          have been issued. Secondaries could dominate because of their
          powerful staffing and resources. Yes, the strength of secondary
          resources shoudl be recognised, but it was essential to appeal for
          co-operative use of these resources.

8.9   To what extent were secondary schools using block timetabling?

Reply: Over 20 schools were going over to block timetabling.

8.10   How many teachers realized that liaison was part of their job?

Reply: The vast majority did not, but the majority of headteachers were well
          aware of it.

8.11   How was information about pupils from primary schools disseminated in
          secondary schools?

Reply: Study had shown that the information was there but not disseminated.
          Improvements were being made. Guidance teachers were now acting on the
          information. A special column for observations on the guidance form led
          to talk about the comments which people wrote.

8.12   How many secondary schools moved to their August timetable in June?

Reply: About 40 out of 49.

8.13   What were the effects of the Parent's Charter?

Reply: About 25% of children were being taken from outwith the normal area.

8.14   Was there a possibility of setting aside a day in the summer term for opening the secondary school to primary children and their parents?

Reply: There had been no moves to use a day specifically for this purpose so far. A trial had been done in which primary teachers sat with S1 teachers at an open evening and introduced parents to the secondary teachers. Experiments with the transfer of whole classes had had some educational success but had been socially disastrous.

8.15   Referring to the stress on documentation in "3 Years On", was information getting to the relevant teachers and was there feedback from secondary to primary school at the end of the year? The Mathematics report was finely structured while others - language - used a broader brush.

Reply: Yes, there was feedback. The Mathematics form was being rewritten because it was too detailed and needed more room for open comments. Headteachers had been invited to comment on a new draft by the end of June. The PDC would be able to see the form.

8.16   Was there any evidence on the impact of block timetabling on the curriculum? Had curriculum change been prior to timetable change?

Reply: The timetable changes were having very considerable impact. With a 20 - 25 period pattern, it was easier for secondary schools to organise time in favour of primary secondary continuity.

8.17   Had any formal timing arrangements been made in relation to liaison and to guidance?

Reply: Dr Gatherer replied that he believed the two should have the same status. Guidance teachers were losing time and it was hard to see how the authorities could be persuaded to give secondary/primary liaison as much time as guidance. Guidance is a function of the class teacher in the primary school and one would like to see it treated in the same way at secondary level. Additionally, some pupils need more than this form of personal care.

8.18   What was the effect of visits by secondary teachers to primary schools where good practice existed?

Reply: This was being encouraged. There were numerous spontaneous arrangements and some good dialogue was taking place. In many cases secondary teachers responded with amazement that the pupils in the primary schools displayed so much achievement.

8.19   Would new restrictions on resources hinder forward progress?

Reply: The importance of liaison was now accepted as highly desirable but especially in the last six months forward progress had been inhibited to some extent by restrictions on resources. However, there had been no movement backwards.

8.20   Would the requirements under the Parent's Charter that every school should produce a fairly standardised pack of information contribute to primary/secondary links?

Reply: There was some standardised regional framework. By mid-September every
            primary and secondary school would have had to produce its own
            descriptions under certain headings. These papers would be submitted
            to the Director of Education. The procedure may result in
            standardisation. The documents would likely be too brief to give
            primary schools a better picture of the secondary curriculum.

8.21   A skills/concepts model had been mentioned, but there were strong
            pressures for the maintenance of a content model. How could these
            views be linked to the societal and cognitive needs of the child in
            the development of a rationale for Education 10 - 14?

Reply: Societal needs should be considered separately from psycho-cognitive
            needs of the pupils. Regional consultative committees should deal
            with this. The headteacher was responsible, with guidance from the
            Education Authority, to deal with matters of curriculum content. Work
            has been going on in a number of schools on skills and concepts in
            social subjects, and appropriate content for the acquisition of the
            skills anc concepts was also being considered. Not much has been done
            in Lothian on content from the point of view of the needs of society.
            The broad needs of society emerge in a longer, public scale. Schools
            need to get the content right in terms of curriculum progress, eg. not
            doing the Romans every year.

            There had to be careful connecting up between National and Regional
            needs. As far as schools were concerned, there should be agreement
            about content as well as skills and concepts between primary and
            secondary schools. The RCC felt that no-one should dictate content for
            all primary schools in Lothian Region.

8.22   Referring to "3 Years On", what experience had been gained in providing
            continuity of educational experience in the way in which pupils learn?

Reply: There were examples of primary children using home economics facilities
            in secondary schools. This was also happening in some instances in
            technical education. Work was being done by some visiting teachers in
            primary schools. The work stemmed from contacts teachers were making
            with one another.

8.23   The Chairman asked whether the PDC could have access to the kind of
            developments in Lothian Region which Dr Gatherer and Mr Cook had
            described, and the visitors welcomed the idea of further contacts and
            expressed interest in taking up development work suggested by the PDC.

8.24   Thanks were expressed to Dr Gatherer and Mr Cook for coming to the
            meeting. The committee was very grateful to both of them for giving
            their time to talk to the PDC. The meeting had been very helpful to
            the committee.

9.   Report of Chairman's Committee Meeting (PDC/W/12)
            (Agendum Item 6, deferred from the morning session)

9.1   The report was noted and Item 8 which referred to the proposals for
            working groups set out in PDC/W/12 was discussed at some length.

9.2   Particular attention was paid to the time scale for the work of the
            groups.

It was agreed that the sub-groups should decide the detail of their own schedules for themselves and that conveners should give the Chairman some indication of their intentions by the end of June. In general, Group A should be giving the PDC a clear indication of the way in which their thinking was developing by December 1982, and the other groups should be able to outline the general direction of their activities by the same time. All groups should be mindful of the requirement for the PDC to produce a preliminary report by April 1982.

9.3   The members of the PDC divided into the three groups, A, B, and C at 14.20 hours.

Minutes   of the fifth meeting of the Programme Directing Committee,
Education 10 - 14 Programme, held in New St Andrew's House, Edinburgh,
in Conference Rooms 9/10, on Tuesday 12th October 1982 at 10.30 a.m.

PRESENT: D G Robertson (Chairman)
            Mrs J Barr
            J K Beattie (Secretary)
            D G Campbell
            R A Cumming
            A S McKenzie
            E Mullen
            G Paton
            Mrs D Shiach
            Dr A Shuttleworth
            R W Tait
            D Menzies
            A Ferguson, HMCI
            S B Smyth)
) (Programme Co-ordinators)
            F R Adams)
            Miss F Gordon (Assistant Secretary)

Apologies

1.   Apologies were received from Mr J M Mowat.

2.   Resignation of Mr W Gilmour

2.1   The Chairman reported that Mr Gilmour who had been carrying a wide
      range of commitments in the face of an increasing burden of health
      problems had been forced to give up his work for the CCC. Mr Robertson
      had been asked by Mr Gilmour to tell the PDC that he had had special
      pleasure in working with the PDC and sent his good wishes for its
      future activities.

2.2   The Committee expressed its concern at the serious loss which the
      programme had suffered through Mr Gilmour's resignation and sent good
      wishes for his recovery.

2.3   It was noted that Sub-group A would require a new convener and this
      matter was left to the sub-group itself.

New Members of the PDC

3.   The Chairman introduced Mr Menzies and Mr Ferguson, HMCI, who were
      welcomed as new members of the PDC.

4.   Minutes of the Meeting of the PDC held on 2nd June, 1982 (PDC/Min 4)

4.1   The names of Mr Cumming and Mr Paton should appear on the list of those
      present.

4.2   The minute, thus amended, was accepted as a correct record.

5.   Matters Arising

5.1   Visit of Dr Gatherer and Mr Cook

5.1   The major item at the meeting on 2nd June had been the visit of
          Dr Gatherer and Mr Cook, and it was reported that they had approved
          sections 7 and 8 of the minutes as a correct record of their contributions.

          Mr Smyth's Meeting with Strathclyde Education Officers

5.2   . Mr Smyth reported that on 22nd September he had joined a meeting of
          Strathclyde Education Officers, Curriculum, chaired by Mr Mulgrew.
          Mr Smyth had discussed the Education 10 - 14 Programme with them and had
          been given a warm and friendly reception. They were prepared to respond
          to requests for specific information rather than to attempt to provide
          a comprehensive account of the extensive developments in the Region.
          Requests for information were to be channelled through Mr Mulgrew. The
          group had expressed willingness to participate in experimental or
          development work sponsored by the PDC, but funding would be expected.

5.3   It was noted that the outcome of Mr Smyth's meeting with the Strathclyde
          Education Officers would have implications for the work of Sub-group B.

6.   Report of the Meeting of the Chairman's Committee held on 13th July, 1982

          Circulation of Sub-group Papers

6.1   It was reported that the Chairman's Committee had decided that reports
          of sub-group meetings should be circulated to the whole PDC while
          sub-group working papers should be sent to the Chairman's Committee only
          unless there was a special reason for wider distribution.

          Other Matters Discussed

6.2   The Chairman's Committee had also reviewed the progress of the Programme
          and discussed Mr Smyth's visit to Larkhall Academy at some length.
          Other business at that meeting had been overtaken by events which would
          be referred to under later items of the agenda.

7.   Report of the Meeting of the Chairman's Committee held on 7th September, 1982

          Survey of Education 10 - 14 by Members of HMI

7.1   Mr Smyth reported that the Chairman's Committee had seen the survey of
          Education 10 - 14 by members of HMI and had discussed its use.

7.2   The Chairman explained that the document was not a statement of SED or
          Inspectorate policy but a highly compressed expression of the thinking
          of a group of HMIs. It would be a very important contribution to the
          Education 10 - 14 Programme. Mr Robertson stressed that it was most
          important that members of the PDC respect the status of the survey and its
          complete confidentiality as this was the basis on which he had accepted
          the document. Mr Ferguson concurred.

          Membership of Sub-group A

7.3   The Chairman's Committee recommended that Mr Menzies should join

3.

Sub-group A where his experience would be particularly valuable.

Jordanhill College of Education

7.4 Noting that the PDC had not had a submission from Jordanhill, the
Chairman's Committee had asked Mr Smyth to write to Dr Bone. A reply
had been received informing the PDC that Dr Bone had circulated
Mr Smyth's letter to Heads of Department and had asked the Art
Department and the Social Education Group to give the PDC information
about work they were doing.

Sub-groups

7.5 The Chairman's Committee had approved proposals for work to be carried
out by Sub-groups B and C.

7.6 It was hoped that the sub-groups would report by December 1982.

Mathematics

7.7 Arising from a submission from Sub-group C, the Chairman's Committee had
asked Mr Smyth to contact Mr E Kelly with a view to recommending a visit
by him to the PDC to make a specialist contribution on the subject of
Mathematics.

Report to CCC

7.8 A request had been received from the PDC for a report on the progress
of the Education 10 - 14 Programme, and the Chairman had made this report,
informing the CCC about developments and in particular about the structure
and work of the sub-groups.

8. Communications Received

8.1 The list of communications received was noted.

Policy on Communications Received

8.2 Mr Smyth explained that the secretariat had been distributing communications
to the sub-groups or referring items to the Chairman's Committee as seemed
appropriate. Some material which related to particular subjects in the
curriculum was being stored until the PDC came to look at particular
subject areas.

Discussion of Communications

Lothian Sub-group on Economics

8.3 Lothian Sub-group on Economics expressed concern that the PDC did not
include a teacher of Business Studies or Economics. Mr Smyth had replied
explaining that account was being taken of the SCCBS starter paper and
related discussion in COSE, and that Mr Adams had links with the
Scottish Money Management Association.

Scottish Film Council

8.4 Mr Smyth drew attention to a letter from Mr Kevin Cowle on the subject of
promoting media studies through various areas of the curriculum. The
letter sought ways of collaborating with the Education 10 - 14 Programme.

4.

8.5   Mr Paton explained that the letter represented the interests of a joint
        group and reflected SCET's interest in the promotion of the study of
        media as a curriculum element. This interest in developing pupils
        understanding of media was to be distinguished from the use of
        technological methods in education. The intention was to enhance in
        pupils a sensible awareness of a range of communication media through
        appropriate experiences in various areas of the curriculum. It was
        desirable that the PDC should keep open a line of communication with this
        group.

8.6   In further discussion of media education it was remarked that a number of
        curriculum areas and establishments had legitimate interests in the
        matter. Modern Studies, English and Art were all concerned. One of the
        problems was bringing the various interests together.

        Action on the Scottish Film Council Communication

8.7   There was agreement that the concept of sensible media awareness was
        significant and that Mr Cowle should be informed that the PDC was taking
        note of the matter and might make contact with his group again later.

        Policy on Communications from Particular Interests

8.8   Arising from the communication from the Scottish Film Council it was
        remarked that the PDC was likely to receive a flow of communications
        from parties who had special interests in various aspects of the
        curriculum and it was suggested that in general the PDC, while expressing
        a courteous interest in, and keeping lines of communication open, should
        not guarantee any particular action.

9.   Visit to Larkhall Academy (Report circulated: PDC/W/14)

9.1   Mr Smyth reported on his and Mr Adams' visit to Larkhall Academy which he
        said had been very valuable in giving a feeling of a school which was
        confronting various problems and trying out solutions. The visitors had
        listened with interest but had stressed that it was not part of their
        function to give advice.

9.2   Mr Smyth had asked the Rector if he would keep an informal record of
        developments in block timetabling at the school as it was felt that some
        kind of record of this initiative in social studies might be useful in
        further contacts between PDC representatives and the school.

9.3   In the ensuing discussion, it was remarked that the report of activities
        at Larkhall Academy brought some interesting aspects of curriculum
        innovation to attention. One school could be working on problems which
        had been overcome elsewhere, while it might be ahead on matters which
        other schools still had to deal with. It was interesting that at
        Larkhall the problem which stemmed from the streaming of 2C had brought
        teachers together as a team to cope with the difficulty.

        Further Action

9.4   It was agreed that it would be useful to maintain contact with developments
        at Larkhall without involving the PDC in development work.

Future PDC Interest in Development Work in General

9.5   It was noted that in the future the PDC could encourage particular development work through the Region in order to test the feasibility of ideas.

10.   **Paper from the Committee on Special Educational Needs**

10.1   Mr Adams introduced the paper by remarking that it was mainly concerned with S1 and S2. However, an accompanying letter had indicated that COSPEN would be writing to the PDC later with particular reference to the primary end of the PDC's remit. Mr Adams went on to draw attention to the following aspects of the paper:-

(a) Comment on the range and diversity of learning opportunities.

(b) Concern that S1/S2 setting could arise as a preparation for S3/S4 work as proposed under the Munn and Dunning developments which also offered no encouragement for a departure from a subject based curriculum.

(c) Subject based teaching seen as the most marked difference between the primary and secondary schools and regarded as a negative influence on pupils' capacity to see the coherence and connectedness between areas of the curriculum between classroom activities and life, and between concrete experience and abstract concepts.

(d) The PDC advised to think in terms of medium and long term goals.

(e) The S1/S2 curriculum regarded as overloaded at the cost of assimilation.

(f) Emphasis to be on the development of personal qualities of mind and flexible skills rather than the memorisation of knowledge.

(g) Two learning models recommended for attention: mastery learning, and Bullock's view of the pervasive significance of language on learning.

(h) Concern that the PDC should not just proceed on the basis of what schools are already accomplishing, but place greater emphasis on paragraph 3 of its remit, and initiate feasibility, pilot and research studies.

(i) Arguments for the integration of pupils with learning difficulties into main stream education.

(j) The problem of teachers needing to know pupils more intimately as learners.

(k) Need for continuity of curriculum and assessment across primary and secondary stages.

(l) Need to foster reading and writing in subject learning.

(m) The significance of assessment as an aid to learning in the whole range of pupil achievement.

(n) Suggestion that the PDC should take account of Bloom's earlier
work on affective aspects of learning.

Discussion of the COSPEN Paper

10.2 The discussion began with a consideration of the significance of the
affective domain and Bloom's treatment of this area of learning. It was
remarked that in his later work on mastery learning, Bloom had paid a
great deal of attention to affective entry characteristics and affective
outcomes of learning.

Primary and Secondary

10.3 It was observed that although the paper was mostly about S1/S2
there were indications of a primary view of education in its approach
to the lower secondary level. The paper provided some valuable ideas for
bridging the primary secondary gap.

Fragmentation, Pace and Depth

10.4 It was noted that while the paper was concerned that pupils should not
encounter large numbers of teachers and subjects, it was not arguing
that less work should be done. COSPEN was commenting, not just on
fragmentation of experience, but on the pace and depth of learning and
the danger of dealing with too many concepts in too little depth. This
argument was supported by experience in Foundation Science where the
amount of content had been greatly reduced in successive pilot studies.

Integration and Differentiation of Knowledge and Learning Experiences

10.5 Issues in the integration and differentiation of knowledge were discussed
at some length in relation to Munn and Dunning developments. These, it
was suggested, might be working out in a rather different way from what
was implied in their original rationale. Deciding when to do subjects
in their own right was a fundamental problem. It should be remembered
that Munn and Dunning provided for short courses and multi-disciplinary
studies.

10.6 S1 and S2, it was recognised, had been subject dominated and there was
evidence that at these levels there was a limited range of teaching style.
All this contrasted with the primary approach. However, the success of
integrated science in S1 and S2 must be emphasised.

10.7 It was argued that the choice should not be thought of as integration or
subjects. It might be important to develop a flexible approach to the
grouping of knowledge and styles of teaching. The PDC should consider
how organisational changes in primary and secondary schools could
influence the ways in which teachers and pupils relate to each other and
affect the search for a variety of ways of responding to children who
have different needs with respect to learning.

10.8 ### Constraints

Constraints within the system were considered. Teachers were committed to
the teaching of their subjects in which many were doing a good job.
Departments had an interest in the early commitment of pupils to the
subjects which each department taught. Where pupils identified their
future subjects at an early stage, they began to lose interest in other
subjects towards the end of S2. Changes in the organisation of knowledge

and experience in S1 and S2 would imply a considerable task of teacher education.

The Need for a Model

10.9   The idea emerged that the PDC did not yet have a theoretical model of how the broadly based primary curriculum could evolve into the more specialised treatment of subjects at higher levels. A more coherent policy in the organisation of learning experience in relation to pupils' development was needed. This, it was agreed, was a matter which Sub-group A should consider.

Phases of Development in the Education 10 - 14 Programme

10.10   The ideas of phases, and medium and long term goals were in line with the PDC's own thinking. The paper had implications for the sub-groups in Phase One of the PDC plan, and for development work in Phase Two.

Use of the Paper by Sub-groups

10.11   It was agreed that all three sub-groups should study the paper and decide for themselves which sections were most relevant to their own purposes. The reference to organisation at school and classroom levels (COSPEN, p. 6(d)) was drawn to the attention of Sub-group B in particular.

Conclusion

10.12   The Chairman thanked Mr Adams for introducing the paper and commented on the importance of the document.

11.   Progress Reports of the Sub-groups

Sub-group A

11.1   Mr Beattie reported that Mr Gilmour had collected ideas from members of Sub-group A and that as a result of work by Mr Gilmour and himself, Mr Gilmour had prepared a working paper which incorporated members' thinking and ideas from earlier working papers. Mr Gilmour's latest working paper proposed lines for the development of a rationale and listed factors and questions which should be taken into account. These included facts about children and society, and questions about the purposes of education, implications for the curriculum, implications for organisation and primary-secondary continuity.

11.2   The group had now suffered a serious loss in Mr Gilmour's resignation. At its next meeting it would have to start from a consideration of Mr Gilmour's paper and review its task with the intention of reporting to the PDC fairly soon.

Sub-group B   (paper circulated)

11.3   Mrs Barr reported that there had been three meetings of Sub-group B since the last PDC. The group had completed a review of the situation and prepared a list of priorities for further action. Work in Grampian, Central, Highland and Borders Regions had been chosen for the first set of follow-up studies. In addition a set of questions had been prepared for the guidance of PDC members carrying out visits. There were general questions which could be used flexibly and modified to suit different situations.

11.4   Mrs Shiach reported that she would be having a meeting at Aberdeen College of Education in the following week at which she would be obtaining information from Kirkwall Grammar School. She had also received further information from Buckie.

Sub-group C

11.5   Mr Cumming reported that Sub-group C had begun by working in two sections, one dealing with curriculum matters, the other dealing with child development. They had had limited success. It was quite difficult to identify the meaning of 'core' curriculum. In the area of child development they had found more on earlier and later ages than on the area of the PDC's interest. Sub-group C lacked a working hypothesis with which to direct its reading and select material from the very large volume of work available. As key issues emerged in the 10 - 14 Programme the task should be easier.

11.6   The sub-group had now decided to concentrate on literature on: mixed ability teaching; the core curriculum in greater detail; integration of subjects; conditions for success and failure in educational innovation.

11.7   During the discussion of the Sub-group C report, the following were suggested as sources which might be useful:-

(a)   Teaching of Primary Science Project. Mr Sinclair McLeod, SCES, could be contacted. The project was looking for the reasons why teachers are reluctant to undertake work in science.

(b)   Development work in the Munn and Dunning Programme. For example, it would be interesting to know more about the objectives of practical work. It might be difficult to get useful information from ongoing long-term projects, but some elements of the programme were likely to have reached a stage where some useful experience could be communicated.

12.   "Framework for Decision"

12.1   It was noted that a comment for the CCC was required by 11th November and it was considered to be important that the PDC should respond in terms of the possible effects which "Framework for Decision" might have on earlier stages in the curriculum.

Programme of Action

12.2   It was agreed to hold a brief preliminary discussion of "Framework for Decision" and then refer the matter for fuller consideration at an augmented meeting of the Chairman's Committee at 10.00 a.m. on Thursday 28th October. Mr Menzies, Mr Tait and Mr McKenzie volunteered to join the Chairman's Committee for the discussion of "Framework for Decision" on that occasion. Other members were invited to offer comments immediately or send them before 28th October.

Discussion

A number of comments were made on "Framework for Decision".

12.3   It was argued that the Government's proposals for subjects in the modern/ social studies area were a retrograde move. Good collaborative work which had begun had received a setback. The task of persuading teachers to move

towards integration in S1 and S2 could now be more difficult. However, it was pointed out that the basic thinking was in terms of modes not subjects and that this might ease some anxieties. But, against this, it was argued that the PDC must be concerned with the way in which the proposals were influencing teachers' perceptions. Teachers tended to see the proposals as confirmation of what they had been doing anyway.

12.4   Comments were made on the way in which syllabus levels and award bands were being linked and numbered. This was fundamentally normative in character. The insertion of the 'C' equivalent point confirmed "O" Grade attitudes, would devalue lower awards and weaken motivation. There could be effects on S1 and S2 since the proposed system might encourage early setting and the idea that S1 to S2 was a $1\frac{1}{2}$ year course.

12.5   It was argued that the proposals underestimated the resources which would be required and that this could result in resources being drawn away from other levels of the school.

Future Meetings of the PDC

Wednesday 24th November 1982   10.30 a.m.   New St Andrew's House

Monday 10th January 1983   . 10.30 a.m.   New St Andrew's House

PROGRAMME DIRECTING COMMITTEE

EDUCATION 10 - 14

Meeting of 12th October 1982

Communications Received: Papers

(i)	Paper from COSPEN (PDC/B/16)	Distributed to PDC
(ii)	Contribution from the History Department of Aberdeen College of Education - "History's Contribution to Environmental Studies in the Primary School"	Distributed to F R Adams and J K Beattie
(iii)	Lanark Division Association of History Teachers - "Guidelines for an S1/S2 Syllabus in History: a discussion paper"	Stored
(iv)	Inveralmond Community High School - outline of their integrated social subjects syllabus for first and second year	Sub Group B
(v)	Aberdeen College of Education - Primary/Secondary Teaching Methods, Bulletin No 2	Distributed to PDC - for Sub Group C
(vi)	Appraisal Paper, 1979, from Lothian Region	To be distributed
(vii)	Moray House College, Department of Sociology, general reading list on socialisation and child rearing	Distributed to Sub Group C
(viii)	Computer search by Edinburgh University on child development and socialisation	Distributed to Sub Group C
(ix)	Markinch Centre - Art and Craft Programme for Early Years in Fife Primary Schools	Sub Group B
(x)	Received from Mr A Ferguson - Summary of Theories of Child Development to 1978 and paper on "The Pupil"	Distributed to Chairman's Committee
(xi)	Paisley College of Technology- The Environment: a Learning Experience by Scottish Environmental Education Committee	Stored
(xii)	Jordanhill College of Education: S1/S2 Curriculum Development Project in Art and Design (Glasgow Division) by Russell Thomson, Project Officer. Submissions from North Kelvinside Secondary School and St Rochs Secondary School.	Stored

MINUTES of the sixth meeting of the Programme Directing Committee, Education 10 - 14 Programme, held on 1st December 1982, in Conference Rooms 9/10, New St Andrew's House, Edinburgh, at 10.30 a.m.

PRESENT: D G Robertson (Chairman)
Mrs J Barr
J K Beattie (Secretary)
D G Campbell
A S McKenzie
J M Mowat
E Mullen
D Menzies
G Paton
Dr A Shuttleworth
R W Tait
A Ferguson, HMCI
S B Smyth)
F R Adams) (Programme Co-ordinators)
Miss F Gordon (Assistant Secretary)

Apologies

1. Apologies were received from Mrs D Shiach.

2. Mr Robertson having been delayed, Mr Smyth acted as Chairman for agenda items 1 to 7.

3. Minutes of the PDC Meeting held on 12th October, 1982 (PDC/Min 5)

Amendments

3.1 Page 5, 10.1 (g), should read "Bullock's view of the pervasive significance of language on learning".

3.2 Thus amended, the minutes were approved.

4. Matters Arising

Replacement of Mr W Gilmour

4.1 It was noted that Mr Gilmour had been a member of COPE, and Mr Paton indicated that it should be possible to find a replacement from COPE in the near future.

4.2 The PDC had left Sub-group A to find its own replacement for Mr Gilmour and Mr Mullen had agreed to be convener of the Sub-group.

4.3 The Chairman's Committee recommended that Mr Mullen be invited to join it as a replacement for Mr Gilmour. This recommendation was accepted.

Framework for Decision

4.4 An augmented meeting of the Chairman's Committee had discussed

"Framework for Decision" and a draft response to the CCC's request for comments had been prepared. This draft had been circulated to all members of the PDC. A subsequent meeting of the Chairman's Committee had considered the draft in the light of comments received from Mr Cumming and Mr Paton, and some minor corrections had been made. The Chairman's Committee had decided not to alter the substance of the response because it was felt that it already reflected divergences of view in the PDC.

4.5   Mr Cumming expressed concern at the view of integrated science expressed in the response and wondered whether the kind of underlying issues with which the Central Committee on Science was concerned had been sufficiently appreciated when the response to "Framework for Decision" had been prepared. Mr Smyth replied that the Chairman's Committee had not been able to resolve a single view of this issue.

5.   Communications Received

Elgin High School

5.1   Mr Smyth reported that a letter had been received from the Assistant Headteacher of Elgin High School on the subject of work being done in the school on profile reporting and he had replied asking for further information for the PDC. Any response received would be passed to Sub-group B.

St Modan's High School

5.2   Mr Smyth reminded the PDC of previous communications on the subject of curriculum liaison between St Modan's and its associated primary schools. As a result of meetings between Mr Smyth, Mr Adams, Mr O'Carroll (Headteacher), Mr McGillivray (Assistant Director of Education) and Mr John Watson (Primary Adviser) the PDC had now received Mr O'Carroll's paper "A Case Study in Curricular Liaison". In addition, Mr Smyth and Mr Adams were engaged in a series of visits in which they were interviewing primary and secondary teachers who were involved in the project. Mr Smyth suggested that the whole project could be made the subject of a very useful case study by the PDC. Everyone concerned was being very open and helpful to the PDC representatives. In this connection it was to be noted that Mr O'Carroll had requested that his paper be treated as confidential by members of the PDC.

5.3   Members of the PDC expressed great interest in the St Modan's Project which provided a lively example of successes, difficulties and inter-personal sensitivities in a secondary-primary liaison initiative. It was remarked that the elements of secrecy which had appeared in the handling of the original inspiration and in respect to the recent paper for the PDC seemed to suggest significant insights into the workings of personal relations in the project. However, it was also argued that the PDC should not attach too much weight to evidence of cautious handling of information in the evolution of a project in which care would have been necessary in the way in which new ideas were brought to the attention of primary schools whose staff in general tended to be suspicious of secondary initiatives. Further, Mr O'Carroll's paper was a useful and open expression of participant observation by a senior member of the team and as such merited the confidential treatment requested.

5.4   In further discussion it was observed that St Modan's had a very wide catchment area, a fact which made the achievements there all the more remarkable. It was also reported that visits to the schools had caused the PDC's representatives to feel enlightened and encouraged. There was evidence that initial fears and suspicions within the project had been allayed as the project developed.

5.5   Mr Smyth said that he and Mr Adams would prepare a full report on the St Modan's Project for the PDC and he suggested that an extended case study might be valuable to the PDC and of interest to Central Region. It was agreed that this idea deserved exploration but great caution would be necessary in negotiating plans for any kind of study which might be published.

Jordanhill College of Education

5.6   In response to a second request for information relevant to Education 10 - 14, communications had now been received from the departments of Primary Science, History and English. The information, being specific to particular subjects, would be stored until the PDC came to look at particular areas of the curriculum.

Scottish Central Committee on Music

5.7   The response of SCCM to the Education 10 - 14 starter paper gave rise to a lively discussion which ranged over problems of teacher education and specialism; the functions of radio and television; the common and unique contributions of varieties of aesthetic and practical experiences; and the place of structure in learning.

5.8   Mr Tait, who had been a member of the group which prepared the SCCM response explained that it attempted to cover all of the main points raised by the starter paper. In general there was some concern about problems of continuity in primary/secondary experience in music. Provision in the primary sector tended to be haphazard and often much depended on the interest of a particular primary teacher. Secondary schools encountered difficulties in meeting the needs of pupils who arrived with widely differing levels of musical development. Traditionally, music was a matter for teachers with special expertise but there was some movement towards recognition of the fact that many primary class teachers can do very useful work if they are prepared to put their minds to it.

5.9   In discussion of the SCCM response it was remarked that pre-service training failed to give many teachers an adequate preparation in music. However, it was explained that in the time available colleges found it necessary to attempt to provide rather basic survival kits for all in a number of areas while offering options for deeper development of special interest and skill. The idea that the development of teacher competences had to continue beyond the pre-service stage led to a discussion of the functions of specialist teachers. These could play an important part in helping school staff, not just teaching pupils, but sometimes their very expertise inhibited participation by class teachers. One of the special problems of music teaching was that lack of teacher skill had immediate public visibility.

5.10   There was general agreement that some radio and television productions

were valuable in themselves as sources of instant enjoyment, but their integration into a structured school programme required preparation and follow-up work which made considerable demands on teachers. Another point was that commitment to a media series could have the effect of weakening teachers' own curriculum control.

5.11   The status of music in relation to other practical and aesthetic components of the curriculum was considered. This whole area could be perceived as a single mode of experience of a set of unique elements whose individual relationships with the curriculum as a whole were as important as their relationships with each other.

5.12   A discussion of structure led to the expresssion of various views on the importance of planning for sequential development at the primary stage. Opportunities for creative expression and acquisition of knowledge could be provided in a fairly open way. However, some skills become necessary as vehicles for expression and these seem to need systematic attention. The need for some degree of structure, it was argued, is presupposed by the stages of child development.

Conclusion of the discussion of Music

5.13   Mr Smyth suggested that Mr Tait should convey to SCCM that the PDC was very much aware of the importance of music and also of the difficulties in promoting it. Because of the way in which the PDC had organised its work, close attention had not yet been given to specific subjects. In due course the PDC would be seeking further advice from SCCM and was also expecting relevant contributions from SCEA and COPE.

Mr Menzies/Mr McLaren

5.14   Mr Smyth referred to some very interesting ideas on Mathematics which had been formulated by Mr David McLaren, Mathematics Adviser, Lanark Division, and brought to the attention of the PDC by Mr Menzies. These ideas would be helpful to the Chairman's Committee when it met to formulate questions to be asked of Mr Kelly at the meeting of the PDC on January 10th, 1983.

5.15   Mr Menzies said that these ideas on Mathematics could be circulated so long as they were restricted to members of the PDC and regarded as confidential for the time being. Access to them was only possible because of a privileged personal communication.

SAGT Response to S1/S2 Social Subjects Report by SCCSS

5.16   Mr Smyth reported that a copy of "Observations by the Scottish Association of Geography Teachers on the S1/S2 Social Subjects Curriculum Report" had been received. It merited attention by the sub-groups. In addition a copy of the entire set of responses to the S1/S2 Social Subjects Curriculum Report had now been received from SCCSS. This was to be distributed to Sub-group A and Mr Cumming had specially requested a copy of it. The secretary of SCCSS was putting together a summary of responses which the PDC will be able to see. In the meantime, Mr Adams was able to give some general information. He said that the responses came mainly from schools and ranged from criticisms that the SCCSS booklet did not go far enough to expressions of the view that it went much too far and lacked an adequate rationale and basis of evidence for the statements which it made.

5.17   It was reported that an invitation had been extended to the PDC and
        COSPEN to join a meeting of SCCSS in February. This matter would be
        discussed by the Chairman's Committee.

5.18   It was agreed that a summary of the responses to the SCCSS report
        should be circulated to all members of the PDC. Arrangements could
        be made for members to see the full responses if they wished.

        Primary/Secondary Teaching Methods, Bulletin No. 3

5.19   It was noted that Primary/Secondary Teaching Methods, Bulletin No. 3,
        had been received from Aberdeen College of Education and distributed
        to the PDC for information.

6.   **Sub-group Reports**

        Sub-group A

6.1   It was reported that Sub-group A had met on Friday 26th November, at
        Jordanhill. Papers from Mr Mullen and Mr Menzies had been considered
        and a further paper from Mr Beattie was tabled as a background for
        further discussion. Considerable progress had been made but there
        were still some misgivings about the January 10th date for submission
        of a paper to the PDC. It had been decided to retain January 10th as
        the target date though it might prove necessary to deal with some of
        the issues at a more general level than originally intended in order
        to meet this deadline.

        Sub-group B

6.2   Mrs Barr reported that the sub-group had reports of completed follow-up
        visits by Mr Adams to St Andrew's College and by Mr Mowat and Mr Adams
        in connection with "Geography 10 - 14". The PDC had already discussed
        the progress of visits to the St Modan's project. Mr Smyth and
        Mr Adams would be making visits in Grampian Region which had been
        arranged by Mrs Shiach for December 14th to 16th. The sub-group was
        continuing to receive information from Fife, Lothian and St Andrew's
        College about initiatives which might be followed up. Further visits
        were being planned.

        Sub-group C

6.3   Mr Cumming reminded the PDC of the revised lines of enquiry which had
        been approved by the Chairman's Committee. He had been in touch with
        Miss Fairweather, HMI, who had been most helpful on the subject of
        interdisciplinary studies.

6.4   A general discussion of the problems of subject integration followed
        and the difficulties of establishing a positive approach to this issue
        in the face of the pressures created by declining rolls were reviewed.

        Visit of Mr Kelly, HMI, to the PDC meeting on 10th January, 1983

7.   Members of the PDC were invited to submit suggestions for questions to
        be put to Mr Kelly. These should reach Mr Smyth before the
        Chairman's Committee on 20th December.

HMI Paper on Education 10 - 14

8.   Mr Robertson took the chair and introduced a discussion of the paper
       by members of HMI.

       (See separate report of the discussion).

9.   Dates of Future Meetings

9.1   Mr Smyth drew attention to the need to consider plans for the next
       financial year for which £4000 had been allocated at present.

9.2   It was agreed that there would be meetings of the PDC on January 10th
       and February 2nd, 1983. A meeting of the Chairman's Committee was
       arranged for December 20th, 1982.

9.3   It was noted that a full day session of the PDC would be required on
       January 10th when Mr Kelly would be visiting the PDC and there would
       be papers from sub-groups.

Sub-group Meetings

10.   The PDC divided into sub-groups at 3.00 p.m.

NUTES of the seventh meeting of the Programme Directing Committee,
Education 10 - 14 Programme, held on 10th January 1983 in New St Andrew's
House, Edinburgh, Conference Rooms 7/8, at 10.30 a.m.

PRESENT: D G Robertson (Chairman)
          Mrs J Barr
          J K Beattie (Secretary)
          A Cumming
          A S McKenzie
          J M Mowat
          E Mullen (from 1.45 p.m.)
          D Menzies
          G Paton
          Dr A Shuttleworth
          Mrs D Shiach
          R W Tait
          S B Smyth)
) (Programme Co-ordinators)
          F R Adams)
          Miss F Gordon (Assistant Secretary)
visitors: Mr E Kelly , HMI (11.00 - 1.30 p.m.)
          Mr O J Dunlop Programme Co-ordinator, IMEP (10.30 - 12.00)

APOLOGIES

1. Apologies were received from Mr Ferguson, HMCI, and from Mr Mullen who
    could not be present for the morning session.

AGENDA

2. It was decided to take the agenda in an order appropriate to the times when
    visitors would be present.

3. THE INTERNATIONAL AND MULTI-CULTURAL EDUCATION PROGRAMME (Agenda item 9)

3.1 The Chairman welcomed Mr O J Dunlop, co-ordinator of IMEP, who had been
     invited to the meeting so that the PDC could be informed about that
     programme and aware of areas of common interest.

     Outline of the International and Multi-cultural Education Programme

3.2 Mr Dunlop said that he was grateful for the opportunity to open lines of
     communication with the PDC. The programme had started in September 1982
     and was to run until June 1985. The age range envisaged was 9 - 14 and the
     programme would include work in primary and secondary schools which meant
     that there was a close correspondence between the areas of interest of IMEP
     and the PDC.

3.3 Mr Dunlop said that there was a tendency for teachers to take a limited view
     of international and multi-cultural issues in terms of ethnic minorities.
     One of the programme's main purposes was to reduce global illiteracy.

     Work Already Completed

3.4 Mr Dunlop went on to outline work which had already been done and plans for
     the future. Members of the project had talked to primary and secondary
     teachers in Central Region in order to collect information about teachers'

awareness of the issues with which the programme was concerned. Ten Regions had agreed to take part in the programme, and secondary and associated primary schools had already been identified. Modules would be developed in P5 and reviewed in P6 and P7, and secondary school work would take up the issues from that point. Eventually a number of topics would be published and thus schools would be offered an opportunity to select materials for use in areas which Mr Dunlop said he believed were neglected. At the secondary stage, three curriculum areas would be involved in developmental work in each school and one of these would be a social subject. Science and English were also likely to be included and the mixture of subjects would vary from school to school. Results from the survey in Dumbarton would be ready in time for a conference at Jordanhill in March when participants in the programme would meet to establish a rationale for the coming work in schools.

Areas of Neglect

3.5   In reply to a question, Mr Dunlop said that subjects such as peace and conflict, minority cultures and the North-South issues identified in the Brandt Report were examples of areas of neglect in the curriculum. It was remarked that these all seemed to be in the social studies area and Mr Dunlop replied that this was broadly true, but that the programme was seeking a wider approach to the issues.

Secondary Schools and Associated Primaries

3.6   Mr Dunlop explained that in some Regions all the primary schools associated with the chosen secondary school would be included in the development work but that because of the distances involved this would not be possible everywhere.

Global Literacy

3.7   The meaning of global literacy was considered, and Mr Dunlop said that it referred to a range of key global issues, such as conflict and the resolution of conflict, rather than particular bodies of information. A concepts and skills approach was implied, and Mr Dunlop envisaged the development of appropriate pedagogy. In response to a suggestion that children in P5 were still considerably involved with the exploration of their local environment, Mr Dunlop said that it was hoped to bring the wider world nearer to children and that there was evidence from England and Wales to support the view that children at 9 could cope with this sort of widening experience.

Subjects Involved

3.8   In consideration of the range of subjects involved in the programme it was remarked that Mr Dunlop had not mentioned modern languages. Mr Dunlop said that this was not intentional and that there were already some developments in foreign visits arranged by modern language departments which IMEP hoped to pursue. In further discussion of subjects which might contribute to multi-cultural and international understanding, Mr Dunlop said that thinking on the role of religious and moral education had still to be developed, but clearly moral issues would thread their way through the work.

The Time-scale

3.9   Arising from a discussion of the time-scale of the programme, Mr Dunlop said that the present strategy was to try out modules at several levels next year and refine them in 1985. The time-scale did not allow for longitudinal

development work and he agreed that it might be necessary to negotiate an extension of the project.

Future Relations Between Education 10 - 14 and IMEP

3.10 It was noted that there was a regular exchange of minutes between the PDC and IMEP, and Mr Dunlop said that members of the PDC would be welcome to visit meetings of IMEP. If such visits were desired, Mr Dunlop or Mr Bell should be contacted in advance.

3.11 The Chairman thanked Mr Dunlop for coming to talk with the PDC and said that it had been very useful for the Committee to learn what was going on in this area.

4. **MINUTES OF THE PDC MEETING HELD ON 1ST DECEMBER, 1982** (PDC/Min 6)

Amendment

4.1 Mr Cumming's name to be added to the list of those present.

Minute 8

4.2 In connection with minute 8, it was explained that a confidential report of the discussion of the HMI paper on Education 10 - 14 would be circulated separately.

4.3 The minutes, apart from the full report of item 8, were approved.

5. **MATTERS ARISING FROM THE MINUTES**

Replacement of Mr W Gilmour (From minute 4.1)

5.1 Mr Paton informed the Committee that COPE would be meeting in the week beginning 17th January and that the matter of Mr Gilmour's replacement would be discussed then.

Elgin High School (from minute 5.1)

5.2 It was reported that further information on work on profile reporting at Elgin High School had been received and referred to Sub-group B.

St Modan's High School (from minute 5.2 - 5.5)

5.3 It was reported that the secondary teachers who were involved in the project had not yet been interviewed.

Response to the S1/S2 Social Subjects Report by SCCSS (from minute 5.16)

5.4 It was reported that Mr Alan Adam of SCCSS would be unable to supply a summary of responses in time for the next meeting of the PDC.

5.5 Mr Mowat agreed to prepare a summary of the responses to the S1/S2 Social Subjects Report for the PDC.

5.6 Mr Smyth reported that Mr Adams, Mr Mowat and he would attend the meeting of the Social Subjects sub-committee on 25th February when draft guidelines would be discussed. Mr Smyth said that if a PDC view on these was required

the papers would have to be received not later than 2nd February.

Communication with SCCM (from minute 5.13)

5.7   Mr Tait reported that the Music Panel had been very pleased with his report
        of the interest in music which was being expressed by the PDC. The Panel
        would welcome any specific questions about primary and secondary music which
        the PDC might wish to put to them and they hoped that music would not be
        given a low position in the PDC's order of priorities.

5.8   Mr Tait outlined some of the Panel's concerns about the future of music in
        the schools and referred in particular to shortages of specialists and
        inadequate training of general primary teachers. These considerations gave
        rise to questions about the possibility of making greater use of secondary
        school specialist staff in primary schools.

5.9   Discussion then turned to entry qualifications and ways of improving the
        quality of teaching, and it was suggested that consideration should be
        given to associateships in music for primary teachers. In this connection
        it was remarked that Local Authorities might not be willing to release
        teachers for associateship studies.

6.   Mathematics - Mr E Kelly, HMI (Agenda item 10), paper appended.

7.   EDUCATION 10 - 14 - THE BASIS FOR A RATIONALE (Agenda item 11)

        Paper from Sub-group A - Introduction

7.1   Mr Mullen introduced a paper from Sub-group A entitled 'Towards a Rationale'
        (PDC/W/22). He explained that 7 or 8 working papers had been prepared in
        the course of the sub-group's activities and reminded the PDC that he had
        taken over the convenership of the group after Mr Gilmour had had to resign.
        Copies of the working papers used within Sub-group A could be made available
        to members of the PDC if they wished. The paper which Mr Mullen was
        presenting had been put into its final form by himself over Christmas in
        order to meet the January 10th deadline for the PDC because Sub-group A
        had felt that it was more important to involve the PDC in thinking about
        the rationale as soon as possible than to spend more time developing detail
        at this stage.

7.2   Mr Mullen went on to explain that the paper which he was presenting did
        not go into the detail of curriculum content, organisation or methodology,
        all of which were considered by Sub-group A to be matters which the PDC
        would have to consider in the light of whatever general rationale was
        eventually adopted.

7.3   The document was arranged in three major sections dealing respectively with
        the meaning of Education 10 - 14; significant discontinuities; and
        implications for the future development and management of the curriculum in
        the 10 - 14 stage. A central theme in Sub-group A's thinking had been
        the idea of continuity in child development matched by continuity in the
        curriculum. Mr Mullen drew attention to the third section of the paper and
        said that Sub-group A were of the opinion that it was there that the PDC
        might look for its modus operandi.

7.4   In concluding his introduction of the paper Mr Mullen said that it was the
        intention of Sub-group A to bring the paper to the attention of the PDC at
        the present meeting and invite members to discuss it more fully at the next

meeting when they had had time to study its contents.

Procedure

7.5   The PDC then considered how to handle the paper and decided to continue
       with a short exploratory discussion and take up the whole issue of the
       rational as a major item at the next meeting.

Discussion

Relationship Between Areas of the Curriculum

7.6   The question of relationships between areas of the curriculum was briefly
       reviewed. The paper suggested that at the secondary level a way forward
       could be found in the first instance through the encouragement of inter-
       departmental collaboration in themes and common projects over short
       periods of time. The main thrust, the paper argued, should be through
       methodology and common approaches to learning difficulties, language and
       assessment which provided common ground for all teachers.

Teacher Education, Authority Policies and Remedial Provision

7.7   It was noted that paragraph 6.6 of the paper raised major questions about
       teacher education and about Divisional and Regional policies on staff
       training and deployment. It was also remarked that secondary training
       rarely included experience of primary education. The Committee further
       considered remedial education, and variations in the ways in which schools
       used remedial specialists in advisory and direct teaching roles were
       described.

A Secondary Emphasis?

7.8   It was suggested that the paper assumed the need for concentration of
       attention on the secondary end of the 10 - 14 stage. In reply to this it
       was stated that if the paper gave such an impression, it had been
       unintentional since Sub-group A's fundamental view of education was one
       of continuous development over the whole age-range. Sub-group A took the
       view that the development of children's understanding required gradual
       differentiation of experience into separate modes of knowing and one
       member at least held that ideally the amount of differentiation should
       be fairly limited in the 10 - 14 period.

Skills, Concepts and Attitudes

7.9   Referring to the activities of curriculum groups outside the PDC, it was
       remarked that it was a hopeful sign that people working from different
       starting points were coming out with broadly similar views such as the
       use of skills and concepts as central ideas in curriculum organisation.

7.10   Possible relationships between models which used categories such as content,
       skills and concepts were briefly considered. It was remarked that
       Mr Dunlop's description of the IME Programme (minute 3) gave rise to the
       possibility that a set of central ideas and attitudes could be developed
       in alternative contexts. For example, the same important general ideas
       might be developed through study of the cultures of different peoples.

Desirable Outcomes

7.11   Mr Mullen drew attention to the set of desirable outcomes on pages 4 - 6
       of the Sub-group A paper and said that these could serve as a focus for

discussion since they represented a summary of much of the sub-group's thinking on what Education 10 - 14 was all about.

Conclusion

7.12   It was agreed that:

   (i)   the rationale of Education 10 - 14 should be a major item on the agenda for the PDC on 2nd February;

   (ii)   those Sub-group A working papers which had been particularly influential in the preparation of the paper presented to the PDC should be circulated to all members.

8.   COMMUNICATIONS RECEIVED (Agenda item 5)

8.1   Mr Smyth reported that the communications noted below had been received and added to the store of material which would be required for reference later in the programme. Anyone who wished to see these papers could have access to them at any. time.

   (i)   "Design and the Environment", St Andrew's High School, East Kilbride. Munn and Dunning short course paper received from Russell Thompson, Jordanhill College of Education,

   (ii)   From Margaret Cameron, Principal Lecturer in Physical Education, Jordanhill College of Education, an account of work carried out by Miss Beatrice Robertson of the P.E. Department.

8.2   In addition, a paper had been received from Mr R C Scott, AHT, Prestwick Academy, on the subject of an integrated approach to social subjects in the first year of secondary schooling. It was agreed that copies of this paper should be distributed to Sub-group B, Mr Mowat and Mr Cumming.

9.   MATTERS DEALT WITH AT THE CHAIRMAN'S COMMITTEE MEETING ON 20TH DECEMBER, 1982 (PDC/W/20), (Agenda item 6)

9.1   The attention of members was drawn to PDC/W/20 which summarised the work of the Chairman's Committee on 20th December, 1982, and it was noted that most of the business concerned matters which came up elsewhere on the agenda of the present meeting of the PDC.

Historical Background of the S1/S2 Curriculum

9.2   Mr Smyth explained that Mr Wilson Bain, Lecturer in Education at Moray House College of Education, had been asked to produce a paper on the historical processes which had brought the present S1/S2 curricular pattern into being. Mr Bain had been asked to consider the extent to which the present pattern contained assumptions from the past and was influenced through examination structures by the demands of the higher educational institutions. The cost of this commission would be £35.

CCC Report and CCC News

9.3   It was reported that the Chairman was going to prepare an account of the Education 10 - 14 Programme for the report of the 5th CCC, and that

7.

Mr Smyth would respond to a request for a contribution to the CCC News.

10.   PROPOSAL FOR A NEWSLETTER FOR GENERAL DISTRIBUTION (PDC/W/19),(Agenda item 7)

10.1   Mr Smyth introduced PDC/W/19 which described a possible format for a
       newsletter. Mr Smyth reported that the Chairman's Committee considered
       that such a newsletter would be valuable, and he asked for the views of the
       PDC.

10.2   There was general agreement that the proposed newsletter would be very
       valuable and Mr Smyth undertook to prepare it on the understanding that he
       might call upon the assistance of other members of the PDC.

11.   PROPOSED STUDIES AND COMMISSIONS (PDC/W/18), (Agenda item 8)

11.1   Mr Smyth introduced PDC/W/18 and described how the Chairman's Committee,
       at its meeting on 20th December, 1982, had formulated the possibilities
       set out in the paper. The views of the PDC were being sought on these
       proposals, on suitable places for study, and on methods of implementation.
       It was to be noted that the Sub-group A paper on rationale had become
       available since the Chairman's Committee, and account should now be taken
       of any implications which it might have for studies and commissions.

       Resources and Procedures

11.2   The PDC noted that there was only a limited amount of money available for
       studies and commissions. The figure for 1983 - 84 was £4,000. It was
       suggested however that it might be possible to obtain further funding from
       the CCC. It was also noted that the commissioning of projects was urgent
       because of the time required to set up such activities and because of the
       dates when college committed staff to research work.

11.3   The possibility of tapping information from other ongoing projects was
       considered with approval, and Mr Menzies gave the example of an SCRE
       follow-up study of work on assessment in Lanark Division.

11.4   The proposed topics of study in PDC/W/18 were then considered in detail.

       Proposal 1 - Modes of Reporting from the Primary to the Secondary School

       Reporting in the Whole Range from P6 - S2

11.5   It was remarked that the wording in the working paper implied that the
       possible discontinuities to be examined were between the primary and
       secondary stages. There might however be discontinuities in communication
       at any point from P6 to S2. At the primary level, communications tended
       to be informed and was not necessarily adequate. It was also suggested
       that primary schools were sometimes guarded about the information on
       pupils which they would report to secondary schools. Within the secondary
       school, the information passed on by guidance staff tended to be rather
       limited.

       Proposal 2 - Use of Continuous Assessment Associated with Profile Reporting

       Possible Existing Sources of Information

11.6   After some discussion, it was agreed that continuous assessment and
       associated profile reporting would probably require a large study, and

Mr Menzies referred to the SCRE follow-up study of assessment in Lanark Division as a possible source of relevant information. It was considered doubtful that any equivalent evaluation was being carried out in connection with assessment in primary schools. Mrs Shiach told the Committee that Grampian Region had a primary school profile sheet which was passed to secondary schools in addition to the normal green and yellow cards, but she doubted that there had been any systematic evaluation of the procedure.

Proposal 3 - Schools which have Adopted an Integrated or Co-ordinated Approach to Social Subjects/Humanities in First or Second Year

Sub-group B

11.7   It was noted that the Chairman's Committee had recommended that Sub-group B should undertake preliminary investigation and identification of schools in which integrated or co-ordinated approaches might be operating. It was remarked that this subject of study would relate to work being done by Sub-group C who were looking for published accounts of what had been undertaken in integrated approaches. Group C was pursuing work being done on multi-disciplinary courses at Foundation level.

Developments in Glasgow

11.8   Mr Mullen informed the Committee that eleven Glasgow schools were engaged in an ~~integration~~ project in response to the ~~Strathclyde~~ S1/S2 Report. It might, he suggested, be valuable to obtain information about those developments since they might provide a view of experiences in the earlier stages of working towards integration, modular organisation and common assessment procedures. Mr Mullen offered to seek further information through Mr J Hogan, DEO, Glasgow. Mr Smyth said that he would be visiting advisers in Glasgow in the near future and this would give him an opportunity to enquire about the work being done in the eleven schools.

Proposal 4 - Schools Blocking and Rotating Subjects

Information from Lothian Region

11.9   It was reported that Mr Cook had sent a circular to Lothian schools in order to obtain information about their timetable practices, and the results were now available to the PDC in tabulated form. A further important source of information would be the Strathclyde Timetable Unit, and the PDC already had permission to approach them. It would be particularly interesting to know about their experience of the 25 period week.

Proposal 5 - Method of Allocating Children to Classes in S1

Variations in Primary Curricula

11.10   Possible relationships between methods of allocating pupils to S1 classes and the problem of curriculum variations in associated primary schools were briefly explored, but it was argued that curriculum differences should be considered separately and were in any case being investigated through the case studies being done by Sub-group B.

Methods of Allocation

11.11   Methods used to allocate pupils to S1 classes were discussed and there were references to a progression from the use of ability scores, to random procedures, and then to allocations based on social and friendship

considerations. Secondary schools, it was argued, often lacked sufficient information on which to make proper judgments about allocation to secondary groups.

11.12 There was some speculation as to why it was generally assumed that children should not be kept in their primary school groupings after they moved to the secondary school since this could provide useful cohesion and stability within classes. Against this, however, it was argued that in those areas where there were heterogeneous social backgrounds, retention of primary school class members could lead to serious problems.

11.13 It was suggested that it would be important to know what allocation procedures regions actually recommended, and it was reported that St Modan's High School was asking each of its associated primary schools to suggest small sets of pupils who could work happily together in the secondary school.

Combination of Proposals 1 and 5

11.14 Arising out of the discussion of the grounds upon which secondary schools allocated pupils to S1 classes it became apparent that there were close connections between proposals 1 and 5, and it was suggested that it would be possible to set up a nationally based investigation of these two issues as twin studies, and that geographically dispersed colleges of education might be invited to participate.

Guidance

11.15 Discussion then turned to aspects of guidance which were associated with timetabling, information transmission, and pupil allocation. It was argued that there was a need for timetable provision for sufficient contact with the front line guidance teacher to provide an anchor point for the guidance process. It was also observed that there was an ever-increasing reluctance on the part of teachers to become involved in what they tended to regard as a specialist function outside what they considered to be normal teaching.

11.16 In answer to a question about the work done by colleges of education, the PDC was informed that the colleges tended to concentrate on the structures for guidance and the idea of guidance as an aspect of good teaching in general rather than attempting to do any special work on guidance techniques.

A New Subject for Study

11.17 There was general agreement that an important issue had emerged in the discussion and that it would be necessary to take time to reflect on possible implications for commissions and studies. It was felt that an approach to the SCC on Guidance would be appropriate but that this should be delayed until a forthcoming publication by that body had been seen by the PDC.

Proposal 6a - Leisure Activities

11.18 It was observed that many secondary schools leisure activities depended largely for their success on the interests of particular teachers. There were instances of effective use of parents in leisure activities at the primary level.

11.19 It was suggested that the educational significance of leisure activities

deserved consideration. Were such activities to be seen as having long-term significance for life in addition to providing short-term opportunities for enjoyment and relaxation?

11.20 It was agreed that in view of the interest expressed in this aspect of the curriculum by members of HMI, further consideration of leisure activities should be deferred until Mr Ferguson had an opportunity to respond to a request for further elucidation of the matter.

Proposal 6b - Social Education

Social and Health Education in the Primary School

11.21 Interest was expressed in obtaining information about the ways in which social and health education were handled in primary schools and it was said that this depended on the way in which particular schools organised their environmental studies programmes. It was remarked that at the primary stages such issues tended to emerge from other activities, while in secondary schools they were often put upon the guidance staff.

Social Education - Content and Process

11.22 There was agreement that the problem of social education needed further examination. In particular, the distinction between social education as a programme or topic, and social education as a set of skills developed in a variety of curricular contexts would require exploration, and in this connection the work being done on social education at Jordanhill was mentioned.

Proposal 6c - The Place of Creative Arts

11.23 It was agreed that the reference to S1/S2 in the topic title in PDC/W/18 was an error, and that it should have read P6 - S2.

Attitudes to Creativity

11.24 In general discussion of creative arts it was argued that although there had been a great deal of progress in recent years, the position of aesthetic subjects in secondary schools was becoming vulnerable in the present staffing situation. It was also suggested that creativity and self expression were becoming less valued in the current intellectual climate. There appeared, it was suggested, to be a movement towards concentration on educational outcomes which were readily measurable and assessable in subjects considered to have economic significance. Against this, however, it was argued that aesthetics had a place in the emerging concept of modes of experience, and that it was being recognised that when desirable activities were identified, appropriate definitions of achievement and appropriate assessment procedures had to be created.

Next Stage of Work on Creative Arts

11.25 It was agreed that this area of investigation required further preliminary study before it could become the subject of a commission.

Conclusion

11.26 It was agreed in principle that:

(i) Proposals 1 and 5 (relating to modes of reporting and allocation to S1 classes) should be combined and put to three colleges as possibilities for joint PDC/college research.

(ii) Proposal 2 (relating to continuous assessment and profiling) should, in the first instance, be pursued through an approach to SCRE on the subject of their work in Lanark Division.

(iii) Proposal 3 (relating to curriculum integration) should be followed up by Mr Mullen who would approach Mr Hogan, DEO, Glasgow, to find out the position of the eleven Glasgow schools experimenting with such changes.

(iv) Proposal 4 (relating to blocking and rotating of subjects) should be pursued through an approach to the Strathclyde Timetabling Unit.

(v) Proposal 6a - Mr Ferguson, HMCI, should be asked to comment on leisure activities from the viewpoint of the HMI paper.

(vi) Proposals 6b and 6c (relating to social education and creative arts) should be subjects for further discussion.

(vii) Questions relating to guidance which had arisen in the discussion should be taken up again in the light of the SCC Guidance Report.

12. PROGRAMME OF FUTURE MEETINGS

PDC - Wednesday 2nd February

Chairman's Committee - Thursday 15th February at 2.15 p.m. in SCDS, Moray House College

PDC - Wednesday 27th April

Chairman's Committee - Monday 9th May

MINUTES   of the eighth meeting of the Programme Directing Committee,
            Education 10 - 14 Programme, held in New St Andrew's House, Edinburgh,
            on 2nd February 1983, in Conference Rooms 3/4, at 10.30 a.m.

            PRESENT: D G Robertson (Chairman)
                        J K Beattie (Secretary)
                        A Cumming (from 2.00 p.m.)
                        D G Campbell
                        N Masson
                        E Mullen
                        J Mowat
                        G Paton (from 2.00 p.m.)
                        Mrs D Shiach
                        S B Smyth)
) (Programme Co-ordinators)
                        F R Adams)
                        Miss F Gordon (Assistant Secretary)
                        Dr A Shuttleworth
                        Mr McInnes.

            APOLOGIES

1.   Apologies were received from Mrs Barr, Mr Ferguson, HMCI, Mr McKenzie
            and Mr Tait.

            MEMBERSHIP

2.   The Chairman welcomed Mr Norman Masson, Adviser in Primary Education,
            Lothian Region, and a member of COPE, who was joining the PDC in
            place of Mr W Gilmour.

3.   MINUTES OF THE SEVENTH MEETING OF THE PDC HELD ON 10TH JANUARY 1983

            Amendments

3.1   An apology from Mr Campbell should have been recorded.

            Page 8, minute 11.7, lines 1 and 2, to read - "Mr Mullen informed the
            committee that eleven Glasgow schools were engaged in a project in
            response to the SCCSS S1/S2 Report".

3.2   Thus amended, the minutes were approved subject to the note that Mr Kelly
            had not yet commented on the appended record of the discussion of
            mathematics.

4.   MATTERS ARISING FROM THE MINUTES OF THE SEVENTH MEETING

            The St Modan's Project (from 5.3)

4.1   Mr Smyth reported that the secondary teachers involved in the
            St Modan's project had now been interviewed.

            SCCSS Meeting and Report on Social Subjects in S1/S2 (from 5.5 and 5.6)

4.2   It was reported that the papers for the SCCSS sub-committee on
            guidelines on 25th February were not available for the present meeting

of the PDC, and in consequence Mr Mowat, Mr Smyth and Mr Adams would
not be able to take a PDC view to that meeting.

Mathematics (from 6)

4.3   As Mr Kelly had not yet commented on the accuracy of the report of his
        contribution to the seventh meeting of the PDC, discussion of any matters
        arising directly from that item was postponed.

4.4   Mr Smyth reported that at the suggestion of Mr Menzies arrangements
        had been made for Mr Cumming, Mr Menzies, Mr Smyth and Mr Beattie to
        have an informal meeting with Mr David McLaren, Adviser in Mathematics,
        Lanark Division, on 4th February to discuss issues in the Mathematics
        curriculum. The discussion would be reported to the PDC in due course.

Historical Background of the S1/S2 Curriculum (from 9.2)

4.5   It was noted that the background paper by Mr W H Bain on the historical
        development of the S1/S2 curriculum had been issued to the PDC and
        members were impressed by the quality and speed of production of the
        paper.

Proposed Newsletter

4.6   Mr Smyth and Mr Adams hoped to have some material ready for consideration
        at the next meeting of the Chairman's Committee.

Proposed Studies and Commissions (from 11)

        Proposal for a study of modes of reporting and allocation of pupils
        to S1 classes (from 11.26 (i)).

4.7   Arising from the decision to attempt to involve three geographically
        dispersed colleges of education in a study of modes of reporting and
        methods of allocating pupils to S1 classes, it was reported that
        Mr Adams had consulted Mr W Nicol of the Research and Intelligence Unit
        of HMI. The meeting had been helpful and Mr Nicol had advised a PDC
        approach to NICCER with some hope that even at this late stage a
        project might be mounted in the next college session. It was to be
        noted that NICCER would probably only approve a 6 month feasibility
        study in the first instance, and it was unlikely that the PDC would have
        full results in time for the final report.

4.8   It was agreed that despite the time factor, and possible financial
        constraints, it would be well worth pressing ahead with attempts to
        get the research carried out. Preliminary findings should be available
        in time for the PDC report, and it was felt that the final results of
        such a study would be valuable in their own right whenever they were
        published.

        Proposal for a study of integrated/co-ordinated approaches to social
        subjects (from 11.26 (iii)).

4.9   Mr Mullen reported that he had been in contact with Mr Hogan, DEO,
        Glasgow Division, and had received indications of excellent co-operation
        in the pursuit of information about the programme of interdepartmental
        collaboration in social subjects in eleven Glasgow secondary schools.
        The programme involved primary as well as secondary schools and a
        support team of advisers and principal teachers was being set up.

Mr Mullen added that it would be particularly interesting for the PDC
to have access to an innovation of this kind from its very early stages.
There was no need for a formal approach by the PDC as excellent
co-operation with Mr Hogan had already been established.

Proposal for a study of timetable blocking and rotation (from 11.26 (iv))

4.10   It was reported that Sub-group B had not yet had an opportunity to study
        the information received from Lothian Region on timetabling.

4.11   It was also noted that the Chairman had provided examples of the kind of
        studies of timetable and staffing models which had been carried out for
        COSLA by the Strathclyde Timetable Unit.

Discussion of Issues Arising in Connection with Timetable Blocking

4.12   It was remarked that the introduction of modular organisation in
        connection with 16 - 18 developments would be likely to have implications
        throughout the school and that the special needs of S1 and S2 might
        receive low priority. It might prove to be the case that S1 and S2
        pupils could not learn effectively in long sessions devoted to one area
        of the curriculum. This might lead to an argument for flexible teachers
        who could deal with several curriculum areas in a single time block,
        or it might point to the need to explore ways in which different time
        structures might coexist in one school. In this connection, it was
        reported that some community high schools in Lothian Region had shown
        that it was possible to keep a proper balance between the competing
        organisational claims of different sections of the school. Arising from
        these considerations it was remarked that the development of modular
        studies at the 16 - 18 level again raised the issue of sequential and
        sustained studies which the PDC had noticed at an earlier meeting
        (PDC/Min 6, 6.3 in item 8), and there was some speculation as to whether
        the SED might already have considered timetable models in the light of
        its thinking about the 16 - 18 stage.

4.13   Mr Smyth reminded the committee that permission had been given for the
        PDC to approach the Strathclyde Timetable Unit formally, and he said
        that this matter would be followed up as soon as time permitted.
        Mr Menzies advised the committee that the Timetable Unit could only
        work effectively when provided with clear specifications for sets of
        school types, staffing situations and programme requirements, and that
        this should be kept in mind when preparing a request for their assistance.

Proposal for a study of leisure activities (from 11.26 (v)).

4.14   The Chairman tabled a paper describing current Wednesday afternoon
        leisure activities at Breadalbane Academy and this was noted as a
        contribution to the further consideration of leisure activities which
        was to be undertaken in the Education 10 - 14 Programme.

Other Proposals for Studies and Commissions

4.15   It was noted that proposals (ii), (vi) and (vii) in PDC/Min 7, 11.26
        which were concerned with continuous assessment and profiling, social
        education, creative arts and guidance had not yet been taken any
        further.

The Form of the PDC Minutes

4.16   A question was raised about the length and detail required in minutes of

PDC proceedings and reports of discussions with visitors. Mr Beattie was concerned that because of the time taken to write detailed accounts, the minutes did not always reach members as punctually as he would wish. However, it was agreed that the detail provided was valuable, and Mr Beattie said that having been reassured on this point he would be happy to continue reporting meetings in detail.

MINUTES OF THE SIXTH MEETING OF THE PDC HELD ON 1ST DECEMBER 1982 - ITEM 8

5.   The report of the discussion of the HMI paper on Education 10 - 14 was approved.

6.   COMMUNICATIONS RECEIVED

        Timetable Analysis Carried Out by the Strathclyde Timetable Unit for COSLA

6.1   It was noted that the examples of the work of the Strathclyde Timetable Unit submitted by Mr Robertson had already been considered. (4.11 above).

        Letter from COSPEN in Reply to the PDC's Request for Identification of Significant Practices

6.2   It was remarked that most of the activities mentioned in the letter from COSPEN were already known to the PDC and there was some speculation as to whether this should be taken as a reflection of the limits of relevant practice or as an indication that only a restricted sample might be coming to our attention.

6.3   COSPEN references to work at Westhill and Bankhead were noted and referred to Sub-group B.

6.4   COSPEN's reference to 'area remedial teams' based on Linksfield was also noted as significant and it was decided that it should be followed up through Mrs Loriner who had offered to assist the PDC in such matters.

6.5   A reference in the COSPEN letter to the fact that most special schools in Scotland cater for the 5 - 16 plus age range was noted with interest since these institutions would have experience of curriculum management over several divisions of the age-range. It was decided that a letter should be written to Mr Peter Grainger, asking him to suggest special schools within a reasonable distance of Edinburgh and Glasgow which could be visited by representatives of the PDC.

6.6   In connection with the matter of examples of curriculum continuity, the Chairman indicated that five secondary schools with primary liaison programmes had been identified in Tayside Region, and that information on these would be made available to the PDC shortly.

        Communication with Strathclyde Region

6.7   Arising from the consideration of the possible limits of the PDC's knowledge of practice throughout the country, it was remarked again that it was unfortunate that the committee still seemed to have rather limited access to developments in Strathclyde Region where there must be very extensive and unique experience. Members were reminded that at an earlier stage a letter describing 6 or 7 areas of PDC interest had been sent to Mr Mulgrew, and that Mr Smyth had met Mr Mulgrew and

the group of Strathclyde EOs with curriculum responsibilities. It was appreciated that the Region found it difficult to respond to general requests for information but had expressed willingness to deal with particular requests channelled through Mr Mulgrew who was the PDC's official contact in Strathclyde. However, concern was expressed when it was said that there was some evidence of uneven distribution of knowledge of the PDC's needs in the Region, and it was felt that there appeared to be limitations on channels of communication which might result in the PDC remaining unaware of very important evidence from Strathclyde.

6.3   After some discussion of possible ways of enhancing communications with Strathclyde Region, it was agreed that Mr Smyth should write again to Mr Mulgrew on the subject. General guidelines suggested for the letter were: - appreciation of the difficulties of assembling information in such a large area; stress on the importance which the PDC attached to having the fullest possible awareness of relevant developments in Strathclyde, as a source both of ideas and of possible locations for commissioned studies and development work; reference to procedures which have worked well in PDC communication in the other Regions; an expression of the PDC's interest in a meeting with Mr Mulgrew and, perhaps, one or two of the other education officers who were associated with him in the curriculum. ,

6.9   Further to the question of communication with Strathclyde Region, Mr Mullen offered to undertake some informal exploration of possibilities, and this suggestion was welcomed by the PDC.

        Other Communications

6.10   From Aberdeen College of Education, Primary/Secondary Teaching Methods, Bulletin No. 4. It was noted that copies were available for information.

        From Alex Stirling, Adviser in Modern Studies, a comment on the SCCSS report on social subjects. Copies of this to be supplied to Mr Cumming and Mr Howat.

        From SCC Modern Languages, a response to the Education 10 - 14 starter paper. This has been distributed to the PDC and will be considered at the next Chairman's Committee meeting.

7.   TOWARDS A RATIONALE - A PAPER FROM SUB-GROUP A (PDC/W/22, tabled at the 7th meeting of the PDC)

        Associated papers from Sub-group A - PDC-A WP5, PDC-A WP7 and PDC-A WP8 - were circulated to members of the PDC.

7.1   Mr Smyth explained that PDC/W/22 was the paper being presented to the PDC and that PDC-A WP8 was a previous version of the paper. Papers PDC-A WP7 and WP8 were papers provided by other members of the sub-group and might be useful to the PDC. Mr Mullen pointed out that the main areas of summary had been in sections 1 - 4 of 'Towards a Rationale'.

7.2   Mrs Shiach had provided a short paper to develop some of the primary curriculum background. It was noted that COPE was in the process of producing a position paper on the primary curriculum and the PDC

expected that it would be an important document for developing a
10 - 14 rationale. Mr Adams outlined the structure of the paper and
the arrangements for a conference to be held at North Berwick in
March at which the draft paper would be discussed with representatives
of the profession. The Chairman stated that he and Mr Smyth would be
attending the conference on behalf of Education 10 - 14 PDC.

Introduction

7.3   Mr Mullen introduced the Sub-group A paper 'Towards a Rationale'. He
        pointed out that pressure of time had been the main factor in the
        production of the document. The paper reflected Sub-group A's belief
        that education in the 10 - 14 age range should reflect the continuity
        that exists in the child's development. A key concept was that of
        continuity and discontinuity. Sub-group A regarded anything which
        hindered or constrained as causing discontinuity and might be syllabus
        design, assessment procedures or organisation. However Mr Mullen
        emphasised that all elements of discontinuity were not necessarily
        harmful. Transfer was not regarded as necessarily a bad thing and
        Sub-group A could not recommend the abolition of transfer or the
        introduction of middle schools. It would be necessary for PDC to
        comment on this.

7.4   Mr Mullen made a plea on behalf of Sub-group A that the final report
        did not rely on too long a statement on rationale because of the
        problem of getting people to read substantial theoretical statements.
        While noting this, the need for a fully worked out rationale to exist
        was emphasised and the nature of future statements would have to be
        based on this full rationale.

7.5   Elements of PDC-A WP7 which had been prepared by Mr Menzies were
        discussed:

        (i)   It was felt that the section on desirable outcomes was not
               reflected enough in the Rationale.

        (ii)   Similarly it was felt that a statement on the nature of the child
               at this stage was not fully developed.

Pupil-centred Curriculum

7.6   There was some discussion concerning the extent to which it is
        desirable that pupils in the 10 - 14 age range move to a more pupil-
        centred curriculum. Developments in mastery learning approaches might
        in one sense be regarded as moving in this direction although certain
        philosophical objections to this conclusion could be made. It was felt
        that there was a need to be more explicit on this point.

Skills and Concepts

7.7   The Rationale paper appeared to take a strong skills and concepts view
        of the P6 - S2 curriculum. It was suggested however that a clear idea
        of the range of skills or kinds of concepts was not presented.
        Mr Mullen suggested that time had not allowed for this kind of discussion
        but that it might now be possible to develop the relationship between
        skills, concepts and desirable outcomes. The view was expressed that it
        would have been premature for Sub-group A to have developed this kind of
        detail before the PDC had discussed it.

7.

Content

7.8 Similarly it was recognised that the PDC would have to consider their position on the relationship between content, skills and concepts at a later stage of the work of the Programme. The Rationale would be a necessary basis for this. It was however recognised that content specification for schools was unlikely to be a matter for the PDC.

Individual versus Class/Group

7.9 The need to stress the individuality of children in any Rationale was expressed. The implications for organisation and methodology would have to be taken up at a later stage but at this stage it was felt that there was a need for an emphasis on individual development. The Rationale paper, it was suggested, appeared to remain class/group oriented.

Age of Transfer

7.10 The question raised earlier by Mr Mullen in his introduction of the age of transfer and middle schools was referred to by the Chairman. He asked the PDC to consider the case for beginning secondary education at age 11 rather than 12. He drew the committee's attention to the demographic trends of the late 1980's and 1990's which might produce a situation in which it might be possible to consider early transfer to secondary education.

7.11 In discussion a number of problems about early transfer were raised by members including the need to sort out methodology and assessment in the current situation. It was suggested that blurring transfer by staff exchange seemed more viable than early transfer. The implications of such a change for viability of many primary schools would have to be recognised.

7.12 It was pointed out that primary schools in general were moving towards a curriculum model that is generally acceptable. The suggestion was made that the increasing ability of P6/P7 children to take responsibility for their own learning was eroded at S1/S2 and that it was the S1/S2 stage that required attention.

7.13 It was pointed out that a number of examples existed in England of groups of educationalists who would prefer to see the age of transfer in England brought into line with that of Scotland.

7.14 It was noted that the papers on 10 - 14 produced by H M Inspectorate had not referred to the age of transfer. It was suggested that the Education 10 - 14 Programme would have to produce arguments to retain the age of transfer at age 12.

Teacher Training and Qualifications

7.15 Mr Mullen asked if the implications of the Rationale paper for retraining or pre-service training would be dealt with by the PDC via commissions. The Chairman asked Mr Paton to outline the present training situation.

7.16 Mr Paton explained that the present pattern of training dated from 1965. He pointed out that the 1 year post-graduate course was not equal to a full year because of the length of college terms. He also referred to the lack of a structure in the current situation to give secondary graduates primary experience except for art and music diploma

structures. He suggested that the PDC might consider an exchange of views with the Committee of Principals, NCISTT, COSLA and GTC.

7.17   It was agreed that the issue of teacher qualifications and teacher supply were important in the light of pressures on secondary schools from developments at S3/S4, 16 - 18 and eventually 10 - 14. It was suggested that fundamental issues such as those raised by the Brunton and Sneddon reports should be re-opened in discussions with GTC, NCISTT etc.

7.18   The effects on Red Book staffing standards on class size at S1/S2 were discussed. Implicit assumptions that S1/S2 was 'easier' to teach than S5/S6 did not sit well with the fact that it is only at S1/S2 that teachers must deal with mixed ability classes, cope with a wide curriculum.

7.19   Mr Masson informed the PDC that the AEAS had produced a report on teacher education which called for an extra year to be used for an extension of general training but which might take in specialisms. It was agreed that more information might be made available to the PDC Chairman's Committee and that the PDC might consider commissioning a paper on teacher qualifications such as that already produced on the S1/S2 curriculum by Mr Bain.

Remedial and Guidance Qualifications

7.20   The PDC discussed the references in the Rationale to remedial and guidance qualifications and deployment. (See 6.6 (a) and (b)). Mr Mullen looked forward to advice on this area from SCC Guidance report and suggested that remedial and guidance deployment was something that might be profitably followed up in 'good practice' schools. Mr Smyth suggested that a considerable amount of literature was building up concerning the use of secondary remedial staff as collaborative/ companion teachers.

7.21   Mrs Shiach pointed out that the form of remedial provision that is provided in Grampian Region is outwith Red Book standards according to the needs of the school. The possibility of positive discrimination in staffing levels in the area of remedial/guidance was mentioned and it was noted that Strathclyde was about to lose special financial provision which allowed staffing outside Red Book to take place.

7.22   In terms of following up the pattern of provision in Grampian Region it was noted that the first contact ought to be Margaret Taylor, Regional Educational Psychologist but also that a former PDC member from Grampian Region, Eileen Lorimer, had offered information.

7.23   Mr Menzies suggested that the PDC ought to look more closely at the issue of remediation in terms of the Rationale. The suggestion was made that rather than retraining teachers to become remedial specialists (as in 6.6 (c)) we should be thinking in terms of the HMI report on Pupils Learning Difficulties.

7.24   Mr Paton suggested that the PDC should consider remedial education in terms of an appropriate individual education and considering it in the context of health, RE, guidance and social education. The PDC should consider if there is any way in which the area of personal education coheres.

7.25   It was suggested that schemes of remediation, even well constructed ones,

were examples of patching. Remedial may face up to the problems but it is what caused the problems that is important. Other factors such as teaching/learning strategies, class size and timetabling were suggested as causal factors. The need for remedial staff to be seen as staff developers was referred to.

7.26   Mr Masson informed the PDC that Lothian primary advisers had suggested that additional staffing should not go into remedial structures but into a primary guidance structure including home liaison to try to help to prevent the need for remediation later. This was seen by Mr Paton as supporting the idea of a team dealing with personal growth acting through the class teacher. The implications for teacher training would have to be recognised. Mr Paton informed the PDC that four colleges were working on this and this might be worth pursuing.

Conclusion

7.27   Referring to section 5.12 of the Rationale it was agreed that attention might have to be given to the structure of support services in teaching because of the separation of primary and secondary advisory services. It was also noted that section 5.3 was relevant to this question.

8.   REPORT FROM SUB-GROUP B (PDC/W/28)

Introduction

8.1   Mr Adams presented a report from Sub-group B (PDC/W/28) which summarised information collected in the course of visits by Mr Adams, Mrs Barr and Mr Smyth to St Modan's High School and associated primaries, by Mr Adams, Mrs Shiach and Mr Smyth to two Grampian secondary schools and associated primaries, and by Mr Adams and Mr Mowat to Berwickshire High School and associated primaries. The paper also listed follow-up work being done at St Andrew's College and in Fife, and future work contemplated by Sub-group B was mentioned on page 10. The report did not include all the information available to Sub-group B as it had been decided to concentrate on developments in curriculum continuity at this stage. Also, another important curriculum liaison project had been visited at Inverurie Academy but because of its somewhat different structure this initiative was somewhat more difficult to report. Sub-group B would report on Inverurie when it had fuller knowledge of this development.

8.2   Mr Adams explained that the report in its present form was intended for the PDC only, but it could be modified for other audiences if necessary. He stressed that the document contained descriptions and comments derived from the observations and impressions formed by the PDC representatives but did not contain any formal evaluation as that would have been beyond the resources of Sub-group B. It was also explained that the visitors had had a structure of questions in mind when they interviewed people involved in the various programmes but the meeting had been kept as open as possible and had included the question, "Is there anything important that we have missed that you want us to take back to the PDC?"

Mr Adams then took the committee through the paper, highlighting important elements.

St Modan's High School and Associated Primaries

8.3   The St Modan's programme had been set up by the Rector with the
        Local Authority. Secondary staff involved in the project had felt
        themselves responsible for giving a lead while not appearing to
        dictate to the primary schools. Primary staff, however, had been under
        no illusions about the source of the initiative. Nevertheless, it
        was true to say that in general everyone concerned had co-operated well
        in the development of curriculum guidelines. Lack of progress in one
        working party appeared to be attributable to the fact that the secondary
        department concerned had tried to keep in the background initially.
        There was evidence that secondary teachers not directly involved in
        the programme had rather limited awareness of what was going on and in
        the final analysis it appeared that the project was more concerned with
        the co-ordination of curricula in the primary schools than with the
        secondary stage.

8.4   Mr Adams referred to the guidelines which had been prepared by the
        working parties and drew attention in particular to extracts from the
        mathematics guidelines which might be thought to take a rather limited
        view of mathematical education at the primary stage. However, the
        primary teachers had not accepted the suggestion that the guidelines
        might have a limiting effect on the curriculum, and they were very much
        aware of the need for practical work in mathematics, but there had been
        no opportunity for the visitors to observe classroom practice. The
        production of science guidelines seemed to have been a relatively
        uncontroversial process, but this had not been the case in English where
        there had been a discrepancy between the underlying secondary and
        primary philosophies of language teaching, and the secondary staff had
        expressed disappointment with the nature of the primary language work.
        The visitors had been doubtful that the language guidelines would be
        interpreted in the same way in the different primary schools. In
        addition to the subject groups, there was also a relationships working
        party whose activities had not yet been fully followed up by
        Sub-group B.

Grampian Region

8.5   Mr Adams began his account of events in Grampian Region by thanking
        Mrs Shiach for the work she had done in organising the visits to schools
        there, and he informed the PDC that a fuller account of those visits
        could be found in a series of Sub-group B working papers numbered
        SGB/3 and 4.

Dyce Academy and Associated Primaries

8.6   Grampian Region had invested considerable resources in this
        programme. Cover and travelling expenses had been provided for
        released teachers, and material resources provided, and all this had
        given teachers a sense of the importance of the project. The secondary
        school was new and the number of primaries small. A primary AHT was
        chairman of the working group and there did not appear to have been
        any sense of undue pressure from the secondary school. Assessment in
        language, mathematics and environmental studies had been tackled first,
        and the working group now felt ready to get to grips with problems of
        curriculum continuity.

11.

Mintlaw Academy and Associated Primaries

8.7   The programme had been set up by the Depute Director (Secondary) of Grampian Region to produce environmental studies material for P6 - S2 for use in the Academy and 10 associated primary schools. The Assistant Divisional Education Officer was appointed 'neutral' chairman of the working group, and a great deal of Regional time, interest and resources were put into the project. The Region had given impetus to the whole programme through the Divisional Officer who was directly involved in it. Attention had centred on environmental studies and units were being prepared and piloted at primary level with future S1/S2 developments sketched in. Work had begun on developing assessment guidelines. Following some initial difficulties, relationships had been good and there was general enthusiastic participation though there were still some problems arising from differing views of the purposes of assessment. Teachers involved in the work had stressed the value of: mutual awareness of each other's points of view by primary and secondary staffs; regional inputs and deadlines; a non-school chairman who carried the authority of the Region; the interest shown by secondary departments not directly involved; the availability of an adviser to support primary staff; taking curriculum continuity as a starting point; having a clear purpose.

Berwickshire High School and Associated Primary Schools

8.8   Mr Adams explained that in order to follow up an impression gained from Mr Tom Masterton that developments set up under the Moray House sponsored Geography 10 - 14 Programme were now patchy, Mr Mowat and he had visited Berwickshire High School and four associated primaries. They had found that three of the primaries were still making some use of the Geography 10 - 14 materials but primary-secondary links had fallen away after the withdrawal of the main source of the initiative and with changes of staff in the schools. The High School had valued the programme and mention had been made of savings in secondary school time which had come from it. Mr Adams commented that it was significant that although the teachers interviewed seemed to have valued the programme, this alone had not been sufficient to sustain continuing primary-secondary liaison after withdrawal of the College of Education support and in the apparent absence of discussion by the Region with the schools about the desirability of maintaining the programme.

Sub-group B Report - Some General Conclusions

8.9   In concluding, Mr Adams drew attention to Section 7 of the Sub-group B paper which summarised some principle issues which emerged from a consideration of attempts to develop curriculum continuity. The process of development appeared to be at least as important as the product, but successful process depended on a thought-out curricular rationale and a clear concept of the anticipated product. Emphasis tended to fall on work at the primary stage and attempts to develop liaison brought pressures on primary schools for development and co-ordination of their school policies, a fact which sometimes caused headteachers to become suspicious that they were being subjected to attempts to impose uniformity on their activities. Finally, all of the observations supported the idea that local authorities have a very important part to play in the development of primary-secondary liaison and curriculum continuity.

Discussion of the Report from Sub-group B

8.10   The Chairman thanked Mr Adams and Sub-group B for all the work which had been put into the collection of information and preparation of the report, and the PDC went on to discuss the document.

8.11   It had been noticed that all the initiatives reported had concentrated on developments at the primary stage, and the implications of this state of affairs were considered as a possible cause of concern. However, it was pointed out that the primary stage was the logical starting point for programmes which could be developed upwards. It was also remarked that the PDC was now aware of very considerable expenditures of effort in a few projects, and there were serious questions as to how this sort of thing could be translated to a national scale. Perhaps, it was suggested, a limited number of projects could be used to develop guidelines and materials which could be disseminated and adopted widely without repeated development costs. The committee also considered the parts played by personality and structure in innovation. It was suggested that there was evidence that a great deal depended on the involvement of particular interested personalities, but against this it was maintained that really adequate structural arrangements, for example, provision for inter-school visitation and discussion, were very important in primary-secondary liaison projects. It was also noted that the PDC was assembling considerable evidence of the great importance of the part played by regional and divisional officers. Information about the Inverurie project might provide further insights into this aspect of innovation. The point was also made that when adequate structured arrangements had been made, there were opportunities for professional development through participation in the work of committees and project teams.

9.   THE PLACE OF THE SOCIAL SUBJECTS IN S1 AND S2 (PDC/W/25)

9.1   Mr Mowat presented a summary of responses to the SCCSS report on social subjects in S1/S2. He explained that he had classified the responses as "generally favourable", "generally unfavourable" or "balanced". His paper included 35 statements extracted from responses which were generally critical of the report and 9 statements extracted from responses in which the report was well received. Mr Mowat pointed out that there was a heavy majority of unfavourable responses, and he commented that he had found it depressing that so many responses were pre-occupied with matters concerning teachers and subjects rather than pupils and learning.

Discussion of Mr Mowat's Paper

9.2   The view was expressed that the SCCSS Report was a poor document because of its vagueness, and it was argued that it was the fault of the paper that it had been interpreted and attacked as an unqualified demand for integration. An approach explicitly through collaboration and co-operation would have been better received.

9.3   It was also argued that the widespread criticism of the Report should not be attributed to the integration issue alone, but to the coincidence of this with teachers perceptions of threats to their positions arising from falling rolls and looming changes in staffing structures. It was noted that one of the extracts in Mr Mowat's paper perceived the report as a plot by non-teachers to reduce the number of

promoted posts. However, it was also argued that a good deal of the resistance in the profession came from good teachers who had for long been encouraged to think in terms of separate subjects and whose specialist enthusiasm had been the source of much worthwhile learning in which subject contexts had been used as vehicles for pupils' thinking.

9.4   There was general agreement that the PDC would have to develop a view on these issues. Whatever approach was adopted, the fundamental considerations must be about pupils and their learning. This was the basic idea which Mr Smyth and his colleagues would take to the meeting of SCCSS on 25th February.

9.5   The Chairman thanked Mr Mowat for the very useful summary of responses to the SCCSS report which he had prepared for the PDC.

10.   PROPOSED HEADINGS FOR THE DRAFT REPORT TO THE CCC (PDC/W/26)

Consideration of the form of the draft interim report was remitted to the Chairman's Committee.

11.   LIST OF PDC NUMBERED PAPERS (PDC/W/24)

The list of PDC numbered papers which had been prepared at the Edinburgh Centre of SCDS was noted with approval.

12.   AOCB

Recent visits by the Programme Co-ordinators were reported. Mr Adams had had an opportunity to talk with primary headteachers in Ayr and Mr Smyth had met advisers in Glasgow. Two significant ideas which had emerged from the meeting in Glasgow were that COSPEN's advice on the nature of learning and the learner was of great importance and that evidence was needed in support of the assumption that secondary entrants were harmed by exposure to many teachers.

MINUTES   of the ninth meeting of the Programme Directing Committee,
Education 10 - 14 Programme, held in New St Andrew's House,
Edinburgh, on 27th April 1983, in Conference Rooms 5/6, at 10.30 a.m.

PRESENT: D G Robertson (Chairman)
Mrs J Barr
J K Beattie (Secretary)
A Cumming
D Campbell
A McKenzie
N Masson
D Menzies
E Mullen
J Mowat
G Paton
Mrs D Shiach
Dr A Shuttleworth
R Tait
S B Smyth)
F R Adams) (Programme Co-ordinators)
Miss F Gordon (Assistant Secretary)

1.   **MINUTES OF THE SEVENTH MEETING OF THE PDC HELD ON 10TH JANUARY 1983**

It was reported that Mr E Kelly, HMI, had indicated that he was
satisfied with the record of his contribution to the seventh meeting
of the PDC, and the Appendix 6 of PDC/Min 7 was accordingly approved
as a correct record.

2.   **MINUTES OF THE EIGHTH MEETING OF THE PDC HELD ON 2ND FEBRUARY 1983**

Amendments

Mr D Menzies' name should have appeared in the list of those present.

3.   **MATTERS ARISING FROM THE MINUTES OF THE EIGHTH MEETING**

Meeting of PDC Representatives with Sub-group of SCCSS (from 4.2)

3.1   Paper PDC/W/31 in which Mr Adams reported on the meeting of PDC
representatives with the SCCSS sub-group was noted. Mr Smyth
reported that PDC views on co-operation with SCCSS had been
favourably received. The suggestion put forward by the PDC
representatives that a primary school expert might be included in
SCCSS pilot studies had been noted by the sub-group. The PDC views
had now been conveyed by the sub-group to its parent body.

3.2   It was noted that the SCCSS view of inter-departmental collaboration
was one to which the PDC would have to pay careful attention.

Meeting with Mr McLaren (from 4.4)

3.3   Mr Smyth reported that he had written a letter asking Mr McLaren if

he would be willing to write a paper on Mathematics for the PDC, and to attend a PDC meeting in the autumn for a follow-up discussion of the paper.

Newsletter (from 4.6)

3.4 There was no further action to report.

Proposed Inter-College Study of Modes of Reporting and Allocation of Pupils to S1 Classes (from 4.7 and 4.8)

3.5 Mr Adams said that he hoped to present a draft research proposal for consideration by the Chairman's Committee on 9th May 1983.

Studies of Timetabling (from 4.10)

3.6 A proposal from the Chairman's Committee that a study of timetabling should be set up after further work had been done on possible curriculum structures was accepted.

Studies and Commissions (from 4.15)

3.7 It was reported that with the exception of some informal contacts with the Jordanhill Social Education Programme (6.1, below) no further action had been taken in connection with possible special studies of continuous assessment and profiling, social education, creative arts, and guidance. It was agreed, on the recommendation of the Chairman's Committee, that these should be reexamined after the proposed restructuring of the Programme which would be considered later in the agenda (5, below).

Accounts of Remedial Work in Grampian Region (from 6.4)

3.8 Mr Smyth reported that an account of remedial work in the Linksfield cluster of schools had been received from Mrs Lorimer under cover of a letter in which she sent her good wishes to the PDC. Mr Smyth added that Mrs Lorimer's paper (PDC/B/28) should be associated with the reports from Mrs Margaret Taylor (PDC/B/25, PDC/B/26, PDC/B/27), and he remarked that the material now available to the PDC on this topic added up to a unique study of shared primary-secondary provision.

3.9 Further consideration of their papers was remitted to the Chairman's Committee.

Special Schools which could be Visited by PDC Members (from 6.5)

3.10 It was reported that a reply had not yet been received from Mr Grainger on the subject of special schools accessable for PDC visits.

3.11 It was reported that Sub-group B had information about 3 special schools in Ayr which had links with the St Andrew's College language programme. These schools would be kept in mind for follow-up work.

Response from Strathclyde Region (from 6.7 and 6.8)

3.12 It was noted with satisfaction that a large and important response to the Education 10 to 14 Programme's request for information had been received from Strathclyde Region (see also 7.2, below).

3.

Visit by Mr Mulgrew to a PDC Meeting

3.13 It was noted that Mr Mulgrew had agreed to come to the PDC meeting on 26th May 1983. The formulation of guide questions for Mr Mulgrew's contribution was remitted to the Chairman's Committee, and Mr Menzies agreed to join the Chairman's Committee on that occasion in order to give advice on this matter.

Teacher Training and Teacher Qualifications (from 7.19)

3.14 It was reported that Mr Stimpson had accepted a commission to prepare a paper for the PDC on teacher training and qualifications.

4.   INTERIM REPORT TO THE CCC

4.1 The draft interim report, which had been prepared by a working group under the direction of the Chairman's Committee, was given general approval, and it was observed that the draft successfully fulfilled the functions of giving an account of the background and origins of the Programme and conveying a sense of purposeful activity well begun.

4.2 The draft was then considered in detail, section by section, and a series of amendments was agreed and noted for incorporation in the final version.

Sections 1 - 4 of the Draft Interim Report

4.3 Amendments in detail were agreed and noted. Mr Smyth, Mr Menzies, Mr Mullen and Mr Masson agreed to prepare drafts for various short additional sections.

Dual Commitments, and the Problem of Resources

4.4 There was some discussion of the desirability of strengthening the remark in 2.2 about the difficulties experienced by members in meeting simultaneous commitments to the Education 10 to 14 Programme and other responsibilities within the CCC structure. It was decided, however, that it should be left to PDC members of the CCC to emphasise this point, should an opportunity to do so arise in the CCC.

4.5 In approving section 2.5 of the draft the Committee agreed that additional support would be essential if the remit were to be adequately fulfilled. In this connection Mr Smyth reported that he was engaged in some exploratory discussion of this matter with Mr McNicoll.

Hypothesis Concerning Curricular Liaison

4.6 Mr Smyth drew attention to the hypothesis concerning conditions for successful primary/secondary liaison, which was mentioned in sections 4.6 and 4.7 in the draft, but had not hitherto been brought formally to the attention of the full PDC. This hypothesis arose from the empirical observations of Sub-group B and had first been expressed in this hypothetical form in a presentation by himself to

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Lothian Region's Education 10 to 14 group. The hypothesis had subsequently been firmed up in discussion by the Chairman's Committee.

Section 5 of the Draft Interim Report

4.7 The Committee went through the draft for section 5 in detail, and various amendments and corrections were recorded. Particular attention was given to the list of "desirable outcomes" in 5.13, and these were somewhat amended in the light of an up-to-date report of thinking in Sub-group A. It was decided that the "desirable outcomes" should not contain a reference to foreign language as this degreee of subject specification would be inappropriate in a statement at the present level of generality.

A Possible Alternative to the Draft Section 5

4.8 It was explained that since the draft for section 5 had been completed Sub-group A had spent a day working on final amendments to sections 1 - 4 of their paper on rationale. The final version had not yet been typed, but had it been available, the PDC might have wished to consider substituting it for the existing section 5 of the draft report.

4.9 The Committee felt that there was merit in the idea of substituting Sub-group A's statement on the rationale of Education 10 to 14 for the existing draft of section 5, and left the final decision on which version to use to the Chairman's Committee.

Section 6 of the Draft Interim Report

4.10 Section 6 was discussed in detail, and it was agreed that the Chairman's Committee should complete the sections on "reorganisation and the way ahead", taking account of any decisions on this subject which might be taken under later items in the PDC's present agenda (5.6 to 5.8, below).

Arrangements for Completion of the Interim Report

4.11 Mr Smyth and Miss Gordon undertook the work of amending the report in accordance with the PDC's wishes, and it was agreed that the Chairman's Committee, on 9th May, should review all the amendments, decide on which of the possible versions of section 5 should be used, and approve a final version of the whole report for submission to the CCC by 16th May.

5. RECONSTRUCTION OF PDC WORKING GROUPS (PDC/W/35, PDC/W/36 and an unnumbered chart)

Issues and Organisation

5.1 Mr Beattie explained that arising out of conversations with the Chairman, Mr Smyth and Mr Adams, he had made an attempt to analyse future issues in the Education 10 to 14 Programme and prepare a description of ways in which the PDC might organise itself to examine these issues. (PDC/W/35).

Referring to a chart which had been tabled, Mr Beattie described
a set of interrelated issues which it appeared to him would very
soon require careful consideration. Problems centering round
learning, teaching and curriculum structure were, he argued,
interrelated in very complex ways, and he suggested that it would
be unwise to allocate their consideration to separate groups.
Rather, they should be remitted to one large group which could
refer particular issues to small ad hoc, short term, working groups
within its own membership without losing sight of the essential
interrelationship between the ideas and problems under consideration.

5.2 Mr Beattie went on to refer to PDC/W/35 which suggested that
Sub-group A's work on the rationale could soon be regarded as complete
though subject to fine-tuning in the light of further thinking.
Sub-group C, though it had been hampered by lack of guide questions
from other groups, had done reading the results of which could now
be fed directly into the other groups. Sub-group B, he suggested,
might add to its remit the responsibility of developing and testing
the hypothesis on conditions for liaison and might benefit from
an increase in membership in view of its increasing commitments.
The Chairman's Committee might be given responsibility for the
management of special commissions and for any ongoing dissemination
of good practice which the PDC might think appropriate.

The Structure of the Final Report

5.3 Mr Smyth spoke to paper PDC/W/36, explaining that as a result of
conversations with Mr Beattie about the future of the Programme,
he had developed some ideas on the form of the final report. These
ideas were very tentative and the paper was intended to draw
attention to the importance of developing a view of the final
destination of the Programme in order to give direction to the efforts
of future working groups. The paper organised ideas under the
headings:

History

General Organisation

Curriculum 10 - 14

Establishing Links

Learning and Teaching for Desirable Outcomes

Supporting the Learner

Supporting the Teacher

Suggested Developments within Areas of the Curriculum

Guidance for Course Selection at S3 and S4

Implications for Funding and Resourcing

Discussion

5.4 The suggestions in papers PDC/W/35 and PDC/W/36 were discussed at
some length and, while observing that the structure of ideas charted
by Mr Beattie had to be treated as provisional, it was accepted that
there was a complex set of inter-relationships to be taken account
of, and the reorganisation of working groups along the lines suggested
in PDC/W/35 was given general approval. It was agreed that while

6.

the ideas presented in Mr Smyth's paper PDC/W/36 must be treated as provisional sign posts, the paper provided a valuable sketch map for a route towards the end of the Programme.

Decisions on the Future Organisation of Work

5.6 It was agreed that the PDC's working groups should be reorganised as follows:

(a) An enlarged Sub-group A would undertake the further study of issues in curriculum structure, learning and teaching.

(b) A somewhat enlarged Sub-group B would continue to study current practice and innovations in the field, and attempt to develop and verify the hypothesis about conditions for successful innovation.

5.7 The Chairman's Committee, in addition to its normal management and co-ordination functions, should be directly responsible for the supervision of special studies and commissions and for the arrangement of any ongoing dissemination and publicity which might be undertaken.

5.8 The Chairman's Committee should formulate more precise remits for Sub-groups A and B.

5.9 Until such time as the PDC might approve these new remits, the sub-groups would continue to function as at present.

5.10 Various changes in the membership of the sub-groups were agreed, and it was proposed that in order to enhance the co-ordination of the various projects, Mrs Barr, as convener of Sub-group B, should become a member of the Chairman's Committee. Mrs Barr, having agreed to serve on the Chairman's Committee, future membership of the various groups would be as follows:

Chairman's Committee

Mr D G Robertson (Chairman)
Mr J K Beattie (Secretary)
Mrs J Barr
Mr A Ferguson, HMCI
Mr J Mowat
Mr E Mullen
Mr G Paton
Mr S B Smyth) (Programme Co-ordinators)
Mr F R Adams)

Sub-group A	Sub-group B
Mr E Mullen (convener)	Mrs J Barr (convener)
Mr J K Beattie	Mr F R Adams
Mr A Cumming	Mr D Campbell
Mr A McKenzie	Mr N Masson
Mr D Menzies	Dr A Shuttleworth
Mr J Mowat	Mr R Tait
Mr G Paton	Mr S B Smyth
Mrs D Shiach	
Mr S B Smyth	

Unallocated to sub-groups: Mr Robertson, Mr Ferguson, HMCI

5.11 Mr Smyth agreed to serve on both sub-groups, as well as the Chairman's Committee, in order to provide an element of direct personal communication between the various activities.

Calendar and Information Resources

5.12 The Chairman's Committee was requested to consider a calendar of future meetings for all aspects of the Programme, and to review the system of indexing materials which were likely to be important to the sub-groups.

Interim Report

5.13 It was agreed that the Interim Report should include a brief section on the way in which the PDC intended to organise its work in future, and that this should follow the lines of the arrangements outlined in 5.6 and 5.7 above.

6. CHAIRMAN'S COMMITTEE REPORT

Social Education

6.1 Following up PDC/Min 7, (vi), the Chairman's Committee has asked Mr Beattie to approach members of the Jordanhill Social Education Programme informally about the possibility of their contributing ideas on Social Education to the Education 10 to 14 Programme. Mr Beattie reported that he had spoken to Mr Thomson and Mr McBeath about this, and that they had expressed willingness to respond in terms of a summary of relevant features of the PDC's thinking on Education 10 to 14.

6.2 After some discussion of ways in which the PDC might acquaint itself with ideas and evidence from many sources in the time it had available, it was decided to ask the Chairman's Committee to consider the most appropriate way of hearing the ideas of the Jordanhill group.

Guidance

6.3 It was agreed that all members should receive a copy of the report of the SCCG in time for a discussion at the next meeting of the PDC.

Home/School/Community Relations

6.4 It was agreed that members of the PDC should receive copies of the preliminary report of the Scottish Committee on Home/School/Community Relations in the Primary School.

Lothian Region Working Party on Education 10 - 14

6.5 Mr Smyth referred to paper PDC/W/29 in which he had put various proposals for possible lines of co-operation to the Lothian 10 - 14 Working Party. A response to these could not be expected before the May meeting of the group.

An Extended Meeting or Conference of PDC

6.6 The idea of an extended, residential meeting, or conference, of the PDC had been discussed at the Chairman's Committee. This idea met

8.

with strong support in the PDC and the Chairman's Committee was requested to give the matter further consideration.

The COPE Draft Position Paper

6.7 The paper had been discussed by the Chairman's Committee and it was reported to the PDC that a revised version which took account of submissions from discussion groups at the North Berwick conference was being prepared. The Committee was advised that in view of this it did not seem worthwhile providing members with copies of the original draft, but Mr Adams hoped to be able to get enough extra copies of the current version to provide one for each PDC member.

Proposed National Course

6.8 Mr Adams reported that Moray House College of Education was proposing a national course related to language in the P6 - S2 stage, and Aberdeen College of Education was planning a national course on curriculum liaison. The possibility of overlapping between these courses and developments in the Education 10 to 14 Programme was noticed.

Co-operative Teaching

6.9 Meanings of co-operative teaching were briefly discussed and it was suggested that Mr Mulgrew might be asked to comment on this from the Strathclyde point of view.

Micro-electronics

6.10 It was reported that a full discussion of educational implications of computers and micro-electronics had taken place in the Chairman's Committee, and Mr Smyth referred to an important letter which he had received from Dr Shuttleworth on the need to see such matters in relation to a central concern with children's learning.

6.11 It was suggested that Prof Morrison, Chairman of the MET group might be asked to make a contribution to the PDC.

7. REPORTS FROM SUB-GROUPS

Sub-group A

7.1 Mr Mullen reported that it was intended to complete the revision of the remaining sections of the paper on the rationale of Education 10 - 14 at a final meeting of Sub-group A, as presently constituted, in the fairly near future.

Sub-group B

7.2 It was noted that minutes which summarised Sub-group B's first discussion of the Strathclyde submission had been circulated to all members of the PDC, and Mr Adams reported that arrangements had been made for meetings in all of the Strathclyde Divisions. The implications for substantial follow-up work next session were noted.

7.3 Follow-up work at Carnoustie High School in Tayside Region was planned.

8. **AOCB**

    It was noted that "An Education for Life and Work", the final
    report of the Education for the Industrial Society Project, had
    been published. Further consideration of this was referred to the
    Chairman's Committee.

9. **NEXT MEETINGS**

    Chairman's Committee - 9th May 1983, SCDS, Moray House College.

    Programme Directing Committee - 26th May, Rms 7/8, New St Andrew's
    House.

MINUTES   of the tenth meeting of the Education 10 - 14 Programme, Programme
           Directing Committee, held on 26th May 1983 in New St Andrew's House,
           Conference Rooms 7/8, at 10.30 a.m.

           PRESENT: A Cumming (acting Chairman)
                       J K Beattie (Secretary)
                       Mrs J Barr
                       Mrs D Shiach
                       R W Tait (from 2.00 p.m.)
                       D G Campbell
                       A S McKenzie
                       D Menzies
                       J M Mowat
                       E Mullen (11.30 a.m. - 1.00 p.m.)
                       A Ferguson, HMCI (until 12.30 p.m.)
                       Dr A Shuttleworth (from 11.15 a.m.)
                       N Masson
                       S B Smyth)
) (Programme Co-ordinators)
                       F R Adams)
                       Miss F Gordon (Assistant Secretary)

                       Visitor: Mr J Mulgrew (11.15 a.m. - 1.00 p.m.)

1.   APOLOGIES AND CHAIRMANSHIP

1.1 Apologies were received from Mr Robertson and Mr Paton, and concern
     was expressed at the news that Mr Robertson and Mr Paton had been
     admitted to hospital.

1.2 Mr Smyth, on behalf of the Committee, congratulated Mr Cumming on
     his appointment as Rector of Cathkin High School, and invited him to
     act as Chairman for this meeting of the PDC.

2.   MINUTES OF THE NINTH MEETING OF THE PDC HELD ON 27TH APRIL 1983

     The minutes were approved.

3.   MATTERS ARISING FROM THE MINUTES OF THE NINTH MEETING

     Research Report to NICCER (From 3.5)

3.1 Mr Adams reported that his draft proposal for an inter-College study
     of modes of reporting and allocation of pupils to S1 classes had,
     after discussion and slight modification in the Chairman's Committee,
     gone to Mr Nicol, HMI. After some further adjustments in the light
     of Mr Nicol's comments, it would be sent to Sister Margaret, Chairman
     of NICCER. The basic proposal was a feasibility study for 6 months
     from September and, if this is successful, would lead to a further
     year's work. If the project was approved, the PDC would be committed
     to travel costs, colleges to some input of staff time, and NICCER to
     the salary of a full-time assistant acting as co-ordinator. NICCER
     would have the final say in whether to proceed after the feasibility
     study.

2.

Monitoring of Project at Mintlaw Academy

3.2 It was reported that negotiations were still in progress and it now appeared that Mrs McDonald of the Geography Department at Aberdeen College of Education would be available, and suitable, to take on the job of monitoring developments at Mintlaw for the PDC.

Organisation of Remedial Provision in Grampian Region (From 3.9)

3.3 It was reported that the Chairman's Committee had been very impressed with the papers (PDC/B/25, PDC/B/26, PDC/B/27 and PDC/B/28) about remedial education in Grampian Region. The Chairman's Committee recommended exploration of the possibility of extending the Grampian primary/secondary remedial team model to a wider concept of personal education, and Mr Paton had agreed to make a preliminary study of this.

Special Schools (From 3.11)

3.4 Mr Adams referred to paragraph 8 of the "Report of a Meeting with Representatives of Ayr Division Held at Newton Centre, Ayr on Monday 16th May 1983", and spoke on the subject of special schools which might be visited in Ayrshire. Mr Owen, Adviser in Special Education, had been named as the official contact, and it was likely that two or three schools would be identified for study. However, following up this line of enquiry would make considerable demands on time, and it might be necessary to ask a particular member of the PDC, or someone from elsewhere, to undertake this job as a special task.

Interim Report (From 4)

3.5 Mr Smyth said that the final version of the interim report was in the hands of CCC members except for Appendix 3 which they would be receiving separately but before the CCC meeting.

3.6 It was noted that Mrs Shiach should have been named as a member of SCES and not COPE.

3.7 The Committee expressed appreciation of the work done by Miss Gordon in the production of their successive versions of the interim report in time to meet all of the deadlines which had been involved.

Lothian Region Working Party (From 6.5)

3.8 Mr Smyth reported that the Lothian Region Working Party on Primary/ Secondary Liaison was looking at the suggestions which he had put to them but there were no further formal developments to report.

National Courses (From 6.7)

3.9 Mr Smyth reported that Mr Adams was co-ordinating the Moray House National Course and that Mr Smyth was himself a member of the planning committee for this course and for the Aberdeen course. Some surprise was expressed at the scheduling of two national courses in the 10 - 14 area in the summer of 1984. It was, however, remarked that these courses related to two sectors of the educational system, and it was also suggested that the planning of two courses reflected current interest in Education 10 - 14.

3.

Involvement in SCCSS Pilot Study Programme (From 3.1)

3.10 There were no developments to report.

Mathematics (From 3.3)

3.11 Mr McLaren's contribution was still anticipated.

Publication of PDC Activities and Ideas (From 2.4)

(Consideration of this item was interrupted at 11.15 a.m. for
Mr Mulgrew's contribution and resumed in the afternoon).

3.12 Arising from earlier considerations of a possible newsletter or
bulletin, there was a lengthy and wide ranging discussion of the
whole question of publicity for the activities, observations and
emerging ideas in the Education 10 - 14 Programme. It was observed
that those members of the PDC who were also CCC members might be
asked by the CCC for the PDC's views on further dissemination of
aspects of the content of the interim report, and it was agreed that
the Committee should offer guidance on this.

The Need for Publication and the Limits of Publicity at this Stage
in the Programme

3.13 Concern was expressed at the lack of systematic attention to
primary/secondary liaison which had been observed in some parts of
the country though it was noted that there was extensive and
interested enquiry about the Education 10 - 14 Programme. Despite the
need, and the interest, motivation might wane in the context of
initiatives at other levels, and it was therefore important to start
disseminating ideas quickly. Local authorities were at various stages
of attention to primary/secondary liaison and many might be at a
point where they would welcome access to thinking which might help
them in preparing guidelines. In the later stages of the discussion
members were able to comment with interest on a spontaneous expression
of support for PDC publicity which they had just heard from
Mr Mulgrew. The Committee was also reminded of the drip-feed metaphor
for dissemination which had been recommended to the PDC by
Mr D McNicoll, Secretary to the CCC, at the first meeting of the PDC.

3.14 During discussion of possibilities for publishing part of the content
of the interim report, a note of caution was entered by Mr Ferguson
who drew attention to the constitutional position of the PDC in
relation to the CCC which itself had an 'advisory' function in relation
to the Secretary of State. Care would be needed to ensure that
correct procedures were followed. Several members also referred to the
danger of misinterpretation of provisional thinking and partial
publication of elements out of their logical context in the whole of
the PDC's thinking.

3.15 There was general agreement that while due caution must be observed,
some form of ongoing dissemination during the life of the Programme
would be very important. The status of the PDC must be kept in mind
and the CCC's view, in principle, of dissemination by the PDC should
be sought. Careful thought would be needed in deciding upon the
form of any publication contemplated in order to avoid, as far as
possible, the dangers associated with early and partial communcation
of incomplete work. However, in principle the Committee wished to
retain the drip-feed metaphor as a guide to its practice in publication.

4.

Content

3.16 The possibility that the whole interim report might be published was rejected on the grounds that it had been designed strictly with the CCC in mind. Publication of parts of the report was discussed with particular reference to the 'hypothesis', the 'desirable outcomes' and the reports of observed practice. Mr Adams said that it would be inappropriate to publish the report of observed practice in its present form, and it was also argued that it would be unwise to publish desirable outcomes without the argument which led up to them. Any publication of the 'hypothesis' and 'desirable outcomes' would have to be very carefully qualified in terms of their provisional status and liability to refinement and modification. There was general agreement that partial descriptions of the work of the PDC should be published and that some indication of what the PDC was coming to recognise as desirable practice should be disseminated in order to keep people informed and stimulate thinking.

Audience

3.17 Various suggestions were made as to possible limitations of the target audience for any short-term publication. Local authorities and various categories of local authority personnel were mentioned. The matter was not resolved but there was support for attempting to influence the teaching profession as widely as possible. A consultative function could, it was suggested, be fulfilled by suggesting possible directions of development and raising questions about current practice fairly widely.

Methods of Dissemination

3.18 Publication of the interim report beyond the CCC having been rejected, ways in which elements of its content, and reports of future work, might be communicated, were discussed. Doubts were expressed about the suitability of one-day conferences at a stage when thinking was still provisional, and attention then focussed on newsletters and bulletins. While these issues were not fully resolved, there was agreement that the aim of autumn and early winter publication of a bulletin or first in a series of newsletters should be actively pursued. It was noted that the first of a set of newsletters might have to be larger than others if it were to do justice to the work already done in the Programme. It was noted that a number of publications would be eminating from the COPE sub-structure in the autumn, but it was felt that PDC dissemination should not be delayed for this reason.

Publicity - Conclusions

3.19 The following conclusions were reached:

    (i)   It was the view of the PDC that the time was ripe to inform at least local authorities, in general terms, about the kind of interim thoughts developed by the PDC. There was a strong case for a series of newsletters which would be in accordance with the drip-feed idea.

    (ii) If the opportunity arose at the CCC, it would be desirable to

obtain an indication of the CCC's general view on ongoing reporting of the observations and ideas arising in the Education 10 - 14 Programme.

(iii)   The Chairman's Committee should consider the whole question of publication in the light of the PDC's discussion, and should produce a proposal which would include a draft outline of the first communication. This should be considered by the PDC at its September meeting. The interim report should be the basic source for the content of any contemplated first publication.

4.   **EDUCATION 10 - 14 - A VIEW FROM STRATHCLYDE REGION - MR J MULGREW**

This item is reported separately in an annex to these minutes.

5.   **SCOTTISH CENTRAL COMMITTEE ON GUIDANCE** (PDC/B/29)

5.1   Mr McKenzie introduced a discussion of the 'Report of the Scottish Central Committee on Guidance to the Committee on Secondary Education, January 1983'.

5.2   Mr McKenzie said that it was a central objective of the report to stress the idea of guidance as a whole school function and to persuade teachers that they are all involved in guidance, and he went on to consider this concept in relation to the forms of guidance organisation reviewed on page 5 of the report. At one end of the spectrum of forms of guidance organisation, was the situation where promoted staff were solely responsible for all guidance; at the other end was the system where small teams of staff were responsible for all aspects of the education of groups of children, and guidance staff were either members of the teams or trained specialists. It was not being argued that a move all the way to the latter situation was necessarily desirable though a study of any schools implementing this form of organistion would be valuable. The report did advocate movement towards shared responsibility between promoted guidance staff and first line guidance teachers who would be encouraged to develop their pastoral role in accordance with the concept of the school as a caring community. Mr McKenzie went on to summarise how the report treated the allocation of duties to principal and assistant principal teachers. The effect of falling rolls was considered. It was regarded as very important that guidance should be represented in its own right at board of studies meetings. The report also encouraged experiment in the deployment of a full-time guidance specialist with a co-ordinating and developmental role. Mr McKenzie remarked that in at least one region this idea had not been found attractive since there was already a policy preference for concentrating resources on the provision of some knowledge and skills in guidance for as many teachers as possible. Mr McKenzie drew attention to the SCCG's support for the integration of guidance with other aspects of teaching within the whole curricular provision for intellectual, practical, aesthetic, social and personal development, and he referred to the importance of the part which could be played by guidance teachers in curriculum development.

5.3 Mr McKenzie referred in particular to the mention of E10 - 14 in section 4.4 of the report and said that a response to the report from the PDC would be received with interest by SCCG.

5.4 Mr McKenzie also described one day conferences which had been held for discussion of the report and he explained that SCCG was being re-grouped for further work in the light of responses which were being received and to do further work on particular aspects of guidance.

Discussion

5.5 Discussion of the SCCG report opened with a consideration of the training of first line guidance teachers. The personal qualities necessary in guidance teachers, and the importance of selection, training, team-work and the need to help children as people were recurring themes in the discussion. Mr McKenzie fully agreed that links between primary schools and secondary guidance staff were very important. He also agreed that information received from primary schools was sometimes subject to excessive restriction by guidance staff, but said that while there were limiting cases on which it was easy to rule, there were grey areas for which it was difficult to prescribe precise rules about confidentiality. In the last resort much had to depend on the guidance teacher's professional 'judgement' on the child's best interests.

5.6 There was some probing of the role of guidance teachers in general curriculum development, and possible dangers were considered. It was argued, however, that guidance staff, both as subject teachers and as guidance specialists, should be in the forefront of curriculum change. An alliance of all functions and specialisms with a focus on children as people, as learners, and as social beings was needed. Part of pre-service training, it was argued, should be devoted to helping teachers to acquire skills in looking after children as people.

5.7 There was some discussion of the need for width of educational view in guiding children's subject choices, and cases were mentioned where children had turned away from aesthetic subjects. It was argued that, in general, the Education 10 - 14 Programme could make a contribution towards the conceptualisation of aesthetics as important ways of understanding and experiencing reality.

5.8 There was a brief discussion of the value of computerised registration as a means of freeing teachers' time for pastoral functions.

5.9 Support was expressed for the concept of first line guidance, and it was agreed that this concept could be linked with the COSPEN idea of an anchor teacher, in the remedial context. A number of functions in connection with learning difficulties, guidance and health, social and personal education might be handled by a small team organisation, and this was considered to be an idea which had fruitful possibilities for continuity of provision over the primary/secondary provision.

Conclusion

5.10 In concluding the discussion, the Chairman thanked Mr McKenzie and said that the SCCG report would be a valuable resource for the PDC. It was agreed that the question of a response, based on the preceding discussion, and any further contributions which members of the PDC might make, should be remitted to the Chairman's Committee.

6. **REPORT OF THE SCOTTISH COMMITTEE ON HOME/SCHOOL/COMMUNITY RELATIONS** (PDC/B/30)

6.1 Mr Adams explained that the document 'Scottish Committee on Home/School/ Community Relations in the Primary School - a Preliminary Report' had been in existence for some time and was a preliminary report to COPE. The Committee had been faced with a difficult remit which had involved them in first considering the meaning of social, moral and religious education in the primary context, and then going on to look at these in terms of the related roles of home, community and school. Mr Adams said that individual members of the group would be glad to answer questions which the PDC might have on the subject.

Discussion

6.2 Interest was expressed in the report, and it was agreed that it treated important issues which were relevant to the PDC's work. It was decided that the report should be referred to Sub-group A who should take account of it, and respond specifically to it if they so wished.

Religious Education

6.3 Arising from consideration of religious, moral and social education, the PDC observed that the Education 10 - 14 Programme was now moving into a phase of curriculum thinking that could be influenced by SCRRE. Mr Adams undertook to write to them.

7. **VISITS IN STRATHCLYDE REGION**

7.1 Mr Adams referred to reports which had been tabled, and described visits by him and Mr Smyth to all of the Strathclyde Divisions, except Lanark which had still to be visited. The PDC's representatives had received a warm and co-operative welcome everywhere by people who were very interested in what was going on in the Education 10 - 14 Programme. The report on the visit to Ayr Division made suggestions on follow-up work, and Mr Adams had tried to estimate the implications for the time commitment which would be involved in following up initiatives in Strathclyde. Among other activities noted in Ayr Division, there was interesting work going on in Science in Louden Academy and there were extensive arrangements for curriculum liaison at St Andrew's Academy, Saltcoats. A case study on the St Modan's lines might be appropriate at St Andrew's. The possibility of studies of special schools had also been discussed (Min 3.4 above). Glasgow Division had set up a group to consider management and innovation and this group was coming to a number of conclusions similar to those expressed in the PDC's hypothesis. The Glasgow group were keen for PDC involvement in their activities and had mentioned work at Govan High School on assessment and record keeping in particular. Mr Adams went on to refer to his written reports of visits made by himself and Mr Smyth to Renfrew, Argyll and Bute and Dunbarton. The visitors had noticed a particularly large amount of relevant work in Dunbarton. Mr Smyth added that in all of these visits he had been aware of an absence of clear regional and divisional policy or guidelines.

8. **REPORT OF THE MEETING OF THE CHAIRMAN'S COMMITTEE HELD ON 9TH MAY 1983**

Mr Smyth reported on the last meeting of the Chairman's Committee.

Social Education

8.1 It has been decided that the best way of consulting the Jordanhill Social Education team would be to arrange for a meeting with a large group from Sub-group A and the Chairman of the PDC.

Micro-electronics

8.2 Mr Paton has agreed to write a paper for the Chairman's Committee on technology in education.

Remedial Provision in Grampian Region

8.3 The Chairman's Committee had been keenly interested in the papers about remedial provision in Grampian Region and was considering it as a model which could be extended to include wider aspects of the curriculum.

Sparsely Populated Areas

8.4 Mr Ray Dely, a member of the Edinburgh SCDS staff, had been asked to look at research on schools in sparsely populated areas, and to report on this.

8.5 The Committee welcomed an offer by Mrs Shiach to provide information on the basis of work she was undertaking at Ellon Academy which has 16 associated primary schools.

A Comparative Study

8.6 Mr James Kidd of Moray House College of Education had been commissioned to prepare a paper for the Education 10 - 14 Programme on primary/secondary transition abroad. He expects to provide a preliminary paper by July 1983 and a more substantial report in April 1984.

Extended Residential Meeting of the PDC

8.7 The Chairman's Committee recommended that an extended residential meeting could usefully be postponed until the early part of 1984 by which time it was anticipated that the sub-groups would have completed the groundwork for a profitable extended discussion.

9. AOCB

9.1 Mr Smyth reported that he had received a memorandum, sent to him on behalf of Mr McNicoll, to say that possible sources of funding for a field officer for the Education 10 - 14 Programme were being explored.

9.2 Mr Smyth reported that he had received a further communication from Mr George Mills, Head of Primary Science at Jordanhill College, on the importance of Science in the primary curriculum.

Next Meetings

PDC - 22nd September 1983, New St Andrew's House, Rooms 7/8, 10.30 a.m.

Chairman's Committee - 30th June 1983, SCDS Edinburgh, 2.30 p.m.

MINUTES of the twelfth meeting of the Programme Directing Committee, Education 10 - 14 Programme, held on 30th November 1983 in New St Andrew's House, Edinburgh, at 10.30 a.m.

PRESENT: D G Robertson (Chairman)
              J K Beattie (Secretary)
              Mrs D Shiach
              Mr R A Cumming (afternoon only)
              Mr D Menzies
              Mr J M Mowat (afternoon only)
              Mr E Mullen
              Mr A Ferguson, HMCI (morning only)
              Dr A Shuttleworth
              Mr D Campbell
              Mr W H Bain
              Mr S B Smyth)
              Mr F R Adams) (Programme Co-ordinators)
              Miss F Gordon (Assistant Secretary)

Apologies were received from Mr Paton, Mr McKenzie and Mr Tait.

1.   MEMBERSHIP

The Chairman informed the Committee that Mr Gilles Campbell had resigned from the PDC because of pressure of multiple commitments and school responsibilities in a period of extensive curriculum change. Mr Campbell's resignation was noted with regret and appreciation ~~of his contribution to the Programme~~.

The Chairman welcomed Mr Douglas Campbell and Mr Wilson Bain. Mr Campbell, Depute Rector of Brechin High School, was joining the PDC as a member of COSE, and Mr Bain as a field officer.

2.   MINUTES OF THE MEETING OF THE PDC ON 22ND SEPTEMBER 1983 (PDC/Min 11)

The minutes were approved.

3.   MATTERS ARISING FROM PDC/Min 11

Membership of the PDC (from 3)

3.1   It was reported that there were as yet no replacements for Mrs Barr, Mr Campbell and Mr Masson. Several possibilities were being discussed with Mr McNicoll. There were difficulties in finding the requisite number of people from within the CCC structure and the rule on that point might have to be relaxed.

3.2   Members argued that balance in membership was important and concern was expressed at the present weakness in primary representation. None of the present members were serving as teachers in a primary school.

3.3   It was agreed that the Chairman, Mr Smyth and Mr Adams and Mr Beattie should consider the programme ahead and put firm recommendations to Mr McNicoll.

The Pressure on Members (from 3.4)

3.4 Mr Smyth reported that he had written formally to Mr Ferguson, HMCI as instructed by PDC. Mr Ferguson had acknowledged this communication and indicated that the problem was under consideration.

3.5 Mr Ferguson commented that some individuals did seem to be subject to multiple demands on their time and effort and that there was concern about the resulting pressures on their time and upon their personal lives. The situation was being watched. It would be necessary to monitor the frequency of meetings of some elements of the system.

NICCER and Research into Modes of Assessment and Reporting

3.6 It was reported that the research originally envisaged as involving Colleges of Education with NICCER support would not now take place because it had proved impossible to do the necessary pilot work in the time available to meet the NICCER schedule.

3.7 Sub-group B would be collating information currently available to the PDC on assessment and reporting.

3.8 Mr Bain was focussing attention on assessment, reporting and related communication procedures in the course of his contacts with schools.

3.9 The Chairman's Committee had approved, in principle, PDC support for a research proposal being put to NICCER by a Moray House group on the subject of purposes, means, and uses of assessemnt at a number of transition points which included the transition from primary to secondary school. This project, if approved, would not be completed in the life-time of the PDC but there might still be useful contributions to the PDC's thinking.

Lothian Regional Council Working Party (from 5.5)

3.10 Mr Smyth reported continuing communication with the Lothian Regional Council Working Party and said that he hoped that some form of description of best practice in induction procedures might be available from them fairly soon.

National Courses (from 5.6 - 5.7)

3.11 It was reported that there were now five national courses intended for September 1984 though there was a possibility that one might be moved to November. Mr Smyth said that he had written, and received acknowledgement of, a letter to the National Committee for the In-service Training of Teachers expressing the PDC's concern that several courses which would attract the attention of people with Education 10 - 14 interests were scheduled for such a short period.

Mathematics (from 5.10)

3.12 It was reported that responses from Mr McLaren and Mr Kelly, HMI were expected soon.

Guidance (from 5.11)

3.13 There were no further developments to report as yet.

3.

Newsletter and Interim Report (from 6)

3.14 It was noted that the status of the Interim Report was that of a communication to the CCC only. Copies were available to interested elements in the CCC structure and a few copies had been given to individuals who had made particularly helpful contributions to the Education 10 - 14 Programme. Further enquiries for information should be referred to the Newsletter.

3.15 The Newsletter should be available on Monday 5th December.

Micro-processing (from 7.2)

3.16 It was reported that:

(i)   the Glasgow Advisory Support Service had been contacted;

(ii) the Chairman's Committee had authorised Mr Paton to seek to initiate a project on computing integrated with the curriculum in Thorn Primary, Renfrewshire, to be associated with Johnston High School, and undertaken in collaboration with SMDP;

(iii) Sub-group B had obtained information on computerised assessment profiling from Barrhead High School and Linwood Academy.

Discussion of Micro-computing

3.17 A lengthy discussion of micro-computing ensued. It was observed that some initiatives had stressed administrative rather than curricular possibilities of computing in secondary schools. In other cases there had been problems associated with location, access and responsibility for facilities. Instances of promising curricular applications were also mentioned and it was noted that a COSPEN initiative, linked to SMDP, in three Fife schools was of possible interest for the PDC. It was also suggested that Mr Gerry Wright, and Mr Kevin Gavin, Primary Adviser in Ayr, had special interests in computing in the curriculum. The possiblity that Mr Munro might do some work in secondary schools in association with the S1/S2 Social Studies pre-pilot studies was noted and it was felt that this should be brought to Mr Paton's attention. It was also noted that information on computer use in primary schools would soon be available from SCES.

Micro-computers - Conclusion

3.18 The following ideas emerged from the discussion.

(i)   PDC was becoming involved in, or aware of, an increasing number of particular developments involving micro-computers. The possibility of a larger scale survey of computing across the 10 - 14 stage, perhaps in Dunbarton Division, should continue to be explored.

(ii) It would be important for the PDC to have a clear message on general principles for computing in the 10 - 14 curriculum, and with particular reference to the primary-secondary link.

(iii) Particular attention should be given to the concept of computing as a resource and as an integral element, where appropriate, in learning activities across the whole curriculum.

4.

(iv) There should be an approach to the Micro-electronics in Education Committee with a view to encouraging their interest in 10 - 14 issues.

(v) There should be some emphasis on ways of creating confidence and appropriate attitudes to technology on the part of teachers. The need for time for staff development should be stressed, and the possibility of assistance for primary teachers by members of secondary school staffs should be noted.

4. COMMUNICATIONS

Various communications with other elements of the CCC structure were noted as follows:

(i) Mr Beattie would be attending a meeting of the Classics Panel in response to a request from that body.

(ii) Mr Smyth had been in communication with the Drama Panel and as a result of his meetings with them information on ways in which drama was being made available in the schools was anticipated.

(iii) There had been a reminder from SCCML that they had made a submission to the PDC, and they had indicated that they had a continuing interest in the PDC's views on modern languages in the 10 - 14 curriculum.

(iv) Mr Adams had attended a meeting of SCC Home Economics and he expected that they would be communicating further thoughts on Home Economics to the PDC.

(v) SCC on Religious Education was proposing that a joint working party be set up with the Committee on Home/School/Community Relations to provide curriculum material for the 10 - 14 age group. (In this connection it was also reported that the Catholic Education Committee was piloting a new RE course for secondary schools).

(vi) A joint EOC/CCC project on equal opportunities for the sexes was being established at Jordanhill. The starter paper for this project had been received. It was decided that exchange of minutes between the PDC and this project would be desirable.

5. REPORT FROM SUB-GROUP A

Sections 5 and 6 of the paper on 'Rationale'

5.1 It was explained that the Interim Report contained the latest version of the first four sections of Sub-group A's draft 'rationale'. A revised version of sections 5 and 6 of this document was now being presented to the PDC for comment. Sub-group A were now engaged in a further stage of thinking in the light of which they might wish to make further revisions to the rationale. In view of this, they did not wish to undertake any revision work on sections 5 and 6 at present but would note PDC comments for incorporation at a later stage.

5.2 In the discussion of sections 5 and 6 of the paper on rationale a number of specific comments were noted for the attention of Sub-group A. (See Appendix to these minutes). In addition, the discussion ranged over a number of important general issues in the curriculum 10 - 14.

5.3 It was observed that the fresh start philosophy of the lower secondary school had a long history, but there had been successive failures to match methodology to various aspects of the philosophy. It was argued that there was a lack of progression from P6 to S2. It seemed that there was often a plateau in achievement at P6/7 level and a dip in S1 followed by a rise thereafter. Part of this was attributable to weaknesses in teacher-pupil relations at the S1 stage where teachers tended not to know the pupils as persons and learners. Furthermore, secondary teaching tended to be the responsiblity of a number of separate teachers. There was a need for greater co-operation and team work.

5.4 The concept of a common course in S1/S2 was briefly discussed. Schools, it was argued, had given insufficient attention to common aims.

5.5 The problems of teacher education were discussed and it was observed that colleges were now well advanced in the preparation of new primary BEd courses in which there was probably fairly limited attention to Education 10 - 14 as a stage. The separation and short duration of post-graduate training for the two stages presented even more intractable problems. The final report should contain a strong section on support for teachers and in-service training.

Current Work of Sub-group A

5.6 Mr Mullen described the development of the work of Sub-group A and referred to the minutes of the fourth meeting of the sub-group. He said that papers by Mr Mowat, Mr Paton, Mr Beattie and himself had been the basis for extensive discussions in a series of meetings since early summer, and further papers were being prepared by various members of the group. The central task now was to work out the implications of the rationale for curriculum structure, curriculum management and the process of learning and teaching. The idea of base teachers and teams in the lower secondary schools was becoming firmly established in the group's thinking. Curriculum structure presented major problems and it seemed likely that Sub-group A would suggest a set of models which could be applied, perhaps in phases of development, on the way towards an ideal achievement of the full practical implications of the rationale.

5.7 The ensuing discussion centred on the problem of reducing the range of subjects and teachers encountered in the early secondary years. It was suggested that the Munn/Dunning provisions created certain constraints in that the Munn Report had assumed there would be a wide range of content in S1/S2. A further difficulty lay in the strong subject allegiances of secondary teachers. The advent of multi-disciplinary teachers was thought to be highly unlikely, and there seemed a strong case for emphasis on teams of specialists. Collaboration and continuity could perhaps be achieved through identification of common concerns in assessment and methodology, and common purposes derived from the 'desirable outcomes'.

6. REPORT FROM SUB-GROUP B

6.1 Mr Adams referred to the minutes of the meeting of Sub-group B held on 10th November 1983 and to the reports of visits to Govan High School and associated primaries, Uddingston Grammar School, John Paul Academy and St Andrew's Academy. Mr Adams described difficulties in finding times when members of the group could meet since so many of them had a very wide range of other commitments. However definite progress was being made and the addition of Mr Bain's time for field work was proving to be most

valuable. A start had been made on the study of assessment and reporting and the group was now in close contact with Mr Mitchell, HMI, who was providing useful information on current initiatives. The sub-group was now reviewing its resources of information and priorities for further observation. It was hoped that it would be possible to produce a paper on assessment for the February meeting of the PDC. Mr Bain was engaged in further field work with some degree of emphasis on assessment and reporting. In addition to the visits described in the written reports, there had been a visit to Glencryan special school by Mr Mullen, Mr Smyth and Mr Adams which had provided a most useful experience of curriculum continuity and change over the stages of a single school which catered for children of both primary and secondary ages. In addition, Mr Smyth had collected information on computerised profiling at Barrhead.

The Remit of Sub-group B

6.2 Problems being encountered by Sub-group B were discussed at some length. In particular, these stemmed from the small size of the group and the extent to which their activities depended on field work. It was agreed that while the sub-group should continue to collect as wide a range of relevant information as possible, and continue to test the 'hypotheses' whenever they could, they should focus attention on assessment, reporting and use of information with particular reference to information resources already available, in the period up to the February meeting of the PDC. It would also be helpful if Sub-group A could offer specific suggestions which could help to focus Sub-group B's future attention in a way which might help them to deploy their very limited resources to the best effect.

6.3 It was remarked in the course of the discussion that the reports of visits to schools revealed the existence of very entrenched attitudes. The reluctance of primary teachers to communicate freely with secondary ~~pupils~~ schools was also discussed at some length. The whole problem of communication with the secondary school and the extent to which primary schools were assembling the most useful kind of information through appropriate assessment procedures were considered to deserve close attention in the Education 10 - 14 Programme. In this connection, the work being done in Renfrewshire on computerised profiling was felt to be encouraging because it focussed professional attention on the possibilities and functions of comments which could be made about children.

Sampling

6.4 The range of examples available to the PDC was briefly reviewed and it was suggested that it might be necessary to attempt to obtain a more representative view of what was going on in the country as a whole.

Membership of Sub-group B

6.5 Mr Douglas Campbell agreed to join Sub-group B.

7. FUTURE PROGRAMME

Next Meeting of the PDC

Members were invited to meet for afternoon tea at the Golden Lion Hotel, Stirling at 1600 hours on Thursday 23rd February. The first working session of the extended PDC meeting would take place that evening.

Next Meeting of the Chairman's Committee

19th January, 1984, in SCDS, Moray House College, at 10.30 a.m.

8. AOCB

Mr Smyth reported that COSE were contemplating the formulation of curricular guidance for head teachers in respect of the whole secondary school.   On the face of it, there appeared to be some danger that COSE could duplicate PDC work and without the kind of specialist study of the whole 10 - 14 stage, primary and secondary, being undertaken by the PDC.   However, COSE had given strong assurances that they would not be pre-empting the PDC's work, and the Chairman and Mr Smyth were in continuing communication with COSE on this matter.   Mr Smyth anticipated that the PDC would have an opportunity to contribute to a conference of COSE and its sub-structure which was planned for 1984 and was intended to focus on curriculum design in the secondary school.

Draft

MINUTES of the eleventh meeting of the Programme Directing Committee, Education 10 - 14 Programme, held on 22nd September 1983 in New St Andrew's House, Edinburgh, at 10.30 a.m.

1. PRESENT: D G Robertson (Chairman)
                D Menzies
                G Paton (from 11.30 a.m.)
                A McKenzie
                Mrs D Shiach
                A Cumming (from 11.30 a.m.)
                A Shuttleworth
                E Mullen
                J Mowat
                D G Campbell (from 11.30 a.m.)
                A Ferguson, HMCI (from 11.00 a.m. until 1.00 p.m.)
                S B Smyth (Programme Co-ordinator)
                R W Tait
                Miss F Gordon (Assistant Secretary)

2. **APOLOGIES**

    Apologies were received from Mr Beattie and Mr Adams.

3. **RESIGNATIONS AND CHAIRMANSHIP OF SUB-GROUP B**

3.1 The Chairman reported that Mrs Barr and Mr Masson had resigned. He confirmed that both had been thanked for their services to the Committee.

3.2 It was agreed that Mr Cumming should replace Mrs Barr as Convener of Sub-group B. Mr Cumming was thanked for his willingness to undertake this role.

3.3 Concern was expressed that the resignations weakened primary representation on PDC. It was agreed that Mr Smyth should advise the CCC Secretariat of the need for strong replacements.

3.4 Teacher members reminded the PDC of the increasing difficulty of securing release from school at the present time of multi-development. It was agreed to bring this point to the attention of Mr Ferguson, HMCI.

3.5 The Chairman intimated that Mr Ferguson had identified his colleague, Mr John Mitchell, HMI, who might attend meetings in Mr Ferguson's absence. Arrangements had been made to send Mr Mitchell PDC papers.

4. **MINUTES OF THE MEETING OF 26TH MAY 1983** (PDC/Min 10)

    The minutes of the meeting were approved, subject to the emendations that Mr Mulgrew wished to incorporate in the Appendix reporting his contribution.

5. **MATTERS ARISING FROM PDC/Min 10**

    NICCER Research into Modes of Reporting (from 3.1)

5.1 There was no further information regarding the setting up of a feasibility study.

<u>Monitoring of Mintlaw Project</u> (from 3.2)

5.2 Aberdeen College of Education had agreed to make Mrs Wilma McDonald available for one day a week for this purpose. A meeting to explore the situation had been held in June. Mrs McDonald would make a first report on November 23rd.

<u>Personal Education</u> (from 3.3)

5.3 Mr Paton had presented a discussion paper to Sub-group A. An extended version was being prepared.

<u>Special Schools</u> (from 3.4)

5.4 COSPEN, drawing on information from HMII, had listed a number of schools worthy of study. An arrangement had been made for Mr Adams and Mr Smyth to visit the first of the three, Glencryan School, Cumbernauld. Mr Mullen expressed interest in visiting the school as well.

<u>Lothian Region Working Party</u> (from 3.8)

5.5 It was still hoped that this Working Party would undertake at least one of the tasks suggested to them in February. In reply to a letter received from the secretary, Mr Smyth had suggested that a submission should be made to PDC on induction arrangements by January 1984.

<u>National In-service Courses 10th - 14th September 1984</u> (from 3.9)

5.6 Mr Smyth reported that both Aberdeen and Moray House Colleges had set up planning committees and each had had one meeting.

5.7 Very considerable concern was expressed that there were to be held in September 1984 no fewer than four National Courses of significance to top primary. It was agreed after discussion that this concern should be expressed to the National Committee on In-service Training.

<u>SCCSS Piloting of Draft Guidelines in Social Subjects</u> (from 3.10)

5.8 Mrs Shiach reported on the constitution of the steering committee. Nine schools are involved in the pre-piloting:

Auchenharvie Academy	Ayr Division, Strathclyde Region
Grange Secondary School	Glasgow Division, Strathclyde Region
St Margaret Mary's RC Secondary School	Glasgow Division, Strathclyde Region
John Bosco RC Secondary School	Glasgow Division, Strathclyde Region
Jordanhill College School	Glasgow Division, Strathclyde Region
Portobello High School	Edinburgh Division, Lothian Region
Inverurie Academy	Grampian Region
Kirkcaldy High School	Fife Region
St Saviour's High School	Tayside Region

In the full piloting a further 11 schools would participate.

5.9 Mrs Shiach had pressed for information about the degree of involvement of associated primaries. There existed sympathy for the idea of involvement but the co-ordinators of the project were not likely to be able to find

to involve primaries. In her own division of Grampian, Mrs Shiach had undertaken to provide information about the environmental studies work in the 16 primary schools associated with Inverurie Academy. Mrs Shiach reported that there was concern in SCES that developments in social subjects in secondary schools might, as a backwash, effect a split in the primary school's concept of environmental studies which presently incorporated scientific activities. Science might become separated from the rest of the programme of work, a development which SCES wanted to avoid.

Mathematics (from 3.11)

5.10 The paper from Mr David McLaren was noted and warmly welcomed. After a wide ranging discussion, the recommendation of the Chairman's Committee was accepted that the paper be further discussed with Mr McLaren so that it could be related to the 'desirable outcomes', and the views of Margaret Donaldson on the need to enable children to achieve 'disembedded' thinking.

Guidance (from 5.10)

5.11 After considerable discussion, the letter from Mr Smyth reacting to the SCCG's report was approved. Mr McKenzie undertook to report the discussion to SCCG. Among the points made were the following:

   (i) that the role of 'guidance' was more important in secondary schools now than ever;

   (ii) that the adequacy of the guidance system could be damaged as a result of the reduction in promoted guidance posts when school roles were reduced;

   (iii) that 'first line' guidance - a concept warmly endorsed by PDC - will work only as part of an adequate guidance structure, and given adequate training of staff for this role.

6. NEWSLETTER

   A draft Newsletter was tabled. Discussion centred on the question of the degree of response to be sought. It was agreed that a neutral indication should be made to the effect that any comment should be sent to the Hon. Sec., c/o SCDS Edinburgh Centre.

7. RESPONSE TO CCC INTERIM REPORT

7.1 The favourable response of the CCC was noted. The recommendation that PDC should actively initiate was discussed. The availability of Mr Wilson Bain as field officer from early October for the equivalent of 2½ days per week was warmly welcomed. It was noted that Mr Bain's appointment was being made from the Moray House College staffing allowance for Research and Development, and that no part of his salary was being met from CCC funds. His travel expenses would be met from the commission allocation. It was felt that while this appointment would make it easier to take more initiatives, in the meantime, it was agreed that Mr Bain should carry out the follow-up programme of Sub-group B, as much work, especially in Strathclyde, remained to be overtaken.

7.2 Discussion on possible initiatives focussed on the use of micro-computers.

After extended discussion, it was agreed that PDC should (i) through Sub-group B and the Glasgow Advisory Support Service, encourage work in Glasgow to monitor developments in both primary and early secondary schools, (ii) that the Chairman's Committee should consider an approach to Dunbarton Division to set up a 10 – 14 project in computer use, (iii) that the Chairman's Committee should consider how an evaluation might be made of the use of computers to encourage a problem-solving approach in schools, and (iv) that the application of the use of computers in reporting assessment should be studied, particular use being made of the experience gained in the Renfrew Division of Strathclyde (Barrhead and Linwood).

7.3   It was noted that with the possible exception of (ii) above, none of these suggestions would meet the requirements of the CCC. Further discussion was deferred till sub-group reports had been heard.

8.   SUB-GROUP REPORTS

Sub-group A Report

8.1   The enlarged Sub-group A had met on 15th September. The final section of the Rationale had been considered and certain matters had been identified for reconsideration. It would be finalised for the next meeting on October 12th.

8.2   On the basis of the papers from Mr Mowat, Mr Mullen and Mr Paton the sub-group had identified issues in the shape of the present 10 – 14 Programme. It had set itself the task of producing a draft framework for the curriculum by the end of the Christmas term.

8.3   In the light of this information, PDC agreed that it would be realistic to delay any major initiatives until the curricular framework was complete. Any initiatives taken sooner would have to be of a self-contained nature. The fact that major initiatives could not be completed by the date when the final report was due was not seen as a disadvantage. It was more important to ensure that the PDC's thinking was right and that it would point authorities in the right direction. The parallel with the Education for the Industrial Society Project was noted: it was only now that authorities were making use of the direction indicators in the project's reports.

Sub-group B Report

8.4   Mr Smyth reported that Sub-group B had not met since the summer holiday, but that its representatives had met with a group of Glasgow Advisers (Advisory Support Service Group 5) concerned with the problems of innovation in the curriculum. A full report of the meeting was available.

8.5   Mr Smyth reported that he and Mr Adams had a briefing meeting arranged with Mr Wilson Bain for October 3rd, after which Mr Bain would meet Mr Cumming.

8.6   It was agreed that in developing Sub-group B's work, the 'desirable outcomes' should be used as an evaluative device, and that where possible, existing developments should be encouraged to move in the direction of the 'desirable outcomes'. It was further agreed that the 'hypothesis' about curricular liaison should be consciously put to the test in new circumstances.

5.

9. <u>Teacher Education, Training and Qualifications</u>

Mr Stimpson's paper was warmly welcomed. It was agreed that it should be
noted for future reference. Mr Smyth reported that copies had been sent
to HMCI Mr Bigwood (responsible for SED-College of Education liaison) and
to Mr James Miller, Registrar of the General Teaching Council.

10. <u>Transfer Procedures in Countries Abroad</u>

The paper by Dr James Kidd was warmly welcomed. It was agreed that Dr Kidd
should be asked to continue his work along the lines he proposed, and since
particular interest had been shown in the 'conseil de classe' in the French
system, additional information about this would be welcomed.

11. <u>Learning to Learn by Professor John Nisbett</u> (PDC/B/38)

A paper received by the Chairman from Professor John Nisbett was tabled
along with the Chairman's letter of thanks to the Professor.

12. <u>FUTURE PROGRAMME OF MEETINGS</u>

PDC - Wednesday 30th November
    - 9th, 10th and 11th February (in residence)

Sub-group A - Wednesday 12th October

Chairman's Committee - Friday 4th November.

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MINUTES of the thirteenth (extended) meeting of the Programme Directing
Committee, Education 10 - 14 Programme, held on 23rd, 24th and 24th
February 1984, at the Golden Lion Hotel, Stirling.

PRESENT: Mr D G Robertson (Chairman)
          Mr J K Beattie (Secretary)
          Mr R A Cumming
          Mr W H Bain
          Mr G Paton (absent 24th February, p.m.)
          Mrs D Shiach
          Mr A S McKenzie
          Mr D Menzies
          Mr J M Mowat
          Mr E Mullen
          Mr A Ferguson, HMCI (absent 23rd and 25th February)
          Dr A Shuttleworth (absent 25th February)
          Mr D Campbell (absent 23rd February)
          Mr J Mitchell, HMI
          Mr S B Smyth (Programme Co-ordinator)
          Mr F R Adams (Programme Co-ordinator)
          Miss F Gordon (Assistant Secretary)
          Mr D Taylor (Guest)
          Mrs S Riungu (Guest)
          Mr N Pepin (Guest)
          Mr Alam (Guest)

APOLOGY: Mr R W Tait

I   MEETING OF THE FULL COMMITTEE FROM 5 P.M. TO 8 P.M. ON 23RD FEBRUARY
     1984

     1.   Minutes of the 12th meeting of the PDC, held on 30th November
          1983

     1.1 Amendments

          The last sentence of page 1, no 1, to read, "Mr Campbell's
          resignation was noted with regret, and the committee expressed
          appreciation of his contribution to the Programme."

          The third line of paragraph 6.3, page 6, to read "... communicate
          freely with secondary schools ...".

     1.2 Thus amended, the minutes were approved.

     2.   Matters arising from the minutes of the 12th meeting

          Membership (from 3)

     2.1 It was agreed that the Chairman's Committee should review the
          membership of the PDC, and initiate action on the matter of
          replacements in the light of the pattern of tasks which emerged
          from the conference.

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Moray House College research on assessment at transition points (from 3.9)

2.2 It was reported that no further information had been received. Mr Adams was asked to keep in touch with the proposed research.

Lothian Region Working Party (from 3.10)

2.3 It was reported that there had not as yet been any direct response to the PDC's request for a statement on good practice in secondary induction procedures. However, it was noted that Lothian Region had asked its secondary schools to attend to the PDC's newsletter in consultation with their associated primaries, and comment on it by a set date.

National courses (from 3.11)

2.4 It was reported that the Moray House and Aberdeen courses were in an advanced stage of planning, and that descriptions would soon be available for the PDC.

COSE (from 8)   .

2.5 It was reported that the proposed conference on curriculum design had been cancelled.

3.   **Report of the meeting of the Chairman's Committee on 19th January** [Paper PDC CONF 84/5b]

Proposed meeting with Professor John Nisbet and Mrs Janet Shucksmith [Paper PDC CONF 84/5c]

3.1 The relevance to the Education 10 - 14 Programme of the work of Professor Nisbet and Mrs Shucksmith on skills, techniques and strategies in learning to learn was briefly outlined and discussed. The proposed basis for an agenda for a meeting with Professor Nisbet and Mrs Shucksmith was noted [Paper PDC CONF 84/5c], and it was decided that efforts should be made to arrange a meeting of Professor Nisbet and Mrs Shucksmith, in March - April, with any PDC group which was particularly concerned with learning and teaching. Arrangements should be made for such a meeting to take place as soon as an appropriate working group had been identified after the conference.

3.2 It was reported that Mr Eric Driver was making a study of teaching styles, and it was noted that evidence from this source might complement information which the PDC might obtain through Professor Nisbet's interest in learning.

4.   **Meeting of chairman and officers with COSE ON 11th January 1984** [Papers PDC CONF 84/6a and 6b]

4.1 It was reported that the Chairman, Mr Smyth, Mr Adams and Mr Beattie had been present at a meeting on 11th January, at which COSE had discussed the Education 10 - 14 Programme in the light of the interim report, the newsletter, the Chairman's report to

the CCC and a paper on issues which Mr Smyth had prepared. The PDC's representatives were agreed that it had been an interesting, useful and positive discussion.

Report of the discussion at the meeting of COSE

4.2 Discussion at the meeting of COSE was reported as follows:

a. In response to questions about the view of society which underlay the statement of desirable outcomes, PDC representatives had spoken of an open, participatory democracy with a technological base, and had argued that PDC's view of learning and teaching was consistent with this view of society.

b. Attention had been drawn to the very general nature of the PDC's aims. In answer to this, it had been said that the PDC intended to pursue "subject" implications with HMI and CCC committees. It had been stressed by members of COSE that "content" should not be overlooked, and that continuity should not be stressed to the point where the value of the new experiences available in secondary school might be diminished.

c. In answer to questions, PDC representatives had taken the view that while much of the PDC philosophy was of general educational significance, it was particularly relevant to children who were moving from a dependency relationship with adults and authority to a more adult and autonomous stage. It had, however, been agreed by PDC representatives that the "desirable outcomes" were introduced in the interim report by a misleading phrase: "by age 14 the pupil should..." It had been emphasised that the PDC's intention was that the 10 - 14 stage should make a major contribution to these outcomes, not that they should be fully achieved at 14.

d. There had been various references to technology and computing, including a suggestion that technology be given a specific mention in the desirable outcomes. While PDC representatives were able to state that provision for technological education was implied in the rationale and was being attended to by the PDC, it was clear that this matter would require very explicit attention in the final report.

e. The possibility of a modular approach for the whole 10 - 14 stage, perhaps with some degree of rotation, had been mentioned. It had, however, been argued by members of COSE that the idea of major options should be approached with caution.

Discussion

4.3 COSE's views on the Education 10 - 14 Programme were noted as interesting and significant. In the course of the discussion, misgivings were expressed about the idea of "rotating modules" over the whole 10 - 14 period.

4.4 It was agreed that the word "needs" in PDC CONF 84/6b, paragraph

3

6.2(e), implied a value judgement and might be misleading if it conveyed the idea that the PDC was arguing that its recommendations had an empirical basis in respect of what was judged appropriate for young people of this age in our society. In this connection, it was remarked that an attempt had been made to limit the use of the term "needs" in the statement of the rationale.

COPE and Education 10 - 14

4.5 In connection with the COSE discussion of Education 10 - 14, it was agreed that it would be important for the PDC to be able to take account of the views of COPE and COSE together, and it was reported that the COPE schedule provided for discussion of Education 10 - 14 in May.

5. **Chairman's progress report to the meeting of the CCC on 6th December 1983** [Papers PDC CONF 84/7 (CCC/83/63) AND PDC CONF 84/8 - Extract from CCC/83/Min 4]

5.1 The Chairman summarised the main points of his report to the CCC [PDC CONF 84/7], in which he described membership and additional officer time; commissioned papers; the outcome of efforts to initiate research through NICCER; collaboration with the S1/S2 Social Subjects Programme and with HMI; ongoing work, with particular reference to the sub-groups; and the attention which the Chairman's Committee was giving to the CCC's advice on possible initiatives in collaboration with regional authorities. Mr Robertson had concluded his report by outlining the tasks which the PDC would be undertaking in its residential meeting from 23rd to 25th February 1984.

The CCC minute of the discussion of Mr Robertson's progress report

5.2 There was a short discussion of the CCC's minuted comment, "communication of information to parents was too restrictive" and it was reported that the PDC's intentions in this connection had now been clarified with the Secretary of the CCC.

Membership of the PDC (Arising from the extract from CCC minute [PDC CONF 84/8])

5.3 See 2.1 above.

6. The language issue

6.1 The PDC considered the following papers:

(i) Languages other than English in the 10 - 14 Curriculum. (Introductory paper prepared for the PDC by Mr Smyth. [PDC CONF 84/9]);

(ii) The Provision and Teaching of Languages other than English in Primary and Secondary Schools. (A paper by Mr Herbert Hayes. [PDC CONF 84/10]);

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(iii) The Provision and Teaching of Languages other than English in Primary and Secondary Schools. (An account of a discussion by the CCC on 6th December 1983. Appendix to CCC/83/Min 4. [PDC CONF 84/11]);

(iv) Extract from CCC/83/Min 4. [PDC CONF 84/12];

(v) Edinburgh Centre, SCDS, Language Awareness Bibliography. [PDC CONF 84/13];

(vi) Letter from Professor N A Furness, Chairman of SCCML, dated 20th February 1984, to Mr D G Robertson. [PDC CONF 84/13a];

SCC Modern Languages

6.2 It was explained that as a result of the CCC's discussion of languages other than English, and having been informed about the PDC's interest in this issue, SCCML had taken urgent steps to ensure that their views were considered by PDC. It had been considered inappropriate to invite a member of SCCML to the PDC conference, but the views of that body were the subject of the letter from Professor ·Furness which had been tabled [PDC CONF 84/13a].

The relationship between the PDC and other agencies

6.3 The status of special representations from individuals and bodies such as other committees in the CCC structure was briefly discussed. It was suggested that as everyone had had an opportunity to contribute to the starter paper, there might be dangers in entertaining further pleas or imperatives from groups or individuals who represented special interests. Attention to such communications could open the way for numerous other special pleas. Against this it was argued that ongoing communication was desirable, and members observed that the PDC already had regular dialogue with a number of outside bodies about various subjects. It was agreed that the PDC ultimately had to make its own decisions but must do so in the light of evidence and argument which came to its attention. In addition, the PDC would have to seek further guidance on specific implications of its general thinking.

Foreign languages - problems and possibilities

6.4 The committee took note of central issues in the various documents. Main issues and arguments considered were:

(i) "The Education 10 - 14 PDC should be invited to give particular consideration to the suggestions regarding "language awareness" and "language taster" courses" (CCC, extract from minutes);

(ii) "Strong support for a general language course up to S2 which would provide an opportunity for pupils to acquire basic language skills and to experience a variety of foreign languages at a basic level". (Appendix G, CCC minute, page 4);

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(iii) Language awareness as a possible focus for coalescence of native and foreign language work into a "language component". (Mr Hayes);

(iv) An appropriate language awareness course may help to prepare pupils for the study of a foreign language - not a legitimate substitute - still subject to experimentation - a function of all language teaching. (Professor Furness' letter);

(v) Teachers of foreign languages are extremely sceptical about the supposed merits of "language taster" courses. (Professor Furness);

(vi) The possibility of accredition for achievement up to the end of S2. (CCC minute, Appendix, page 4);

(vii) Age 12 is relatively late to be starting to learn a first foreign language. It is possible to envisage the genuine study of a foreign language at age 10 or 11 using properly qualified language specialists. (Professor Furness);

(viii) "Evidence that later beginners progressed more satisfactorily than younger children". (CCC minute, Appendix, page 2);

(ix) Starting the study of a first foreign language at the primary stage is clearly impraticable. Is S1 the optimum moment? Or, taster courses in S1 and a real start with a degree of non-regimented diversification at S2? Linked to PDC view on "informed choice". (Mr Hayes);

(x) Diversification is still under discussion. (Professor Furness);

(xi) SCCML asked to review its paper on diversification. (CCC minutes);

(xii) The position of Gaelic, e.g. as a native tongue set as an option against "foreign" languages. "The issues were recognised as difficult and complex but were necessarily for local authorities rather than a national body". (CCC minute, Appendix, page 5);

(xiii) Various arguments to justify foreign language learning in the context of a "universal" first language;

(xiv) The high drop out rate before S3;

(xv) The position of foreign languages in a crowded curriculum;

(xvi) Multicultural significance of foreign language learning.

(xvii) The needs of ethnic minorities.

Opening discussion

6.5 Various difficulties and weaknesses in the status and accomplishments of foreign language teaching and learning in schools were discussed. Misgivings were expressed about the allocation of time to foreign language study in an already crowded curriculum. On the other hand, there were expressions of sympathy with the foreign language position. Foreign languages did not have any unique status in the Munn "modes" and it was suggested that any further suggestions for their limitation could contribute to a cycle of progressive national weakness in language teaching which would be regrettable. The precise nature of the contribution of foreign language learning to a person's education, and the kind of provision which was required, needed a great deal of investigation, but the possibility of cutting off a significant opportunity for widening experience through linguistic access to other cultures should be regarded with serious misgivings.

The primary stage

6.6 The possibility of foreign language learning, as distinct from language awareness courses, at the primary stage was considered. The demands which foreign language teaching made on teacher expertise and resources were stressed and though no conclusion was reached at this stage, the trend of discussion was towards the view that on grounds of feasibility the general introduction of foreign language study at the primary stage might not be a significant possibility. The advice of COPE and SCOLA should be sought.

Starting, and learning, foreign languages here and elsewhere

6.7 The question of national linguistic competence was discussed at some length. The fact that English was so widely known throughout the world was considered to put us in a peculiar position: on the one hand the need for foreign language study seemed less urgent, on the other hand, there was a danger of overlooking the advantage of being able to talk to others in their language, a danger of insularism, and a danger of ignoring significant inter-cultural possibilities. However, it was also suggested that it should not be too readily assumed that people in other countries generally acquired much mastery of foreign languages, and English in particular, at an early age; many foreigners probably acquired the English they needed at a rather later stage in their education. It was also suggested that in considering the time to start foreign language study there should be attention to the cost-effectiveness of an early as opposed to a later start. However, it was noted that evidence on the relative advantages of earlier and later starts did not seem to be decisive.

The question of justification

6.8 It was remarked that the arguments before the PDC were mainly founded on economic and political considerations. Educational argument was considered to be rather thin. The educational arguments required probing, and, perhaps, referring back to the

language specialists. It was felt that educational arguments about the intrinsic worth of foreign language learning in terms of widening cultural understanding and linguistic and conceptual range had some merit, but it was recognised that the old style of argument, based on "transfer of training", no longer held good.

Language awareness and language taster courses

6.9 The aims of language awareness courses seemed worthwhile, but members expressed reservations about the effectiveness of studies of formal aspects apart from significant study of a language or languages. It was also remarked that all good language teaching should aim to develop language awareness in a variety of contexts. It was observed that whilst Scottish English would not constitute a 10 - 14 subject in itself, studied along with other language work it could constitute a means for extending language awareness. There was general agreement that much more knowledge of language awareness courses would be needed before any firm recommendations could be made about them. Similar doubts were expressed about language taster courses. Both concepts seemed to carry the implication of too little depth and extent of achievement to produce any significant advantages. Ultimately, PDC should take the advice of language experts on these matters.

Developments in foreign language teaching

6.10 At this point the discussion turned to developments taking place in the conceptual and pedagogic basis of foreign language teaching. It was reported that while foreign language teaching had formerly emphasised differences (and consequent difficulties) between the native language and foreign languages, there was now far more attention to similarities, and, in genreal, far more effort was being made to make the foreign language accessible. Attention was moving beyond communication. It was seen that language awareness was a condition for higher developments of achievement in communication. Further, language teachers were becoming increasingly aware of the multicultural possibilities of their work.

6.11 It was argued that there were clear indications that the foreign language specialists could succeed in developing a rationale, materials and methods which would achieve a valid synthesis of communication skills, language awareness and a multicultural dimension. All this would need time, but there were significant developments, and it was suggested that these developments should be given a chance to come to fruition without imposition of too many external constraints or limitations.

Summary

6.12 No final conclusions were reached on the place of a foreign language in the S1 - S2 curriculum, but the following provisional position emerged from the discussion:

(i) There are serious doubts about language awareness courses on their own though language awareness courses which PDC has seen might usefully contribute to a foreign language course;

(ii)   Language taster courses appear to do too little in depth to be worthwhile. In the absence of any evidence on this matter PDC should rely on the view of SCCML;

(iii)   There is a good case for required study of one foreign language in S1 - S2 provided there are sufficient grounds for believing that teaching and learning will be developed so that the study significantly develops pupils:

      a.   awareness and understanding of language as a system and as a social phenomenon;

      b.   multicultural awareness;

      c.   communicative competence in the language studied to the point where the achievement is worthwhile even for pupils who do not proceed with the subject in S3.

(iv)   Gaelic and Celtic Studies should be given further consideration after PDC has studied the forthcoming report of the Committee on Gaelic.

(v)   The advice of COPE and SCOLA should be sought before making any recommendations on languages other than English in P6 and P7. (See also 8 below).

7.   Meeting with Classics Panel

7.1   Mr Beattie reported on a meeting which he had had with the Advisory Panel on Classics on 26th January 1984.

7.2   The Panel had been able to show a very considerable degree of matching between the PDC's desirable outcomes and aims stated for classical studies in their own rationale. They had presented classical studies as a vehicle for the exploration of a variety of human concerns and a source of contexts for the development of a wide range of skills and concepts across the 10 - 14 stage. They saw two ways in which they could make a special contribution: the content related to much of the sources of the cultural heritage; the subject and the curricular approach provided integrating themes which transcended the boundaries of other subjects or modes of experience. The Panel had provided material for the PDC which included pupils' booklets and an account of their use in projects in which the same themes were treated at different levels in associated primary and secondary schools. The case for Latin had not been pressed though clearly the Panel would wish it to be on the menu if a curriculum containing options were proposed. Members of the Panel were keen that the case for classical studies should be heard. PDC suggestions for development work which the Panel might initiate would be welcome.

7.3   Mr Beattie said that he had been impressed by the width of curricular thinking which had been displayed in the meeting. He had formed the opinion that if this was typical of classical teachers in general, their presence on curriculum management teams could be valuable. Their expertise might be a useful

source of content for occasional units or modules intended to create contexts for the development of a variety of skills and awarenesses.

7.4 It was agreed in discussion that while classics teachers, where available, should contribute their expertise through areas of learning such as English, History and Art, PDC would not wish to recommend a time allocation specifically for classical studies.

8.   SCOLA and SCCE

Mr Smyth indicated that he had passed to the secretaries of SCCE and SCOLA the papers on the language issue, with the request that the PDC should be informed of any views these bodies might wish to express on the matters raised.

9.   Curricular application of micro-computers   [PDC CONF 84/4]

9.1 Mr Paton described the steps which were being taken to set up an action research project at Thorn Primary School where the head teacher, Mr William Moffat, was keen to integrate micro-computing in his curriculum. Mr Moffat, who was actively involved in the Renfrewshire Computer Committee, was not concerned simply to add computers to children's experience, but, rather, he wished to build computing into the integrated curriculum of the school. Mr Paton described the project as "curriculum driven". The work would be extended to other primary schools, possibly sometimes as uninvolved controls. The project would also extend to the local secondary school in order to discover the extent of any differences which teachers might recognise, and exploit, in pupils who had had the proposed primary experience. Ideally it would be quite a long term project but pilot work in P7 and S2, at least, might be partially reflected in the Education 10 - 14 report. Mr Paton went on to describe support from SMDP and he outlined arrangements for the management of the project which had received the approval of the Chairman's Committee.

9.2 The PDC welcomed what promised to be a valuable programme of work across the 10 -14 stage. There was some discussion of the best way to proceed in recruitment of the services of Mr Bob Munro of Jordanhill College. Dr Bone had agreed in principle to Mr Munro's involvement in the project but it was thought that there might be competing claims on Mr Munro's time. It was agreed that Mr David McNicoll should be informed about the involvement of Jordanhill College in the Thorn project.

10.   Mathematics - possible project with Highland Region [PDC CONF 84/15]

10.1 Mr Adams outlined the project described in paper PDC CONF 84/15. The proposed development work was concerned particularly with mathematics in the curricula of schools which included both·P7 and S1 classes, and which, because of the absence of classes beyond S2, were not exposed to the pressures of curriculum development at the higher levels. Mr Adams reported that Mr J

Muir, Primary Adviser, and Mr D McDonald, Maths Adviser, Highland Region, would welcome the advice of the Education 10 - 14 Programme on setting up and monitoring the project.

10.2 The project was welcomed on the grounds that it offered possibilities for active influence on a primary-secondary curriculum programme in a sparsely populated area.

10.3 It was noted that Mr Adams, Mr Smyth and Mr Beattie would be meeting Mr E Kelly, HMI, and Mr Starritt of the Dundee Centre of SCDS, to discuss issues in the mathematics curriculum and that this opportunity would be taken to seek specialised advice on the guidance which the Education 10 - 14 Programme might give to the Highland Region Advisers on mathematical aspects of their project.

11.   Publications

The following publications were noted:

a.   Language Across the Transition, Longmans for the Schools Council, 1984.

b.   The Middle School in England, DES.

12.   Conference overview and anticipated outcomes

12.1 Mr Beattie gave a short overview of the proposed programme for the remainder of the PDC's extended meeting, and suggested outcomes which the PDC might hope to achieve by the final day. The outline programme was as follows:

(i)   Friday morning: inputs on curriculum management and structure (Mr Mullen on behalf of Sub-group A) and on assessment, recording and communication (Mr Cumming on behalf of Sub-group B);

(ii) Friday afternoon: work in three groups on (i) curriculum management, (ii) curriculum structure, (iii) assessment, recording and communication.

(iii) Saturday morning: plenary session to hear and discuss group reports, followed by a discussion of the remaining stages of the programme (to be introduced by Mr Menzies);

(iv) The conference programme envisaged that discussion on Friday morning would be largely restricted to clarification of the Sub-group A and B presentations, and decisions in principle as to whether to proceed along the lines proposed for development of the main themes in separate working groups.

12.2 Mr Beattie suggested that progress would depend to some extent on determination to concentrate on the main areas agreed for consideration. It was in the nature of the programme that many issues were closely inter-related. Nevertheless, it would, in

his view, be necessary to concentrate on some issues while noting other related matters for later attention. In particular, he thought that much of the work would have important implications for teaching and learning which would have to be closely examined in the near future of the Programme.

Anticipated outcomes

12.3   Mr Beattie proposed that the PDC should aim to have, by the end of the conference, fairly firm views on curriculum management and curriculum structure, and assessment, recording and communication. Hopefully, there might also be notes of implications for topics still to be considered in detail.

12.4   Mr Beattie concluded by suggesting that it would be important to relate the work to the whole of the existing rationale and not just the desirable outcomes. Should it appear at any time that valuable recommendations did not relate properly to the rationale, then modification of the rationale would be indicated.

The business of the opening session having been completed, the Chairman closed the meeting at 8.15 p.m.

II PROCEEDINGS ON FRIDAY 24TH AND AT THE FIRST SESSION ON SATURDAY 25TH FEBRUARY, 1984

1. Curriculum Management and Structure in the 10 - 14 Period
    [Papers PDC CONF 84/16 (a) - (h)]

    Mr Mullen presented models for the management and structure of the curriculum 10 - 14. Central ideas were:

    (i)   Gradual curricular reform;

    (ii) Team structures for management of the curriculum by teachers themselves at primary level, secondary level and jointly;

    (iii) Importance of the base teacher;

    (iv) Flexibility;

    (v)   The idea that the PDC might offer a number of curriculum models each capable of going at least some way towards realisation of the ideals in the rationale.

    (vi) Possible models.

2. Assessment, Record Keeping and Transfer of Information
    [Paper PDC CONF 84/17]

    Mr Cumming described the work of Sub-group B in the area of assessment, record keeping and transmission of information, and he explained that the sub-group's paper [PDC CONF 84/17] was in three parts:

    (i)   A school view: current developments in the theory and practice of educational assessment, recording and reporting - developments and issues at primary and secondary levels;

    (ii) Assessment and reporting to parents - written from the parents' point of view;

    (iii) Reports of practice in assessment and reporting in a number of schools.

3. Discussion

    After some discussion of these inputs the PDC agreed to continue work on the issues raised in three working groups as follows:

    Group (p) - Management

    Group (q) - Curriculum Design and Structure

    Group (r) - Assessment and related matters

4. **Working Groups**

The groups worked throughout the remainder of Friday 24th.

5. **Reports and Plenary Discussion**

Outcomes of the deliberations of the working groups were reported and discussed by the full PDC, in the first part of Saturday morning.

The outcome of all this work will be reported in papers on:

a. Curriculum management

b. Curriculum design and structure

c. Assessment, recording and transmission and use of information

These papers will attempt to set out a provisional PDC position on the matters considered, taking account of the inputs, working group productions and plenary discussions at the conference.

III MINUTES OF THE MEETING OF THE FULL PDC HELD IN THE SECOND PART OF
THE MORNING OF SATURDAY 25TH FEBRUARY, 1984

1. **Towards a Report** [Papers PDC CONF 84/22, 23 and 24]

Mr Menzies introduced a discussion of the possible shape of the
final report. He emphasised two ideas:

a. The need to take careful account of the readership of the
report and the ways in which the report was likely to be
used;

b. A strategy for writing - beginning to write first drafts of
some chapters very soon.

Mr Menzies then suggested a set of main chapter headings and put
forward the idea that the report might be published in two
volumes. The chapters or main sections proposed were:

(i)   Introduction. Remit and account of the Programme.

(ii) The concept of Education 10 - 14. A distinguishable area
and stage of development. This would incorporate Sections
1 and 2 of the present rationale paper, refer to the COPE
paper "Primary Education in the Eighties", and to Munn and
Dunning and 16 - 18 developments.

(iii) Factors that surround Education 10 - 14. Guidance from
psychology. Epistemology. The principal source would be
Sections 3 and 5 of the Rationale.

(iv) Desirable outcomes. Annotated/extended, and with
reference to subjects and organisation.

(v)   Implementation principles. Nests or families of schools.
Management teams. Curriculum organisation.

(vi) Routes. Models made, observed, commissioned.

(vii) References. Models in action, visits, reading, responses
etc.

Discussion

Structure of the Report

1.2 While members of the PDC could see advantages in the proposed
scheme, there were some misgivings about the difference between
the proposed pattern for reporting and the developmental pattern
of the Programme as the PDC had experienced it.

Two Volumes or One?

1.3 Two considerations emerged in discussion of the possibility of
publishing the report in two volumes. On the one hand there was
a case for separate (Volume 1) presentation of a fairly simple,
sharp and very clear message of immediate significance; on the

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other hand, there was the danger that Volume 1 would become "the report" in people's perceptions with the result that very important material might be neglected. Clearly, a sharp, readily grasped message was important, but, it was argued, this should not be dissociated from the full depth and extent of argument and evidence which would be available.

1.4   It was also suggested that some form of detachable spine binding might be considered with a view to making it possible for teachers to use parts of the report as a working document to which additions could be made.

The Intention of the Report

1.5   It was argued that in order to ensure that the Report made its proper impact, it would be important to make quite clear in the Report, and in statements made prior to its publication, exactly what the document did and did not attempt to do.

Evidence from Projects Initiated by the PDC

1.6   Discussion then turned to the place of PDC initiated development work as a source of evidence to support the Report's recommendations. The Report, it was argued, might seem lacking in evidence on the feasibility of its proposals. Evidence to date came largely from work initiated independently of the PDC, and relatively little of it seemed likely to reflect the unique features of the PDC's thinking.

1.7   The importance of evidence from initiatives influenced by the Programme was recognised, but it was argued that in fact reports of a fair amount of desirable relevant practice were becoming available. Further, unlike some of its near contemporaries, the Education 10 - 14 Programme covered the entire school provision for four years over two sectors. The PDC had on several occasions had to face the impossibility of initiating any sort of comprehensive research and development programme within its very limited resources. It was also observed that comparable full-scale curriculum programmes had led to (rather than incorporated) long term pilot studies of development projects, and these had absorbed quite extensive resources.

Progressive development

1.8   The general trend of the discussion was towards the view that the Education 10 - 14 Programme was operating on the right lines in getting clear about its rationale and its implications while observing existing practice, and then moving into efforts to influence initiatives. The report in 1985 should be seen as a point in a long term programme of development in the 10 - 14 stage throughout the country. It should provide guidelines for the evolution of local developments; it should offer models for the phased achievement of the desirable outcomes; it should offer evidence from observed practice and, in so far as possible, from ongoing developments which had already been influenced by the Education 10 - 14 Programme.

Widening the discussion

1.9 It was also suggested that efforts might be made to extend discussion of the PDC's provisional thinking (for example, the rationale) so as to include a wider range of interested parties in the period up to the final drafting of the report. Feedback which supported the position that the PDC's recommendations were realistic would be valuable.

Conclusion

1.10 The Chairman's Committee was asked to review existing and possible projects and to consider the structure of the final report in the light of the PDC's discussion.

Next steps

2. It was agreed that there should be an early meeting of the Chairman's Committee to review the outcomes of the conference and look at their implications in detail. Possibilities for consultation with other elements of the CCC structure should be examined.

3. Conclusion of the conference

3.1 The Chairman referred to the presence of Mr Alam who had been an observer at the conference and an agreeable companion throughout the meeting. Mr Robertson said that he hoped that Mr Alam had found his participation in the proceedings useful, and he invited Mr Alam to speak to the PDC. Mr Alam replied that it had been a privilege to be able to observe curriculum development work at this level in Scotland and he thanked the PDC for receiving him so cordially. He also made some interesting comparative observations on education in Scotland and Bangladesh. Referring to the PDC's problems about the justification of various elements in the curriculum, he argued that educational value cannot be separated from social, political and economic considerations.

3.2 The Chairman thanked the committee, and expressions of appreciation of the work of the Chairman, co-ordinators and secretaries were recorded.

The meeting ended at 1.00 p.m.

MINUTES of the fourteenth meeting of the Programme Directing Committee, Education 10 - 14 Programme, held on 31st May 1984 in New St Andrew's House, Edinburgh, at 10.30 a.m.

PRESENT: Mr D G Robertson (Chairman)
           Mr W H Bain
           Mr J K Beattie (Secretary)
           Mr R A Cumming
           Mr D Menzies (from 11.30 a.m.)
           Mr J Mitchell, HMI
           Mr J Mowat
           Mr E Mullen
           Mr N Pepin
           Mr G Paton
           Mrs S Riungu
           Mrs D Shiach
           Dr A Shuttleworth
           Mr R W Tait
           Mr S B Smyth (Programme Co-ordinator)
           Mr F R Adams (Programme Co-ordinator)
           Miss F Gordon (Assistant Secretary)

Apologies were received from Mr Campbell, Mr McKenzie and Mr Ferguson.

1.   NEW MEMBERS

     The Chairman welcomed Mr Nick Pepin and Mrs Stroma Riungu who were attending their first meeting as members of the PDC.

2.   MINUTES OF THE THIRTEENTH MEETING OF THE PDC HELD AT STIRLING FROM 23RD - 25TH FEBRUARY 1984

     The minutes were approved subject to amendment of "Driver" to read "Drever" in 3.2.

3.   MATTERS ARISING FROM THE MINUTES

     Moray House Research (from 2.2)

3.1 It was reported that a group at Moray House College of Education were being funded by NICCER to carry out a research project on thematic assessment in the primary school, and it was noted that Mr Adams was on the committee for this project.

     Lothian Region Working Party (from 2.3)

3.2 It was reported that a complete set of responses to the Education 10 - 14 Newsletter had now been received and there was a short discussion of comments made by schools. It was remarked that there was a variety of views which included descriptions ranging from "vague, verbose and abstract" to "succinctly lucid". The interest expressed in arrangements for liaison, and the views on need for time and staffing support, were considered to reinforce the

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importance of the emphasis which the PDC was putting on management.

3.3 Mr Adams agreed to produce an analysis of the Lothian Region responses.

National Courses (from 2.4)

3.4 It was reported that the list of participants for the Aberdeen course was already complete and that the Moray House course had recently been advertised. Mr Beattie reported that he had been asked to contribute to the Jordanhill course on Social Subjects in S1 - S2.

4. LEARNING STRATEGIES

4.1 The report of a meeting of PDC representatives with Professor John Nisbet and Mrs Janet Shucksmith on 10th May was discussed.

4.2 Professor Nisbet's general attitude to 10 - 14 as years of opportunity, often wasted, was noted with interest, as was the general view of learning to learn in the University of Aberdeen's "Learning Strategies 10 - 14" project, and it was observed that this would fit well with Sub-group A's view of access skills, problem-solving, reasoning and learning to learn.

4.3 The good match between the Aberdeen project and the PDC's desirable outcomes was noted and there was a short discussion of Professor Nisbet's concern that (a) teachers might accept the rationale but do little about it in practice, and (b) that the "desirable outcomes" might be used as guidelines for products rather than processes, and perhaps as a basis for the creation of an assessment grid. There might, it was suggested, be a danger that the desirable outcomes would be translated into a narrow set of particular objectives to be mastered without sufficient attention to the processes necessary for generalisation and transfer of learning. Professor Nisbet's point that there should be useful guidance for teachers on achieving the desired outcomes was considered important.

5. THE PLACE OF FOREIGN LANGUAGES IN EDUCATION 10 - 14

5.1 Mr Smyth reported on a meeting between PDC representatives and members of SCCML.

The Primary Stage

5.2 The meeting had been told that the PDC's evidence suggested that the primary sector was not enthusiastic about the teaching of foreign languages in its schools and certainly not without prerequisite skills and resources. This reluctance was related to experience in the sixties. There was also concern that importing language expertise from secondary schools might result in a degree of fragmentation of a curriculum in which the primary sector valued integration. SCCML representatives had argued in reply that a start in foreign language learning before S1 was very valuable and that the experience of the sixties did not logically imply that there should never be foreign language teaching in primary schools. They

emphasised that the whole concept of foreign language teaching had changed greatly since the sixties.

5.3 The SCCML representatives fully accepted the importance of adequate teacher skills and equipment but argued that the problem should not preclude the possibility of working towards foreign language learning at the primary stage, and they hoped that the door to foreign language teaching in the primary school would be kept open.

The Secondary Stage

5.4 Mr Smyth went on to describe the discussion of foreign languages at the secondary level. In response to a statement of the PDC's provisional position, SCCML representatives agreed that language awareness and multi-cultural understanding were important aspects of foreign language work. However, they had strongly emphasised the dependence of these on the fundamental aims of communicative competence. SCCML representatives had also made the very important statement that worthwhile, explicit and credit worthy targets could be set and achieved by the end of S2.

Diversification

5.5 PDC representatives had expressed concern about possible effects on staffing for other areas of the curriculum which could ensue from provision of teachers for more than one foreign language in S1 - S2. The SCCML position was that schools of 500 pupils and upwards could be shown to be making such provision without undesirable timetable or staffing effects. They had said that there was a strong case for language diversification but that the option to take other languages after S2 would cease to exist if only one language were offered in the first two secondary years since provision for extra languages in the later years only would not be viable. The consequence would be that schools would end up teaching only one language - French.

Discussion

5.6 PDC members expressed satisfaction with the SCCML view that worthwhile achievement was possible by the end of S2 even for those pupils who did not choose to do further foreign language study, and there was some discussion of the extent and causes of drop-out after S2. Mr Mitchell said that there were instance of S3 choices of foreign language study by as many as 75% of the pupils in a school. It was suggested that good foreign language teaching and availability of staff were key factors affecting pupil choice of foreign language study. The SCCML view was that instead of emphasising the drop-out rate, schools should be providing the conditions for opting in.

Social Education

5.7 There was a short consideration of the possibilities which foreign language learning offered for social education. Interpersonal communication, language awareness and widening cultural awareness, it was agreed, provide an important context for social education.

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Conclusions

5.8 The trend of discussion was towards the conclusion that decisions to include primary foreign language study in groups of associated schools should neither be prescribed nor precluded though attention should be drawn to prerequisite conditions. There were no conceptual or empirical grounds upon which to urge foreign language work at primary level. At the S1 - S2 level, language for all pupils seemed appropriate. Credit worthy achievement by the end of S2 was most important; language awareness, multi-cultural awareness and social development should be enhanced through foreign language learning; collaboration between English and foreign language departments would be desirable.

5.9 It was decided that the report of the meeting with SCCML representatives should be referred to Sub-group A and the Chairman's Committee.

6. CONTINUITY IN MATHEMATICS - HIGHLAND REGION

6.1 Mr Adams referred to Minute 10 of the 13th meeting of the PDC, and reported on a meeting with the Highland Region group who were concerned with primary-secondary continuity in mathematics, and he said that he and Mr Smyth would be attending an in-service meeting of staff who were to be involved in the project. He emphasised that this was a Highland Region project, influenced to some extent by ideas from the Education 10 - 14 Programme. The project would run beyond the lifetime of the PDC though there would be access to results from monitoring of the early stages.

6.2 The report was noted with approval and gave rise to some discussion of the view of mathematics which might properly inform discussion of curriculum continuity. The importance of mathematical concepts in addition to numerical competence was emphasised.

7. SCOTTISH EDUCATION AND INDUSTRY COMMITTEE (paper tabled)

The Chairman and Mr Adams reported on their participation in a Scottish Education and Industry Committee conference which Mr Robertson had addressed on 24th May. There had been a very interested response to ideas in the Education 10 - 14 Programme. The conference had been impressed by the "desirable outcomes", ideas on primary-secondary continuity, and the base teacher concept. There had been some doubts about the likelihood of achieving the various goals but it was felt that the approach to management gave grounds for hope. There had been some discussion of the status which the base teacher might have in the school, and doubts had been expressed about the appropriateness of the title "base teacher".

8. THE MINTLAW PROJECT

8.1 Mr Smyth reported on a visit to the Mintlaw project where he had been particularly concerned to explore the perspective of the principal teachers of science and social subjects. Mr Smyth had been impressed by the way in which the Programme was sustaining

itself despite considerable changes of personnel, particularly at the primary level. Mrs Shiach commented that the Mintlaw programme was likely to be extended to include aspects of health education on which she had been doing some development work elsewhere.

8.2 Mr Smyth reported that he had asked Mrs Wilma McDonald to let the PDC have a final report on the Mintlaw project by December 1984.

9. MICROCOMPUTERS IN THE CURRICULUM

9.1 Mr Paton reported on meetings he had had at primary and secondary levels in connection with the project centred on Thorn Primary. There was enthusiasm at primary level and interest tempered with some anxiety in the secondary school which felt itself faced with yet another curriculum commitment. SMDP and SCET were both committed to the project and Mr Paton anticipated that a systematic pilot study based on new material would be underway in the first term of 1985. SMDP were contributing programming time and microcomputers, and it was proving possible to make use of material from a Jordanhill project. Mr Munro's contribution was very valuable.

9.2 Mr Paton said that the possibilities of the project were developing rapidly and there were very good prospects for a valuable case study if the PDC were prepared to give its support to an application for up to £5,000 to the Scottish Micro-electronics in Education Committee. (Mr Starritt's letter dated 16th May 1984 refers).

9.3 The project was discussed at some length. Considerable attention was given to the need for secondary schools to know about children's primary experience of microcomputers and to build on this and integrate microcomputing into their whole curricula. The difficulties encountered by secondary schools in adapting to current technological developments were recognised but the urgency of action was emphasised. In supporting the project, members hoped that it would prove possible to negotiate its active extension into the secondary school.

9.4 It was decided that Mr Paton would submit a proposal in response to Mr Smyth's memorandum dated 23rd May 1984 and the attached letter, dated 16th May 1984 in which Mr Starritt invited proposals to MEC. The PDC supported an application for funds in principle and further action was remitted to the Chairman's Committee.

10. SUB-GROUP A

Draft Material on Management

10.1 Mr Smyth described progress in drafting material on management, under the title "Partnership for Progress", since the Stirling meeting, and he asked the meeting to offer general coments which would guide Sub-group A in their further work on this topic. Mr Smyth drew attention to the section headed "The Role of the Local Authority" on page 8 of the draft and said that this section might well be placed in a different context in the final report. He also said that in reviewing this section Sub-group A would take account

of a recent article by Dr Gatherer.   (Times Educational Supplement, Scotland, 25th May 1984).

<u>The Base Teacher</u>

10.2   The last paragraph on page 9 of the draft gave rise to a lively discussion which had three distinct strands: the use of the word "commend" in the PDC´s writing;   the religious and social education which were actually being   "commended" as activities for base teacher sessions in this paragraph;   and the responsibility of school management for all aspects of children´s development.   While it was felt that the PDC would eventually be commending various practices in quite strong terms, there was also concern that the educational system already contained a great deal of idealistic commendation which was not associated with action.   Some misgivings were expressed about the commendation of religious and social education in the particular context of daily meetings between base teachers and their pupils.   Social education, it was felt, might become an a typical time filler.   Should it not, rather, permeate the curriculum as a whole?   These considerations led to a discussion of the importance of breaking down the tradition of narrow academic specialism and widening the teacher´s concern for children´s welfare.

10.3   Consideration of ideals commended but not practised gave rise to a discussion of the responsibilities of school management.   There was general agreement on the importance of writing clearly and firmly about the responsibilities of senior staff for the curriculum as it affected all aspects of pupils´ development.

10.4   The problem of appropriate conexts for work of the base teacher was not resolved but there was general agreement that the base teacher period would require some kind of background structure which would be available as a flexible base of activity that could allow for a wide variety of worthwhile variations.   The base teacher session, it was argued, must be a purposeful and meaningful experience.   The ethos of this session would be an important aspect of the hidden curriculum.

10.5   It was agreed that the discussion of religious and social education raised issues which required further examination at sub-group level.

10.6   The Committee gave the draft general provisional approval and agreed that Sub-group A should continue detailed work on it.

<u>Curriculum Design</u>

10.7   Mr Beattie reported that following upon the Stirling conference further progress had been made in drafting material on curriculum design.   A first rough draft had emerged from discussions between himself and Mr Menzies and a slightly edited version was now ready for consideration by Sub-group A.   It was hoped that the draft would be discussed at the meeting of Sub-group A scheduled to take place in Aberdeen on 6th June 1984.

11.   SUB-GROUP B

      Mr Cumming referred to the minutes of the meeting of Sub-group B
      held on 1st May and outlined a programme up to September 1984. In
      this period the sub-group intended to formulate a view on
      assessment, record keeping and transfer of information. He said
      that Sub-group B now had a great deal of information and Mr Bain was
      looking at this and organising it for reference. Mr Bain was making
      progress in the case study at Barrhead. He would be making further
      visits there before and after the holiday and would be looking at
      what use was made of information about pupils after they entered the
      secondary school.

12.   FORTHCOMING MEETINGS

      The Middle school in England and Wales

12.1 It was reported that Mr Smyth, Mr Adams and Mr Beattie had been
      invited to attend a meeting arranged by HMII to discuss the report
      "9 - 13 Middle Schools in England and Wales - an illustrative
      survey" with Mr Hollingsworth of the DES, and Mr Bain was thanked
      for the analysis of this report which he had prepared in association
      with his colleague Mr Bill Somerville.

      Social Education

12.2 It was reported that a meeting had been arranged between PDC
      representatives and members of the Scottish Social Education
      Programme. The meeting was to take place on 11th June 1984.

13.   THE FINAL YEAR (Paper PDC/B/40)

13.1 The general programme proposed in PDC/B/40 was approved. It was
      agreed that it was essential that the PDC and its sub-groups set up
      a firm calendar of dates well in advance of meetings and that to
      begin with this should be done for the period up to the beginning of
      1985.

13.2 The following dates were decided for PDC meetings.

      10th October 1984
      11th December 1984
      31st January - 2nd February 1985

13.3 Sub-group B expected to have a draft on assessment for consideration
      on 10th October.

13.4 Mr Smyth informed the Committee that the CCC Executive would require
      something fairly substantial on the Education 10 - 14 final report
      by early May 1985 and that it was expected that the CCC would
      consider the report on 4th June 1985.

14.   AOCB

      Mr Smyth reported that a letter had been received from the Design

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Council, Glasgow, saying that they had set up a committee to look at design education in the 10 - 14 stage. He had replied indicating that the PDC would look forward to hearing from them.

MINUTES of the fifteenth meeting of the Programme Directing Committee, Education 10 - 14 Programme, held on 10th October 1984 in New St Andrew's House, Conference Rooms 9/10, at 10.30 am.

PRESENT: Mr D G Robertson (Chairman)
          Mr W H Bain
          Mr D Campbell (am only)
          Mr J K Beattie (Secretary)
          Dr S E McClelland, HMCI (until 3 pm)
          Mr A S McKenzie (until 3 pm)
          Mr D Menzies
          Mr J Mitchell, HMI (until 3 pm)
          Mr G Paton (from 10.50 am)
          Mr N Pepin (from 10.50 am)
          Mrs S Riungu
          Mrs D Shiach
          Dr A Shuttleworth (from 10.50 am)
          Mr R W Tait
          Miss F Gordon (Assistant Secretary)

Apologies were received from Mr Adams, Mr Cumming, Mr Mowat and Mr Smyth.

1.   NEW MEMBER

     The Chairman welcomed Dr McClelland, HMCI, who was joining the committee in place of Mr Ferguson, HMCI.

2.   MINUTES OF THE FOURTEENTH MEETING HELD AT NEW ST ANDREW'S HOUSE ON 31ST MAY 1984

     The minutes were approved.

3.   MATTERS ARISING FROM THE MINUTES

     Lothian Region responses to the Education 10 - 14 newsletter (from 3.3)

3.1 It was reported that Mr Adams had prepared a summary of the responses and that this had been sent to the Region.

     Learning strategies (from 4)

3.2 The committee was informed that Professor Nisbet and Mrs Shucksmith had published a booklet, "The Seventh Sense, Reflections on Learning to Learn", SCRE Publication 86.

     Mathematics in Highland Region (from 6)

3.3 It was reported that Mr John Cumming, Mathematics Department, Aberdeen College of Education, would report to the PDC on the progress of the Highland Region Mathematics Project.

Microprocessors in the curriculum (from 9)

3.4　It was reported that Jordanhill College had given one day per week of Mr Bob Munro's time to the Thorn Primary project, and that formal application had been made to MEC for £5,000 for the project.

Middle schools in England and Wales (from 12)

3.5　It was reported that three members of the PDC had attended a meeting of HMII with Mr Hollingsworth of the DES on 5th June, and had had an opportunity to discuss the report, "9 - 13 Middle Schools in England and Wales - an illustrative survey" with him. Among other things, Mr Hollingsworth had said that the survey pointed to the value of specialist teaching and to the importance of provision for subject disciplines to emerge at the top end of the primary age range.

3.6　The PDC's attention was drawn to a response by the National Union of Teachers to the 9 - 13 report. The NUT said the report gave a fair picture of provision in the age range but that it was statistically unsound, out of date by the time it was published, and was not the illustrative document it claimed to be.

Social education (from 12.2)

3.7　PDC representatives who had met members of the Jordanhill Social Education Project on 11th June gave a short account of some of the main ideas which had come out of the discussion on that occasion. Interesting material for social education could be provided through special programmes and by permeation of the curriculum. The central concept urged had been of social education as <u>process</u>. Social learning came about through pupils' social experience in working together in all aspects of the curriculum. Language was of central significance in social education and foreign language teaching offered important opportunities for social education. The meeting had raised some questions about the assessment of social learning: some doubts had been expressed about checklists, and a preference had been expressed for short written statements about what pupils could do. The base teacher idea had come up at the meeting and it had been suggested by a Jordanhill team member that teachers might not be willing to take on social responsibilities unless they were given some kind of institutional status.

3.8　In the course of the ensuing short discussion, Mrs Shiach said that she would be in a position to provide the PDC with some information about social education in Italy.

4.　EMERGING PATTERN OF RECOMMENDATIONS (Paper by Mr Beattie)

4.1　Mr Beattie explained that the Chairman's Committee had discussed the possibility of communicating to the CCC structure a summary of trends in PDC thinking before drafting the final report. Advantages and disadvantages of such a move had been considered and it had been decided that before a recommendation could be put to the PDC it would be necessary to see what such a communication might look like. The paper before the PDC had been written by Mr Beattie in an attempt to see what might be involved in preparing a summary of Education 10 - 14 thinking since the interim report. Mr Beattie

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said that the paper had been discussed by the Chairman's Committee and it had been decided there that this was not an appropriate time for a further communication to the CCC structure, partly because of the problem of formulating exactly the right kind of communication, and partly because of questions about what might be done in the light of responses at this stage. However, the Chairman's Committee had felt that the paper might be useful <u>within</u> the PDC as a review which could stimulate further critical discussion of emerging ideas and perhaps cause the PDC to notice issues which were being overlooked. For this reason, the paper had been put on the PDC agenda.

<u>Discussion of "Emerging Pattern of Recommendations"</u>

Concepts and their labels

4.2   Discussion of the paper began with consideration of certain concepts and technical terms. "Understanding" was described as meaningful conceptual structure, "knowledge" as well-grounded facts and generalisations. Terms such as "modes" or "forms of knowledge and understanding", it was suggested, might prove difficult for the final report's audience. The PDC was becoming clear about the concepts to which it was attaching such labels, but the labels might not elicit the same meanings elsewhere. Also, there was considerable professional resistance to anything which resembled jargon. A glossary, it was suggested, might be needed.

4.3   It was argued that technical terms should be avoided except where they were necessary for precision. Where they were deemed to be necessary, short explanations should be included to show how the PDC was using the terms.

4.4   The following terms were noted as possible sources of confusion or misinterpretation.

Knowledge

Content

Modes of: (a) experience, knowledge understanding; (b) teaching.

("Teaching approaches" and "styles" were not thought to convey quite the same meaning).

Differentiation of: (a) experience into distinct ways of knowing;
(b) treatment of pupils.

Integration

Keyboard - in association with music and in association with access

and communication skills.

The "box" figure - (A) access skills and learning to learn, (B) themes, and (C) modes (page 11 of the paper)

4.5   Some difficulties in the attempt to represent curriculum dimensions and learning experience diagrammatically were noticed. It was

and learning experience diagrammatically were noticed. It was important to emphasise that some aspects of children's learning came from several dimensions. For example, language seemed to have a place on all the dimensions. It was also suggested that locating learning and reasoning skills on a single dimension might be misleading since they should pervade the curriculum. It was further argued that some of the themes of practical concern, e.g. healthy living, seemed different in kind from others. It was agreed that isolation of aspects such as learning was not intended. The intention was that schools should review their curriculum to see how adequately all the dimensions were satisfied in whatever pattern of learning was provided.

4.6 It was agreed that Sub-group A should be asked to consider the diagram further.

Access and learning skills

4.7 The importance of curricular provision for learning strategies, reference skills, computer skills and, in general, independent access to stored information was emphasised in contributions to the discussion. These aspects of the curriculum were considered to be inadequately catered for at present.

Skills per se and in context

4.8 Concern was expressed that, as it stood, 2.12 (v) in the paper could be interpreted as putting a stronger emphasis on contextualised learning than the PDC might intend. It was argued that while there was a very important case to be made for skill learning in context, as opposed to mere abstract practice, there were skills which should be taught <u>per</u> <u>se</u> rather than as they occur.

4.9 There was general agreement that the impression should not be given that skill learning could simply be left to the chance that it would arise out of general experience. However, it was also argued that it was very important to state that children must develop skills in the context of meaningful activities in their experience of the world. Instances were mentioned of reference skills being practised away from the need to have and use information, and of music being taken right out of meaningful contexts and thus "killed". It was also suggested that the PDC should not give the impression that its recommendations on use of skills referred only to the primary sector.

4.10 **Memory**

It was observed that there was no reference to memory in the paper. Sub-group A members said that they were not unmindful of this topic and expected to consider it when thinking about learning and teaching.

Conclusion

4.11 It was agreed that Sub-group A should take account of the points raised in the discussion.

5.   **MUSIC** (Paper PDC/B/51 by Mr Tait)

5.1   Mr Tait explained that he had written his paper in response to a
        request which had resulted from Mr Smyth's seeing Occasional Paper
        No 3 from the Scottish Central Committee on Music.

5.2   Mr Tait explained the changes which were taking place in the
        teaching and learning of music in schools. In the past music
        teachers had tended to concentrate on pupils thought to have talent
        and who were often also receiving instrumental tuition outside
        school. Formerly many pupils endured rather than enjoyed music.
        However music was now seen as a source of enjoyment in which young
        people were being keenly involved and through which they could
        develop their listening skills and participation in music. "Music",
        said Mr Tait, "is a language which is at the very root of everyone's
        experience". Mr Tait went on to say that music was developing links
        with other areas of the curriculum, and was developing not only its
        own kinds of investigation but also reference and topic study skills
        which were of cross-curricular significance.

Music - discussion

Music in the primary school

5.3   It was argued that while instances of good practice in music
        teaching are becoming easier to find in secondary schools, they are
        less common in primaries, and the point was made that music was an
        activity in which primary teachers feel particularly vulnerable when
        they lack proficiency. The matter of primary level learning
        contexts came up again in connection with music (4.8 - 4.9 above),
        and it was suggested that the curriculum dimensions A, B and C (4
        above) provided a good way into recognition of contexts in which
        music had significance, for example, in connection with healthy
        living, living together, aspects of the environment.

Justification of music in the curriculum

5.4   It was observed that the situation of music in the curriculum was
        similar to that of many other subjects in that to be done adequately
        it needed time, possibly at the expense of other subjects. If the
        PDC was to press the case for music, it was argued, answers must be
        found to the questions "Why is music important?", "What would be
        lost if it was not there?", "Do children not have sufficient
        experience of music outside schools?" Answers to these questions
        pointed to the extensive use of music in society, its significance
        in the aesthetic area of experience and as a fundamental human
        language. Music, it was noted, was really significant in pupils'
        lives; it was something they enthusiastically spent a lot of their
        money on. At a time when there was so much concern at pupils'
        perception of education as irrelevant, should not every effort be
        made to educate what was already meaningful to them? Meaningful
        interests and competences could be developed; music could be a base
        for a range of desirable learning activities.

5.5   There was a brief discussion of the situation of music in relation
        to expressive and practical activities in general and it was
        suggested that the relationship of music to other curriculum areas
        and resources should be further explored. In general, there was a

suggested that the relationship of music to other curriculum areas and resources should be further explored. In general, there was a sense of the significance of expressive arts, including music, in the curriculum and it was agreed that the whole area was important.

The justification of curriculum areas in general

5.6 It was argued that anyone who pressed the question "why?" against music must also be prepared to ask it about every area in the curriculum The significance of the contributions which a whole range of subjects might make to the curriculum should be examined, and it was suggested that Sub-group A might wish to look at this. This kind of examination of the case for subjects was very important in view of the pressures on time and resources and the competition from new subjects such as media studies. It was also suggested that since the shortage of resources other than time was not expected to last for ever, the PDC was entitled to put forward longer term educational recommendations even though they might be costly. However, if this principle were accepted, it would have to be applied to all areas of the curriculum.

6. <u>LANGUAGES OTHER THAN ENGLISH</u>

6.1 The Chairman presented a paper entitled, "The Teaching of Languages Other than English for the 10 - 14 Age Group".

6.2 Mr Robertson said that the paper sought to articulate possible policies as a basis for comment in the final report. He said that the paper derived from a review of papers, submissions and discussions which the PDC had had on the matter of languages other than English. Principal sources had been Mr Hayes' document (CCC/83/68), the CCC discussion of this document (CCC/83/Minute 4), papers from, and discussion with, the Scottish Central Committee on Modern Languages, and discussions and papers deriving from the PDC 10 - 14's Stirling conference.

6.3 The paper began from the PDC's desirable outcomes and Mr Hayes' identification of eight of these as being at the heart of the foreign language teacher's concern. The current situation and issues were then reviewed, and the paper moved on to review the PDC's earlier general conclusions on French in the primary school. Mr Robertson then considered "justification" in terms of the intrinsic and extrinsic value of foreign language learning. He presented a set of criteria which could govern the choice of a particular foreign language, and in so doing further developed specific points on the value of foreign language learning in general, e.g. economic usefulness, cultural usefulness, political usefulness, educational value, literature, multicultural significance, heightening of general language awareness. Mr Robertson then referred to the question of the popularity or unpopularity of foreign languages after S2 and concluded by presenting tentative conclusions of the PDC, the principle points of which were:

   (i) learning a language other than English is a worthwhile experience for all children and should begin in earnest in S1, but is impracticable at present in the primary school;

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  (ii) the choice of foreign language to be taught in S1 - 2 should be made in the light of criteria of justification set out earlier in the paper and with regard to the existence in the school of preconditions for learning the language;

 (iii) diversification can be achieved by offering choice of foreign language at S1 in particular schools in particular authorities, and this is a means of ensuring adequate language staffing at later stages;

 (iv) provision of Gaelic and ethnic minority languages is a matter of judgement by local authorities, or school managers, guided by their perception of local needs, by the justification criteria, and by their ability to find necessary resources;

 (v) there should be provision for some form of modular structure allowing for a significant block of foreign language teaching time, but not necessarily as much time as at present;

 (vi) language awareness should be an element in all language learning, not a separate course;

 (vii) the possibility of all language teachers being expected to teach English in S1 and S2 should be considered;

 (viii) assessment should include accreditation at the end of S2 for those who do not continue with the language.

Discussion

Foreign languages and desirable outcomes

6.4 The view was expressed that the PDC must be confident of its grounds for recommending that a foreign language be required in S1 and S2. It could be shown that foreign language learning could achieve a number of the desirable outcomes but it might be more difficult to show that these would not be fulfilled in the absence of foreign language learning.

Language awareness

6.5 The possibility was put forward that educational provision for foreign languages might best be made by developing, through other areas of the S1 - S2 curriculum, a basis of language awareness as a foundation from which foreign language learning could develop later. It was also suggested that it might be appropriate to refer to the concept of language awareness in connection with the primary curriculum. On the subject of language awareness, the committee was informed that Mr Smyth would be receiving an invitation to a meeting in Renfrew Division to be addressed by Mr Eric Hawkins.

Age for starting a foreign language

6.6 Possible difficulties in connection with evidence to support the

case for an S1 start on foreign language learning were mentioned:
did the PDC have any hard evidence on this? It was also remarked
that only 6 weeks separate P7 from S1.

Diversification

6.7   Members of the committee reported that experience of school
management showed that there were practical difficulties in the way
of offering more than one foreign language in S1.

Accreditation at the end of S2

6.8   Different views and possibilities emerged on the subject of S2
accreditation. On the one hand, it was asserted that it was
simply not on. On the other hand it was argued that it offered
recognition for worthwhile achievement by pupils who did not take
the subject further. It was also stated that such accreditation
could take both of two forms: (a) a profile, from the school's
point of view, of what the pupil had done and how well he had done
it; and (b) some form of standard certificate. CGL1 was mentioned
in this connection. During the discussion of accreditation it was
remarked that Sub-group B had not considered accreditation in their
work on assessment.

Modules and continuity

6.9   It was suggested that there might be a contradiction between a
modular approach to foreign languages and the foreign language
teachers' desire for continuity. In response to this it was said
that language progression can be provided in a modular structure,
and the discussion then turned to modular arrangements in general.
Such a form of organising learning could decrease the number of
teachers encountered by children in any given week and it could
increase the concentration on any given subject per week. However,
it could make links between subjects which appeared in sequence
rather than in parallel more difficult to achieve.

Drop-out from foreign languages

6.10   It was emphasised in discussion that while many schools do have
heavy drop-out rates after S2, some do have high continuation rates
and thereby demonstrate that new ways of teaching modern languages
can offer experiences which pupils see as worthwhile.

Languages other than English - a special case?

6.11   In response to the view that modern languages should not be treated
as a special case, it was argued that they were, through no fault of
their own, in a different situation from other curriculum areas.
Since the challenge presented by the Munn Report, modern language
teaching had been developing new and important ways of providing
relevant and worthwhile learning, and the issue of modern languages
was now under review in the CCC. The CCC had in fact asked the PDC
for a view on modern language issues. The PDC's attention to this
area of the curriculum should not be attributed to lobbying. It
arose rather from the fact that the place of modern languages in the
curriculum had been challenged while that of other subjects had not.
It was very unfortunate that this had happened to modern languages.

It would have been better if, working from a rationale and objectives, the PDC had come to modern languages among other subjects, all on the same footing. The PDC's report, it was argued, could be challenged if it included special examination of some subjects and not of others. Music, for example, would expect similar treatment.

Kinds of argument

6.12 The view was expressed that more than a narrowly educational argument was involved. Political, social and economic factors did carry weight. It was also argued that a rationale for Education 10 - 14 must have regard to what young people are being prepared for. Should the PDC not be thinking of the place of the young Scot in the wider world, and of the significance of international relations?

Languages other than English - conclusion

6.13 It was decided that it would be desirable that the Chairman's Committee consider the foreign language issue in the light of the PDC's discussion.

7. **TEACHER EDUCATION** (Paper PDC/W/41 by Mr Paton)

7.1 The Chairman informed the PDC that members of the Chairman's Committee had already discussed Mr Paton's paper and that the letter to Mr Hugh Smith which was proposed in the paper had been sent, and acknowledged. The paper was now before the PDC for comment.

7.2 Mr Paton said that his paper went on from Mr David Stimpson's commissioned account of the teacher training situation up to the present time. The paper now before the PDC went on to relate the needs of Education 10 - 14 to possibilities in teacher education. Mr Paton said that in preparing the paper he had tried his ideas on a number of people who had special interests and responsibilities in teacher education, but responsibility for the ideas in the paper lay with him. Mr Paton said that his paper was particularly concerned with teacher qualifications and he referred to ideas on the content of teacher education which had been put to members of the Chairman's Committee by Mr Beattie.

7.3 Mr Paton gave a short account of the reasons why primary and secondary training were separate and he argued that history, attitudes and the present climate made it inappropriate to recommend training to teach across the primary-secondary divide. There were, however, various ways in which colleges could create common awareness of education 10 - 14 in teachers' minds during pre-service training for both sectors, and there were significant possibilities at the in-service stage. Associateship type courses offered long term prospects, future TQ conversion courses might have value in an extension rather than a conversion role, and the Advanced Diplomas in Educational Studies now being developed could be readily adapted to fulfil needs for special preparation for Education 10 - 14. In Advanced Diploma courses it should be possible for teachers from the two sectors to pursue their separate interests together. It should also be possible to provide Advanced Diploma modular options in, for example, personal growth and social education 10 - 14; curriculum

10 - 14; assessment and recording techniques 10 - 14.

Discussion

7.4 Mr Paton's suggestions were greeted as practical, realistic and educationally sound. Members expressed agreement with the view of the influence of history, attitudes, and present climate expressed in the paper, and the view was strongly expressed that an important way forward for teacher education 10 - 14 lay in the common interests of both sectors in matters such as remediation and guidance.

7.5 There was some speculation as to whether it would be valuable for teachers to take modules in their own time which would produce an additional qualification allowing movement into the other sector. This however was not felt to be a strong prospect and might not really produce the fundamental change of view and attitude which seemed to be needed in the good 10 - 14 teacher.

7.6 It was suggested that while recognising the reality of the present situation, it might also be desirable to give some indication of characteristics of an ideal middle school teacher. This might serve as a guide to development, even if some of it were a very long term prospect. It was suggested that while rejecting a middle school structure, the PDC was not rejecting a middle school concept, and that concept might very well have important implications for teacher characteristics which, though they could not easily be fully produced in present training circumstances, should nonetheless be recognised as desirable.

7.7 Mr Paton referred again to points put by Mr Beattie to members of the Chairman's Committee about the content and process of teacher education, and Mr Paton said that he would wish to see something on this topic included within the total treatment of teacher education in the final report.

7.8 The Chairman thanked Mr Paton for his paper which it was agreed would form the basis of an item on teacher education in the final report. The PDC noted the letter to Mr Hugh Smith HMDSCI, and referred Mr Paton's paper back to the Chairman's Committee.

8. REPORT ON ENVIRONMENTAL STUDIES IN THE PRIMARY SCHOOL BY HMII

Mr Mitchell informed the PDC that copies of the HMII report on environmental studies in the primary school would be sent to all members of the PDC in the near future.

9. SUB-GROUP A

Mr Mullen reported that Sub-group A had been meeting as a whole group and in small working parties in an effort to produce draft material. The group, he said, were very conscious of deadlines and had decided to hold a two day meeting at Pirniehall on October 24th - 25th in order to clear up as much as possible of the current work. The draft "Partnership for Progress" was nearly in its final form, there was still a good deal to be done on curriculum

principles and structure, and the topic of learning and teaching was still only being contemplated. Sub-group A were grateful for access to Sub-group B's work and felt that it would be very important to refer to their case study material in sections on the curriculum and management. Mr Mullen hoped that Sub-group A would be able to offer some kind of presentation to the next PDC.

10. **SUB-GROUP B**

Paper: "Outline of draft on assessment, recording and communication"

10.1 Mr Bain said that Sub-group B were quite close to producing a statement to form the basis of the treatment of assessment in the final reoprt. He and Mr Adams were assembling work done by various members of the sub-group who had prepared papers for a series of meetings. Mr Bain referred to the difficulty of clarifying certain issues in assessment and related recommendations for teachers.

10.2 Mr Bain presented an outline of the paper on assessment, recording and communication which he and Mr Adams were preparing and asked the PDC for comments on the paper and particulary for comments on possible ommissions.

10.3 It was suggested that the draft material on assessment should include something on the resource implications of reporting, and Mr Bain said that Sub-group B had this in mind. Sub-group B did have some information on staff and computer time required for reporting from the Renfrewshire example.

Induction of pupils to S1

10.4 **Paper: "A survey of available information on induction procedures to S1" by Mr Bain**

The paper was noted as a very useful resource for future reference.

11. **TRANSFER AND TRANSITION IN OTHER SYSTEMS**

Papers: PDC/B/45 and PDC/B/47 by James Kidd and John Muir

Members expressed interest in various aspects of the content of the papers and the papers were noted for future reference.

12. **NATIONAL COURSES**

"Language and Learning" at Moray House College

12.1 Mrs Shiach reported that the course had aimed to create situations which would help groups of schools to work together in identifying teachers' roles and exploring activities. The course had been based on practical problem solving workshops. PDC members Mr Adams, Mr Smyth and Mr Menzies, had made valuable contributions and the course had been very successful in raising participants consciousness of issues and possibilities, though the accommodation

had not been a contributing factor to the success of the course.

"Curriculum Liaison" at Aberdeen College

12.2   Mr Bain reported that a valuable mixture of lectures and workshops had been provided and that the great majority of participants he had spoken to had found it very useful. PDC members, Mr Robertson, Mr Smyth and Mr Mitchell, HMI, had made contributions, and the course as a whole had been very successful.

12.3   Written reports of both courses will be available by the end of December.

13.   AOCB

Research proposals

The PDC was informed that research policy and funding were under review by the SED with respect to 1985 onwards. Members were invited to submit suggestions on appropriate research topics within the Education 10 - 14 area.

Next meeting

11th December 1984, at 10.30 am in New St Andrew's House, Conference Rooms 7/8, New St Andrew's House, Edinburgh.

MINUTES of the sixteenth meeting of the Programme Directing Committee, Education 10 - 14 Programme, held on 11th December 1984 in New St Andrew's House, Conference Rooms 7/8, at 10.30 am.

PRESENT:　Mr D G Robertson (Chairman)
Mr W H Bain (until 12.45 pm)
Mr J K Beattie (Secretary)
Mr D Menzies
Mr E Mullen
Mr J Mitchell, HMI
Mr G Paton (from 11 am until 2.25 pm)
Mrs S Riungu (from 11 am)
Dr A Shuttleworth
Mr D R McNicoll, HMI
Mr S B Smyth (Programme Co-ordinator)
Mr F R Adams (Programme Co-ordinator)
Miss F Gordon (Assistant Secretary)

Apologies were received from Dr Munn, Dr McClelland, HMCI, Mr McKenzie, Mr Pepin, Mr Tait, Mrs Shiach, Mr Cumming, Mr Mowat and Mr Campbell.

1.　MEMBERSHIP AND ATTENDANCE

1.1　The Chairman welcomed Mr McNicoll, HMI, and said that Dr Munn, who had also been expected to attend the meeting, had been unable to do so because of other business.

1.2　Mr Smyth reported that because of the current teachers' action and the various pressures and difficulties being experienced in the schools, Mr Cumming and Mr Tait had had to withdraw, at least temporarily, from active participation in the Programme. Mr Smyth also mentioned that because ALCES was formally in dispute with its management, ALCES members were being asked to work to rule, but this did not directly affect the Education 10 - 14 Programme at present.

1.3　The pressures being experienced by members were discussed and it was recognised that there were serious implications for the PDC. A number of members were finding it impossible to give the time and effort to meetings and writing which they felt the Education 10 - 14 Programme merited. Concern was expressed that the PDC might find itself unable to produce a report of the quality members would wish by the due date. Concern was also expressed at the loss of members since the beginning of the Programme and it was observed that the active membership now included only one primary and three secondary heads, and they had difficulty in attending meetings.

1.4　Mr McNicoll commented that these anxieties were general in the CCC structure. There was concern at the possibility of a decline in the credibility of productions resulting from pressures on members. The CCC's position was that everyone should continue to carry out their commitments as best they could. It was not possible, he said, to make decisions at this point but it might be that, as the situation developed, the CCC would be prepared to accept a report that was less than perfect in June, particularly as there would be a considerable period of discussion before publication.

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2. MINUTES OF THE FIFTEENTH MEETING HELD AT NEW ST ANDREW'S HOUSE ON 31ST MAY 1984

   Amendments

   Mr Mullen's name to be added to the list of those present.
   "Cummins" in 3.3 to be spelt "Cummine".
   "NUS" in 3.6 to read "NUT".

   Thus amended, the minutes were approved.

3. MATTERS ARISING FROM THE MINUTES

   Mathematics in Highland Region (from 3.3)

3.1 Mr Smyth reported that Mr Cummine, who had undertaken to monitor the Mathematics curriculum development programme in two year secondary schools at Farr, Brorar, Dornoch and Helmsdale for the PDC, would be meeting Highland advisers Mr Muir and Mr Macdonald to review progress in the near future. Progress at present was thought to be somewhat uneven due to the pressures in the school system but there were grounds to believe that the project would eventually develop in ways which would illustrate aspects of the PDC's collaborative developmental model.

   Thorn Primary/Johnstone Secondary - microcomputers (from 3.4)

3.2 Mr Paton reported that Renfrew Division had become formally involved and two advisers, Mr Tennant and Mr Knox had been added to the project group; the equipment which SCET and SDMP had agreed to provide was now in the primary school and the SCET SMDP Division would be funding up to £1,000 for other aspects of what was becoming quite a sophisticated programme. It was hoped that all the primaries associated with Johnstone High School would soon be involved. The secondary school was still involved only at headteacher level.

3.3 Members commented on two implications of the Thorn project which were considered likely to be particularly significant for the Education 10 - 14 Programme: demonstration of the possibility of increased computer sophistication at primary level would have implications for continuity and progression at the secondary stage; and, a primary curriculum structured round problem solving, rather than curriculum areas, could illustrate PDC curriculum principles.

   Social Education in Italy (from 3.8)

3.4 It was hoped that the PDC would be able to hear more about this topic from Mrs Shiach in due course.

   Languages other than English (from 6)

3.5 The Chairman said that he was preparing a further paper on the foreign language issue in the light of discussions in the PDC, the Chairman's Committee and Sub-group A and having regard to the recent paper on diversification from SCCML. Mr Robertson summarised some principle arguments and commented on the purposes of education in

the 10 - 14 stage which, if viewed widely, could imply linguistic preparation of young Scots for their place in the wider world.

3.6 It was argued in the ensuing discussion that if the PDC recommended foreign language teaching in S1 - S2 in the expectation that teachers would provide worthwhile communicative experience, it would follow that the PDC should also recommend provision of conditions necessary to achieve this. Experience had shown that important benefits had followed from reduction in the size of teaching groups for skill subjects, and it seemed virtually certain that foreign language learning would also benefit significantly from similar reductions. Several members supported this argument, noting that it was a new consideration. It was, however, remarked that the argument should not be pushed too far since reductions in group size below a certain figure would be unlikely to bring much further gain in learning.

3.7 It was observed that reduction in the size of teaching groups would have important implications and that other subjects could argue that their developments of process education entitled them to similar improvements in teacher-pupil ratios. Against this it was argued that foreign language teaching might be shown to be a special case because of the amount of new communicative skill which had to be acquired actively under close teacher guidance if there was to be sufficient achievement to make the study worth undertaking.

3.8 Some misgivings were again expressed about the appropriateness of making special recommendations on foreign languages in S1 - S2, and it was argued that to extend these recommendations to teacher-pupil ratios and time allocations would introduce a new perspective in the PDC's thinking which would have to be examined across the whole curriculum.

3.9 Mr McNicoll informed the PDC that Dr Munn would shortly be chairing a meeting of representatives of various interests in the CCC structure, and elsewhere, to consider the position of foreign languages in the light of SCCML's most recent paper on diversification. Mr McNicoll went on to express the view that it would be desirable to bring PDC and CCC thinking together at some stage, and he enquired whether a PDC position could be expected by February. The Chairman replied that he would be attending the meeting mentioned by Mr McNicoll and would be preparing a revised PDC paper on foreign languages in the near future. The position should be clear by February. Mr McNicoll then suggested that a copy of Mr Robertson's paper could usefully be sent direct to Mr Herbert Hayes, and Mr Robertson agreed to do this. Sub-group A was also requested to give further consideration to the foreign language question.

Language awareness (from 6.5)

3.10 Mr Smyth reported on his attendance at an in-service day in Renfrew Division. Professor Hawkins had addressed the meeting, and there had been a good deal of interesting information about developments in language awareness in Penicuik where changes in the pattern of secondaries and associated primaries, together with the offering of two languages in S1 by Penicuik High School, had entailed changes in the existing pattern whereby secondary teachers taught French in the

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primary schools. Some useful work was being done on a language awareness course in the primaries and what had been happening in Penicuik offered a good example of how working with secondary specialists could enhance primary teachers' insights and skills. However, Mr Smyth did not believe that anything he had heard reported about the work in Penicuik would be likely to change the PDC's position that language awareness in the primary school should not be separated from other elements of language learning.

4. SUB-GROUP B – PAPER: ASSESSMENT AND RECORD KEEPING (PDC/W/44)
(Also a summary tabled by Mr Adams)

4.1 Mr Adams explained that the paper was a draft chapter which had been developed out of a number of papers and discussions in Sub-group B. Papers by Professor Drever had also been valuable. The version now before the PDC included modifications made in the light of discussion in the Chairman's Committee. There had been a number of difficulties in writing the material. Some use of technical terms was unavoidable and some explanation of technical concepts seemed to be necessary, yet one had to remember that this was a chpater in a report, not a textbook on assessment. Finding the right balance was difficult. There was also a problem about the placing and use of reports of practice. There was a brief outline, and some discussion of the Renfrew computerised assessment project in the draft but a decision on how to handle this in the report would be necessary. Mr Adams then highlighted a number of important ideas in the chapter. Assessment was being treated as an integral part of teaching and not as an added extra. It was something which teachers could do more systematically and use more effectively, but it was not a new thing they had to take on. Criterion referencing was being treated as a fundamental principle. The draft took the view that a balance must be sought between providing teachers with too little information about pupils' performance in primaries, on the one hand, and, on the other hand, communicating so much detailed information that secondary teachers could not possibly make use of it. There was also the need to balance the values of continuity and the fresh start since there was the possibility that pupils' primary records could become self-fulfilling prophesies. Mr Adams wondered if this kind of tension between continuity and a fresh start would be dealt with elsewhere in the report.

4.2 The following comments were made in the ensuing discussion of assessment and recording: (numbers in brackets refer to paragraphs in the draft chapter)

(i) The draft did not explicitly discuss the possibility that criteria, at some level of generality, might come from outside the school. Perhaps the draft should be firmer on this matter. (2.4)

(ii) The draft was perhaps too tentative on the importance of formulating criteria.

(iii) In general, the occurence of words such as "can" and "may" should be scrutinised on the principle that recommendations should be as firm as possible.

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(iv)   Inclusion of some more specific demonstrations of how principles would apply in practice might be useful.

(v)   As a general principle, it was suggested, language which distinguishes secondary subject department concerns from primary school concerns should be avoided except where matters are being discussed which are of unique concern to one such group. (2.4)

(vi)   More could be said about the nature and functions of assessment at the end of S2. It might eventually be necessary to say something about accreditation for pupils who did not continue a subject into S3. (1.5)

(vii)   The processes involved in converting CR grades to NR reports, the implications of such practices, and the expectations of parents in relation to these practices, should perhaps be examined more fully. (4.2)

(viii)   Meanings and interrelationships of "criteria", "diagnostic", "formative" and "summative" might usefully be teased out somewhat more fully.. (4.2, 2.4 - 2.9)

(ix)   Something might be included on the kind of questions used in assessment and particularly on the use of open forms in the assessment of problem solving.

(x)   The timing of assessment might require fuller attention, perhaps in the section on learning and teaching. (2.8)

(xi)   The use of the singular "child" might better maintain the idea that criteria are about what <u>individuals</u> can do. On the other hand, it was possible to become overconcerned with the nuances of such grammatical points.

(xii)   Nothing should be said which would convey the idea that there is one natural, or universally agreed, meaning of "criterion referencing".

(xiii)   The value of handbooks in some situations could be questioned. They should not be regarded as a substitute for parent-teacher contact. This point might well be taken up in the discussion of home, school and community. (4.6)

(xiv)   Enough might not have been said about the use of records in the secondary stage. Further reference to this topic might be included under "the structure for pupil care".

(xv)   Though the same general principles apply in all cases, teachers might expect something more on assessment of pupils at risk.

4.3   In the course of the discussion it was reported that guidance on forms to be used and information to be given to parents on choice of schools at their disposal had been issued in Strathclyde Region. This might have implications for some existing or proposed procedures such as the Renfrewshire computerised profile. Mr Menzies agreed to pass information to Mr Bain on this matter so

that he could identify possible implications for the Education 10 - 14 Programme.

4.4 During the discussion members of the PDC commented on the excellent work which had been done in conveying important ideas and principles clearly and with minimum use of technical language. The problem of achieving the right balance between technical exposition and general presentation of key themes was appreciated and there was a general feeling that if anything, the draft might have contained a somewhat fuller treatment of technical concepts. Mr Adams and Mr Bain explained that, in fact, earlier versions had contained considerably more technical material, and it was agreed that consideration should be given to ways of teasing out some of the concepts a little more fully.

4.5 It was decided that Mr Adams' question about the handling of the case study should be taken up again when the use of all material of this type in the report as a whole was considered.

4.6 Mr Adams thanked the PDC for the helpful comments which he had noted, and the Chairman expressed the Committee's appreciation of all the work which had been done by Mr Adams, Mr Bain and the members of Sub-group B in preparatory work and drafting of a chapter on assessment and recording.

5. THE STRUCTURE OF THE FINAL REPORT - PAPER: PDC/W/43

5.1 Mr Menzies explained that the outline structure presented in PDC/W/43 had started as a Sub-group A paper and the version before the PDC had been recommended by the Chairman's Committee as a provisional framework for drafting. The paper proposed a sequence of main topics but it was not being assumed that every one of these would finally appear as separate chapters. Mr Menzies explained the thinking behind the proposed structure and said that the intention was to move from the 10 - 14 pupil and the desirable outcomes (Chapter 2) to a view of the curriculum (3), and thence to (4) essential conditions which must be satisfied through the curriculum. At this point there would be a summary (5) of main dimensions, perhaps in diagrammatic form. (Mr Mowat was looking into the possibilities for a diagram). Learning and teaching (6) would follow from principles and dimensions. Illustrative examples (7) would be designed to show, in a concrete way, how principles apply in a few selected aspects of practise. These would be illustrative explorations of possibilities, not prescriptions for practice. Chapter 8, "Ways and Means", would explore curriculum structure models through which the purposes of Education 10 - 14 could be achieved. Management structures for the curriculum and learning would then emerge in Chapter 9, "Partnership for Progress". Pastoral considerations would be taken up in Chapter 10, "Structure for Pupil Care", and Implications, bibliography, appendices and a summary of recommendations would complete the report.

5.2 Members remarked that with the proposed structure before them the whole Programme began to take on a clear and coherent shape, and the Committee went on to discuss the report in general and the proposed structure in some detail.

5.3   Two major tasks were recognised:

    (i)   To trim the material down to a reasonable size without losing important arguments. Brevity was generally regarded as a virtue yet an adequate exposition of the PDC´s thinking was also essential.

    (ii) To ensure that major recommendations came through clearly in the discussion of issues and principles throughout the report.

5.4   A number of possibilities were reviewed:

    (i)   A final report and supplementary papers published separately, perhaps later.

    (ii) A two part report, perhaps in two volumes. Part I might be a concise statement of central issues, main lines of argument, and recommendations. Part II would then contain a fuller and more leisurely discussion and appended accounts of practice.

    (iii) A one volume report on the lines proposed by Mr Menzies but with an early summary of recommendations.

    (iv) Similar to (iii), but with a first chapter designed as a show case for the main arguments and recommendations.

    (v) Similar to (iii), but with the summary of recommendations before the chapter on implications.

5.5   There was general agreement that it was most important to ensure that readers could get a clear picture of the central pattern of recommendations easily, but if possible this should be done in a way which would not deflect the reader from pursuing the whole report. The shape proposed by Mr Menzies, with main principles, not a summary of recommendations, appearing at an early stage, was favoured by several speakers.

5.6   Some concern was expressed that lengthy and detailed discussion in Chapters 2 - 4 in the proposed structure might raise a rampart against those who wished to get to the structural and learning implications in later chapters, and there was some discussion of the suggestion that the chapter on ways and means should come close to the treatment of conditions and principles.

5.7   It was agreed that:

    (i)   "Assessment and Recording" should appear along with "Learning and Teaching" at 6 in PDC/W/43.

    (ii) Implications at national level should be included in Chapter 11, perhaps by inclusion of implications for the SED.

    (iii) The relationship between the PDC´s proposals and earlier and later stages in the educational system should be treated at some point in the report.

5.8   There was a brief discussion of the possibility that the structure of the report could be modified after presentation to the CCC but

against this it was argued that the report should be written with the ultimate audience clearly in mind and the working assumption should be that something very like the document now being drafted by the PDC would emerge as the final published report.

5.9 There was a brief discussion of the possible status of the report, and Mr McNicoll outlined a hierarchy of types of CCC publications. Curriculum papers were approved by the CCC and endorsed by the Secretary of State; position papers were statements of a position as the CCC saw it at a particular time, and they did not require the Secretary of State's endorsement; curriculum bulletins were very specialised statements. In some ways the 10 - 14 report was analogous to the Munn Report in that it presented a philosophy for an age group, but the Munn Report had been a special case. It appeared that the 10 - 14 report might have something like the status of a curriculum paper or position paper.

5.10 It was decided to follow the pattern for the final report as outlined in PDC/W/43 for the time being. It was noted that as drafting proceeded it would be increasingly difficult to make changes in the sequence and distribution of material but it was felt that some flexibility was still possible.

5.11 The Chairman thanked Mr Menzies for his work on devising a structure for a coherent presentation of all aspects of the PDC's thinking in the final report.

6. SUB-GROUP A

Mr Mullen reported that Sub-group A had been working on the presentation of curriculum principles and dimensions and on the implications of these for curriculum models. Work on learning and teaching was in an early stage. Much of what Sub-group A had been doing had already been considered in the discussion of the structure of the report and further matters concerning the sub-group would come up under task allocation (8 below).

7. CHAIRMAN'S COMMITTEE

The decision by the Chairman's Committee to ask Dr Drever to comment on the draft on assessment and recording was approved.

(Proposals from the Chairman's Committee on the structure of the report and task allocation were considered under other items on the agenda - minutes 5 and 8).

8. TASK ALLOCATION

(Items 5, 6 and 7 in paper "Chairman's Committee meeting held on 27th November 1984" - Note of Main Decisions)

8.1 Mr Smyth took the Committee through the paper which related closely to PDC/W/43 (minute 5 above).

8.2 Subject to clarification in Sub-group A of the precise nature of the

contributions to be made by Mrs Shiach and Mr Pepin, the following allocation of tasks in connection with Chapters 2 - in the pattern of PDC/W/43 was approved:

Drafting of chapters 2 - 4 - Mr Smyth assisted by Mr Menzies and Mr Beattie

Chapter 5, structure diagram - Mr Mowat

Chapter 6, Learning and Teaching - Mr Beattie and Sub-group A

Chapter 7, illustrative examples - secondary - Mr Menzies
                                   primary - Mrs Shiach and/or
                                             Mr Pepin

Chapter 8, Ways and Means - secondary - Mr Mullen and Mr Smyth
                            primary - MrsShiach in consultation
                                      Mr Smyth, and also,
                                      probably, Mr Pepin

Chapter 9 - Partnership for Progress. Already in an almost final form.

<u>Structure</u> <u>for</u> <u>pupil</u> <u>care</u>

8.3   The rationale of this chapter was briefly considered and arrangements for drafting were approved. Pastoral care and the base teachers function had originally been included in "Partnership for Progress" but it had become apparent that these topics were as much, or more, related to learning and teaching, guidance and learning support as they were to the management matters considered under "Partnership for Progress". The Chairman's Committee had therefore adopted the idea of a separate chapter in about four main sections as follows.

I - the pastoral care of pupils in primary schools

II - induction to secondary school (using work done by Mr Bain)

III - the structure for pupil care in secondary schools (using material already drafted by Mr Smyth)

IV - home-school-community relations, drawing upon the COPE position paper,the CCC Social Education paper and the CCC's advise to   C
     schools councils.

8.4   It appeared that IV above would be a good place to discuss home-school-community relations.

8.5   It was agreed that members would have special responsibilities for the sections of the chapter on the structure for pupil care as follows:

Mr Adams - co-ordination and convening of meetings as required

Mrs Riungu - Section I

Mr McKenzie - Sections II and III

Dr Shuttleworth - Section IV

8.6 Mr Smyth reported that he had consulted Mr Mckenzie and that he was
prepared to undertake work on II and III.

8.7 The proposal that Mr Ray Dely, SCDS, and secretary/development
officer for the Home/School/Community Relations Committee, should be
invited to take part in discussion of structure for pupil care was
approved.

Chapter 11 - Implications

8.8 It was agreed that:

(i) Mr Paton would adapt his existing paper on teacher education
in terms of implications for colleges of education, the GTC
and local education authorities as providers of ~~framing~~. training
Some reference to issues in the processes of teacher
education which had been raised by Mr Beattie would be
included.

(ii) Mr Robertson and Mr Mowat would draft material on
implications for local education authorities and on wider
national implications. Implications of adopting the PDC's
recommendations would be considered in terms of regional
policies, advisory and support services, staffing and
resources.

Discipline

8.9 It was reported that in discussions the Chairman's Committee and
Sub-group A, the issue of discipline had emerged as something of
great significance to teachers. It was agreed that there should be
references to this matter where relevant and appropriate in the
report and especially in the chapters on learning and teaching and
structure for pupil care. It was noted that Mr Mullen was prepared
to contribute to the treatment of this matter.

Evidence and possible ommissions

8.10 Mr Bain reported that he had begun a scrutiny of the minutes of the
Education 10 - 14 Programme and of submissions to the PDC in order
to ensure that nothing significant was being overlooked. So far, it
did not appear that anything important had been overlooked. Mr Bain
was also undertaking a review of evidence which might support the
PDC's picture of regression in children's learning over the 10 - 14
stage.

Treatment of resource implications

8.11 It was noted that some relevant information was already available
from the Mintlaw project and it was agreed that it would be
important to commission expert costing of PDC recommendations.
Mr Smyth said that he had been looking for someone to undertake this
but had not yet been successful.

8.12 It was observed that it would be possible to:

(a) show what could be achieved at low cost through shifts in emphasis in practice within something close to the existing resources;

and, or,

(b) show what it would cost to implement PDC recommendations in the fullest sense.

It was argued that while (b) would be welcomed by teachers, it might be rejected by the Nation. On the other hand a statement of type (a) might result in very limited development of education in the 10 - 14 period, and this, some members argued, might be worse than nothing at all. The discussion reinforced the need for a careful appraisal of resource implications, and the view emerged that if such appraisal showed that worthwhile developments could only be achieved at a significant cost, then this should be clearly and accurately indicated.

Timing

8.13 It was agreed that everything possible should be done to get as far forward as possible with the agreed tasks in time for the January meeting of the PDC.

9.   MINTLAW PROJECT

      (Document PDC/B/55, "Mintlaw 10 - 14 - the report of the monitoring exercise).

      The report of the Mintlaw project was noted and detailed consideration was remitted to the Chairman's Committee.

10.   SOCIAL EDUCATION IN SCOTTISH SCHOOLS, A CCC POSITION PAPER, 1984

10.1 Mr Beattie introduced a consideration of the paper by commenting on some of its main themes. He said that the document, which drew together work on social education by COPE, COSE, COSPEN and various other bodies, was intended to inform, stimulate discussion and provide a context for in-service work. The paper was concerned with knowledge and understanding of social issues, and, most importantly, with the acquisition of skills and attitudes through active participation in social processes. Social education through special programmes, the use of curriculum subjects as resources, and through the whole curriculum, overt and hidden, was reviewed. The Munn Report's view of every teacher as a teacher of social education was endorsed. There were important references to daily tutor or form periods, school management implications were considered, and the idea that social education was not something to be left to a specialist group emerged. The appendices included a particularly interesting treatment of social education in the foreign langauge context.   Mr Beattie also said that the report appeared to him to be in very good alignment with thinking in the Education 10 - 14 Programme. Like learning-to-learn and learning language, the really significant thing for social education seemed to be that it had to

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take place through processes which arose in connection with the whole range of curricular activities. However, the processes and outcomes could not be left to chance; they all needed skilful handling by teachers. Mr Beattie concluded by saying that in one way he had found the paper depressing reading. The same central message about process in social education came through in curriculum documents from 1947 to the present day and always there was the same concern about the scarcity of these processes in schools. Perhaps, he suggested, the weakness lay in telling teachers about processes instead of engaging them in processes.

10.2   The paper was welcomed in the ensuing discussion and it was agreed that it was a valuable resource for the Education 10 - 14 Programme.

11.   LEARNING AND TEACHING: THE ENVIRONMENT AND THE PRIMARY SCHOOL CURRICULUM

11.1   Mr Adams said that he could only report on COPE's reaction to the document by HMII, "Learning and Teaching: The Environment and the Primary School Curriculum", in a very limited way because, though there had been some group discussions of the paper within COPE, no formal COPE view had yet been formulated. Mr Adams said that the paper was an SED document with significant implications for the Education 10 - 14 Programme and he felt that it should be fully discussed, perhaps by Sub-group A.   Within COPE there was some disappointment with the document which did not seem to explore some complex issues in sufficient depth.

11.2   Mr Adams then commented on a number of features of the paper which related to Education 10 - 14. A major criticism of the document had been its lack of a coherent statement on learning. Sections of the document, such as that on history, contained a useful statement about the kinds of learning activity appropriate to an active pupil role but others did not.   COPE could understand the document's concern about structure in topics, balance in the curriculum, and progression in learning, but the proposed way forward used the idea of subjects in ways which were making people uneasy. It seemed that teachers could find different meanings implicit in the paper, and it might encourage some to fall back on a subject-based curriculum.

11.3   Mr Adams concluded by drawing attention to the discussion of transition to the secondary school in 5.14 - 5.16 in the document. This, he said, contained useful material on continuity but the reference to "systematic development of subjects" across the transition would need careful examination as it could have the effect of reinforcing secondary school subject attitudes which were already causing PDC concern.

11.4   In the following discussion, a number of members of the PDC expressed disappointment with the document and there were expressions of concern over the way subjects were handled in it. However, it was also argued that the document was not an attempt to preserve subject teaching as such in the primary school. There were a number of comments on the way in which teachers with different expectations could draw different messages out of the document. The view was also expressed that the document contained a good deal of material which could be taken to support aspects of PDC thinking and

not much which would actually contradict it. The use of the word "subject", it was suggested, was unfortunate, and it was argued that it would have been more helpful to PDC thinking if the paper had been written more explicitly in terms of balanced development of ways of understanding the environment.

12. DISCUSSION BETWEEN COPE AND SCC MATHEMATICS

Mr Adams indicated that there were no immediate implications for the PDC, but that development work in the 10 - 14 age range could arise in the longer term.

13. NEXT MEETING

The next meeting of the PDC will be from 31st January to 2nd February 1985 at the Marine Hotel, North Berwick.

MINUTES of the seventeenth meeting of the Programme Directing Committee, Education 10 - 14 Programme, held on 31st January 1985 in The Marine Hotel, North Berwick.

PRESENT: Mr D G Robertson (Chairman)
              Mr W H Bain
              Mr J K Beattie (Secretary)
              Mr D Campbell
              Mr J Dunlop (guest)
              Dr S E McClelland, HMCI
              Mr A McKenzie
              Mr D R McNicoll, HMI
              Mr D Menzies
              Mr J Mitchell, HMI
              Mr J M Mowat
              Mr G Paton
              Mr N Pepin
              Mrs D Shiach
              Dr A Shuttleworth
              Mr S B Smyth (Programme Co-ordinator)
              Mr F R Adams (Programme Co-ordinator)
              Miss F Gordon (Assistant Secretary)

1. **APOLOGIES**

Mr Cumming, Mrs Riungu, Mr Tait (all absent because of the current dispute).

2. The Committee noted with regret and understanding the decision of Mrs Riungu to withdraw her co-operation from the CCC.

3. **MINUTES OF THE SXITEENTH MEETING HELD ON 11TH DECEMBER 1984 (PDC/Min 16)**

Amendment

3.1 The figure in line 5 of item 3.2 should be corrected to read £1,000, not £11,000.

With this correction, the minutes were approved.

4. **MATTERS ARISING**

Social Education in Italy (from 3.4)

4.1 The matter was deferred indefinitely.

Assessment and Record Keeping (from 4.0) (PDC/W/44)

4.2 Mr Adams reported that the paper had been redrafted. This had been done before the minute of the discussion in Sub-group A was available and he recommended that some of the comments in that minute should be included in the draft for the final report.

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4.3 Mr Smyth reported that the draft had been sent, as agreed, to Dr Drever for his comments.

Training and Qualifications (from 8.8 (i))

4.4 Mr Paton tabled paper PDC/W/57 for discussion at a later session of the working weekend.

Implications for an Education Authority (from 8.8 (i))

4.5 Mr Mowat tabled paper PDC/W/55 for later discussion.

Review of Issues and Communications Received (from 8.10)

4.6 Mr Bain reported that he had read and noted all communications received, and was confident that no significant issue had been ignored in discussion.

Costs of Recommendations (from 8.11)

4.7 Mr Smyth reported that Dr Chris Cumming of the Education Department, Moray House College, had agreed to help with costings. Costing would be an extrapolation from the detailed information from St Modan's, from Mintlaw, and from Mr Mowat's paper on regional implications.

5. COMMUNICATIONS RECEIVED

From Lothian Region's 10 - 14 Working Party

5.1 A report from Lothian Region's 10 - 14 Working Party of a visit to Leceistershire middle schools had been issued to the Committee as PDC/B/56. In acknowledging the receipt of the paper, Mr Smyth had asked again if the Regional Working Party's recommendations on induction procedures might be received.

From The Headteacher, Moray Middle School, Grangemouth

5.2 Mr Wilson, Headteacher, had written to Mr Robertson complaining that although TESS had reported that the PDC had "looked at" Grangemouth. Middle Schools, he was not aware of this. Mr Robertson had replied reminding the headteacher that information about the schools had been studied, that a visit had been paid to Grangemouth High School, that proposed visits to both Middle Schools had been put off on the advice of the regional authority since at the time both schools were appointing new headteachers. In the meantime Mr Smyth had visited the school.

5.3 Mr Smyth reported a worthwhile visit to a school which was making use of its 10 - 14 coverage particularly well in its provision for "practical" subjects, there being courses in technical subjects, in home economics, in art and music designed over the four years. There was also a very effective guidance/social education structure relating to the house structure. Papers had been received from the school and would become available to the Committee.

From AHT, Merksworth High School

5.4 The school's descriptive report of its induction procedure had been received. Permission to quote from the report had been sought and received.

From The Headteacher, St Modan's High School

5.5 Mr Oates, Headteacher, St Modan's High School, had written commenting favourably on Newsletter No 2 and pointing out the resource implications of inter-school development projects. Mr Smyth reported his intention to attend a meeting among the headteachers of the associated primary schools with Mr Oates and Mr Page (AHT).

From Lothian Region Community Relations Group

5.6 Glynis Watt had written on behalf of this group. Mr Smyth had replied inviting a written submission of their views.

6. MATHEMATICS DEVELOPMENT IN HIGHLAND REGION (PDC/B/59)

6.1 The receipt of the report was noted. It was agreed that Mr Adams should bring it to the attention of COPE which was due to have a discussion on mathematics at its next meeting. Mrs Shiach indicated reservations about the content of the paper which she thought deserved comment and explanation. It was agreed that it be referred to the group discussing curriculum design in the working weekend.

7. PUPIL PROGRESS (PDC/B/57)

7.1 Mr Bain spoke to his paper indicating that he had found no evidence of "regression". The evidence for relative slowing down in progress came mainly from the ORACLE study where the sample of pupils was small, and where there are some puzzling statistics.

7.2 It was agreed

    (i) that in the final report any reference to slowing down of progress should be made only where evidence existed to support it

    (ii) that Professor Entwistle's Stirling Conference paper be re-examined for reference to this

    (iii) that Dr Mary Neville be approached to find out if her research had yielded any relevant information.

7.3 Mr Adams reminded the Committee that the object of the exploration should be not to prove or disprove a statistical case for regression, but to ensure progression for individual children.

8. <u>NEXT</u> <u>MEETING</u>

    The date of the next meeting was later arranged for 19th March 1985
    in SCDS Edinburgh Centre, Moray House College of Education.

EDUCATION 10 - 14 PROGRAMME WORKING WEEKEND
NORTH BERWICK, 31ST JANUARY - 2ND FEBRUARY 1985

Report of Working Session 1

1.   HMI Survey of S1/S2

1.1   Mr Smyth introduced the first session of the meeting which was
        devoted to a report by HMI Mr J Mitchell on the survey of S1 and S2
        carried out by H M Inspectorate. Mr Smyth emphasised the need for
        the Education 10 - 14 Report to be informed by the HMI Survey. He
        asked PDC members to regard Mr Mitchell's contribution as
        confidential. It was agreed that a full report on Mr Mitchell's
        contribution should be made available to him for editing prior to
        it appearing in the minute of the meeting. The report of
        Mr Mitchell's talk is attached as Appendix 1.

1.2   The following points were raised in discussion following
        Mr Mitchell's talk:

        Development Models

1.3   While it was important to learn lessons from 14 - 16 and 16+
        developments it was also important to look at other major
        developments e.g. the raising of the school leaving age; the
        introduction of the Primary Memorandum in 1965 etc. Significant
        change has to be a slow process.

        Methodology

1.4   Methodological change came in some instances from individual
        developments in departments. Senior management was involved when
        friction had to be resolved. Other cases showed the initiative
        being taken by senior management alone or simultaneously with
        department initiatives. Senior management involvement was however
        a prerequisite.

        Teacher Awareness of Fragmentation/Overcrowding

1.5   There was little evidence from the survey that teachers were
        conscious of fragmentation or overcrowding of the curriculum.
        Attention tended to be given solely to subject departments and
        there was a lack of awareness even at senior management level of
        the total pupil experience at S1/2. Few senior management had
        carried out a day profile. Some argued that children were unaware
        of the problem of fragmentation.

1.6   Mr Smyth suggested that this evidence reinforced the point that the
        message PDC was seeking to get across is that teachers should be
        trying to see how their subject contributes to the curriculum
        rather than how the curriculum can accommodate their subject.

        Timetabling

1.7   The survey found that timetabling revealed a great deal about a
        school's curricular philosophy. The quality of timetabling in S1/2
        was higher than the impression of a few years ago. Schools
        appeared to be becoming aware that a greater priority had to be

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given to S1/2. In Strathclyde senior staff had been on timetabling courses. There was little class-sharing unless it was for acceptable reasons such as thematic work.

1.8 There is a rapidly increasing number of schools moving from a 40 period week to perhaps a 25 period week. This has an effect on curriculum design in that certain subjects which had one period per week e.g. classical studies were being forced out. Another effect in the move to longer periods is that it is necessary to decrease or increase the time for certain subjects because a one hour block is not equal to two forty minute periods.

1.9 The change to longer periods puts pressure on teachers to introduce greater variety in their teaching approaches and to increase pupil participation. What happens in practice depends upon the school and its development.

Pupil Experience at S1

1.10 The question was raised as to whether the children saw S1 as a fragmented experience or whether they perceived it as simply variety. Mr Mitchell suggested that although most S1 pupils will claim to prefer secondary to primary they nevertheless have difficulty in making sense of their experience. They do not see the relationship between subjects or the relevance and purpose of some of the things they are doing. They do not appear to question things nor is the independent learning that may have been encouraged in top primary built on. There is a change from seeing the curriculum as a whole in top primary to the fragmented learning experiences in secondary.

Relationship between HMI S1/2 Report and the PDC 10 - 14 Report

1.11 Mr Mitchell was asked if the HMI report would look at questions, survey approaches and have an element of speculation and comment.

1.12 Mr Mitchell said that the HMI report would describe what had actually been found and that there would be a measure of evaluation. It will relate to the issues described in Appendix 1. The issues will point to certain directions that thinking might take. The HMI report would "open doors" for the PDC report but would not necessarily offer answers because these answers might lie in the 10 - 14 experience rather than only in S1/2.

1.13 Dr McClelland said that the HMI report was not seen as competing with the PDC 10 - 14 report; rather the two reports are seen as complementary. It is hoped to publish the HMI report in June 1985.

1.14 Mr Smyth reminded PDC members that a number of decisions in principle had been taken about the PDC 10 - 14 report and that these are not at odds with the description of the HMI S1/2 report. PDC is already committed to a mechanism for innovation and that is a staff development model. Schools have general curriculum guidelines adopted by regional authorities and PDC have a set of criteria for curriculum design. These criteria include matching with P6/7 and S3/4. There is no one way that an answer will be arrived at by schools. Mr Mitchell suggested that the answer that comes out at the end will be a process rather than a product model.

1.15   The Chairman thanked Mr Mitchell for his contribution to the meeting.

MINUTES of the eighteenth meeting of the Programme Directing Committee, Education 10 - 14 Programme, held in SCDS Edinburgh Centre, Moray House College of Education on 19th March 1985 at 10.00 am.

1.   PRESENT: D G Robertson (Chairman)
                 ✓ J K Beattie (Secretary)
                 ✓ W H Bain
                 ✓ Mr J Mowat
                 ✓ Mr D Menzies
                   Mr J Mitchell, HMI (pm only)
                   Mr D R McNicoll, HMI (am only)
                   Mr S E McClelland, HMCI (am only)
                 ✓ Mr G Paton (am only)
                   Dr A Shuttleworth
                 ✓ Mrs D Shiach
                 ✓ Mr S B Smyth (Programme Co-ordinator)
                 ✓ Mr F R Adams (Programme Co-ordinator)
                 ✓ Miss F Gordon (Assistant Secretary)

2.   Apologies

      Apologies were received from Mr E Mullen, Mr A McKenzie, Mr N Pepin, Mr A Cumming, Mrs S Riungu, Mr R W Tait.

3.   MINUTES OF THE SEVENTEENTH MEETING HELD FROM 31ST JANUARY TO 2ND FEBRUARY 1985 (PDC/MIN 17)

3.1   The minutes of the meeting at North Berwick, 31st January - 2nd February were accepted with the list of those present amended to show that Mr Mullen joined the meeting on the morning of Friday 1st February and that Dr Munn joined the meeting on the morning of Saturday 2nd February.

      Report of Working Session 1 - HMI Survey of S1/2

3.2   The above report had been approved by HMI Mr Mitchell and had been attached as an appendix to the minute. The Chairman asked if the PDC report should make reference to the HMI Survey. HMCI Dr McClelland advised the PDC that the publication date was still hoped to be in June 1985 and as the PDC report would have to be written before that date it could not make specific reference to the HMI Survey. This was accepted and the report was noted as a useful update on the current situation in S1 and S2.

      Report of Working Session 2 - group discussion of Ways and Means

3.3   This was noted for future work on this section of the report.

      Report of Working Sessions 3 - 9

3.4   This was accepted as a record. It was noted that a number of matters in the above record were on the agenda for discussion or had resulted in papers for consideration at this meeting. Matters arising from sessions 3 - 9 were as follows:

         (1)   Item 31 - Report of HMI Survey had been prepared by Mr Adams and approved.

(ii) **Item 32** - HMI Mr Mitchell had suggested schools and arrangements for visits were in hand.

(iii) **Item 33** - A paper on **Learning and Teaching** had been prepared by Mr Beattie and Mr Adams and would be discussed as PDC/W/68.

(iv) **Item 34** - **Mathematics in Sutherland.** This had been reported to COPE.

(v) **Item 35** - **Structure for Pupil Care** had been revised in the light of discussion at North Berwick. A summary would be prepared once the paper was finalised.

(vi) **Items 36 and 27** - **Ways and Means.** Mr Beattie had prepared extensive notes.

(vii) **Item 38** - **Modern Languages.** Mr Smyth had reported on the current position to Herbert Hayes and the agreement reached at North Berwick was being incorporated into the draft of the curriculum structure section. The Chairman said that he wished to redraft his original paper in the light of the discussion that had taken place. Mr McNicoll reported on the discussion of modern languages that had taken place at the CCC. Authorisation had been given to the Scottish Central Committee on Modern Languages to send out its paper on diversification on limited consultation to education authorities and advisers. At the same time the CCC approved the general lines of an overall policy on the teaching of languages other than English and Herbert Hayes had been given the task of preparing a position paper on this topic. Mr Robertson agreed to take all of this into account as well as a short paper on the objectives of curriculum liaison in modern languages which had been produced by Mrs Shiach.

(viii) **Item 39** - Time weightings would be taken account of in the Ways and Means section. Mr Smyth said that fairly firm notes existed towards a solution to this matter.

(ix) **Item 40** - Work had been carried out on the inserts by Mrs Shiach and Messrs Menzies and Pepin. This would be taken up at a later stage. It was noted that the insert referred to as "Transport" no longer exists.

(x) **Item 41** - **Teacher Education and Qualifications**

Mr Paton reported that he had taken the action referred to but that he had not yet finalised the paper. This was because he had sent the draft paper to Mr Gordon Kirk, Principal of Moray House College of Education, as suggested and that Mr Kirk had made certain suggestions which would require discussion by PDC. Mr Kirk had made the following comments

(a) the chapter on Teacher Education should be initiated by a restatement of the issues and principles of the report

(b)   that paragraphs 4.1 and 4.2 were thorough,
comprehensive and would be welcomed by the profession

(c)   that there is a radical proposal which has not been
discussed and that is for a new category of teacher
who could teach in both upper primary and early
secondary. Mr Kirk felt that this issue had to be
seen to be discussed by PDC even if the option of a
new category of teacher is ultimately rejected by PDC.

Mr Paton suggested that it would not be difficult to respond
to the suggestion that PDC should examine the case for a new
category of teacher. PDC had made an early decision that it
would not press for a middle school structure and he could
not see that there is an argument for a specific new
category of teacher who would be limited in both primary and
secondary schools. Mr Paton took the view that a dual
qualification to include primary and secondary would not
find acceptance in the present climate and because of
longstanding attitudes and professional opinions it was
noted that some kind of endorsement to the existing
qualifications was already suggested in the paper and that
proposals to ensure that secondary teacher education
included some primary experience had been welcomed by
Mr Kirk. Mr Beattie suggested that the problem for teacher
education is what it is able to do to tackle the "middle-
school philsophy". The barriers between the thinking of the
primary and the secondary teacher; the barriers between
secondary subjects; attitudes in secondary education and
tradition are all factors that make for difficulties in the
current situation. Mr Paton said the central task for
teacher education is to prepare secondary teachers for S1
and S2 and to make them aware of where the children have
come from. Mr Paton also felt that if PDC is to discuss the
option of a new category of teachers it should come early in
the report rather than being left to a section discussing
the implications of the report for a specific group within
the profession. This view was supported and it was agreed
that the discussion of a new category of teacher should come
in the report alongside the discussion of the option to set
up middle schools. Both could then be discussed and
rejected. Mr Paton undertook to draft this section,
finalise the paper and acknowledge Mr Kirk's contribution.
Mr Smyth would find the appropriate location for the
discussion of the new category of teacher in the report.

(xi)   Item 42 - Implications for Education Authorities

A paper had been drafted following a meeting of the
Chairman, Mrs Shiach, Messrs Menzies, Mowat and Adams and
would be discussed later in the meeting.

(xii)   Item 43 - Costing

Mr Smyth reported that no progress had been made because
Dr Chris Cumming was in hospital. Mr Smyth and Mr Bain had
visited St Modan's High School and the St Modan's and

associated primary staff had agreed that the costing of their liaison work was accurate. Mr Smyth pointed out that costings so far were based on time for meetings but did not take account of the amount of time needed for thinking, planning etc. It was recognised that there are implications for time for teachers in both primary and secondary but that it would be very difficult to be° specific about the amount of time needed. It was noted that the Education 10 - 14 remit included the requirement to identify and to quantify <u>where</u> <u>appropriate</u> the resource implications of the recommendations. It was agreed that it was important to do nothing that would imply that curriculum development was not a normal part of the professional responsibility of teachers. It was therefore appropriate to cost items such

as teacher supply but not to attempt to go further than that.

(xiii) Item <u>44</u> - <u>Implications</u> <u>for</u> <u>CCC</u> <u>structure</u>

Mr Menzies has been taking note of these implications as the Programme develops.

(xiv) Item <u>45</u> - <u>Case</u> <u>studies</u>

Mr Paton reported that he had asked for a progress report on developments at Thorn Primary School from Mr Moffat and Mr Munro. It was suggested that a report was needed as soon as possible on this development.

(xv) Item <u>46</u> - <u>Case</u> <u>studies</u>

It was noted that other than existing information ont he response of school managements and departments to 10 - 14 issues no new case studies could be included becuase of pressure of time.

(xvi) Item <u>47</u> - <u>Strategies</u> <u>for</u> <u>Education</u> <u>10</u> - <u>14</u>

This had been noted for future action.

(xvii) Item <u>48</u> - <u>Draft</u> <u>chapters</u>

Mr Smyth had continued to draft chapters and send them out for comment.

(xviii) Item <u>50/51</u> - <u>Communication</u> <u>with</u> <u>the</u> <u>CCC</u>

Mr Smyth reported that following consultation with the Chairman and Mr Adams he had informed the CCC through Mr McNicoll that the earliest possible date for distribution of the 10 - 14 Report for CCC would be 13th May 1985. It would not be possible to have a draft available for the CCC Executive on 1st May 1985 but he had offered to attend the CCC Executive meeting along with the Chairman and Mr Adams to give a very full report along with a summary statement so that plans could be made for handling the report at the full CCC meeting in June. Mr McNicoll said that this proposal

would be put to the CCC Executive at their next meeting on Thursday 21st March 1985.

4.   Matters Arising

4.1   All matters arising had been taken under item 3.

5.   Emerging Report (PDC/W/75)

5.1   Mr Smyth introduced paper PDC/W/75 which showed the progress to date. He said that the list of chapters follow the agreed pattern approved by the Chairman's Committee but that more subdivisions had been needed than had been expected.

       Chapter 1

5.2   This will be a background to the programme and will draw on the material in the Interim Report.

       Chapters 2 and 3

5.3   Mr Smyth had received written comments on these drafts and requested any additional comments to be given to him in writing. He reported that there had been no substantial disagreement with what had been written but that Mr Beattie had made a suggestion to extend the list of desirable outcomes. Mr Smyth suggested that PDC did not spend time on this at the meeting as other areas had to be discussed which were appearing for the first time. This was agreed.

       Chapter 4

5.4   This had become a general background of considerations affecting the whole curriculum and which inform the acts of learning and teaching and which affect the atmosphere in which the organisational arrangements are set. the chapter was incomplete because Mr Smyth felt that it might duplicate material in the draft chapter on learning and teaching. He now felt that he should complete this chapter developing the relationship between active use of language, co-operative group learning, independent learning and the responsibility for all teachers to help pupils to develop metacognitive strategies. This would be done because of the importance of these as background considerations and permeating factors in curriculum design and learning and teaching.

5.5   Mr Smyth asked PDC to go on to Chapters 6 - 15 then return to Chapter 5.

       Chapter 6

5.6   This will be shorter than the current draft. Much of this is covered in earlier chapters. The main principles will remain as a summary of where the report has reached so far.

       Chapter 7

5.7   This would be discussed at a later stage as PDC/W/68.

       Chapter 8

5.8 A list of proposed emendations had been circulated and would be considered at a later stage.

Chapter 9

5.9 The new material being developed on "Water" appeared to fit well with the general principles coming before.

Chapter 11

5.10 A revised paper had been produced which incorporated the comments made at North Berwick. Arrangements had been made to make this draft available to two schools recommended by HMII as having a good pupil care organisation. Mr Smyth, Mr Adams and Mr Bain would visit the schools to discuss the paper and their reaction to it.

Chapter 12

5.11 The statements made in PDC/W/56 about how to handle liaison committees might come into this chapter.

Chapter 13

5.12 The paper on teacher education had already been discussed. It was hoped to find time to consider the implications for education authorities and for the CCC structure in groups.

Chapter 14

5.13 This had already been referred to.

Chapter 15

5.14 The case studies would be dealt with in groups.

Chapter 5 - Towards Curriculum Design - Structuring Principles

5.15 Mr Smyth reminded PDC that by the end of Chapter 4 there will have been a consideration of the permeating principles. He now proposed to use this general framework based upon an earlier Sub-group A proposal.

(a) areas of understanding and competence. These had previously been referred to as forms of understanding but because of epistemological problems Mr Smyth proposed that the new term is adopted. He suggested that a spectrum running from practical skills to explanatory theories existed and that it was possible on that continuum to identify points at which these understandings and competences grouped together.

(b) themes of practical concern e.g. multicultural awareness, healthy living, technology etc.

(c) specific aspects of learning to learn; access and retrieval skills including computing

5.16 Nine such points were suggested:

(i) <u>understanding human behaviour</u>

This is helping children to reflect on their own inner space. In the note of reservation to the Munn Report, Mr Gordon Kirk wanted this area looked at in terms of sociology nd psychology but this had not bee accepted by the Munn Committee. Mr Smyth suggested that it should appear in our report with a strong emphasis as it already exists in the reality of the curriculum in e.g. drama, literature, history and art and does not have to be introduced. Mr Smyth suggested that a number of ways of dealing with this area through separate subjects, co-operative approaches, topic studies, thematic work and projects. He would also see this area linked to the models described in the Ways and Means chapter.

(ii) <u>Social understanding</u>

The social organisation and relationships that affected children's lives. This is part of Munn's social mode.

(iii) <u>Understanding the physical world</u>

(iv) <u>Mathematics</u>

Involving both understanding and application.

(v) <u>Practical manipulative skills</u>

(vi) <u>Physical development</u>

(vii) <u>Artistic, expressive and appreciative development</u>

(viii) <u>Language awareness</u>

This is an awareness of how language operates and is different from the previous reference to language development as a permeating factor. This is the place for modern languages and also links with (ii) above.

(ix) <u>Religious understanding</u>

This might include morality.

These try to provide an unthreatening way of linking the primary school with Munn's modes.

5.17 Mr Beattie asked what difference there was between (i) and (ii). Mr Smyth wanted to avoid any claim that these areas were separate from each other. He emphasised their usefulness as an analytic device which allowed schools to consider whether or not they were doing enought to develop a particular area. He suggested that the distinction between (i) and (ii) is the distinction between the subjective experience of life and the more objective ways of talking about society. He believed that (i) is not adequately promoted. Mr Beattie suggested that the term <u>aspects of experience</u> was a better term in that it stresses the development of the whole person

while areas stresses a separateness. Mr Smyth said he took the line
he did because of the emphasis on the child in the desirable
outcomes and the need to think about how to offer the child
experience outwith himself.

5.18 The term "language awareness" used in (viii) was discussed.
Mr Smyth suggested that this area is meant to cause children to
think about how the medium influences the message and was not sure
that "awareness" is the right term. Some discussion took place
concerning the relationship between language development and
language awareness. Mr Smyth emphasised that the purpose of
identifying this aspect of language was to make its purpose as a
medium clear. Mr Beattie however took the view that because it is a
medium it therefore permeates all activities and to include it in a
list of aspects would run the risk of separating it out again.
Mr Smyth argued that without such an aspect it would be difficult to
find a place for languages other than English.

5.19 Returning to the list presented by Mr Smyth (5.16 above)
Dr McClelland commented that it was possible to see how most of the
list is recognisable in activities formed in primary and secondary
schools. However (i) in the list did not seem to be in the same
category and, although he recognised its importance, he wondered if
it could be translated into activities in school. He suggested it
might come into the same kind of category as problem solving.
Mr Smyth replied that at an advanced academic level it came into
psychology and could have an independent existence. He suggested
that a reluctance to recognise it could be cecause it did not link
to traditional school subjects. Mr Smyth suggested that activities
in school such as reading stories or poems and in creative writing
children were helped to compare their own inner experience with that
of others. Mr Adams said that he argument for including such a
category was that it is neglected at the level of curriculum design.
Mr Menzies said that he took the argument to be that there is a need
to bring this area to the surface, particularly in 10 14, and it
can then develop post S2 as an actual area of study. He could
however see teachers arguing that the base teacher would do all of
this as it brings together aspects of social education and guidance.
Mr Menzies felt that there is value in identifying (i) along with
the others as curriculum provision.

5.20 Mr Beattie pointed out that at one stage PDC was beginning to reduce
the list of areas. He felt it would be easier for primary teachers
to cope with fewer areas. He remained doubtful about listing them
as areas of understanding. Mr Smyth saw the problem that it was
possible to see (i) disappearing as it had done in the Munn
curriculum. He felt the usefulness of the approach he had taken is
that we are not trying to base the areas on epistemological
arguments. Mr Paton found the word "competence" difficult and
under strain when applied to all of the areas. Some are areas of
understanding; some areas of competence; some are both.
Mr Beattie repeated that he found aspects useful for that reason.

5.21 Mr McNicoll explained how COSE has attempted to relate Munn's modes
to the 16 18 age group. The original 8 modes have now been
reduced to 4 areas of experience. COSE had found advantage in
broadening the modes and the danger of relating subjects to modes
was reduced. The areas of experience are specialist/vocational

activities, communciation (including numeracy), personal development and a creative/aesthetic/problem solving area. Mr Smyth said that while a small number of categories could be a good thing PDC had to offer teachers a way of reviewing their work. Such a checklist could need more categories. Mr McNicoll also explained that Munn had a balance between core and options, 16+ was fully optional and he was 10 14 as suggesting a full core. Mr Paton felt that there could be problems with calling the 10 14 curriculum a full core. He agreed with Mr Beattie that the term aspects should be used. This was supported by Mrs Shiach who pointed out that in this way (i) could remain in the list. Without (i) it was too easy to link the rest with curriculum areas and time slots. Mr McNicoll expressed the concern that something would be invented to fit (i).

5.22   Mr Beattie asked about the location of the discussion of <u>social education</u>. Mr Smyth felt that it ought to be a permeating influence and related to the discussion of school ethos, teacherpupil relationships in Chapter 4. Mr Beattie suggested that it was on the same level as language and an aspect of learning to learn together in the social context of the school. Mr McNicoll suggested international and multicultural education should be linked to social education.

5.23   It was agreed that Mr Smyth would complete the draft of Chapter 4 and put it to a group made up of Mr Mullen, Mr Menzies, Mr Beattie, Mr Bain and Mr Mowat.

<u>Comments on draft Chapter 4 (PDC/W/66)</u>

5.24   Page 1, paragraph 2. It was agreed to delete "between ... what".

Page 1, paragraph 3. second last line move the word "only".

Page 1, paragraph 3. Mr Beattie produce a sentence which avoids giving the impression that it is possible to work on one or two areas without relating to an overview of the implications of 10 14 for the curriculum.

Page 2, paragraph 2. "produce oriented" to be amended.

Page 3, list. Dr McClelland found the sequence odd in relation to the process of curriculum development. He suggested a reordering but it was agred that it was important to begin with the reference to the hidden curriculum.

Pages 3 4. It was agreed that the discussion of the "language of education" should move to a new location and that an agreed definition of "curriculum" should be sought. A suggested definition would be sent to members for comment.

Page 4, paragraph 2. Need to emphasise intervisitation as part of the process of understanding.

Pages 4 6. The section headed "The Hidden Curriculum" was discussed and it was agreed that Mr Menzies would review and amend this section to clarify what is meant by that term.

Page 7. Mr Beattie expressed concern about the amount of detail.

He suggested that we should simply refer to the argument that there are a number of distinct ways of understanding. He felt that linking various terminology could expose the argument to criticism. Mr Bain felt that the section was relatively neutral. Mr Beattie undertook to produce an insert which developed the use of the word "understanding".

Page 9, paragraph 2. It was noted that the emphasis on problem solving was to enable children to understand how knowledge and understanding come into being. It was agreed that in the last sentence the words "in an era ... change" should be amended.

Page 11, paragraph 1, lines 1 and 2. The reference to a "new vocabulary" should be checked.

Comments on draft Chapter 7 - Learning and Teaching PDC/W/68

5.24   Mr Adams introduced the paper which had been prepared in association with Mr Beattie. He said that the drafters were aware that a number of issues could have been developed further and that members might feel certain issues had been left out. An additional insert on the use of resources had been prepared and would be located somewhere in this chapter.

5.25   The difficulty of relating a mastery learning view of learning and teaching to a process view was discussed. Mr Mitchell suggested that the view expressed by Nisbet and Shucksmith is useful in saying that there are different ways that people learn and it depends upon context. Mastery learning might not be the most effective way of learning something. Mr Smyth referred to the DES publication English 5 - 16 which lists objectives and processes and suggested that they do not sit well together. He felt a danger of emphasising objectives is that they become targets which some are going to fail to meet.

5.26   Mr Mowat referred to para 6.7 and said that he found this difficult. He felt that the reference to diagnostic assessment preceding learning could be translated into testing before and after teaching. He believed the emphasis should be on assessment throughout the teaching process. Mr Adams suggested that this was the intention and that it was the theme of the chapter on Assessment which would follow.

5.27   The suggestion was made that the chapter should have a summary and that the recommendations should be more clearly stated. Mr Menzies suggested that a list of questions at the end of the chapter might be helpful. The placing of paras 6.9 and 6.13 was questioned but it was explained that the whole of section 6 tried to draw together ideas from the previous sections. 6.9 referred to learning experiences, which had been dealt with fully in Section 4, and 6.13 led into the next chapter on the purpose and use of assessment.

5.28   The references to co-operative teaching in Sections 3 and 4 were mentioned and it was agreed that the emphasis should be on the joint enterprise rather than on simply working alongside someone else.

5.29   It was agreed that the final drafts of chapters would use the word

"we" rather than "Education 10 - 14 PDC".

Chapter <u>15</u> - <u>Case</u> <u>Studies</u>

5.30 It was agreed that Mr Adams would review the Mintlaw material from Mrs McDonald and Mrs Shiach with a view tb including in the report.

<u>Suggested</u> <u>amendments</u> <u>to</u> <u>Chapter</u> <u>8</u>

5.31 Mr Adams produced a list of proposed amendments (PDC/W/78) based on comments received from Dr Drever of Stirling University.

1. It was agreed that Sections 1.1 to 1.7 would remain in the agreed format and that consideration would be given to the other proposals.

2. Accepted.

As there was no time to complete the consideration of PDC/W/78 it was agreed that the proposed amendments would be incorporated into the draft chapter and circulated to members for comment.

6. <u>Date</u> <u>of</u> <u>Next</u> <u>Meeting</u>

The next meeting of the PDC will be on 25th April 1985 at 10.30 am in New St Andrew's House.

MINUTES of the nineteenth meeting of the Programme Directing Committee, Education 10 - 14 Programme, held in New St Andrew's House, Edinburgh, on 25th April 1985 at 10.30 am.

1.   PRESENT: D G Robertson (Chairman) (from 2.30 pm)
                        J K Beattie (Secretary)
                        W H Bain
                        J Mowat (Acting Chairman)
                        A McKenzie
                        D Menzies
                        E Mullen
                        G Paton
                        N Pepin
                        D Shiach
                        S B Smyth) Programme Co-ordinators
                        F R Adams)
                        F Gordon (Assistant Secretary)

2.   <u>APOLOGIES</u>

Apologies were received from the Chairman, who expected to arrive late, A Shuttleworth, D McNicoll, HMCI S E McClelland, HMI J Mitchell and D Campbell. Mr Campbell had intimated a willingness to tender his resignation to the PDC because of the difficulties he had experienced in attending. This was noted but it was agreed not to take up Mr Campbell's offer. Apologies from A Cumming, S Riungu and R W Tait were also noted.

3.   <u>MINUTES OF THE EIGHTEENTH MEETING HELD ON 19TH MARCH 1985</u>
        (PDC/MIN 18)

3.1   The minutes were accepted as a true record.

4.   <u>MATTERS ARISING</u>

       <u>Visits to Schools re Pupil Care</u>

4.1   Mr Smyth reported that the draft chapter on Pupil Care had been discussed with staff at Inveralmond Community High School and at Holyrood Secondary, Edinburgh. Mr Adams and Mr Bain had each been involved in one of the visits. Mr Smyth reported that much of what was being recommended in Pupil Care was already happening at Inveralmond High. The contrast between the two schools was that in Inveralmond all staff up to principal teacher level acted as base teachers and the AHT involved did not allow this time to be used for administrative purposes. At Holyrood difficulties had been experienced because of the practical problems identified by principal teachers. PDC in discussion identified the role of the head teacher as being crucial in terms of the support he gives to AHTs in promoting pastoral care work of this kind.

4.2   There was discussion on whether or not the 10 - 14 Report should refer to existing practice where it is known to PDC in order to indicate that recommendations contained in the Report had been tried

in reality. It was agreed that this should be done where possible, without naming schools.

4.3   It was noted that a summary of the Pupil Care chapter had been produced.

Time Weighting

4.4   This would be taken under item 5 in the agenda.

Teacher Education

4.5   Reference was made to an article in "The Scotsman" by Mr Gordon Kirk, Principal of Moray House College of Education, on the subject of teacher education for teachers of S1 and S2.

4.6   Mr Smyth informed the Committee that Chapter 4 of the Report had been redrafted to include reference to middle schools and a discussion of a new category of teacher. Mr Paton had also produced a draft on the new category of teacher. PDC went on to discuss the new drafts and also took note of the points raised in Mr Kirk's newspaper article. Particular reference was made in discussion to the need for authorities and colleges of education to provide in-service on a structured basis for teachers who had been in post for a number of years.

4.7   It was agreed that the material produced by Mr Paton on the new category of teacher would be incorporated into the draft Report and that Mr Smyth's reference to middle schools would also be included in the appropriate place.

Costing

4.8   Mr Smyth reported that as it had not been possible to involve Mr C Cumming of Moray House College no further action had been taken. He believed that sufficient information on the resource implications of running meetings and developing programmes had been provided from the Mintlaw and St Modan's sources. Mr Page of St Modan's High School had written to Mr Smyth making reference to the amount of time and energy that staff required outwith the demands of formal meetings.   It was agreed that PDC should take account of this.

Implications for CCC

4.9   Mr Menzies reported that he had made notes on the implications for the CCC in the period immediately following the publication of the Report. These referred to the need for a small group to continue in existence in order to supervise a programme of activities in association with CCC committees, education authorities and colleges. Following a meeting with Mr Adams he had extended his thinking to include wider implications for the CCC structure. Mr Smyth confirmed that the CCC Executive had set up a small group to review the CCC structure and to make recommendations for the next CCC. This group had set itself the target of reporting by February 1986. The recommendations of the Education 10 - 14 Programme would be taken into account.

4.10   Mr Menzies agreed to expand his notes into a draft paper which might

be incorporated into the implications section of the Report.

Thorn Primary Case Study

4.11 The Committee discussed PDC/W/84, a report on the micro-electronics development work at Thorn Primary in order to make a decision on its incorporation into the 10 - 14 Report. The point was made that much of the Thorn Primary Report referred to expected developments rather than present development and that there was little or no reference to the relationship with the secondary school. It was agreed that it would be better to wait until later in the development before attempting to formalise the Project into a case study.

4.12 The PDC went on to discuss case study material in general. It was suggested that it might be necessary to categorise case studies in some way. The Mintlaw case study, for example, gave a great deal of information on organisational and procedural matters and might be looked at from that perspective rather than as an Environmental Studies/Social Subjects case study. Mrs Shiach informed PDC that Grampian Region was considering the publication of the Mintlaw Project material and it was noted that this would affect the way in which PDC would refer to the material.

Old Chatper 8 - PDC/W/44

4.13 Mr Adams reported that no further emendations to PDC/W/44 had been received and it had been incorporated into the draft Report.

5. REPORT OF MEETING OF AD HOC GROUP OF SUB-GROUP A (PDC/W/86)

5.1 Mr Smyth summarised the position reached. The problem lay in starting with areas of experience when the actual starting point in schools was in time allocation to departments. Mr Beattie reminded PDC that it was committed to reducing fragmentation but it was difficult to know how much to say. The problem lay in developing from "old custom" to something different in the future. He took the view that the issue of whether or not time should be in half day blocks was separable from time allocation. Mr Mullen felt that PDC had to seek a compromise and had to give some examples. He was unhappy with the use of the term "half day" as it meant different things to different people. He made reference to a paper by Mr Mowat which discussed the total time allocation over two years. He felt that this approach could be taken in combination with a 25 period week. Mr Smyth expressed the view that it would be a task for local planning groups to take overall time allocations and to make recommendations for their circumstances but PDC had to be able to show that possibilities exist which are real options.

5.2 It was agreed that Mr Mullen would attempt to draft a paper, in consultation with Mr Beattie, taking these issues into account for discussion by the ad hoc group of Sub-group A.

6. REPORT FOR CCC EXECUTIVE

6.1 By agreement item 7 on the agenda was taken out of order at this point.

6.2   The comments on the proposed Chapter XI were discussed. The view was expressed that in discussing the reallocation of time in the S1/S2 curriculum the emphasis should be on the giving of more time to practical and aesthetic activities rather than the reduction of time to English, Mathematics, Modern Languages and Science. It was also suggested that certain "entry behaviours" are needed for S Grade courses and that the reduction of time to some curricular areas could reduce the quality of the children's learning experiences.

6.3   The "clock diagram" on page 4 of the paper was discussed and it was agreed that the format appeared to support the links among the aspects and give a context for the specialist contributions of secondary teachers. It was however also agreed that the way the "climate for learning" was represented was not appropriate.

6.4   The Appendix, Understanding and Using Mathematics, was discussed. The point was made that practical mathematical work needs time and if the Report suggests a reduction of time it must be on the basis that we are sure the understanding is being developed elsewhere.

6.5   The following comments on other sections of curriculum design were noted.

    (i)   Mr Beattie had some reservations about combining moral and religious education.

    (ii)   PDC should read and comment on the sections on physical development and expressive and appreciative activity.

    (iii)   Mr Menzies would expand the expressive and appreciative activity section to deal with drama at greater length.

7.   NEW CHAPTER 4 (PDC/W/79A)

7.1   The problem of suggesting that there might be one person in charge of the curriculum was discussed. It was suggested that regarding 10 - 14 as an area might help to sell the idea.

7.2   It was noted that in many cases administrative and pastoral responsibilities were linked.

8.   FORTHCOMING MEETINGS

Sub-group A ad hoc group: meeting on 9th May in SCDS Edinburgh Centre, at 10 am.

Programme Directing Committee: meeting on 6th June in New St Andrew's House, Edinburgh, at 10.30 am.

EDUCATION 10-14 PROGRAMME

MINUTE OF THE EXTRAORDINARY MEETING OF THE PROGRAMME DIRECTING COMMITTEE
HELD ON THURSDAY 6TH JUNE 1985 AT 10.30 A.M. IN NEW ST. ANDREW'S HOUSE
EDINBURGH

Present: Mr. D. Robertson (Chairman)
                Mr. F.R. Adams
                Mr. W. Bain
                Mr. D. Menzies
                Mr. J. Mitchell, HMI (a.m.)
                Mr. E. Mullen
                Mr. A. McKenzie
                Mr. G. Paton
                Mr. N. Pepin
                Dr. A. Shuttleworth
                Mr. S. Smyth

Apologies: Mrs. D. Shiach, Mr. D. Beattie, Mr. J. Mowat, Mr. D.
                Campbell, Mr. D. McNicoll, HMI, Mr. McLelland, HMCI

1.   Mr. Robertson welcomed the Committee and introduced the
        discussion.

2.   Mr. Smyth spoke briefly about tabled papers:

        (a)   PDC/W/92   -   Mr. Adams' summary of CCC reactions to
                                the PDC Report   (in its current form) at
                                the 4th June meeting of the CCC.

        (b)   PDC/W/91   -   Mr. Beattie's reaction to CCC comments
                                at the 4th June meeting.

        (c)   PDC/W/93   -   Dr. Munn's formal reply to Mr. Robertson's
                                letter (prefacing the current PDC Report
                                version) sent to CCC. This concerns
                                implications (p.137) for the CCC's own
                                substructure, to be known in June 1985.

        (d)   PDC/B/64   -   Keri Davies' paper about science, which
                                is in line with PDC views, should be
                                considered to see whether it affects our
                                Report.

3.   Structure of the PDC Report

        The following suggestions were made by PDC members:

        (a)   "Ways and Means" should follow Chapter 7, since the Report
                sets out general curriculum design principles, summarises
                them in Chapter 7, and should then explain how to put
                them into practice.

        (b)   "Ways and Means", in its final form as a chapter, will
                affect Chapter 13, which should not repeat "Ways and Means"
                comments about the management structure, and that structure
                must be considered earlier in the Report. There must
                be changes made to Chapter 13 as a result; it also received
                the most serious criticism from CCC members for its resource

(c)   A different view is that the Report, as it stands, falls
        into three sections Curriculum, The Child, and Management
        - and this should remain. In support of this is the feeling
        that assessment should not be divorced too much from
        curriculum or be seen as an end-piece.

(d)   The placing of a section on "The Child" after "Curriculum"
        will cause criticism - but the Desirable Outcomes do deal
        with the individual child at a very early point in the
        Report.

(e)   Different sections of the Report could be aimed at specific
        audiences.

(f)   PDC recommendations should be made crystal clear - e.g.
        a teacher who reads the Report should know what he or
        she ought to do first in that school. One reader, outside
        the PDC, believed the Report resembled a 1970s statement,
        in emphasising the individual child's development and
        the teacher's responsibility, but also in being
        insufficiently hard-edged about the structure of management,
        systems, and assessment. Teachers should receive clear
        advice on what to do, with recommendations set out at
        an early stage. These included proposals on resources,
        teacher time, consultation time, planning time etc.

        There is also a danger of PDC underplaying recommendations
        because they would require additional resources; some
        CCC comments implied that the PDC approach would be
        extravagant with resources, while other CCC members argued
        that PDC should not weaken its preferred gradualist
        approach. The CCC views were that PDC must justify what
        it regards as the ideal approach and show staging posts
        along the way. (Comparisons with Standard Grade and 16-
        18 developments were made at this point in PDC, and
        references to COSE's study of the 12-18 curriculum. PDC
        rationale would fit that study well.

        PDC, it was felt, should not weaken on the fundamental
        idea of the local management team and of the teacher's
        taking responsibility, but could recommend a first
        line/second line/third line piloting approach. We should
        recognise the resource implications for a local authority
        of undertaking these developments in all its schools at
        the same time. Specific schools could pilot the
        development first.   At present, some schools have a basic
        background of 10-14 experience on which to draw;   others
        have not.

        There is a danger of individual groups of associated schools
        each reinventing the wheel; in fact, curriculum guidelines
        and experience on which to draw already exist. "Partnership
        for Progress" should set out a precise agenda, and help
        each group of schools identify its priorities. (PDC members
        discussed the "top down" approach, which tended to be
        linked with saving money). Mr. Mitchell believed that
        pacing was even more important than money: there is a
        limit to teachers' capacity to adapt and they must be
        allowed to pace themselves.

(g)   The PDC view about piloting the "partnership for progress" in specific schools must be made explicit. This might require a chapter in itself, possibly after chapter 14, since placing it in "Ways and Means" may make this unclear.

4.   **Mr. Mitchell spoke about PDC/W/92** - SECTION 1

(a)   The HMI S1-S2 document will be considered by Dr. McLelland and the Senior Management Group (SMG) of the HMI in June 1985. An advance copy of the report should be available to PDC by the end of June, and it will be published in September 1985.

(b)   Chapters 3 and 4 in the HMI S1-S2 report have now been coalesced and generalised, with specific details of subject provision placed in Appendices. There has been no change in the report's substance.

(c)   The PDC's contact will remain with Mr. Mitchell and not with Miss McFarlane.

The PDC discussed CCC reaction to the Education 10-14 Report, as summarised in PDC/W/92 and considered by Mr. Beattie in PDC/W/91. Mr. Robertson had spoken at the CCC meeting about Chapters 1 - 3 and "Ways and Means"; Mr. Smyth about Chapters 4 to 7; Mr. Adams Chapters 8, 9, 12; Mr. Beattie Chapters 10 and 13; as well as "Ways and Means".

Paragraph 2 in PDC/W/91

5.   2a to d - Warm approbation had been expressed for the way in which the PDC Report was written. However, the structure of desirable outcomes, 9 aspects of experience, 7 permeators, 6 themes of practical concern, was felt to be too complex.
Mr. Beattie accepted (PDC/W/91) that PDC must act on this point, e.g. by moving themes of practical concern to chapter 5. (Comparisons were drawn between health education and media education, which is a more recent development and appears less frequently in schools.) Most CCC members could not see the difference between aspects of experience and themes, but saw this once it had been discussed on 4th June. PDC could point out that within these aspects there are themes of current importance, highlighting issues which are best studied in the 10-14 age group.

2e   - The reference to equal opportunities illustrates that PDC could add to the list of 'themes of practical concern' endlessly.

2f - A failure to link the Committee on Technology's definition of technolgy with PDC references earlier in its Report was noted.
On the other hand Chapter 6   (p.55-56) . refers to computing and to little else, rather than computing as part of technology. The use of computers in society is more important here than "computing" as such. This section should be seen in connection with 6.29 - 6.41 (Practical Living). PDC should reconsider what the Report says about technology and the use of computers. The book, "In Place of Confusion" by Professor Black of Chelsea, could be helpful here - Mr. Adams had sent copies to Mr. Smyth and Mr. Mowat. (Technology seemed to involve more than informatics or information technology and to include the whole design line as well.)

2g - The view had been expressed that more could be said about current work on environmental studies on the Report, possibly within reference to "Ways and Means" and to "Partnerships for Progress".

6.   **Paragraph 3 in PDC/W/92**

Miss Cox had offered PDC the help of the HMI unit on managing resources in education. Mr. McNicoll's letter of 5th June, 1985 to the Chairman referred to this matter. The unit could consider the effect on staffing and time-tabling of a shift to practical/creative/aesthetic activities in S1-S2, with some class sizes being smaller, more teachers, teachers of a different kind, taking Assistant Headteachers away from other duties, etc. PDC could offer a range of models and possibilities for the S1-S2 curriculum since the HMI Unit would require clear specifications - and it can move quickly. (Peter Gibson's model could be valuable here). Those who could work on this are Mr. McKenzie, Mr. Menzies, Mr. Mullen and Mr. Campbell.

Another view is that costing based on national figures may not suit a specific Region, which is predominantly rural, urban, etc. There are various powerful national initiatives emerging - the national plan for microcomputers (June 1985) will draw upon unpublished costing by SCET. The COPE Position Paper recommended that the primary Head should be taken out of staffing ratios. It was suggested that this costing exercise by the HMI unit might distract attention from PDC recommendations and that it could be part of a more general exercise including the HMI S1/S2 Report. PDC's remit does state that costs and resources must form part of the Report's consideration: we must convince the CCC of our case.

7.   **Paragraph 4 in PDC/W/92**

In the CCC a strong plea had been made that there must be an enlarged justification given for the desirable outcomes. Others thought the whole report too long. Mr. Menzies' view was that Chapter 2 was too low profile and lacked some hot blood.

Mr. Smyth would look again at Chapter 2 in the light of these comments.

8.   **Paragraph 5 in PDC/W/92**

(a)   The CCC welcomed the clock diagram. Dr. Shuttleworth's suggestion to improve the boxes was accepted by PDC. One member of CCC (5c) raised an important issue about explaining recommendations about choice. The Report's matching of Munn Committee's modes (including PDC's development of language and literature) to the 9 aspects of experience should be retained. The danger of each subject teacher wishing to contribute to one segment only, and locate his subject there, was remarked by Mr. McNicoll, but the PDC felt their Report was clear on this matter.

(b)   One CCC member had remarked that, when the Report recommended new structures, it was disappointing to find it did not support modern languages in the primary school. The PDC believed that the Experiment of teaching French at the primary stage had actually ended in the 1970s, for other reasons.

(c)   As regards Chapter 6 section 2, "Living Together', Mr. Adams and Mr. Beattie,who drafted the first part, would discuss this later.

(d)   A number of specific points were made by PDC members:

   (i)   6.15 refers to 'surveys' but only one is quoted in the footnote.

   (ii)   6.16. Mrs. Shiach's point about omitting references on p.97 (PDC/W/87) may affect this paragraph too.

   (iii) 6.17. Include "at end of 6.19" rather than "in Chapter 10".

   (iv)   6.55. 'Program' instead of 'programme' in several places.

   (v)   6.70. 'and' instead of 'all'.

   (vi)   It would be PDC practice to give the source of all quotations.

(e)   During discussion about 6.42-47 ('Physical development and Well being' references were made to differences between boys' and girls' physical development; children's backgrounds and their significance for teachers' approaches in the classroom; the fact that many children were entering primary school at an even earlier age than before and transferring to secondary well before 12 years; the wide age range in P6 and subsequent classes, partly because of parents' placing requests.

Reference in 6.42 to "relatively immature" might add the word "physically":
"Born to Fail?" was an important source but it was now 12 years old, and more recent sources might be mentioned also.

This section (6.42-47) might be the best place to refer to physically handicapped pupils' integration into mainstream schools, in 6.45, first sentence, where the argument could be tightened to take account of their special needs and physical development. Children with mild mental handicap could also be referred to at that point.

Mr. Smyth and Mr. Adams would consider including points about creating adequate back up resources for physical needs/physical education in line with child guidance and educational psychologist responsibilities for pupil care.

(f)   In   response   to   6.20-28 ("Understanding and Using Mathematics") a secondary adviser in Highland Region considered 6.2023 platitudinous and strongly disagreed with 6.24 on reducing time for specialist mathematics teachers. A primary adviser from Highland was more positive in his reaction.

COPE responses included interest in the PDC's emphasis on mathematics in use and its relevance - but COPE members felt that there was more to maths than a narrow view of relevance. there was very little reference to employing calculators and computers in the Report and some felt that the PDC were dealing with past problems rather than those of the 1980s. 6.27 examples about bank interest sank like a lead balloon. This section could be rewritten to show that there is more to maths than social arithmetic; it should also refer to the new report on Environmental Studies. One Primary Head Teacher hoped the Report would say more about specific curricular areas, but this was regarded by PDC members as unrealistic.

Specific points included: 6.24 - it would be unfair to state that 'mathematics should be learned only through...' and 6.26 - 'This may sound ..... expert witnesses that' might be omitted.

(g)   The CCC were happy with 6.29-41 ('Acquiring and developing skills for practical living')

(h)   As regards 6.48-56 ('Expressive and appreciative activity') more might be included about visual education and visual arts. Mr. Beattie's paper has some points to make about this. Mr. Menzies was asked to look at art, music, and literature in this section.

(i)   The CCC applauded 6.57-68 ('Understanding language')

Language across the curriculum is related to teachers' modelling language, and primary schools were moving in similar directions to S3-S4 in the use and understanding of language. That commonality was mentioned in 6.18, with reference to Science, and might be referred to in this section also, with evidence that there were similar directions of movement.

Paragraph 6.61 was studied - the main point must be clear after its introduction, while "transparent" and "visible" might be reconsidered.

6.66-68 (on Foreign Language) were discussed with respect to Mr. Menzies' and Mr. Mullen's views. To gain benefit from foreign language learning, pupils had to reach a certain level of competence - and that required a lot of time and effort, at the expense of other valuable things. Therefore it becomes very difficult to recommend that all S1 and S2 pupils should do a foreign (modern) language

7.

course. The PDC want every pupil in 10-14
to experience the whole curriculum, but this
is a special problem: <u>Either</u> we hold pupils
back from studying foreign languages until
S2, <u>or</u> we are allowed to try them in S1 and
they opt into the languages in S2 if they
recognise their value.

Mr. Menzies recalled the "North Berwick
concordat" with Mr. Mitchell: You may offer
a course in, for example, French providing
that it takes its rationale from 3 points:

(i) it offers an entry into French culture,
including   the use of language by French
citizens

(ii) it helps general language awareness

(iii) every pupil (including mildly mentally
handicapped   pupils) can handle it with
some success - that   is up to the teacher.

The HMI S1-S2 Report indicates that modern
language time is relatively constant in those
years but these approaches require less time
than continuous instruction in the language.
"Ways and Means" includes modern languages
and shows how specialist teaching in them
should begin in S3.

(j)   6.69 - 6.74 <u>('Religious belief and moral judgement')</u>

Paragraph 6.71 line 6 refers to page <u>14</u> now.

(k)   <u>Chapter 7 in the Report</u> provides a summary which PDC members
       praised. CCC members proposed that there should be a
       precis of the Report for parents, School Councils and
       other readers - as there was for Munn, Dunning and Pack
       Reports in 1977.

(l)   <u>Chapters 8 and 9 in the Report</u> should be ventilated and
       reconsidered; Mr. Smyth would rewrite one chapter. Mr.
       Adams would look at 8.40-52, partly because 8.49-50 seem
       repetitive. Remarks at CCC on the decline of mixed ability
       teaching (of para 8.15) in England led to discussion about
       whether the Report should specifically justify this
       approach. This should remain part of "Learning and
       Teaching", and could be looked at by Mr. Adams and Mr.
       Bain. Primary teachers have a better chance than secondary
       to plan in a sustained way for these approaches to
       organisation and teaching. Specific suggestions were:

       (a) to replace in 8.15, line 1, the word "recommend"
           by "accept", and (b) to ask which pattern of
           organisation appears to meet best the Desirable
           Outcomes.

(m)   **Chapter 13 ('Partnership for Progress')** received most criticism, although opinion was divided within CCC.

Some CCC members believed that the recommendations were good in theory, but extravagant in practice; others argued that the PDC should continue with its proposals. PDC members believed that a "top down" approach was not effective and that the Report should be clear in its recommendations and resource implications, if continuing partnership and curriculum coherence are valuable. The central points are that:

    (i)   we are dealing with real children moving from real primary schools

    (ii) we are concerned with curriculum development and with the professional development of teachers

    (iii) resources have to be made available because there is such a demand being made on teacher time.

(n)   **Chapter 14**

It was felt by the PDC that no additions should be made to the section on middle schools, especially since many secondary schools already had declining rolls.

Mr. Beattie thought that the implications for colleges of education, teacher training, and education authorities should be extended. Mr. Paton would consider Professor Morrison's views about teacher education, including issues of process and relationships between course content and skills training. The PDC report as a whole has implications for teacher education.

In discussion about recommendations to CCC about the future structure of CCC, several points were made.

    (i)   P.137-138 (Chapter 14:38). We require to state our views about the general committee structure more fully and clearly . The PDC should contribute to CCC's thinking on these matters.

    (ii) We should also say something about cross-sector work, such as mathematics and other areas, relating 10-14 work with 3-12 and 14-18 work.

    (iii) COSE are considering the whole 12-18 curriculum and the HMI are also re-forming their stages structure.

    (iv) We must continue to have a COPE and COSE simply because primary and secondary schools are different institutions. Mr. Smyth had suggested there be a permanent sub-committee on 10-14, drawing members from COPE and COSE and attending to 10-14 issues. He now felt that there must be something more elaborate, but that a 10-14 sub-committee should form a core; its job would have to include supervising and coordinating necessary developments

such as producing models and issues papers, promoting national developments, dealing with links between COPE and the Modern Languages Committee, considering Maths 10-14, looking at projects in environmental studies, primary science, PEAPS.

We must face schools with the developments from these major initiatives and ask how they will build on them. Certainly we must have a machinery which genuinely recognises that secondary schools' work must build on that of primary schools.

(v) The statement to the CCC could be developed by writing, "We have confirmed this statement but here are a few additional points." Mr. Smyth and Mr. Adams would deal with that.

9. **Ways and Means**

Mrs. Shiach has told the PDC that there is a new, more refined case study from the Mintlaw Group of schools. It is entitled "Heritage" and will be available by the end of June, with the permission of Grampian Region. The Mintlaw study must be included in the PDC Report with reference to its structure, as a step to publication of the study. There should also be references in the Report to the St. Modan's work, to show our recommendations are feasible.

At the last meeting on "Ways and Means", Mr. Mullen, Mr. Mowat, Mr. Beattie and Mr. Smyth came to a resolution, with two papers as the outcome; these papers fit together well and can be drawn together. Mr. Beattie, Mr. Adams and Mr. Smyth will use the papers to provide a draft, for comment by PDC members. Teachers should be able to discuss models and examples for comparison and contrast with their own previous experience and there is a need for "Ways and Means" to make clear proposals for S1-S2.

10. **PDC/W/88**

Mr. Mullen spoke about this paper, pointing out that if a management team in associated schools is to organise the curriculum and respond to the clock diagram, collaboration between primaries and secondary, and between secondary departments, is essential. The PDC require "shake up" factors to prevent splintering and closed doors. We must bring committee members together as early as possible. The co-ordinating team for associated schools must present a synopsis for change to the entire staff, emphasising the clock diagram and the Desirable Outcomes. A central question for the team is how to start. This requires a policy about language, learning difficulties and assessment; creating a policy is difficult and it is harder to put into practice. There must be a statement about e.g. co-operative teaching, assessing certain things common to all departments; principal teachers must talk, and work, together. The PDC should include stages 3 and 4 in practice.

Mr. Smyth believed that Mr. Mullen's paper fitted well with Mr. Beattie's paper and his approach about the unique contribution which specialists can make and how teachers can talk to each other.

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Mr. Mullen pointed out that if we are going to break down barriers we cannot cope with a whole school policy all at once. Redistribution of time in the curriculum must begin at an early stage, but this does not provide extra time to teachers in order to provide more of the same content. If modern language periods go to other departments, according to their strengths, there must be consideration of how this will be used - e.g. language, communication in art, writing in technical subjects. The mechanics of this should be in an appendix.

The paper refers to "groups of subjects" rather than "faculties". Stage 2 departments would draw upon other teachers' Stage 1 experience. The most important uniting factor in the clock diagram is the aspect "Understanding Self". The table in page 4 (PDC/W/88) provides a management structure - groups of subjects can be identified with elements in the curriculum. All teachers should be shown the structure and work to design themes of content and activities, underpinned by 'themes of practical concern'. All departments should respond and their contributions should be monitored to see what they have covered. The 'time out' (which should have a different name) can accustom teachers to forget their routine timetable and think about their work.

The following meetings were arranged:

1. Monday, 24th June at 10.00 a.m. in SCDS, Moray House College - Mr. Adams, Mr. Beattie, Mr. Menzies, Mr. Mowat, Mr. Mullen, Mr. Smyth, Mr. Bain, Mr. Robertson).

2. Thursday and Friday, 10th-11th October - PDC Meeting

"Letting a hundred flowers blossom...."

A study of educational policy-making
in Scotland in the 1970s, 1980s and
early 1990s: formulation, implementation
and dissemination, using the 10-14
Report as a case study.

Volume 3 (of 3 volumes)

by .

Brian Boyd M.A., M.Ed

being a thesis submitted for
the Degree of
Doctor of Philosophy
in the University of Glasgow

Department of Education : Faculty of Social Sciences
University of Glasgow
July 1992

APPENDIX 3 COSTING COMMITTEE MINUTES
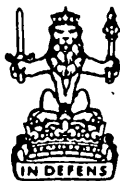
SCOTTISH EDUCATION DEPARTMENT

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MR S B. SMYTH
25 HIGHFIELD COURT
LINLITHGOW

Please reply to The Secretary
Your reference

Our reference

Date 20/3/86

Dear Sydney,

10-14 COSTING

I enclose for your consideration a draft note of the meeting of 28 February. Please feel free to suggest changes to the draft. Once I have received replies from PDC members I shall send out an agreed note.

May I say how much we appreciated the open and frank way in which the meeting was conducted. Moreover, the papers tabled at the meeting and the information received since 28 February are proving to be very helpful in preparing our plans. Please accept our thanks.

All good wishes.

Yours sincerely

Archie McGlynn.

A S McGLYNN HMI

EDUCATION 10-14 COSTING

1.   Draft Note of a meeting held in the offices of Tayside Regional Council on 28 February 1986 to discuss Time and Staff Implications of the 10-14 Report's Recommendations.

Present (representing the PDC): Mr D Robertson (in the Chair), Mr F Adams, Mr D Menzies, Mr J Mowat,   Mr S Smyth,   and   (representing   MER   Unit   HM   Inspectorate) HMCI Mr W T Beveridge, HMI Mr A S McGlynn.

2.   The discussion was based mainly on PDC Paper 95, and papers tabled by Mr Menzies (Time and Staff Implications), Mr Mowat (Borders Region staffing standards/numbers of teachers in secondary and primary schools, rates for supply teachers and secondary-primary feeder school networks in Borders), and Mr Smyth (letter from St Modan's High School, Stirling). The implications were discussed under three broad headings. Structures/Staffing of School Teams, Divisional/Regional Support and PDC 95 Recommendations.

Structures/Staffing of School Team

3.   The following 'allocations' were agreed for a secondary school of 800/900 pupils with 5/6 associated primaries of reasonable size.

For P6/P7   -   ~~total of 1.2 teachers per primary school~~ $0-4$.

> (1 HT for 0.2 per week) > 1 Day per week ———— 0.2.
> (1 AHT for 0.4   ) ½ Day a week.
> (8 Teachers for 0.2   2 Teachers   0.1 per week per teacher involved

For S1/S2   -   total of 0.8 teachers per secondary school
(1 co-ordinator for 0.2 per week ———
~~(6 teachers for 0.1~~   .08

4.   It was agreed that 'allocations' for secondary schools of 800/900 pupils with 10 associated primaries and 20 associated primaries should be drawn up. Mr Mowat's papers illustrated the secondary-primary network in the Borders, and he offered to provide suggestions to Mr Smyth (ACTION MR MOWAT). It was agreed also to produce 'allocations' for a 'large' (1500 + ?) secondary school (ACTION MR SMYTH).

5.   It was agreed that if "Nesting" were required (say 3 primary teachers and 1 secondary teacher to each "Nest") the time could be drawn from the allocation to P5/P6 and S1/S2 given in (3) above.

6.   It was agreed that the 10-14 co-ordinating teams might comprise 1 co-ordinator, 4 or more secondary teachers and 4 or more primary teachers (that is average 4 associated primary schools). The time could be drawn from the allocations given in (3) above. 'Consultants' would have to be added (How much?).   O . /

Divisional/Regional Support

7.   The 10-14 Team pointed out that almost a year before launching the 10-14 initiatve, Directors of Education would need to put plans to their committees. Immediately after agreement was reached, a 10-14 Staff Tutor would require to be appointed. Preliminary meetings with secondary and associated primary headteachers would be called. In-service materials could be produced giving the flavour of the initiative and suggesting possible lines of discussion. The staff and curriculum development model being recommended will involve all P6/P7/S1/S2 teachers. After the dissemination of ideas and briefing mentioned above, the school teams will be formed in each region and asked to send their proposals to the EA. Schools will undoubtedly be at different stages of development and will proceed faster and slower on their proposals so that a good spread will probably be obtained. Nevertheless the staff time will still be being used. [This would certainly allow a cascade model as an alternative.] (The pie chart giving adjustments to S1/S2 time will be modified rather than dropped from the Report so that it will still require consideration).

8.   The 'allocations' agreed below were based on a model of a Division or EA of about 30-40 secondary schools:

Advisory/Resource Services	-
10-14 Tutor -	1 tutor for 2 years (To be reviewed)
Divisional Briefing (Year 1)	
Per School (First Term)	- 1 day + 1 day school negotiation
(Second Term)	- 1 day school negotiation
Per 10-14 co-ordinating team	
(First Term)	- 2 days
(Second Term)	- 1 day
(Third Term)	- 1 day
Per Nest	
(First Term)	- 1 day
(Second Term)	- 3 days
(Third Term)	- 3 days

identify evaluate use of advisors, redeployed. All members to have a focus, but a review called for.

9.   At first sight it would appear that Standard Grade and National Certificate 16+ modules would account for all the available resources. The view of the PDC 10-14 team was that

National Certificate would have a relatively small effect on advisory and teaching resources in primary and secondary schools. It was acknowledged that the effect would vary across the country. With Standard Grade again primary advisory support and resources would be "unaffected" and once the first phase subjects were up-and-running, the main 10-14 themes (language, mathematics, science) would have been covered and so some secondary adviser time and teacher time would become available. This might be a reason for phasing in 10-14 after the first year or two of the full implementation of Phase 1 of Standard Grade.

PDC 95 Recommendations with Resource Implications

10.   Point 1(i) of PDC 95 is covered above in paragraph (3) and point 1(ii) in paragraph (8). 10-14 Tutor is the same as 10-14 Development Officer.

11.   Point 2(i) referred to the need to give senior management staff more time to manage the learning experience of children and was a general one covering all aspects of school curriculum development. The 10-14 time would be catered for as above in paragraph (3).

12.   Point 2(ii) was covered above in paragraphs (3) and (8). Point 2(iii) on supply teachers was the means of ensuring point 2(ii) – an adequate level of staffing in both primary and secondary schools to enable teachers to take an active part in curriculum and professional development.

13.   It was accepted that points 2(iv) and 2(v) had some degree of overlap but were not exactly the same. The provision of an adequate number of learning support specialists (as in Grampian) would provide, to some degree, the co-operative staffing in S1/S2.

14.   Point 2(vi) would require further discussion/investigation of the implications, for example, in relation to the mix and balance of secondary teachers accommodation and other resources as summarised in the amended pie-chart. The in-service implications are referred to below in paragraph (18).

15.   Point 2(vii) was unlikely to result in extra costs apart from training. The in-school training would be something like 10 half day sessions spread over a period of time.

16.   It was agreed that it would be difficult to get models to test out the recommendation in point 3(i). Mintlaw had attracted a significant amount of additional funding (DPC representatives mentioned MSC involvement). St Modan's was unlikely to be a good example, The work carried out in History at John Boscon and the Renfrew scheme on language arts for P6/S2, might be worthy of study. It was possible that no extra reprographic or clerical

resources would be required to sustain curriculum development at S1/S2 because they might be fairly well supplied already. Mr Mowat referred to work he had carried out in Borders Region. Mr Smyth agreed to send copies of the Grampian Learning Support Specialist paper, and the papers connected with St Modan's and Mintlaw to HMCI Mr Beveridge (ACTION MR SMYTH).

17. With regard to point 3(iii) it was agreed that 1 calculator per 5 children in P6/P7 would be adequate. For 3(iv) it was stated that the national plan recommended 1 microcomputer per primary class. It was agreed that it was arguable what proportion of a secondary school's resources should be allocated against S1/S2. The DTI software scheme sought to provide a good basis for the software, particularly via licences.

18. For point 4 (In-Service Training) the following were agreed:

There are certs additional to the point 3 centres

1 teacher per Primary School	-	1 month course on 10-14
(all teachers to be covered over a 5 year period)		

4 teachers per Primary School	-	1 week course
(all schools to be covered over a 5 year period)		

1 teacher in every 10 Primary Schools - 1 year course or equivalent
(should be completed over a 5 year period) by day release or by open learning

Divide by 2.

4(ii) would be covered, for example, by the Strathclyde co-operative teaching model.

19. It was agreed that a literature search on research and development would be useful and thereafter 10-14 PDC Team would help to identify which areas listed in Point 5 would still require investigation.

20. It was agreed that the 10-14 Team would not request additional papers or information from EAs at this stage.

Further meetings

21. 18 April at SCDS Moray House College of Education at 1400 hours, and 21 May at Tayside Regional HQ at 1400 hours.

MER Unit
HM Inspectorate
20 March 1986

EDUCATION 10-14 COSTING

1.   Draft Note of a meeting held in the offices of SCDS, Edinburgh Centre, on 18 April 1986 to discuss resource implications of the 10-14 Report's Recommendations.

Present (representing the PDC): Mr D Robertson (in the Chair), Mr F Adams, Mr D Menzies, Mr J Mowat, Mr E Mullen, Mr S Smyth, and (representing MER Unit HM Inspectorate) HMCI Mr W T Beveridge, HMI Mr A S McGlynn.

Draft Note of the Meeting of 28 February 1986

2.   It was agreed that the draft accurately recorded what happened at the 28 February meeting. The draft had been adopted as a PDC working paper and numbered PDC/W/100. Mr Robertson pointed out that PDC members had met to discuss the draft and had put forward paper PDC/W/104 in the form of emendations to the draft note, as better representing the position PDC should wish to be seen to take. Mr Beveridge thanked PDC members for paper PDC/W/104. The paper had taken the deliberations forward and clarified further the estimates of time and staff costs. The points in the Draft Note not covered in PDC/W/104 were agreed.

Paper PDC/W/104 (references are to the paragraph numbering as per Emendation column of that paper)

3.   Reference paragraph 3. Mr Beveridge said that the costing investigations would be founded on existing national agreements/standards. Staffing levels would be based on Red Book plus 6% for secondary schools and on Circular 1029 as amended and updated by, for example, Circular 1072, for primary schools, Circulars 991 (employment of additional teachers in schools serving urban areas of deprivation) and 826 (structure and complement of promoted posts in secondary schools).

4.   Reference paragraph 4(c). The primary (0.05 total FTE) and secondary (0.05 FTE) consultancy allowances applied to a catchment group, that is, a secondary school and its associated primaries.

5.   Reference paragraph 5(d). PDC accepted that the vast majority of teachers participated in S1/S2 teaching (in Mr Mullen's school, for example, around 24 teachers were concerned with English, Mathematics and Science in S1/S2) but pointed out that the actual number of teachers to be involved in co-ordinating teams/working parties would be as suggested in paragraph 5(d). One teacher would be selected to represent his or her department at 10-14 meetings/teams and to report back through the on-going school and

departmental committee structure (an illustration of a "cascade model"). Moreover the recommendation that no more than three topic areas should be undertaken at any one time would also restrict the numbers to a level in line with paragraph 5(d). Once a co-ordinating team had completed its first three topics it would move on to new topics. Mr Menzies agreed to provide information on initiatives in Lanark Division. (See also paragraph 9 below). It was noted that the topics overtaken would still require to be monitored/updated and that this would involve some additional time (say two or three meetings per year).

If 80% of teachers teach in S1/S2 the resource implications in terms of in-service training and time off would require to be costed. Early closures in the 14-16 manner might be one way. Some EAs (for example Lothian) co-ordinated closures of groups of associated primaries. Grampian had brought HTs of small, rural primaries together by providing supply teachers. In all at least five ways of bringing together HTs of small, rural schools were identified: supply cover, early closure, combine classes, residential weekends, and additional payment for working during holidays. Mr Robertson and Mr Mowat agreed to report back on the procedures adopted in Tayside and Borders respectively.

6.   Paragraph 6(a). After further discussion it was agreed that allowances should be given as follows:

The larger secondary school (ie over 1500 pupils): 0.05 teacher
Secondary schools with a large number of associated primary schools: 10% of the allowances listed in paragraph 4.

7.   Paragraph 8(a). The example referred to in paragraph (5) above illustrates the way in which a "cascade model" could work. Similarly co-ordinating groups within an EA (and, in the long term, nationally) would be expected to share experiences and curriculum material.

8.   Paragraph 8(b). The reference in PDC/W/104 to paragraph 7 was deleted and paragraph 8 inserted.

9.   Paragraph 8 (10-14 Staff Tutors). The figures quoted by PDC arose out of experience of existing 10-14 developments. A development programme equalled one topic area in secondary plus primary. A 10-14 Staff Tutor might be concerned with one topic area, for example, environmental studies, while in other cases a tutor might be involved with a range of topic areas. It was felt that tutors would be concerned with process as much as content, and that this cut across topics. The role to be played by the existing advisory service, and to a lesser extent by colleges of education, would have an influence on the overall deployment and workload of 10-14 Staff Tutors.

PDC members stressed the fact that the recommendation "up to three projects at any one time" had to be considered as a maximum. In many co-ordinating team areas one project at any one time was likely to be a realistic target. A primary school with one P7 teacher would be unlikely to be able to cope with more than one project. Projects would build up over a number of years. The phasing suggested in the MER paper "Cost Model A" might be optimistic. PDC members agreed to consider further.

10. **Paragraph 18.** HM Inspectors agreed with the principles expressed in this paragraph but felt that a trade-off of 50% would be difficult to justify. 10-14 called for a variety of in-service activities which would be additional to existing provision on 10-14. An allowance of about 10%, in Mr Beveridge's view, was about the most that could be achieved. It was agreed that PDC would have another look at the figures.

Progress/Plans for the costing

11. Mr Beveridge explained that the MER 10-14 costing team had met and tasks had been allocated (see attachment 1 to this note). He tabled a paper "Cost Model A". Model A was based on total acceptance of the 10-14 Report's recommendations including, in particular, the model of collaborative management of the curriculum. Each aspect/recommendation would be costed and added together to give a total on-cost. Set against each aspect/recommendation would be an allowance to take account of, for example, existing and related developments within national standards (extrapolated from national scale as appropriate) and some redeployment of available staff at national, EA and school levels. The total on-cost (or apparent cost) less the allowances for existing relevant developments would give the real cost of implementing 10-14. PDC members welcomed the paper on "Cost Model A" and agreed to meet on 28 April at 1400 hours to consider the paper, and thereafter to provide comments to MER Unit. It was also agreed that HMI Mr I D S Robertson should liaise, if necessary, by telephone with members of the PDC team and directly with Mr Smyth, to seek advice and/or interpretation of particular recommendations, in connection with on-going work on "Model A".

The Role of Principal Teachers (Subject) and Assistant PT (Subject)

12. PDC members said that PT(S) and APT(S) would be expected to take on 10-14 development as part of their promoted post responsibilities. Several members pointed out that it was quite common, particularly in large departments, to give APT(S) responsibility for S1/S2. The costing allowances suggested for teachers in PDC/W/104 were designed to apply to teaching staff generally. PDC members expressed the view that many of the teachers nominated to take part in co-ordinating teams and working parties would be unpromoted members of staff. On the other hand 10-14 Staff Tutors would be likely to

be drawn from the ranks of principal teachers.

CCC costs including curriculum support

13. PDC members agreed to consider the references in the paper "Cost Model A" and to offer comments and views to M/Mr Robertson/impressions of PDC members on the financing of an officer to support CC(*S. B. Smyth* -14 suggested that such an appointment would be an additional on-cost. /Mr Robertson /agreed to discuss CCC aspects with the CCC Secretary. *S. B. Smyth*

Research Proposals

14. Mr Beveridge said that Mr Powell's paper was now available and he would arrange to circulate it to PDC members. The paper listed what was already going on and its relevance to 10-14. For the costing exercise there was agreement as follows: 1/2 of the 7 areas might be covered by past/existing research, RIU might finance one area out of on-going SED budget, and this would leave 4/5 projects to be funded as part of 10-14.

Examples of activities/developments which might reduce the apparent cost of implementing 10-14

15. Attachment 1 to this draft note would give PDC members a list of activities/developments to be investigated. Further examples would be welcomed, particularly if it could be shown that the resources deployed were within existing national standards. PDC agreed to consider further. Mr Mowat referred to Secondary-Primary curriculum liaison in the Borders and agreed to supply details plus costings to MER.

Staff and Time Implications - Form/Base Teacher and Guidance in general

16. PDC members felt that, given the implementation of recommendations such as the introduction of the Grampian Learning Support System and the Strathclyde S1/S2 co-operative teaching policy, there would be no additional costs. Some schools were already providing a Form/Base Teacher (mention was made of Westhill in Grampian and Inveralmond in Lothian), but whether the arrangements were within national standards would require clarification. Additional costs would be incurred if schools decided to split classes into smaller groups in order to implement the Form/Base Teacher recommendation.

17.   Mr Mullen argued that provision for guidance in general would need to be increased as a result of 10-14. A figure of 0.2 FTE was suggested. PDC members agreed to give further consideration to guidance implications.

Training Reporting

What is an S1/S2 Teaching/Training Implication

18.   It was agreed that these issues had been covered (see paragraph 5 above).

Further Meetings

19.   May 21 at 1400 hours in Kingsway College, and June 10 at 1000 hours in St Margaret Mary's Secondary School.

MER Unit
HM Inspectorate
   April 1986

EDUCATION 10-14 COSTING: ATTACHMENT 1 TO DRAFT NOTE OF MEETING OF PDC
AND MER UNIT ON 18 APRIL 1986

COSTING EDUCATION 10-14: STAGE 1 ASSIGNMENTS/INVESTIGATIONS

Assignment	April Powel DB	Kevin Gorin KG	John Mitchell JM	Ian Roberts IDSR	HS	Archie ASM
Costing Model A	✓			✓		
Grampian Learning Support				✓		
Mintlaw					✓	
Strathclyde S1/S2			✓			
Primary/Secondary Liaison		✓	✓			
Reprographics					✓	
SCAMP					✓	
Micros		✓ Prim			✓ Sec	
Research				✓		
In-service Training				✓		
Assessment						✓
Advisory Service						✓

Design Council

Reference/Into skills.
(Access skills)

Outcomes of PEDP   (Curric materials).

Guidance / base Teacher.

EDUCATION 10-14 COSTING

PDC/W/112

1.   Draft Note of a meeting held at Dundee College of Further Education, on 21 May 1986 to discuss resource implications of the 10-14 Report's Recommendations.

Present (representing the PDC): Mr D Robertson (in the Chair), Mr F Adams, Mr D Menzies, Mr J Mowat, Mr E Mullen, Mrs D Shiach, Mr S Smyth, and (representing MER Unit HM Inspectorate) HMCI Mr W T Beveridge, HMI Mr A S McGlynn.

DRAFT NOTE OF THE MEETING OF 18 APRIL 1986

2.   The draft note was considered alongside Paper PDC/W/109 which was a set of comments upon the note (adopted as PDC/W/106) and on Cost Model A (adopted as PDC/W/105).

3.   Paragraph 3   The comment in reference 1 of PDC/W/109 referred to Rate Support Grant. PDC members pointed out that allocation of finance across local government service was a matter for Regional Councils.

4.   Paragraph 5   The phrase 'cascade model' was deleted. It was agreed that in the first year discussion of 10-14 at meetings of Head Teachers and the Directorate should be considered as part of on-going communication and discussion, but thereafter meetings would require to be costed. Mr Menzies reported on initiatives in Lanark Division. A programme, involving all 225 primaries in Lanark, to identify skills and concepts in primary work, had been set up about five years ago. The schools were grouped into five territorial areas and an adviser was allocated to each area. The initiative was launched at an inaugural meeting of Head Teachers plus (where in post) Assistant Head Teachers from 30 schools (six from each of the five areas). The meeting was of 2 days duration and cover teachers were not provided. This meeting was followed by a three day curriculum workshop for Assistant Head Teachers (or, in the case of small schools, Head Teachers). There was also a Seamill Conference. Teachers met during the school day to compare notes and progress. A second initiative, now in its fourth year, invited primary schools to work through four areas of the curriculum - revising, updating and amending existing provision. The initiative was steered by a Programme Directing Committee comprised of twelve Head Teachers. The membership changed every two years. Each of the Heads chaired a local area group. Generally teachers met on a self-help basis, often outside school hours.

Recognises that 10-14 has upfronted the need to resource it properly

In discussion it was agreed that a central thrust of the 10-14 Report concerned the need to resource the proposed curriculum/assessment developments in an agreed and proper fashion.

With regard to in-service training PDC members felt that 'additional payment for working during holidays and/or after school hours' was a non-starter at the present time.

5.   Paragraph 9 It was agreed that the second sentence should be amended as follows: "a development programme was defined as a topic being developed by a secondary school and its associated primaries."

6.   Paragraph 10 The discussion on "Trade-Off" in relation to the spin-off from 10-14 in-service training concluded that the costing should proceed as follows:

Some standard in-service courses would begin to include elements of the 10-14 philosphy.

No discounting of money that has to be spent on 'new' 10-14 courses.

Present level of in-service training covering 10-14 should be costed and deducted from cost of 'new' 10-14.

It was considered likely about 20-30% of present in-service would be concerned with 10-14 and this amount could then be deducted from the apparent 10-14 in-service costs. (Note: the 20-30% refers to existing In-Service, not the cost of the 10-14 recommendations).

With regard to the suggested programme of in-service training (see PDC/W/100 paragraph 18 - note of meeting of 28 February) PDC 10-14 team would reconsider in the light of discussion which had taken place since 28 February. (ACTION PDC Members)

7.   Paragraph 13 Mr Beveridge acknowledged the CCC difficulty but pointed out that the costing had to think in terms of implementation. The model suggested in Cost Model A would be costed (Mr Smyth said he would pass a copy of the letter from the CCC Secretary to Mr McGlynn).

8.   Paragraph 15 It was agreed that the activities cited in PDC/W/109 were likely to have an indirect effect on costs, for example, by increasing the 'striking rate' of 10-14 Development Officers, and reducing the amount of in-service training activities. The availability of materials/guidelines as a result of, for example, the Primary Education Development Project and Social Studies S1/S2 Development Work, should enable Curriculum Planning Groups and 10-14 Development Officers to get off to a good start, to build on good practice, to feed in tried guidelines, and to make use of experienced teachers. These and other developments might mean that a 10-14 Development Officer would be able to handle an increased number of projects - this would have the effect, over time, of reducing the overall expenditure on Development Officers. Similarly in-service training might not be required in a number of aspects for some teachers, and might be recuced in connection with other aspects. The impact of various curriculum development activities would be considered as part of the costing of Model A with particular reference to Development Officers and

In-Service Training (ACTION - MER Unit). PDC members would also consider the spin-off from existing activities when reviewing the suggested programme of in-service training (see paragraph 16) above - ACTION PDC Members) MER Unit would look into the Distance Learning course in primary science provided by Aberdeen College of Education, and the proposed use of OU Packages in remedial education by Grampian (ACTION MER Unit)

GUIDANCE - STAFF AND TIME IMPLICATIONS

9.   Paragraph 17 It was agreed that the allowance of 0.2 FTE could be dropped as long as the need for guidance input was mentioned under the Grampian Learning Support System and Strathclyde S1/S2 co-operative teaching scheme.

COST MODEL A

10.   The discussion was based on the comments of PDC members in PDC/W/109, and appendices A, B, C and D, and the 'phasing' model contained in the paper, headed assumptions, tabled by Mr Beveridge.

11.   Reference 9 in PDC/W/109 - the reference to "within weeks" in paragraph 7 was deleted.

12.   Reference 13 in PDC/W/109 - it was agreed to reduce to £2K the costs allocated to setting up of a CCC sub-committee on Education 10-14 (ACTION MER Unit)

13.   Reference 18 in PDC/W/109 - There was a discussion of PDC members fears that Research appeared to be taking a large slice of the cake, particularly in view of the amount of Research that has been carried out in recent years. Mr Beveridge pointed out that once the costs associated with other recommendations were available the proposed costing for research might begin to look less significant. He agreed that a fair amount of research had been undertaken and referred to Mr Powell's review. PDC Members agreed to consider Mr Powell's work and to come forward with an order of priority which could be discussed at the next meeting. Consideration, it was agreed, should extend to plans to evaluate 10-14 as a whole. The criteria listed in Appendix D to Paper PDC/W/109 provided a good starting point. (ACTION PDC Members). Mr Beveridge repeated his view that one research programme would be regarded as coming out of the on-going SED Research Budget.

14.   Reference 25 on PDC/W/109 - Mr Beveridge said that MER was coming round to a workload of 9 projects to one Development Officer which was close to the PDC position of 10. MER views were based on field studies and took account of expected numbers of visits to schools, attendance at meetings. Development Officers requirements were likely to vary across the county, for example a Development Officer in Highland would not be

expected to take on 9 projects given the geography of the region and the large number of small schools. In fact 9 was a weighted average of 10 per Development Officer in urban and mixed urban/rural areas and 5 per Development Officer in sparsely populated areas. After one year, it was expected that the average Development Officer would increase the striking rate from 8 to 12.

15. Reference 26 PDC/W/109 - It was noted that PDC members felt that there was no need for all P6 and P7 staff to be present, after the initial meeting, at planning meetings. One primary person from each school would probably be sufficient (ACTION MER Unit).

16. Reference 27 PDC/W/109 - The gradualist approach to in-service training was accepted in principle. Given the phasing now being considered in-service training would be spread over 8 to 10 years. This arrangement would enable the programme to make better use of existing College of Education resources, and reduce costs as college resources for in-service work were already available (perhaps 30 FTE for 10-14). Extra costs would be increased if tutors, drawn from other section of education, were to be paid fees (ACTION MER Unit).

17. Reference 9 PDC/W/109 - Cost Model A, General Mr Beveridge pointed out that costing had moved forward since the first draft of Cost Model A as a result of investigations and field work. The PDC views on the need to take account in the costing of (a) a gradualist approach to implementation, (b) recognition that all schools are not at the same starting point, (c) pace of development will vary from Region to Region, and within Regions were very much in accord with the approach to the costing by MER Unit. It was agreed that the two papers - PDC/W/110, Appendix E and attached diagram headed Cost Model A: Development Over Time, and Mr Beveridge's on phasing headed assumptions - were very close in philosphy and approach to implementation of 10-14. The outcome was that PDC members agreed to consider Mr Beveridge's paper and in particular to examine, critically the assumptions and to suggest possible variations in approach. (ACTION PDC Members). Mr Beveridge said that once general agreement had been reached on the assumptions and approach it would be possible to use the model for example, to cost on a year-by-year basis, the provision of Development Officers, the build up of a Grampian type support scheme and in-service training requirements. PDC members also agreed to offer advice on the number of topics they would expect to be covered by the development programme (about six seemed to be near the mark) and to consider further the points raised by Mrs Shiach in relation to 'repeat' development programmes as a result of reflection and evaluation (ACTION PDC members).

ASSESSMENT

18. It was agreed that development work on assessment and recording should be included under the staff and time implications agreed for the local planning groups. Assessment

would be considered alongside curriculum development. There was some uncertainty as to whether the CCC or SED would be responsible for reviewing the <u>Pupil Progress Report (PPR)</u> and <u>official secondary report</u> form. The costing should allow for the setting up of a working group, reprographics and distribution costs associated with the production of a revised report, and possibly some piloting costs (ACTION MER Unit). The 10-14 Report's recommendations that further work <u>on Computer Assisted Reporting</u> should be encouraged would be considered under the <u>Research</u> heading (Mr Powell's review includes appropriate references to the work in Strathclyde) (ACTION MER Unit).

STRATHCLYDE S1/S2 REPORT, 10-14 REPORT ASSUMPTIONS

19. PDC members felt that their recommendations were based on the assumption that Strathclyde's co-operative teaching model applied to "academic" (classroom) subjects only. The non-inclusion of practical subjects would have a significant impact on the overall costing. It was agreed that further discussion should await the MER Unit analysis of the Strathclyde Report and its implementation to date.

OVERLAP BETWEEN STRATHCLYDE S1/S2 SCHEME AND GRAMPIAN LEARNING SUPPORT MODEL

20. Mr Beveridge reported that he hoped to have first drafts of the MER team's report on the two schemes on 22 May. First indications were that the Grampian scheme was a super-set of the Strathclyde scheme. Grampian had extras built-in such as remedial support in primaries, and provision of in-service training for staff. It seemed that Grampian's scheme could cover everything in Strathclyde's and more. There would have to be a decision on overall costing to ensure that double-counting was eliminated. PDC members would look again at the 10-14 Report's findings and recommendations on the two schemes and to identify common ground as well as differences which would influence the costing. The PDC views and the MER reports would be considered at the next meeting (<u>ACTION PDC Members and MER Unit</u>)

GROUP SIZE

21. PDC members asked why the Cost Model assumed that additional costs would be incurred if schools <u>reduced their group size for form/base teacher activities</u>. Many schools were already making this provision. Mr Beveridge pointed out that it was very likely that the schools concerned were operating above Red Book + 6%. The costing had to take as a base-line national staffing standards. Red Book did not allow for the additional staff time envisaged in 10-14.

PUPILS WITH RECORDED SPECIAL NEEDS

22. Paragraph 5.82 and 5.83 of 10-14 Report recommended that pupils with recorded special

needs should have access to all the aspects of experience proposed as the basis for curriculum design 10-14. PDC members agreed that representatives of special schools and/or special units should be included in the school planning groups. They did not feel that there was a need to appoint nationally or regionally a Development Officer with a particular responsibility for special needs. Support should be available through the planning groups but this would be unlikely to extend to the provision of specially-designed materials for use with pupils with recorded special needs. The main aim would be to encourage staff from special schools and the Child Guidance Service to share in curriculum planning in an attempt to ensure the maximum possible participation in 10-14 across the whole range of ability. Mr Beveridge and Mr McGlynn agreed to consider further with specialist colleagues. (ACTION MER Unit). Mention was made of the study of mildly-mentally handicapped pupils.

DATE OF FUTURE MEETINGS

23.   Tuesday 10 June, 10.00 hours, St Margaret Mary's Secondary (members were appreciative of the superb "how to find St Margaret Mary's" Guide!)

24.   Monday 23 June, 12.00 hours New St Andrew's House.

MER Unit
HM Inspectorate
May 1986

2 0 JUN 1986

1. Draft Note of a meeting held at St Margaret Mary's Secondary on 10 June 1986 to discuss resource implications of the 10-14 Report's Recommendations.

Present (representing the PDC): Mr D Robertson (in the Chair), Mr F Adams, Mr D Menzies, Mr E Mullen, Mrs D Shiach, Mr S Smyth, and (representing MERU) HMCI Mr W T Beveridge, HMI Mr A S McGlynn.

DRAFT NOTE OF THE MEETING OF 21 MAY 1986

2. The Draft Note was adopted as PDC/W/112 and considered alongside PDC/W/116 which was a set of comments upon the Note, and Mr Beveridge's letter of 30 May to Mr Robertson.

3. **Paragraph 4 last sentence.** The suggested re-draft in PDC/W/116 was accepted.

4. **Paragraph 6 last sentence (In-Service Training).** PDC members had reconsidered the suggested programme of in-service training agreed at the 28 February meeting (PDC/W/100 paragraph 18), and advised that costs should be based on the position stated at 2.02 in PDC/W/116. The proposal was based on a 30 school unit, 12 teachers per unit (6 primary, 5 secondary and 1 Co-ordinator) and a training allowance of 30 hours per teacher over 5 years. The bulk of the training would take place in the earlier years.

5. **Paragraph 13 (Research).** Papers by Mr Mullen and Mr Bain (PDC/W/113 and 113(a)) were tabled. It was agreed for costing purposes to think in terms of 4 research areas over the implementation period. It was likely that 2 projects would come from the first 3 on the list of topics suggested in paragraph 14.98 of the 10-14 Report, and 2 from the remaining 4 topics. Mr Beveridge agreed that Mr Powell's paper should be given a wide circulation. Mr Robertson confirmed that circulation to EAs should be through the Directors of Education. It was suggested that SCRE might be willing to help circulate the paper.

6. **Paragraph 17.** Mr Beveridge welcomed the consonance between PDC/W/110 and PDC/W/111. With regard to Development Programmes he said that the PDC definition and views expressed in PDC/W/116 would be worked into the costing report.

7. **Paragraph 21 first sentence.** Mr Beveridge pointed out that there would be no additional costs arising from the Form/Base teacher recommendation if it were contained within existing 'arrangements' for class sizes. Additional costs would be incurred if class sizes were reduced, something which the 10-14 Report said was desirable. Mr Beveridge said that the costing would refer to the proposed reduction in class sizes in Cost Model A and to the present 'arrangements' in Cost Model B.

Mr Beveridge's letter to Mr Robertson dated 30 May 1986

8. Paragraph 1 (Management Time in Primary Schools). It was agreed that 0.1 FTE would be required.

9. Paragraph 1 last sentence (Teacher time allowance in primary schools). Mr Beveridge pointed out that MERU had been working on the assumption that all P6/P7 teachers would be given a time allowance (see PDC/W/104 emendation 4(a) and 5(b)). However PDC members said that the allowance of 0.1 FTE per teacher involved was for each teacher actually engaged on a development programme.

10. The allowance of 50 extra clerical assistants across the country was accepted. PDC members felt that the reprographics figure might be on the low side.

Agenda items (not already covered)

11. Co-operative teaching and learning support system (float). Mr Beveridge pointed out that given present calculations the learning support system worked out at double the cost of the co-operative teaching model (assuming that the latter excluded practical subjects). The assumption that 60% of the country would take up the co-operative teaching model, extended to include primary support, and 40% the learning support system was considered reasonable. The costing report would refer to the fact that the two systems had been introduced some four or five years ago and were undergoing change in the light of practice.

12. Primary/Secondary Co-ordinating Team. PDC members pointed out that the Teams would continue to operate throughout the period of implementation at the agreed levels. They would have a care and maintenance role after the development stage.

11. AHT time for co-ordination. PDC members re-affirmed their view that an allowance of 0.4 FTE for co-ordination should be regarded as an on cost.

12. Availability of supply teachers. The discussion confirmed that it would be difficult to recruit the number and range of supply teachers required in the secondary section.

Tutor time

13. Flexible time. It was agreed that MERU should work on the basis of 100 minutes per week. *5 x 20 m.*

14. Software. MERU would be assuming that software would be provided by EAs within existing arrangements.

15. <u>Balance sheet and notes.</u> Mr Beveridge explained the purpose of the balance sheet and notes, and gave an indication of the estimated costs as at this stage of the exercise. <u>Under Note 1</u> it was felt that perhaps 4 area conferences would be required (2(a)). Teachers' residential centres were not available in all parts of the country. <u>Under Note 2</u> it was felt that the costing should assume that one half day meeting per term would be met through school closures and zero costed (costings (b)). <u>Under Note 3</u> assumption 1.1(c) was amended to read "70% of seconded primary teachers will be at AHT level and 30% unpromoted". DOs would be available for 200 days.

<u>The Next Meeting</u>

16. Monday 23 June, 1200 hours, New St Andrew's House. Conference room 12 would be made available for a meeting of PDC members at 1000 hours.

<u>St Margaret Mary's</u>

17. Mr Mullen was warmly thanked for hosting the meeting. Mrs Shiach thanked the staff and pupils for preparing and presenting an excellent lunch.

MER Unit
16 June 1986

EDUCATION 10-14 COSTING
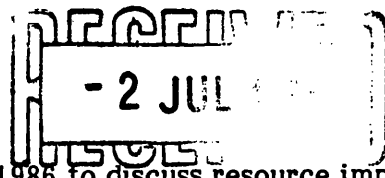
1.   Draft Note of a meeting held at NSAH on 23 June 1986 to discuss resource implications of the 10-14 Report's Recommendations.

Present (representing the PDC): Mr D Robertson (in the Chair), Mr D Menzies, Mr J Mowat Mr E Mullen, Mrs D Shiach, Mr S Smyth, and (representing MERU) HMCI Mr W T Beveridge, HMI Mr A S McGlynn, HMI Mr I D S Robertson. Apologies were received from Mr F Adams.

DRAFT NOTE OF THE MEETING OF 10 JUNE 1986

2.   Paragraph 13. It was agreed to replace 'flexible time' with 'base time'.

3.   Paragraph 7. Model B would demonstrate ways of reducing the financial implications of a number of recommendations.

CONSIDERATION OF NOTES (to accompany MERU 'Balance Sheet')

4.   Note 1 (Phase 1 Courses, Conferences and Central Support). PDC suggested that care should be taken to ensure that the spirit of 10-14 – collaborative management of the curriculum, education authorities orchestrating rather than directing – came through in the notes generally. HMCI Mr Beveridge pointed out that the Phase 1 aspects described in Note 1 were essentially centralist in approach. Subsequent Notes would be redrafted as necessary to incorporate the philosophy of 10-14.

5.   Note 2 (EA and School Based Meetings. PDC members suggested that an allowance of 0.1 FTE was required for AHT time (paragraph 2.3). This was agreed.

6.   Note 3 (Secondment of DOs). 1.1 and 1.2 would include an assumption that appointment of DOs would be on the basis of experience and background. 1.9 would be amended so that the AHT would be from a school large enough to qualify for an AHT upper stages.

7.   Note 4 (Curriculum Development) PDC members agreed with the thinking behind 1 but suggested some redrafting (see general point in paragraph (4) above). It was agreed to reduce the number of secondary teachers in working parties to 2 (see 2.4).

8.   Note 5 A paragraph on DLD would be added. Mr Beveridge thought that given existing arrangements it was unlikely that DLD would add to the overall costs.

9.   <u>Note 5</u> (In-Service Training) No comment.

10.   <u>Note 6</u> (Research) No comment.

11.   <u>Note 7</u> (Computers and Calculators) It was agreed that the assumption about the average life of a calculator should be reduced to 7 years. There would be no cost repercussions.

12.   <u>Note 8</u> (CCC Support) No comment.

13.   <u>Note 9</u> (Special Education) After discussion the assumptions and suggestions made about Special Education were accepted.

14.   <u>Note 10</u> (The Cost of Curriculum Change) The assumptions underlying 'the cost of curriculum change' were clarified.

14.   <u>Note 11</u> (National Implementation of elements of the Strathclyde and Grampian schemes) PDC felt that the note on the Strathclyde and Grampian schemes for co-operative teaching and remedial provision was very helpful.

15.   <u>Note 12</u> (Management at EA level, Assessment, and Guidance) It was agreed to redraft 1.2 on responsibility payments to certain DOs.

FUTURE WORK

16.   Mr Beveridge said that an interim 'in-house' report would be presented to HMSCI and HMDSCI and senior administrators next week. The final report would be available in September.

17.   A provisional date for a further meeting was agreed – 27 *August* at 1000 hours in SCDS Offices, Moray House College of Education.

MERU
27 June 1986

<u>Education 10-14 costing:</u>

Draft note of a meeting held in the offices of SEDS, Edinburgh Centre, on 27 August 1986 to discuss the draft costing report.

Present:

Representing PDC - Mr D Robertson (Chairman)
                  Mr F Adams
                  Mr D Menzies
                  Mr J Mowat
                  Mr E Mullen
                  Mrs D Shiach
                  Mr S Smyth

Representing MERU - HMCI Mr W Beveridge
                   HMI Mr I Robertson

1.   The draft note of the meeting on 23 June 1986: This was accepted without change.

2.   The Chairman focused attention on

(a)   The Interim Costing Report dated 2 July 1986.

(b)   HMCI Mr Beveridge's letter to the Chairman dated 13 August with proposed alterations attached.

(c)   The emendations proposed by Mr Smyth attached to a minute issued on 22 August.

3.   HMCI Mr Beveridge was given the opportunity to expand on the points raised in his letter, to draw attention to changes made to the interim costing report after it was sent out to those representing PDC and to indicate the general reactions to the costing report within SED.

4.   Those consulted within SED had wanted reassurance concerning PDC's reaction to the interim costing report. Members of PDC agreed that they were happy with the MERU interpretation of the 10-14 Report, that nothing significant had been omitted from the costing and that the scale of the costs was appropriate. PDC members indicated that the costing report was a very proper representation of what they were trying to say.

5.   Some concern was expressed over the possibility that the scale of costs would frighten people off and that this might affect the attention given to the 10-14 report itself. It was agreed that people were unused to thinking about costs and might find the amounts staggering.

6.   The PDC agreed to provide a preface to the costing report indicating the extent of agreement with the findings of the report, commenting on the relative priorities of different elements within the costing report and drawing attention where appropriate to the underlying philosophy and spirit of the 10-14 Report itself. (This will be done in time to allow publication of the costing report at the end of September if at all possible).

7.   HMCI Mr Beveridge drew attention to the alterations to the interim costing report made since the draft was sent to the PDC. Some of these followed Mr Smyth's proposed recommendations, some were minor editing to improve expression and/or accuracy of data, and others were significant changes such as the following:

(a)   In note 5 part of the detailed cost had been omitted from the summary at the end of the note and hence had not been included in the summaries of Model A and Model B on pages 11 and 65 of the costing report.

(b)   The calculation of the cost of implementing elements of the Strathclyde scheme for co-operative teaching set out in note 13 had been simplified. As the latest calculations gave an allocation of additional teachers very close to that suggested in the Strathclyde S1/S2 report, the Strathclyde proposed staffing level had been accepted.

(c)   The phased introduction of the change in curriculum towards practical subjects costed in note 12 had been delayed by 1 year, following discussions within SED.

(d)   Where the average cost of all teachers (including senior promoted staff) had been used in the interim costing report, it had now been decided that the average cost of unpromoted teachers should be used where the cost of additional FTE teachers was involved. This had resulted in a significant drop in the cost estimates in notes 2, 12 and 13.

(e)   Paragraph 3.5 (p19 of interim report) had been modified to make it clear that DOs were expected to make fewer visits to schools as the implementation gathers momentum.

(f)   A paragraph (2.8) had been added stating that the costing had been undertaken before publication of the findings of the Main Committee and that no account had therefore been taken of any implications of the Main Report's recommendations.

All of these points were accepted by PDC.

8.   HMCI Mr Beveridge's letter to Mr David Robertson of 13 August was discussed.

Redrafts of paragraphs 2.5 on page 30, the insertion of a new paragraph 3.3 on page 53, rewording of 3.4 (formerly 3.3) on page 54, the phasing of the provision of additional staff on page 60 (in accordance with paragraph 1.11 on page 58) and the insertion of words omitted from the second paragraph under "Assumptions" on page 61 were considered and agreed.

During discussion it was accepted that only those school closures for the purposes defined in note 2 were being referred to and this did not necessarily indicate the overall total number of school closures expected.

9.   Other points referred to in HMCI Mr Beveridge's letter had also been raised by Mr Smyth in his minute of 22 August. Mr Smyth's emendations were dealt with in turn as follows:

      (a)   page 1, para 1.2: After discussion it was decided that this paragraph should be left unchanged.

      (b)   page 3, para 2.2: The change was accepted.

      (c)   page 3, para 2.3: The last sentence was deleted and after discussion the following section was agreed.

"The PDC sought from the outset to avoid increasing the burden on teachers. For example, the report recommended that supply staff should be used to cover the classes of teachers engaged in professional and curriculum development associated with 10-14 and that extra support should be provided for the development phase and in the longer term. These recommendations lead to considerable costs."

      (d)   page 3, para 2.4: The proposed change was accepted following substitution of "advocated" for "repeatedly urged".

      (e)   page 4, para 2.6: This was accepted.

      (f)   page 5, para 3.2(i): This was accepted.

      (g)   page 5, para 3.2(vi): The proposed change was accepted following substitution of "in the first instance" for "immediately".

(h)   page 6, para 4.1: The phrase "the need to spread expenditure over a period of time" was moved to the end of the paragraph and the modification suggested after "relative priorities" in line 5 was accepted following deletion of "in both primary and secondary education".

(i)   page 6, para 4.2: HMCI Mr Beveridge's proposed change (see letter dated 13 August) was accepted.

(j)   page 7, para 4.7: The sense of Mr Smyth's emendation was accepted. It was agreed that the following should be inserted after "associated primaries" in line 9.

"A DP may be limited to one element in a single curriculum area and involve only one secondary department, for example, the use of fiction in a language arts/English programme, or it may cover a large part of the primary curriculum with links to several departments in the secondary school, for example, environmental studies".

(k)   page 8, para 4.10: The last sentence was deleted.

(l)   page 9, paras 5.3 and 5.4: These paragraphs were renumbered 5.1 and 5.2 respectively with the former paragraphs 5.1 and 5.2 being changed to 5.3 and 5.4.

10.   The PDC accepted Model A without further comment.

11.   HMCI Mr Beveridge referred to the key areas of Model B and indicated his willingness to make a limited number of alterations or deletions if this would result in the PDC accepting the report in total. In the event this proved unnecessary and Model B was accepted. However, it was noted that Model B could be varied and alternative savings were possible depending on the standpoint taken.

12.   It was agreed that the timescale for publication was important and that the report should be published in advance of the findings of the Main Committee. It is possible that the report would be published as a discussion paper but using the same colour and style of cover as the 10-14 report itself. It was also agreed that the SCDS would arrange proof reading.

13.   The distribution of copies of the report was discussed at some length. Eventually it was decided that HMI Mr McNicoll's advice should be followed and that 1 copy should

be sent to each Primary and Secondarly school, 2 copies to each College of Education and at least 4 copies to each Authority. Additional copies should be available for sale. It was agreed that wide publicity was appropriate in this case as this was the first time a sophisticated costing exercise had been completed in this manner.

14.   It was also agreed that copyright should be waived in order that the costing report should be read as widely as possible. Some members of PDC expressed the fear that the scale of the costs involved could divert attention away from the basic philosophy of the 10-14 Report itself.

15.   Members of PDC indicated that the approach adopted in the costing exercise should be considered a model of the way such matters should be conducted in future and that the opportunity for constructive dialogue had been very much appreciated. In turn HMCI Mr Beveridge expressed great appreciation for the help and co-operation willingly given by PDC.

MERU
/ September 1986

APPENDIX 4   THE STARTER PAPER

Consultative Committee on the Curriculum
New St Andrew's House Edinburgh EH1 3SY

Telephone: 031-556 8400 ext

Telex: 727301

The Official Correspondent of
 Education Authorities
School Managers
Other Interested Bodies and Individuals

Your reference

Our reference
 JBN/1/65
Date
 3 April 1980

CIRCULAR NO CCC/80/1

Dear Sir

EDUCATION OF THE 10-14 AGE GROUP: A STARTER PAPER

I enclose copies of the above starter paper on which the Consultative Committee on the Curriculum (CCC), the Secretary of State's principal advisory body on school curricular matters, invites comment.

As the foreword points out, the Starter Paper is intended to stimulate responses which will help the CCC in its further study of education for the 10-14 age group.

Comments should be sent, by 30 September 1980, to Room 4/17 at the above address, from where additional copies of the Starter Paper may also be obtained on request.

Yours faithfully

David R McNicoll .

D R McNICOLL
Secretary

CONSULTATIVE COMMITTEE ON THE CURRICULUM

New St. Andrew's House, Edinburgh EH1 3SY

Telephone: 031-556 8400 ext. 5106

EDUCATION OF THE 10-14 AGE GROUP: A STARTER PAPER

Foreword

The Consultative Committee on the Curriculum (CCC), which advises the Secretary of State for Scotland on the curriculum in primary and secondary schools, has identified the education of the 10-14 age group as one of its major priority areas of study.

The Committee on Primary Education (COPE) has for some time been considering the scope, balance and continuity of children's schooling from the establishment of initial literacy to the transfer to secondary school. The Committee on Secondary Education (COSE), in the course of its consideration of the Pack, Munn and Dunning Reports became increasingly aware that major curricular issues at the S1 and S2 stage require consideration; it seemed likely that at least some of the problems being considered in the S3/S4 context might have their roots in S1 and S2 and even earlier. Both Committees were conscious of the many problems associated with the transition from primary to secondary education.

This starter paper is the outcome of detailed discussion between members of COPE and COSE. It is not the purpose of a starter paper to draw conclusions or even to examine evidence; its purpose is rather to identify issues and provide a basis for wider discussion. The paper was originally intended for discussion within the CCC structure but it is felt that, in this case, the wider views of the teaching profession and of others will be of special importance. The CCC does not necessarily endorse any statement in the paper and has not reached any conclusions on a course of action. The paper excludes certain aspects of the topic since some, for example teacher qualifications and training, are outwith the remit of the CCC and are the direct concern of other bodies.

Comments from the profession and others would greatly assist the CCC and such views will be welcomed. These should be addressed to the Secretary, Consultative Committee on the Curriculum, Room 4/17, New St Andrew's House, Edinburgh EH1 3SY. It would be helpful to receive views not later than 30 September 1980. Additional copies of the starter paper can be obtained on request from the Secretary.

1. Introduction

1.1 It is commonly believed that there are fundamental differences in the philosophy, curriculum, teaching methods and organisation of (child-centred) primary and of (subject-centred) secondary schools. Such differences become most obvious to teachers, pupils and parents when the two systems are contrasted at the point of pupil transfer. In recent years there have been many examples of staff in both primary and secondary schools giving careful attention to ways and means of easing the transition. Yet there remains a strong suspicion that most of these important initiatives do little more than gloss over fundamentals. From the adult standpoint there seems to be a greater gulf than the confident youngster suspects and a need for teachers to take account of the fact that although for many, and perhaps for most children, transfer from primary to secondary school presents both an exciting prospect and a stimulating challenge there are those for whom it is a difficult and upsetting experience.

1.2 The Pack Committee (1) which showed particular concern for the primary/secondary transition period drew attention to the critical nature of these years in the development of adolescent attitudes (3.17-3.18; 4.35-4.43) and to the problems for certain pupils at least in the transition from the curriculum and ethos of primary to that of secondary schooling (4.23-4.29). Although, strictly, the curriculum lay outwith the remit of the Pack Committee, the Report raised important policy questions about the present curriculum and its organisation at the S1 and S2 stages (4.52 and 4.62-4.64) and went some way to suggesting possible solutions. In particular, a greater measure of pupil choice of course in S1 and S2 was suggested, with "opting in" to subjects replacing the more common present practice of "opting out". The Munn Committee (2), however, in reviewing the curriculum for S3 and S4 formulated recommendations which "presupposed the continuation of the practice of offering all pupils in S1 and S2 a very wide range of subjects including a language other than English", believing such a period of orientation "vital if pupils are to make proper use of the degree of choice" which the Report advocates for the curriculum of S3 and S4. The two Reports do agree that, particularly at S2, a greater degree of differentiation of course is required. Both Committees raise important questions about the appropriateness of a mixed ability organisation in all circumstances (Munn 6.1-6.7; Pack 4.62-4.63). While Munn broadly supports the present emphasis on subject teaching, Pack is "concerned at the tendency at present for the curriculum to be an aggregate of subjects rather than a rounded entity". Pack sees subject divisions as "an aspect of improvement of professional prospects and recruitment", and having examined "the inflexibility of approach to subject teaching, particularly in the first 2 years of secondary education" asserts that "there is a need to remove some of the present rigidity in staffing" if the desire "to reduce the number of teachers with whom pupils come in contact in the initial stages of the secondary school is to be realised" (Pack 4.64).

1.3 Other groups and committees have produced reports with important implications for the education of the 10-14 age group. The Bullock Report (3), stresses the importance of language across the curriculum and, indeed, the interpenetration of language and learning. "Language across the curriculum" may be a reality in some primary schools but rarely in secondaries. The Warnock Report (4) and the HMI Progress Report on Remedial Education (5), with its stress on the continuity of experience from primary to secondary school, are also relevant.

1.4 The divergence of attitudes in these and other reports, as much as their convergence, suggests that the time may be ripe for the kind of detailed examination of the education of the 10-14 age group which the Munn Committee gave to S3/S4. Without access to all the evidence it is not at this stage possible for the CCC to do more than speculate on these issues. It has therefore been agreed to progress the exploration of evidence by producing a starter paper. It is not the purpose of a starter paper to draw conclusions or even to examine evidence. A starter paper, like this one, simply attempts to identify issues and to pose a series of questions in order to provide a framework for wider discussion in the first instance.

2. Curriculum

2.1 The purposes of primary education as set out in the SED report of 1965, "Primary Education in Scotland" (6) were predominantly child-centred (Chapter 1). Subsequent developments in primary schooling have tended to produce a caring environment in which relations between adults and children have become closer and there are more opportunities for children to express themselves.

2.2 The social and cultural aims of primary education were also acknowledged in the SED report of 1965 (Chapter 3) and, in response, schools have tried to create curricula which transmit knowledge and skills (7). The development of concepts and skills rather than a concentration on content has been stressed.

2.3 A crucial issue emerging from these developments in primary education since 1965 has been that of managing the curriculum and curriculum development (7). In schools where systematic management of the curriculum does exist, teaching materials and methods tend to be more varied and more systematically developed to achieve these objectives; where it does not exist, the specific objectives which shape the curriculum tend to be implicit and are dictated largely by course books (8). In that situation it also appears that the balance of curriculum activities varies quite significantly and is influenced by the idiosyncrasies of individual class teachers.

2.4 Statutory control of the curriculum of primary schooling has been relaxed and both SED and local education authorities have generally assumed an advisory role at a time when fundamental changes in curriculum are being promoted. Such changes require corporate management by each school exercising control of its curriculum; this has not been forthcoming quickly enough. In fact, the autonomy of class teachers seems in general to have been asserted at the expense of continuity in the curriculum.

2.5 The primary and secondary curricula are similar in scope although they are grouped into different categories. The scope of the curriculum in primary schools may be described under the following headings: language, mathematics, environmental studies, aesthetic subjects, religious education. Language activities include oral communication, reading and written expression. In secondary schools the curriculum is characterised generally by discrete subjects: English, history, geography, modern studies, mathematics, classics, modern languages, music, art, drama, science, business studies, home economics, technical subjects, physical education, religious education and social or health education. In a number of secondary schools there have been attempts to develop inter-disciplinary aspects, eg health education and European studies, but that function of the common course which, amongst others, makes it an introduction to all stages of secondary education has tended to determine the emphasis on discrete subjects. The formation of remedial classes usually leads to a restriction of this range of curricular content. The scope of the curriculum is the result of influences which are partly historical and partly philosophical, in so far as the organisation of secondary education on comprehensive lines requires the provision of a common course which involves all pupils in the study of the wide range of subjects quoted above. The wide range of subjects, however, requires under present circumstances a correspondingly wide range of teachers with specialist qualifications. It has also to be accepted that the requirements for SCE examinations influence the scope of the curriculum in S1 and S2.

2.6 Methods of teaching in primary school contrast with methods in secondary, which are conditioned by subject divisions and timetabling exigencies. This has the effect of making mixed ability teaching - as distinct from mixed ability organisation - associated very often with the common course, difficult of achievement in the normal secondary school. What is clear is that mixed ability teaching in the secondary school is a more complex matter than in the primary. The nature of certain subjects may make the introduction of mixed ability teaching less difficult in those subjects.

The introduction of some non-core subjects, eg. a second foreign language in S2, would suggest a specialisation within the common course which can lead to further fragmentation and difficulty in mixed ability teaching.

2.7 Questions on the curriculum which are relevant to both primary and secondary education are as follows:

i. Should the subject categories in paragraph 2.5 constitute the scope of the curriculum and are they appropriate?

ii. Is the time now ripe for examination of the appropriateness of the curriculum in P6 and P7, S1 and S2 in terms of the child's needs?

iii. Is there, in national terms, such a thing as a common course or a core curriculum in P6 and P7, S1 and S2?

iv. What methods of teaching should be used?

v. Why do so many teachers find mixed ability teaching difficult?

vi. What are the implications for teacher training of any agreed curricula and methodologies?

Questions of relevance to primary education:

vii. Does the class teacher in practice have too much autonomy over curricular choice?

viii. Does this have significance for primary school management?

Questions of relevance to secondary education:

ix. What is the influence of "O" and "H" SCE examinations on course content and methods used in S1 and S2?

x. Does the pace of presentation demand certain methods which inhibit learning? If so, how can the requirements of S1 and S2 be reconciled with attainment standards at the end of compulsory schooling?

3. Assessment

3.1 The SED report of 1965(6) advocated change in the role of assessment in primary education and SED Circulars 600 and 614 of 1965/66(9) resulted in the dismantling of the system of formal assessment which was directed principally at transfer from primary to secondary education and was fairly uniform throughout Scotland. Accordingly, there is now considerable variation in what schools do about assessment.

3.2 While, probably, the most valuable basis for assessment in primary education remains the class teacher's personal judgement, this cannot be said to be applied generally or recorded systematically. Class teachers are encouraged to hold class tests principally to provide data for report cards; some headteachers also use standardised tests and remedial teachers do a certain amount of diagnostic testing but how the results are communicated varies widely.

3.3 Assessment in the Secondary sector has been analysed very thoroughly in the Dunning Report on S3/S4(10) and most of its principles apply equally to S1/S2. It is, therefore, unnecessary to comment in depth on this topic.

3.

.4 Significant questions on the Primary stages are as follows:

i. Is there a need for some degree of uniformity in assessment procedures in P5/P7 throughout Scotland?

ii. Should assessment procedures become more diagnostic and the follow-up made more effective?

iii. Are recording procedures good enough?

iv. How should results of assessment be communicated?

.5 Questions which should be raised on the Secondary sector are as follows:

i. What are the reasons for assessment in S1 and S2?

    a. For guiding pupils?

    b. For advising parents?

    c. Assessing courses?

    d. Assessing teachers?

    e. Detecting potential "O" and "H" grade candidates?

ii. Does the form of assessment depend on the form of class organisation?

iii. How should results of assessment be communicated?

iv. Are certain forms of assessment inevitable given the SCE examinations later in schools?

v. Can we make more use of self-assessment so that pupils may see themselves as active participants in the learning process and develop a sense of personal responsibility for their education?

System of class organisation

There is an in-built potential for flexibility in primary education. It is ident in a number of aspects of primary schooling: in curriculum planning, in location of time, in the organisation of learning and the grouping of pupils, in ff deployment and the handling of space. This potential for flexibility is of me importance in examining the relationship between primary and secondary cation.

The curriculum of the primary school requires that primary school teachers uld be generalists, competent to teach all subjects of the curriculum. However, wider range of children's abilities, interests and aptitudes in P6 and P7 makes s difficult to achieve. On the other hand, class teachers are in the best ition to perform the functions of guidance.

The primary school is largely based on class units, albeit with a varying ree of shared specialist support, depending upon local education authority vision. Most attempts at cooperative teaching and other forms of collaboration, ch followed the SED report of 1965 have fallen away.

4.4 The organisation of teaching and learning in small groups and individually, is a characteristic of primary schooling, but its application varies widely throughout the system.

4.5 Allocation of time within a day to the subject areas is largely in the hands of the class teacher and this can vary greatly. The freedom to create study modules by a further blocking of time is at his or her discretion, as is the allocation of children to groups. In the longer term the teacher has freedom to arrange time allocation to balance the curriculum between study modules. The patterns of work which result tend to oblige pupils to take a degree of responsibility for the organisation of their learning.

4.6 It is acknowledged that in any consideration of organisation, there are significant differences between primary and secondary schools. Deployment of staff is one example.

4.7 The present curricular arrangements in S1/S2 have, of course, their roots in the past. For long, society's expectations of schools had been that they should be selective and elitist, with only a small percentage of pupils being educated to a high level. After a century or so of comparative stability new patterns emerged in the 1960s: comprehensive schools, mixed ability groups, common courses; these reflected newer needs of society and a desire for equal opportunity in education. Flux replaced stability, and divisions became evident between the proponents of change and those who looked back at old standards and the methods by which it was thought these had been achieved. How far schools actually reflect current social aspirations, and how far the present patterns of organisation are inevitable are, of course, moot questions. What does seem clear is that present arrangements in S1/S2 are characterised above all by diverse methods of teaching, by fragmentation of the curriculum and by the large number of teachers seen by an individual pupil. On the whole, such fragmentation seems to derive from the absence of any coherent philosophy, and there are grounds for supposing that it is inimical to effective education. This requires very careful study. It is worth noting at this point that the responsibility for curricular arrangements is in practice devolved on education authorities and headteachers by the Secretary of State who contents himself with offering general advice. Fundamental change might require modifications in constitutional convention or legislation. One other influence on curricular arrangements should be remembered: GTC regulations at present inhibit the movement of teachers between primary and secondary schools, and for secondary teachers in particular, tend to confirm subject divisions.

4.8 The system of class organisation reflects this fragmentation. A great deal depends on personal and organisational factors such as the attitudes of teachers, the teaching methods and the assessment procedures. One school may have a complete system of mixed-ability classes in S1/S2; another may exclude the "remedials"; another excludes the gifted; another has setting for some subjects, such as mathematics; another changes from mixed-ability in S1 to setting or partial-setting in S2; another believes in broadbanding throughout - and combinations of some of these patterns can be found to exist not only among schools but also among departments in the same school.

4.9 Other factors which tend to condition patterns of organisation are the exigencies of timetabling, accommodation and staffing, provision for remedial education in its broadest and narrowest senses, and the personal views of a number of individuals ranging from the class teacher through to the divisional education officer or education committees.

4.10 There are a number of significant questions concerning the organisation of primary and secondary education:

   i.   Is this an appropriate time to examine the effects and assess the place of co-operative teaching in P6/P7 and S1/S2?

ii. Should the need for increased specialism in teaching in the Primary
6/7 stages be accepted and should the implications be examined in detail?

iii. Given the diversity of systems of organisation, is there any evidence
to suggest which ones lead to the best method of learning?

iv. As a means of reducing fragmentation at the secondary stage, would it be
possible to group subjects, to reduce the range on offer, or to have
teachers qualified to teach a variety of subjects?

v. Is it desirable at the secondary stage that so many interests should
influence patterns of organisation?

vi. Whose views ought to be influential? What should be the respective degrees
of importance of national, regional, school and classroom interests?

5. Primary/Secondary Liaison

5. It must be recognised that in moving from one establishment to the other pupils
should be supported by a wide range of contacts between schools. It is generally
accepted that efforts in this area have not been successful. There is particular
concern that pupils with learning difficulties, the very pupils who are most at risk
during the transition, are not well enough catered for; but there is anxiety over
the discontinuities which are forced upon children of all abilities at an important
age.

5.2 Liaison between primary and secondary schools has frequently served only to
confirm an over-emphasis on so-called basic skills.

5.3 In addition to curricular matters, there is a need to promote greater continuity
between primary and secondary schools in the social development of the pupils.

5.4 Significant questions which must be raised are:

i. How effective are existing liaison procedures between primary and secondary
schools and particularly for those children with learning difficulties?

ii. To what extent is liaison a one-way process?

iii. What examples of good practice merit examination?

iv. What is the function of the secondary school guidance system here?

v. Because of the difficulties which arise over liaison should there
be a major organisational change in the last month of P7 or the first
months of S1? Would this make liaison more effective?

vi. Are the discontinuities such that a greater change is required? How far
is a middle school concept possible without actual physical changes being
necessary?

6. Towards a New Situation

5.1 In view of all of the above - the conflicting attitudes, motives and philosophies -
a thorough analysis of the existing situation should be undertaken with a view not
only to describing it but also to identifying areas of good practice and successful
development. If areas of good practice are identified (as for example in the DES
HMI Paper "Ten Good Schools"(11)) these may point to criteria.

5.2 An examination of the education of any age group should begin with the nature
of the learner. This is especially true of the 10-14 age group because of the
period of puberty and of a change in the way in which children think. It is important
to know what is happening to our young people as persons as they pass through this
stage of their lives and what is happening to their emotions and attitudes and also

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to their intellectual and physical development as they pass from childhood to adolescence.
Do we see the S1 child as a quite different being from the P7 child? How does the
parent view his new S1 son or daughter? What is the effect upon the nature of the
learner? How do the learners see themselves?

6.3 Is there any significant change in the way in which a youngster apprehends
knowledge during years 10-14? Is there available a theory of the nature of knowledge
which seems particularly appropriate for the nature of the learner during this stage?
(Is it likely that one theory of knowledge is more relevant than another for a given
stage of education?) Should the tripartite theory presented by Munn (5.9-5.11) for
example, be accepted?

6.4 A fundamental curriculum requirement would appear to be to provide both within
the primary school and after transfer to secondary, a clearly articulated, continuous
educational experience for each individual child, with due regard for differences
in age, aptitude and ability.

6.5 Current practice in assessment suggests that there are issues to be considered:
that there is need for the articulation of a clearly defined policy; that assessment
procedures be closer to the aims and objectives, content and methodology of the
curriculum; that assessment procedures in the social subjects, science and the
expressive arts be extended; that there is a similar need in the area of testing for
diagnostic purposes (HMI Report. "The Education of Pupils with Learning Difficulties",(5)
page 11: 2.13, page 16: 3.2 3.3); that the issue of communication of the results
of assessment demands further consideration.

6.6 How relevant are the needs of society at this stage? What are the expectations
of the pupil and his parents? What do they want from school and what information
on a child's progress do they find relevant and important?

6.7 If acceptable responses to such questions and issues can be found they will assist
the identification and clarification of the elements which, in turn, will enable
educational provision to be more rationally and humanely based. If account is taken
of the needs of the learner, the realistic expectations and aspirations of society,
the possible scope and range of curriculum content, and the constraints and
opportunities presented by methodology, teacher capacity and numbers, insights can
be obtained which will help idealistic aims to translate into activities which
empirical work will have validated.

6.8 The translation of recommendations into action in the fields of curriculum and
organisation can be envisaged as a realistic objective in the light of the many
expressions of interest in this field.

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   SED Circular No. 614 (June 1966) Transfer of Pupils from Primary to Secondary Education.

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APPENDIX 5   THE STIRLING CONFERENCE

CCC/81/ 34
(For information)

P D C/B/2

EDUCATION OF THE 10-14 AGE GROUP

The attached record of the Conference held at Stirling University is being
circulated to all participants. Limited numbers of additional copies may be
made available on request. In the interests of economy in staff time Professor
Entwistle's address and Appendices have not been retyped.

A proposal has been submitted to the Secretary of State for a programme of work
entitled "Education 10-14 Programme" under the direction of a Programme Directing
Committee (PDC) which it is hoped will be constituted in time for an initial
meeting in 1981 and will present its final report by the end of 1984. The Chairman,
already appointed by the CCC, will be Mr D G Robertson, Director of Education, Tayside
Region, a member of the CCC and COSE.

The Secretary of State's response to the proposal is awaited.

CCC Secretariat
13 August 1981

D R McNicoll
Room 4/22

File Ref: CDE/12/2

Consultative Committee on the Curriculum

EDUCATION OF THE 10-14 AGE GROUP

Report of Conference held at Stirling University

on February 3 and 4, 1981

Contents: Page

CCC CONFERENCE: EDUCATION 10-14 – UNIVERSITY OF STIRLING:
3 AND 4 FEBRUARY 1981

FIRST PLENARY SESSION

Introduction

1.   Dr Munn welcomed delegates to the Conference and explained that
following detailed discussion between members of the Committee on
Primary Education (COPE) and the Committee on Secondary Education
(COSE) the Starter Paper on the Education of the 10-14 Age Group
had been issued by the CCC in April 1980, to Education Authorities,
school managers and other interested bodies.   Comments, invited by
September 1980, had been analysed and collated, and extracts had been
issued as conference paper No 8 (CCC/81/1).   The CCC had felt, in light
of the reaction to the Starter Paper, that it should confer with
the members of COPE and COSE and the Chairmen of its primary and
secondary committees on what further action might appropriately
be taken and the Conference had consequently been arranged.

2.   Dr Munn then introduced and welcomed Noel Entwistle, Bell
Professor of Education at the University of Edinburgh who presented
the following address:

"A LITTLE FISH IN A BIG POND"

EDUCATION IN THE MIDDLE YEARS AND THE PROBLEM OF TRANSFER

Noel Entwistle,
Bell Professor of Education, University of Edinburgh

The starter paper: a hidden curriculum?

The CCC Starter Paper on "The Education of the 10-14 Age Group" contains four main sections, besides the Introduction and conclusion. We are invited to consider, in turn, the curriculum, assessment, class organisation and teaching methods, and liason between primary and secondary schools. In each of the first three sections the contrast between the current situation in primary and secondary education is described, leading up to a suggestion that contacts between primary and secondary schools are still far from effective.

It is generally accepted that efforts in this area have not been successful. There is a particular concern that pupils with learning difficulties, the very pupils who are most at risk during the transition, are not well enough catered for; but there is anxiety over the discontinuities which are forced upon children of all abilities at an important age. (paragraph 5.1)

This paragraph seems to provide the kernel of the problem we have been asked to consider; it also contains an indication of the stance taken in the Starter Paper, through the type of questions asked about the current situation. The implicit message, or 'hidden curriculum', that the paper seems to me to contain runs along these lines.

There is a discontinuity in education at present, between primary and secondary stages, which is creating unnecessary difficulties for the most vulnerable children. In primary schools the major factors contributing to this discontinuity are the lack of agreement about the content and balance of the curriculum, the teachers' lack of specialist knowledge, and the lack of systematic procedures for recording pupil progress or for diagnosing specific difficulties

promptly and accurately. The secondary schools contribute to the discontinuity mainly through the limited success achieved with mixed-ability teaching, the excessive emphasis on subject teaching and the warping effect of external examinations. Solutions should thus be sought by establishing a core plus options pattern from P6 to S2, which would link into the Munn proposals for S3 and S4. Specialist teaching in P6 and P7, and grouped subjects in S1 and S2, would bring us towards a more "clearly articulated, continuous educational experience" (para 6.4). All this would need much closer liason between primary and secondary teachers, and a greater mutual understanding of the rather different goals of the different stages of education. Early education is child-centred, focusing on social development, adjustment to school, and the basic skills. The middle years involve the advancement of a wider range of basic skills, but also the development of the firm understanding of many basic concepts in subject areas which underpin secondary education. Entering secondary school the pupil encounters a subject-centred curriculum which involves systematic and analytic treatment of knowledge, and a gradual orientation towards vocational goals.

The authors of the starter paper may, or may not, recognise that message. Certainly it is a personal extrapolation, a reading between the lines in search of a message. The purpose of the starter paper was to raise issues, "not to draw conclusions or even to examine evidence". And yet there are ways of asking questions, and of using words in describing the current situation, which lead us a long way towards conclusions. What I have done is to extend what seemed to me to be a logical thread in the paper and to see where it might lead. If that is the intended message, what reactions might we anticipate from teachers, and to what extent would there be evidence already available to substantiate such guidelines for future developments in education for the 10-14 age group?

The experience of teachers:
comments on the starter paper

The comments on the starter paper range from the enthusiastic

Yet the ready acceptance by many respondents that there are useful changes which could be envisaged, makes these comments seem defensive.

One of the favoured solutions to the general issue raised in the Starter Paper takes us beyond the province of the CCC. There is a surprising amount of agreement that a new teaching qualification may be necessary to allow freer movement of teachers between primary and secondary schools, and to train a group of teachers who have a good knowledge of, and sympathy for, both primary and secondary methods.

There is also a good deal of favourable comment on the need to limit the freedom of the primary class teacher to define an idiosyncratic curriculum. There is disagreement about the feasibility of agreeing a core curriculum, and anxiety about re-taining local interest, but nevertheless there is unease about the variability of coverage and standard coming to secondary schools from the associated primary schools.

In light of population movement, both within and outside Scotland, there is a strong case for a curriculum which will have common goals and consistent elements.

The secondary schools would welcome a more uniform product of the primary system, to facilitate the planning of worthwhile courses.

Again there is repeated mention of the ways in which the use of specialist teachers in P6/7 can benefit the pupils without threatening the secure classroom base of primary teaching. And there are also some positive reactions to finding ways of introducing co-operative teaching or grouped subjects in secondary school.

There should be a careful study of the means to reduce what is perhaps the major difference between the two sectors, that is the number of teachers confronting the pupil. This is where the trauma of transfer, as far as it actually

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...with also some carefully ...ded political responses designed to protect sectional interest and future bargaining positions. Particularly when looking at the transfer from primary to secondary, strongly argued contrasting positions can be anticipated. In 1964 Professor Blyth described the situation with a colourful analogy drawn from social anthropology.

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Just as pre-literate societies have their rites of passage from childhood to adolescence, so the transition from primary to secondary education fulfils a somewhat similar function . . . Even in view of Tanner's (1961) data on the falling age of puberty, this transition still does not coincide with the psychological onset of adolescence . . . Nevertheless, the transition itself carries and is intended to carry a considerably individual and social significance. . . .

At present, partly as an aftermath of the Hadow reorganisation . . . there is a tendency to chop everything in two at eleven-plus. Not only teaching staffs . . . but to some extent administrators have their eyes increasingly focused either above or below the line. . . . It is deplorable that so little opportunity is normally encouraged for teachers in primary and secondary schools to understand and appreciate each other's work. . . . All too often, primary and secondary teachers live in mutual suspicion rather than mutual respect. . . Rites of passage in pre-literate societies are, after all, carried out before the faces of the elders of the tribe, rather than in a gap between two groups of elders facing in opposite directions. (Vol I, pages 138, 144-45, quoted in Nisbet & Entwistle, 1966, Page 82)

Some of the comments may reflect entrenched positions, a resistance to implied criticism. Problems can be taken to imply professional failings. Thus even the existence of a problem at transition was queried by some respondents.

Much is made of the trauma of transfer, but few pupils show evidence of it.

Despite the myths repeated year after year in every area about dreadful happenings to first year pupils in 'buses and toilets, the reality for pupils is normally of excitement at the change and frequently of real enjoyment.

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occurs, is probably greatest. In the later stages of
primary education the pupil should be gradually exposed
to the personalities and techniques of a greater number
of teachers, and in the early stages of the secondary
sector to those of fewer.

The topic of liason between primary and secondary schools produced
many interesting comments. The assertion in the Starter Paper
that "efforts in this area have not been successful" is vigorously
denied by several respondents.

We take exception to the allegation .... Examples of
good practice are readily available in Inverclyde and
elsewhere.

4. This is less than fair to the many schools which have worked
hard in recent years to improve liason in spite of difficul-
ties caused by lack of staff and lack of time. The group of
pupils who have benefited most by improved liason are
children with learning difficulties and it seems perverse
of the Paper to single them out as being "not well catered
for".

The comments draw attention to many examples of "good practice" to
substantiate the claim that the Starter Paper had presented too
bleak a case. One particular reply picked up examples mentioned
by others, and presented one more radical idea.

Many schools already engage in teacher exchanges, P7 day
visits to secondary schools, P7 parents' nights in secondary
schools etc. but such activities tend to deal only with
general points and fail to reach individual children with
particular difficulties. ...

I would . . . like to suggest that all secondary schools
should promote from S1 to S2 etc at the start of the post-
SCE period when SG leave. This would then allow P7 children
and their teachers to move into secondary school for the
remainder of the session. The P7 teachers could provide

instruction in English, History, Geography, Maths etc to
their own class groupings, and the pupils could increasingly
be sent in new groupings to PE, Science, HE, TS, Art, Music
etc. Pupils would gradually spend less time with their own
teacher, and finally follow a complete S1 timetable in the
last week of session.

In spite of strong reactions against the Starter Paper's criticism
of primary/secondary liason, other comments accepted that current
efforts were not adequate.

Much liason at present is cosmetic and does not get down to
the fundamental question of what, and how, the children are
taught.

Primary/secondary liason is still lacking in many areas;
in others it is symbolic only. Within the profession the
lack of esteem held by the one of the other does not
facilitate a common focus on the child's education.

In summary the replies to the Starter Paper, while being as varied
as might be expected, do show some measure of agreement with the
implicit message it seemed to contain. There is an unnecessarily
large discontinuity between primary and secondary education which
could be narrowed by a careful examination of curricula and teaching
methods, and the improvement of liason procedures. There are some
cautionary comments about focusing again on an isolated age range,
but a measure of agreement that a thorough investigation of
problems associated with transition would be timely.

The 'problems' of this Starter Paper have been around for a
long time and it is disappointing to feel that 'problems'
rather than 'achievements' are the concern of this paper.

We accept that a "thorough analysis of the existing situation
should be undertaken", if only to escape from the tyranny of
personal assertion.

It is not desirable, although usually it is the case, that

to transfer and identified three main reactions to transfer, examined by ability level.

	High ability	Low ability
Confident, highly motivated, very favourable reaction to transfer	Very high attainment 20%	Average attainment 12%
Sharp decline in attitudes after transfer, associated with low opinion of own abilities	Above average attainment 12%	Very low attainment 15%
Apprehensive about transfer, very anxious, lacking in self-confidence	High attainment 9%	Very low attainment 13%

(N = 844) 19% unclassifiable

education goes forward on the basis of hunches. There is a need to collect evidence that there are problems; to institute studies, if necessary, concurrently, to spread information about what is being achieved; to consider in orderly form what our teaching should contain.

Research on the problem of transfer

If there is to be a major investigation into the 10-14 age group, then, besides the valuable comments already received, it would have to start with the evidence we have already. What do we know from research on transfer? What could research be expected to tell us?

Several of the responses to the Starter Paper mentioned "trauma of transfer" and some queried the extent of the problem.

We consider that the number of pupils who experience great

5. difficulties at the time of transfer in comparatively small and that the period of difficulty is fairly short in most cases.

This is the type of question ideally suited to research. Do we know the answer already? A project funded by SCRE was directed by Professor John Nisbet at Aberdeen between 1961 and 1967 (Nisbet and Entwistle, 1966, 1969). A complete age-group of 2,000 Aberdeen children was followed through the P6 to S2 period and information collected each year. The data collected involved achievement tests, verbal reasoning tests, attitude inventories, and pupils' essays which described their experiences at transfer. From the essays it was possible to estimate the proportion of children who mentioned difficulties associated with transfer. Some 57% of boys and 64% of girls had experienced identifiable problems, but after six weeks in the secondary school at least 80% had settled down satisfactorily. But that that was in one city, and in 1966. Is there more recent evidence?

A study in Nottingham (Youngman, 1978) examined pupils' attitudes

According to this study, some 32% of children seem clearly to prefer secondary school to primary. 27% of the pupils looked back to primary school with positive feelings, were less happy about secondary, and showed deteriorating motivation, while another 22% had apparently found the transfer process stressful both in anticipation and actuality.

The Northern Ireland Council for Educational Research has recently conducted a major study into Pupil Adaptation to Secondary School (Spelman, 1979) and, from a review of the literature, suggests that transfer can be seen as a traumatic experience for about 10% of the age group, but many more children have less serious, but continuing, problems.

Research studies should also help us to identify what particular

problems are experienced by children, and whether there are certain types of children who are most at risk. Combining findings from the three studies, it appears to be the anxious, socially immature children with poor attitudes to work, and without adequate parental support and encouragement, who seem to suffer the worst set-backs at transfer. The most frequent problems mentioned by children after transfer are: bullying and initiation ceremonies, school size, fear of being lost, forgetting where to go, general confusion, uncertainty about standard of schoolwork, fear of being thought stupid, separation from friends, and loneliness in a strange class.

Another way in which research can help in considering problems at transfer is by helping us to experience vicariously the impact of secondary school on pupils. A composite essay from the Aberdeen research portrays vividly the feelings of a rather anxious twelve-year-old.

My first day at secondary school was a very out-of-the-ordinary day, because I didn't know what to expect. . . . I did not know we went to assemble twice a week. I did not know we had different teachers for every subject and took home our

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began every afternoon . . . I dreaded coming . . . (here) because before I had often passed it and it looked so big. I was positive I would lose my way. . . .

On the day that I was to start secondary school I awoke early. I was a little worried but . . . I told myself that I would just have to like it, as I had to stay. . . There was great confusion at home when I put on my school uniform and my mother stood back to look at her work which consisted of pressing my trousers and other details. Being very nervous when I left my house thinking of my old school friends which I had played with all my life were going to a different school. . . one of the things which bothered me was that if I would be in the same class as my friend. When we walked outside, everything seemed strange. On the first day at primary school you had your mother with you, but you couldn't very well go with her to a . . . secondary school! . . . I

was scared stiff when I came to the school gate and saw all the children standing about. I wanted to turn and go home to bed and sleep again. . . . Before the bell rang my chum and I went around the playground without anything to do. The only other friends we had were the boys who had been in the primary school. We went around the playground hoping someone would ask us to join in, in a game, but no-one did. . . .

It was strange having pupils who were nearly full grown adults and we were just like infants. . . . The older children are giants to us and we were only like little fry to them. Most of the prefects are so tall that if you were to stand beside them, your head would only reach as far as their waists. . . . Some of the older children are very kind to you especially if you fall, but others just stand and laugh at you. . . . I now know what it is like to be youngest in a school - my brother now expects me to call him 'Sir'. It's like being a little fish in a big pond when you come to secondary school, whereas you were a big fish in your primary school.

We felt insecure in many ways and we thought that the older boys might boss me around and make me do things for them. To tell you the truth I was scared because I heard of what they do to people who have just come from primary. I only got the bumps. If you know of the other things they do, the school would be closed down.

We were taken to a classroom and given a timetable which I thought most peculiar as we had not had them at primary school. . . . I was mystified when I heard some of the subjects such as technical drawing and metalwork . . . It was hard to remember all the classes and we chang over periods - at the primary school we stay in one class and have one teacher all day . . . At first I was very worried about what the future would hold, and I could not see how you could remember all the different things from the various subjects. . . .

A bell rang which ment the end of a period. This was quite

better . . . (All in all) I prefer secondary school . . . I feel more mature and I have a lot of responsibility.

(Nisbet and Entwistle, 1969, pages 87 - 89).

The clear message in all the research on transfer is that pupils react strongly to transfer, but the reactions can be very different. The same set of experiences can be a stimulus for one child, and a trauma for another. There is considerable evidence that a substantial proportion of pupils experience problems at transfer. Enough to mount a strong case that transfer procedures could, and should, be improved to remove the sharp discontinuity in educational experience, and to make the adjustment easier for the more vulnerable pupils. Is there evidence already about which attempts at easing transition are likely to be most successful?

In the Aberdeen study, one headteacher who had read some of the children's essays, decided to change his arrangements. Children were invited to visit the school while still in P7, playgrounds were carefully watched to eliminate bullying, and English, History and Geography classes were put together to form a block of project time in the library. It was possible to compare children's attitudes before and after this innovation, and to show a significant improvement in attitudes. The percentage of children in the sample showing problems in adjustment dropped from 33% to 12%. Only 5% of children mentioned serious problems under the new procedures, and these were working-class boys of below average ability. However, overall, working-class children had shown improvements in attitudes which closely paralleled those in the sample as a whole.

That evaluation was in a single school, but the Northern Ireland study examined the attitudes of children in relation to a whole range of innovations which schools had introduced. These were categorized under six headings.

strange to me but a boy said that I would get used to it. . . . The main difference from my primary school to this school is the size. My primary school had one corridor and one flight of stairs and this has so many corridors and flights of stairs and I didn't know whether I was coming or going. I always seemed to get lost. . . . The older children pushed us as we walked down the crowded corridor. It was not a very nice feeling. . . . As I walked into the classroom I suddenly took fright. I really felt lost. My heart was nearly tearing my ribs apart and I wished that I could run from the fear inside me. . . .

Primary schooling had been a very sheltered life with the teacher you know so well and could understand children's feelings about school life. . . . A teacher for every subject was puzzling because you had to remember their name and the subject they taught you . . . it would be better if we had only one because it takes the teachers a long time to get to know your name instead of only two or three days. . . . Sometimes I wish I was back at primary school, but life must go on . . .

When I got home, everybody asked how you got on at school. You couldn't say 'It was horrible', so you had to say 'Yes, I like it'. (Nisbet and Entwistle, 1969, pages 85 - 87)

This composite essay was chosen to show how an anxious child might experience transfer, but an equivalent essay in the Aberdeen report picked out the more positive comments.

I was looking forward to new subjects, new teachers and also more challenging work as I was becoming bored with the same monotony every day at primary school . . . I have found I am beginning to take an interest in subjects I did not like at primary school . . . If, like in primary school, only one teacher teaches a class, the teacher cannot possibly know everything, but if several teachers, each trained for certain subjects, (do the teaching) the pupils will learn

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be various reasons for the lack of overall relationships. As respondents to the Starter Paper mentioned, it is all too easy for liaison or familiarization schemes to represent no more than token administrative gestures. The benefit presumably comes only through an implementation of the spirit of co-operation and liaison, and this is difficult for research workers to identify. The failure of the experimental curricula may be more puzzling, but we would need to know more about which particular curricular innovations had been chosen. There is a weakness in the research findings here. It is likely that some experimental curricula worked well, while others were unsuccessful.

As a result of the research we can be reasonably confident that improved guidance in S1, and the provision of a home base, will generally bring improvement in pupils' attitudes. But the most obvious lack in the research literature is of a series of carefully evaluated case studies which would show under what circumstances particular innovations might be most effective. We should not expect any single approach to work uniformly well in all schools, but it would be helpful to evaluate pupils' attitudes before and after particular innovations were introduced in a variety of contrasting settings.

Learning and teaching in the middle years

The Starter Paper drew particular attention to the different teaching methods being used in primary and secondary schools, making the distinction between child- and subject-centred approaches. In looking "towards a new situation", we are urged to "begin with the nature of the learner".

> This is especially true of the 10-14 age group because of the period of puberty and of a change in the way in which children think" (para 6.2)

Elsewhere the Starter Paper comments on the diversity of systems of class organisation and asks

> Is there any evidence to suggest which ones lead to the

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Primary-secondary liaison

Primary-secondary liaison - consultation between staff; attempts to avoid serious overlap or mismatches in curriculum.

Familiarisation provision - bringing primary pupils to the secondary school during the final year; meeting form teachers, taken round school; additional visits.

Curriculum provision - same teacher for core subjects; use of integrated experimental curricula.

Pastoral provision - guidance staff keep an eye on children after transfer, looking out for possible difficulties.

Locational amenities - home rooms, libraries, centres.

Social provision - clubs open to first year pupils.

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8. Of these various transition arrangements only two were consistently related to improved attitudes - pastoral provision and local amenities. The importance of have a home base for first year pupils was given particular stress in the report, and was also a feature of one successful innovation in Aberdeen. Pastoral care was mentioned by Youngman as an implication of his study in Nottingham. He advocated "particularly close vigilance over individual adjustment during the first term in secondary school" (Youngman and Lunzer, 1977, page 53). In Northern Ireland Spelman (1979) recognised that pastoral provision may be only an indication of a more general school ethos. He showed that the single most significant factor associated with pupils' improved self-concepts in secondary school was their perception of the general supportiveness of their teachers.

Among the other innovations, no relationships were established between pupils' attitudes and primary/secondary liaison schemes, familiarisation procedures, or integrated curricula. But there may

best method of learning?   (para 4.10, 111)

and again, in relation to the influence of external examinations,

Does the pace of presentation demand certain methods which inhibit learning   (para 2.7, x)

The implicit message seems to be intruding again here, and respondents reacted to it in different ways.

Much research has been published to show that activity methods are better than verbal methods of teaching, and discussion type learning is better than teacher dominated situations ... Activity methods are better for children at the concrete stage of operations, whether they are in primary or secondary school. If the child is at the formal stage of operations, then different methods are appropriate.

Other comments roundly denounced child-centred methods, or queried that they were much used even in primary schools, but my own reaction was close to the following comment.

We view with incredulity any suggestion that there is ONE best method of teaching and ONE best method of learning.

In fact, if recent research comes to any clear conclusion, it might be along these lines.

There can be no single 'right' way to study or 'best' way to teach. People differ so much in intellectual abilities, attitudes, and personality that they adopt characteristically different approaches to learning, to teaching, to conducting research, or to writing a book. No one of these approaches could be 'right' for more than a small proportion of people. Yet many teachers and educationalists still proclaim the over-riding merits of one particular philosophy of teaching, and roundly denounce the alternatives. Why should that be? We shall argue that a teacher's strong preference for one or other teaching approach - may formal rather than informal - is a reflection of his own learning style and personality ...

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In one way that is not unreasonable: he may teach best using that approach. But best for whom? Presumably only for those pupils or students who share the teacher's own style of learning. For many others that way of promoting knowledge may create unnecessary difficulties
(Entwistle, 1981, page 4)

The research literature is certainly full of attempts to 'show' that one method is better than another, but is also full of insignificant findings and contradictions. The most recent literature is more cautious, looking more closely at interactions between types of pupil and methods of teaching. Formal didactic methods, it seems, may be most successful with pupils who are already well motivated, and with anxious or introverted children. Informal activity methods may be more suitable for the younger, the extraverted and the less able children (see, for example Trown and Leith, 1975; Bennett, 1976; Solomon and Kendall, 1979)

The Starter Paper mentioned a change in the way pupils think between ages 10 and 14. Again this seems to imply a dangerous simplification. A change: a single change? Perhaps that mentioned by several respondents, the Piagetian change from concrete to formal operations, with consequent implications for teaching methods. But this Piagetian view has been widely challenged recently (Donaldson, 1978; Brown and Desforges, 1979; Entwistle, 1979). Children are capable of logical abstract thought long before age 11, at least in response to certain types of questions. And it is misleading to suggest that children go through a series of clearly defined stages. Pupils apparently develop the capacity to use abstract conceptionalisation progressively through different subject areas, probably seen first in science and last in relation to moral education (Peel, 1972; Entwistle, 1981). Some pupils barely seem to reach the stage of formal operations, while even the brightest students are liable to revert to pre-operational thinking in unfamiliar areas (Biggs, 1979), and probably when they are anxious or tired. Thus we should be as cautious in talking about relating our teaching methods to 'stages of thinking', as in linking them to the uninterpretable notion of 'needs and interests'. As a rough guide-line (th ...

importance of rote learning for certain purposes at every stage of education, rather they place an obligation on the teacher to help pupils acquire the skills involved in the appropriate use of both rote and meaningful learning, and to use methods of assessment and standards of marking which encourage and reward answers which go beyond the narrowly reproductive.

Conclusion

Although I began by extracting a 'hidden curriculum' from the Starter Paper, this was not an implied criticism. Any description of current practice in education, whether from the CCC or from a researcher, is likely to contain implicit value judgements. On the whole the hidden curriculum for change in the education of the 10-14 age group seemed sensible and justifiable and, on the basis of the comments received, it would seem to command a good deal of support from many teachers, both primary and secondary.

The position taken on teaching and learning seemed less clear, and where it was clear, less tenable in relation to current psychological thinking (or at least my interpretation of it). Nevertheless the aim to provide "a clearly articulated, continuous educational experience for each individual child, with due regard to age, aptitude and ability" could be readily accepted. How to achieve it, remains the problem facing both primary and secondary teachers.

If the CCC does decide to undertake a major investigation into the middle years of schooling, it seems important to develop it out of the research base that has already been established. Not that research alone can provide the answers, but a fruitful interaction between the findings of researchers, the ideas of theorists, and the experience of teachers and administrators should provide a sounder basis to develop an education which avoids "the discontinuities which are forced on children" by a failure to consider as a coherent whole the variety of aims and methods characteristic of top primary and early secondary education.

the gradual development of formal logical thinking, or the beneficial effect of making curriculum relevant and interesting, may be helpful. But in themselves, they do not provide the detailed information necessary to cope with the enormous differences between children and between teaching situations.

Finally the Starter Paper implied that external examinations inhibited learning. We should first have to clarify what is meant by 'learning' here. Recent research studies on students' learning have been distinguishing between 'deep' and 'surface' approaches (Marton, 1975; Entwistle, 1981) or between 'meaningful' and 'rote' learning (Ausubel et al, 1978).

Evidence is accumulating that excessively factual questions encourage a passive, surface approach to learning which relies on rote learning rather than on the active search for understanding. It is also clear from recent Scottish research (Burchill, 1980) that at the top end of secondary there is still a heavy reliance on dictated or reproduced notes which would militate against independent thinking, pushing pupils towards reproductive answers. (Witness the regular grumbles in examiners' reports on 'Highers'.) Of course teachers are controlled by external syllabuses and it may be a concentration on factual content which forces teachers to rely on 'pre-packaged' learning.

It is interesting to note that the research on approaches to learning stresses that most pupils are capable of both meaningful and rote learning, and that they respond to cues in the method of teaching and in the assessment procedures in deciding the extent to which they should rely on rote learning. It is possible to use a deep approach only if necessary basic concepts are firmly understood, if it is clear how understanding should be sought, and if the pupil has confidence in being able to understand. If not, the pupil will fall back on rote learning. Indeed some pupils have never discovered that meaningful, deep learning is possible for them in school, even though they may use it in their hobbies or outside interests. The research findings do not deny the

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CCC CONFERENCE: EDUCATION 10-14 - UNIVERSITY OF STIRLING
3 AND 4 FEBRUARY 1981

FIRST PLENARY SESSION

Discussion Summary

1. Questions arose as to whether the types of organisation of the secondary schools to which primary pupils were transferring produced differing anxiety effects. Professor Entwistle said that the Aberdeen research had taken place when there were still junior and senior secondary schools while the Nottingham research had been based on a comprehensive school. The degree of anxiety which each type had induced seemed to be about the same. There was insufficient evidence to provide a firm conclusion but there did not seem to be any system which reduced anxiety overall.

2. A little research had been done on anxiety in the primary school. The amount of anxiety experienced by children was not easily assessed but it appeared from a Lancaster study that anxiety increased within a non-formal classroom. Children apparently found security in a formal structure but against that had to be set the easier personal rapport which an informal organisation encouraged. It was mentioned that claims that children educated within a formal structure progressed more quickly were now being challenged; it was now thought that it was a case of better performance being achieved in the basic skills because of the emphasis given to these in the formal structure.

3. It was suggested that anxiety on the part of primary pupils before transfer was natural and was perhaps not a matter for concern. Professor Entwistle stated that certain pupils were actually stimulated by the prospect of transfer but that others were apprehensive and some displayed anxiety even after transfer had taken place. The aim should be to try to remove any obvious and unnecessary causes of anxiety.

4. A question was raised as to whether the age at transfer had any effect. Professor Entwistle said that, with a single annual intake to schools, the ages of pupils on transfer to secondary could differ by a year. The Aberdeen research seemed to indicate that the younger element had more problems of adjustment but the evidence was not conclusive. Age was, however, probably not the most important factor; the onset of adolescence varied with different children and could be anywhere between 11 and 14. What was important was to try to ensure a smooth transition between the primary and secondary stages of education.

5. Reference was made to the example in Professor Entwistle's address of the child who had felt compelled to say that he liked the secondary school and it was suggested that parental expectations might induce anxiety. Professor Entwistle thought that, while parental expectations were believed to play a large part in pupils' attitudes, there was no real supporting evidence for this view.

6. A suggestion was made that in some cases liaison between primary and secondary schools was perhaps founded on an untested assumption that it was "a good thing". Professor Entwistle quoted the example of one education authority's transition introduction scheme where children from feeder primary schools had gone for a day to the secondary school for familiarisation. They had been put into ranks and left on their own in apprehension until staff and monitors had marched in and harangued them on rules and discipline. Clearly the mere existence of liaison arrangements was not sufficient in itself; the nature of the arrangements was of considerable importance.

7. Dr Munn expressed the warm appreciation of the conference to Professor Entwistle for his stimulating address.

CCC CONFERENCE: EDUCATION 10-14 - UNIVERSITY OF STIRLING
3 AND 4 FEBRUARY 1981

SECOND PLENARY SESSION

Introduction

1.   Dr Munn introduced and welcomed Mr T F Williamson, HMCI, who chaired the
HMI study on the 10-14 age group.

Address

2.   There follows a note of the address which, as Mr Williamson explained,
concentrated on 4 main areas - the P7 Pupil; the Response to the Pupil's
Needs; Implications for the Learning Process; and Issues and Possible
Strategies.

I   The P7 Pupil

3.   While generalisations are permissible and necessary, differences between
individual pupils must never be forgotten.   Subject to that proviso it could
be said that, around the point of transfer to secondary school, many P7 pupils
are moving towards adolescence.   The transition relates to the child's personal
development involving physical, emotional and intellectual aspects.   These,
in inter-action with family and community influences, colour cultural development
as regards social, moral, philosophical attitudes and beliefs.

4.   Growth occurs in personal independence and the desire for freedom to move
further from the company and supervision of parents and from past, consistent
familiarities to new, often impersonal, relationships and situations.   There
is a concomitant movement from acceptance to questioning of well known family
and school customs, values and controls, particularly if the experience of them
has been frustrating, boring or manifestly one of constant failure.

5.   The various changes taking place in the transition period occur at various
times and at various rates in the same individual and also vary widely among
individuals.   There is no smooth change from stage to stage.

6.   There are 4 particular developmental dimensions.   In the physical
dimension, the growth spurt and the gain in muscular performance predicate needs
which include opportunities (a) for physical activity and rest and sleep,
(b) to develop motor skills (although it is doubtful whether motor performance
can be improved beyond age 12 unless motivated and helped) and (c) to achieve
physical competence conducive to personal satisfaction and a good self-concept.

7.   Emotionally/socially there is greater awareness of self and of others
(with consequent comparisons and imitations) and a growth of defensiveness.
At the same time there is intensification of some drives, eg aggression, sex
and increasing independence, especially as regards authority but not as regards
the peer group where conformity persists.   There are conflicting pressures to
conform, either to child or to adult norms or to both at once and at the same
time to show initiative and self-control.   There are also pressures from the
family and from the peer group.   Contradictory values are derived from the
media and from various adults encountered, on commerce, religion, politics

and morals.   The child's consequent needs are to be personally valued;   to have
his privacy respected;   to succeed at something;   to experience the mental well
being which security brings;   to be part of an ordered community;   to have
individual responsibilities;   to receive sympathetic guidance;   and to be given
scope to explore different roles.

8.   Cognitively the child is moving from concrete to abstract thinking eg on
classification, definition, hypothesis;   to the development of improved memory
strategies;   and to the general expansion of intellectual horizons.   Opportunities
are needed for achievement in all these forms of thinking;   for development
of the key skills, especially oracy;   for participation in active forms of
learning (eg matching theory with practice);   and for different roles and styles
of learning.

9.   The moral/philosophical dimension involves a move away from conforming to
rules and supervision towards an appreciation of other people's points of view
and rights, and from there to a personal ethic.   In an atmosphere of tolerance
the child needs opportunities to discuss and explore with both adults and peers
roles, dilemmas, consequences of different courses of action and differing
points of view.

II   The Response to Needs

10. Two sources of information for consideration are the "Primary Education in
Scotland 1965" memorandum and SED Circulars 600 and 614.

11. The Memorandum is quite clear on the physical dimension, stressing the
importance of both functional and expressive movement and expansion from the
classroom to open-plan school and to the environment.   It also stresses, in
relation to emotional/social aspects, that the primary school has to concern
itself with "the personal development of the child as much as with the teaching
of subjects".   On the cognitive front, the Memorandum proposes that language
ought to encourage understanding and interpretation;   that mathematics should
develop a mode of thinking in a wide range of meaningful experiences;   and
that environmental studies should foster a desire to know about the world and
the skills to interpret it.   The moral/philosophical dimension is catered
for in the recognition of pupils' need for security, guidance and freedom
(chapter 1);   in the concept of the school as a community (chapter 2);   and in
the conduct of the school (chapter 17).

12.   The two SED Circulars dealt with the early secondary stage.   Circular 600
recommended that in S1 and S2 in comprehensive schools there should be arrange-
ments:-

    i.   flexible enough to avoid rigid divisions and based on an understanding
        of the great variation in children's individual abilities and aptitudes;

    ii.   to enable pupils to progress at a rate which suits their capacity;

    iii.   to take full account of the needs both of those who have exceptionally
        high ability and of those whose best rate of progress is below average;

    iv.   to make it possible for the course a pupil takes in each subject
        to be determined by his personal needs;

    v.   to ensure that the development of pupils is not held back nor the
        pupils themselves discouraged by failure to relate their rate of
        progress in each subject to their individual capacities;

vi.   to enable all children to develop a pride in their own achievement and avoid the sense of inadequacy which causes frustration and boredom;

vii.   to minimise social divisions; and

viii.   to inspire greater confidence in parents whose views on their children's education must be regarded as of fundamental importance.

3. Among the desired effects of Circular 614, on transfer arrangements under the comprehensive system, were:-

i.   to ensure the closest possible contact between the sending primary and the receiving secondary schools so that the latter may take fully into account information about the capacity and interests which pupils have demonstrated at the primary stage. (This information sent to secondary schools should be based on _normal_ primary school work);

ii.   to stress that it is essential that the primary and secondary heads directly concerned should be fully aware of each other's aims;

iii.   to make sure that this stage (S1, S2) should be regarded as a period of orientation during which pupils (of a wide range of ability) will be able;

(a) to acquire a firm foundation and (b) to explore a variety of subjects, and teachers will be able to observe and assess them carefully and ensure that the picture of each pupil which emerges at the end of this period is as accurate and complete as it can be;

iv.   to ensure that parents should be kept fully informed of their children's progress both in the primary school and during the orientation period.

Education P6/7

4. Examination of education in P6/7 reveals certain strengths and weaknesses which may be listed thus:-

Strengths

(i) there is a rationale - a curricular design with a child-related theory as regards both content and the methodology;

(ii) in theory, curricular coherence and control results from one class teacher being responsible (whether or not she has special support) to the Headteacher;

(iii) in this curriculum skills are to be profitably developed in a wide variety of contexts, and with a wide variety of content; it can therefore be responsive to social or educational changes as well as to pupils' needs;

(iv) the curriculum in the hands of one person can be a potent and consistent vehicle for social education;

(v) pupils are organised in groups which remain the same from P1 to P7. As a result:-

(a) there are opportunities for co-operating with and learning from others;

(b) familiarity is built up among all the pupils on the roll and between pupils and teachers, including Headteachers (control problems are diminished);

(c) one teacher/one class probably provides the best conditions for MA teaching; and

(d) the class teacher is ideally placed for guidance.

(vi) in theory group and individual methods facilitate (i) differentiation; (ii) co-operative work among pupils; (iii) the development of good social attitudes, initiative and independence in thinking and studying (given the good conditions of modern classrooms the teacher can vary her methods easily);

(vii) high standards are being maintained in arithmetic, in certain aspects of reading and in neatness.

Weaknesses

(i) there is not an automatic or inevitable curricular framework (of the secondary timetable and staffing). The teacher's programme can therefore be quite idiosyncratic;

(ii) matters of coverage and of depth of study remain undefined nationally and open to school or individual interpretation (there being no national assessment of SCE);

(iii) consequently curriculum is powerfully influenced by a small set of text books which have apparently stood the test of time;

(iv) there is little exercise of choice;

(v) visiting specialist teachers may see far too many classes within the one week;

(vi) the organisation of one class/one teacher puts a very heavy demand on the teacher. It has resisted encouragement to vary class size. It reduces the range of adults in contact with pupils especially in small schools;

(vii) without skilled leadership methodology is narrowed - (a) appropriateness can be lacking both as regards ability and interest (motivation); (b) academic treatment predominates; (c) pace is geared to the middle of the class (ablest and least able are ill-served); (d) drilling in a limited set of skills results in superficial learning incapable of withstanding neglect or of being applied in new contexts in the secondary school.

Education S1/2

15. Characteristics of the common course are a wide ranging curriculum (10 subject core) wider than at any other time; uniform arrangements nationally; absence of subject choice; one third to three quarters of the curriculum consists of academic classroom subjects (preferred subjects have 5 or more periods); absence of informal learning opportunities; subject based curriculum; mainly expository class teaching; and preparation for a common exam at S2.

16. These characteristics contain certain strengths and weaknesses which may be listed as follows:-

Strengths

(i)   MA grouping is socially beneficial;

(ii)   there is an opportunity for a fresh start;

(iii)   there is a chance to taste a wide range of subjects in preparation for choice at S3 (orientation);

(iv)   a chance is offered for schools to assess progress in a wide range of subjects (observation);

(v)   it is easy to timetable, cheap to staff and resource, and easily modified to benefit S3/S6 timetabling;

(vi)   the middle of the ability range is reasonably catered for;

Weaknesses

(i)   there is no rationale for the curriculum: no coherence in overview, design or operation;

(ii)   there is no overall monitoring of the curriculum to ensure development of eg skills and concepts;

(iii)   there is subject domination - a range of unco-ordinated studies without supportive phasing or considered weighting;

(iv)   this range is too wide adequately to assess, taste or to provide a foundation (The range is being increased, eg modern studies);

(v)   the wide range results in superficial treatment with weakness in developing skills and concepts;

(vi)   the organisation (eg the timetable) is fatal to pupil/teacher relationships;

(vii)   there has been a failure to adopt a variety of teaching methods appropriate to MA (attempts made in mid 60s have disappeared) and there is little differentiation in the treatment of a wide range of ability;

(viii) there is no element of choice;

(ix)   there is no informal element.

17.

III Implications

17. The following seem to be principal requirements for the P6-S2 stage of education:-

  i. sensitivity to a wide range of possible differences in rates and styles of learning and in motivations;

  ii. recognition of pressures on this age group (uncertainty, anxiety, conflict);

  iii. motivation to be derived more from interest and self-satisfaction at achievement rather than from adult approval/disapproval;

  iv. increased attention to physical development;

  v. co-operative group work;

  vi. assessments which highlight achievements;

  vii. opportunities for discussion of moral/social issues and for the exercise of responsibility;

  viii. awareness among teachers of all 4 stages of critical points for the development of concepts and skills; and of the values of problem-solving activities of exploratory learning, of talk or conversation, of the aesthetic experience (possibly involving teacher exchange across the primary/secondary boundary).

IV Issues and Strategies

Issues

18. The main issues calling for attention are:-

  1. Curricular orientation - should the child-related curriculum be prolonged or developed through to a subject orientated one?

  2. Scope - should the emerging disciplines of P7 pass through a faculty stage before developing to the S3/4 design?

  3. Methodology - should the teaching methods of the best primary school practice (class, group and individual) be developed on through the S1/S2 stage?

  4. Orchestration - should subjects in both primary and secondary be built into the course in a cyclical fashion, ie some aspects of the curriculum rotated?

  5. Weighting (if any) - what are the criteria? Depth of study?

These are the matters which have to be fully comprehended before changes are planned.

tegies

19. The first step is to recognise the valuable progress so far – (a) premature categorisation is avoided; (b) social advantages are important; (c) all teachers meet the full range of abilities; (d) there has been progress in individual subject development for S1/S2 pupils though it may often be thwarted by the organisation of these stages eg isolated 40 minute periods.

20. Solutions can then be sought under 4 main categories:

a. A Rationale for S1/S2 – Is it to be found at a level above subjects? Is there a framework to be derived from the Munn modes of learning – coherent with S3 and S4 but with P1 to P7 course in mind? A curricular bridge is required perhaps through a faculty approach (or a topic approach eg health education, environmental education). If the aim is to encourage the autonomy of the learner it has to be considered what changes in methodology would promote this and what kind of choices must be made available.

b. Curricular Leadership Teams (Primary and Secondary) in co-operation have to manage more efficiently. They must know what is happening to be able to give a lead in definition of aims leading to school policies. There must be reviews of structure according to the rationale; of curricular priorities leading to coherence; and of methods of supervision of what is happening in classrooms as regards, eg pace, progress, rigour and equivalence.

c. Resources and Teachers etc have to be better deployed. For instance large class sizes may inhibit certain teaching methods, or appropriate differentiation, as advised in eg CCC documents. (The effect of falling rolls may be to limit the range and magnitude of new arrangements). As regards number of teachers with whom a pupil is involved, should there be a reduction in secondary and an increase in primary?

d. Assessment is inadequate, lacking a policy and an understanding of its purposes. There is a lack of targets. A backlash from Dunning may, however, be beneficial.

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SECOND PLENARY SESSION

Discussion Summary

1. The issue of reading standards prompted debate. Mr Williamson explained that the high standards to which he had referred were based on the results of the Edinburgh Reading Test used during the survey of P4 and P7. It was claimed that while pupils' reading standards might be high in P7 they were not so in S2. It was suggested that the cause of the apparent decline in standards by S2 was that many primary schools taught only the basic, and not the functional, reading skills and that secondary schools took no account of this fact. Mr Williamson said that curriculum collaboration was already being practised in some areas and referred particularly to a P6 - S2 mathematics programme which had been worked out jointly by primary and secondary teachers with agreed criteria.

2. Some concern was expressed about a general falling off in pupil motivation in S2 and about the difficulties in striking a balance in the amount of pupil assessment in the early secondary years. Because of the need to allocate pupils to courses in S3 some form of valid examination had to be applied but this was difficult to operate in conjunction with diagnostic testing and the need to keep parents fully informed of pupils' progress. Support was expressed for continuing assessment and for informing parents. The SCRE diagnostic assessment techniques were commended as providing information for parents on the child's programme as well as enabling teachers to assess the child's needs. It was suggested that diagnostic testing need not necessarily be alien to normative assessment and a parent information system; each could be applied in a pupil profile system. The point was made that diagnostic testing need not express relativity and therefore did not damage the morale of the least able pupils.

3. It was generally agreed that the S1/S2 stage was more important than had perhaps previously been thought and that its influence on S3/S4 work was of considerable importance. The discussion suggested that a study of the education of the 10-14 age group should really have regard to the whole spectrum of the ages 9-16.

4. The notion of 'bridging' the gap between primary and secondary schooling was thought to require careful consideration of what was being bridged. The pitting of skills/concepts against content was a false antithesis. It was suggested that what was required was a nationally agreed curricular structure with a common core based on subject areas, which would ensure continuity in curriculum between P6 and S2 and enable primary and secondary teachers to proceed in confidence and cooperation.

5. The Chairman expressed the warm thanks of those present to HMCI Mr Williamson for his valuable contribution to the Conference.

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FINAL PLENARY SESSION

Discussion Summary

1. The final plenary session was designed to receive reports of the five
discussion groups' consideration of the models for an alternative curriculum
structure put forward in discussion paper 2; to enable delegates to reach tentative
conclusions on the importance and urgency of an examination of the present provision
for pupils in the 10-14 age group; and to give preliminary consideration to the
form that any such examination should take.

2. The discussion group Chairmen gave brief reports of the discussions (see
Appendices 4 and 5) in their respective groups.

3. In discussion it was recognised that 10-14 was an important stage in the
emotional, intellectual and physical development of pupils as they passed from
childhood into adolescence. Children of this age tended to rebel against authority
and to challenge the system. They no longer accepted without question what they
were told to do. There was a need, therefore, to appreciate what was going on in
the minds of these children and to understand their changing attitudes.

4. Concern was expressed that many pupils decided to leave school at the end of
S4 because they felt that school had nothing of value to offer. Possibly as many
as half of those who left school at this stage did so with very poor qualifications
or none at all. It was disturbing that children should lose interest in school
to such an extent that they preferred to leave with low attainment and little
prospect of employment. The causes of this attitude had to be diagnosed. There
was a feeling that this problem and others which arose in S3 and S4 could have their
roots in S1 and S2 or even earlier, when opportunities were perhaps being missed
to teach children to enjoy learning. It was suggested that in the primary school
the emphasis was possibly too much on content and not on skills; pupils would
obtain greater satisfaction from an awareness, and exercise, of skills.

5. Most children saw the transfer from primary school to secondary as an exciting
and challenging prospect. It seemed, however, that problems began once they
started secondary education and many, including some of the potentially very able,
soon became disillusioned and lost their enthusiasm if they found that much of the
work in S1/S2 was essentially the same as that in P6 and P7. Too often pupils
in the 10-14 age group did not recognise the relevance of their school work.
Perhaps there was a need therefore to look to the vocational requirements of
individual pupils as well as their general educational needs but at the same time
a case was made for the importance of pupils consciously building up basic skills
and competences. They should be apprised of the skills they were expected to
achieve by the end of S2 and the relevance of these to the later years of secondary
school and to their future careers.

6. One innovation proposed was the introduction of specialist teaching in the
upper stage of the primary school with a view to stretching the pupils and
encouraging them to enjoy learning. This might effectively increase the pupils'
interest in their work and go some way towards preventing the potentially able
pupil from opting out during secondary education. It was noted that diagnostic
assessment, on which SCRE was doing research work, could make an important
contribution to the learning process.

7. With regard to the transition from primary school to secondary school it was recognised that one of the main problems faced by pupils was that of being catapulted from the one teacher/one class relationship in the primary into the fragmented curriculum and multiplicity of teachers in the secondary. Consideration of ways of smoothing the transition and achieving a measure of stability in S1 pointed to the importance of encouraging close -- and not just nominal -- liaison between primary and secondary schools. Teachers in secondary schools might learn much from the pastoral role played by their primary colleagues. The concept of an "anchor" teacher was seen as a possible means of smoothing transition. Such a person, perhaps the P7 class teacher, might move with the class to work alongside a secondary specialist during the early months of secondary education. It was recognised that this proposition was moving towards the concept of a new kind of teacher with special, probably multi-disciplinary, qualifications who might be absorbed into secondary duties when not involved in work with transfer pupils.

8. It was evident from the group reports and the discussion that the Conference was generally in favour of a substantial degree of change in the present curricular and organisational arrangements in P6-S2. One of the main problems appeared to be discontinuity and lack of coherence in the curriculum spanning the upper primary school and the early years of secondary school. While it was generally felt that there was an urgent need for an examination of this area the CCC should not rush into hasty conclusions. Time should be taken to give the matter detailed and careful consideration with a view to formulating proposals for an alternative curriculum structure which might be tested in pilot schools in the first instance. It was agreed that radical changes in curriculum structure could be achieved only following an examination of the P6-S2 group as a whole. A unified study embracing both primary and secondary education jointly would be required and a rational programme developed.

Termination of Conference

1. In bringing proceedings to a close Dr Munn expressed the Conference's appreciation to Mr D J Robertson, who had expertly chaired the final plenary session, to the discussion group Chairmen, to the Secretariat, and particularly Mr Lodge, for the Conference arrangements, to Stirling University which had hosted the Conference and to all those participating.

2. A unanimous vote of thanks was extended to Dr Munn for his excellent management of the Conference proceedings throughout.

:C CONFERENCE: EDUCATION 10-14 -
:TVERSITY OF STIRLING 3/4 FEBRUARY 1981

!ST OF PARTICIPANTS

:st Speaker: Professor N J Entwistle, Department of Education, University of Edinburgh

(°)	Miss C Allan	COPE	(A)	Mrs E Milton	COPE
:)	Mr D Baigrie	COPE/SCEA	(E)	Mrs A Moore	PESS
')	Mr J Bell	CCC/COSE	(A)	Mr M More	COSPEN
?)	Mr A D Chirnside HMDSCI	CCC/EC (Assessor)	(C)	Prof. A Morrison	CCC/COPE/SCCSS
			(C)	Mr J H Mowat	COSE
)	Miss P A Cox	CCC (Assessor)	(A)	Dr J Munn	CCC/EC
D)	Mrs M Crotch	COPE	(C)	Mrs H C Murchison	CCC/COPE/COSE
E)	Miss K Dougall	CCC/COPE	(D)	Mrs A Nicholson	COPE
F)	Mr F Ellis	CCC/COSE/MDG	(B)	Mr A B Niven	SCCSS
n)	Mr W K Ferguson HMDI	COSE (Assessor)	(E)	Prof. A M North	SCCS
			(E)	Mr J L Paterson	SCCA
R)	Mr I Flett	CCC/EC/COPE	(D)	Mr G Paton	CCC/EC/COPE
A)	Mr I R Fraser	SCCSS	(B)	Mr R Paul	SCCHE
A)	Mr D Fulton	CCC/COPE	(D)	Mr H L Philip	SCCBS
)	Prof. N A Furness	SCCML	(E)	Mr G W Riddell	CCC/EC/COSE/MDG
)	Sister M Gallagher	CCC/COSE/MDG	(E)	Mr D G Robertson	CCC/COSE
')	Dr W A Gatherer	CCC/EC/COSE/MDG/PFC	(E)	Mrs M Robertson	COPE
)	Mr W Gilmour	CCC/COPE	(D)	Mr T K Robinson	Director, SCDS
')	Mr I D Gilroy	SCCPE	(A)	Mr J M Rodger	CCC/COSE
')	Mr H F Hayes	Director, SCDS	(B)	Mr C C Roxburgh	COSE/MDG
F)	Prof. J Howie	SCCM	(E)	Mr J S Smith	CCC/COSE
C)	Mr J A R Hughes	Director, SCDS	(B)	Mr S B Smyth	Director, SCDS
A)	Miss H E Jamieson	SCCORE	(D)	Prof. K J Standley	CCC/COSE/MCC
C)	Mr J Jardine	SCCE	(A)	Mr D Taylor	COPE/SCES
n)	Mr D MacAulay	COG	(B)	Miss M Taylor	CCC/COSPEN/COSE/COPE
n)	Mr A Macdonald	COPE/SCOLA	(A)	Mr A P Urquhart	SCCMus
n)	Mr D McEwan	SCCTE	(B)	Mr I P Valentine	COSE
:)	Mr D McEwan	PESS	(A)	Dr D J White	CCC/COSE/PFC
)	Mr R McKinstry	COSE	(C)	Mr T F Williamson, HMI	COPE (Assessor)
·)	Mr N G Masson	CCC/COPE			
D)	Dr A D Milne	CCC/COSE			
E)	Mr J S Milne	CCC/COPE			

Secretariat: D R McNicoll   (A)
                R Walker   (E)
                T W Lodge   (C)
                Mrs M C Stevenson   (D)
                Miss E Cunningham   (B)

Dinner Guests: Prof. Sir Kenneth Alexander, Principal, University of Stirling
                  Mr J A M Mitchell, Secretary, SED

Denotes membership of discussion group.   Letter underlined denotes Chairman of discussion
group.

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JCC CONFERENCE: EDUCATION 10-14 -
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GROUP MEETINGS (1) - THE MAIN ISSUES

In its submission on the Starter Paper, Tayside Regional Council have identified
the main issues as falling under the headings listed below. The Group is asked
to concentrate initially on the topic indicated and to formulate a comment. As a
"starter", relevant extracts from Tayside's submission are appended.

If time and inclination permit the Group may wish to discuss any of the other
topics listed.

Group A The needs and characteristics of pupils in the 10-14 age group.

Group B The range and balance of the curriculum for the 10-14 age group.

Group C The deployment of staff teaching these age groups.

Group D School and class organisation, pedagogy, assessment and guidance.

Group E The liaison between stages, particularly the liaison between primary
and secondary schools.

Additional Topic: Home/School/Community relationships with particular reference
to pupil motivation and parental support.

TAYSIDE REGIONAL COUNCIL

EDUCATION COMMITTEE

EDUCATION OF THE 10-14 AGE GROUP - A STARTER PAPER

1   INTRODUCTION

The Education Committee at their May 1980 meeting considered a paper issued by the Consultative Committee on the Curriculum entitled "Education of the 10-14 Age Group - A Starter Paper" together with my covering Report No 465/80.   The aim of this Starter Paper was to encourage education authorities to review their policies and provision for the 10-14 age group, ie for pupils in the last two years of the primary school and the first two years of the secondary school.   It was intended to stimulate discussion about how provision for this age group might be improved.   The Committee agreed that I ingather the comments of advisers and head teachers on the starter paper and Report No 465/80, and thereafter that I prepare a draft submission for the Consultative Committee on the Curriculum.   In the meantime a major study of primary education in Scotland entitled "Learning and Teaching in Primary 4 and Primary 7" and carried out by HM Inspectorate has been published by the SED.   The findings of this report have influenced the conclusions I have reached about educational provision for the 10-14 age group.

The main issues which fall to be considered, in my view, can be grouped conveniently under the following heads:

(1)   The needs and characteristics of pupils in the 10-14 age group

(2)   The range and balance of the curriculum for the 10-14 age group

(3)   The deployment of teaching staff teaching these age groups

(4)   School and class organisation, pedagogy, assessment and guidance

(5)   The liaison between stages, particularly the liaison between primary and secondary schools

(6)   Home/school/community relationships with special reference to pupil motivation and parental support

(7)   Future research and development.

I would propose to consider each of these heads in turn.

2   THE NEEDS AND CHARACTERISTICS OF PUPILS IN THE 10-14 AGE GROUP

It is axiomatic that the pattern of education at all stages must have regard to the child's needs and particularly to the way in which he is growing and developing physically, emotionally and intellectually.   It is an essential part of a teacher's training and experience to be aware of the psychological and sociological needs of their pupils.   Important comments were made on this in the Primary Memorandum, the Plowden Report, the Pack Report/

25.

Report and the SCRE research report by Nesbitt and Entwhistle entitled "The Age of Transfer from Primary to Secondary School". Suffice to say that conventional wisdom seems to point to two major issues facing pupils of this age group. One is the effect of the physical changes leading to puberty on their emotional and intellectual development and on their attitudes to adults, each other and the world. Secondly there is the challenge that faces them in transferring from the world of the primary school to the very different world of the secondary school. The conclusion reached by Nesbitt and Entwhistle is that whatever the merits of different ages for making this transfer, what is important is that the transition should be as smooth and as gradual as possible. Secondary education should develop naturally out of primary education and the transfer to new organisations, new curricula, new styles of teaching, should happen gradually and not abruptly.

3 THE RANGE AND BALANCE OF THE CURRICULUM FOR THE 10-14 AGE GROUP

The theoretical source of the primary school curriculum in Scotland is set out in the 1965 Primary Memorandum. This postulates a formal curriculum composed of the following elements:

1 Language Arts

2 Mathematics

3 Environmental Studies which include history, geography and science and may include health education

4 The Expressive Arts which include music, art, crafts and physical education

5 Religion and morality.

The recommended time allocation was approximately one-third of the time-table to language arts, one-third to mathematics and environmental studies, and the final third to the expressive arts, religion and morality.

The main findings of the recent report on "Learning and Teaching in Primary 4 and Primary 7" are that standards in basic literacy and numeracy have been maintained and that while most teachers stress competency in these areas, many of them do not give sufficient attention to independent learning and the development of the imagination. Consequently pupils vary widely in their competence in other activities and areas of knowledge. More attention ought to be given to environmental studies and recreative and expressive activities including music, art and craft. The learning experience is further narrowed by the overuse of didactic and expository teaching methods. A re-appraisal of how group and individual methods might be more generally employed across the curriculum and over a wider range of ability is necessary. The importance of supporting teachers in their complex and difficult task is stressed, and in particular, the effect that imaginative leadership and care-fully co-ordinated school policies can have.

There is no definitive statement for the curriculum in S1 and S2 in Scotland comparable to that contained in the Primary Memorandum. In 1972 the SED published the report of a survey by HM Inspectors entitled "The First Two Years of Secondary Education". This report described trends - a clear and continuing development of mixed ability grouping, the development of a common course, increased modern languages teaching, improved liaison between/

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between primary and secondary schools, and more attention being given to the assessment of and guidance to pupils. The report, however, was describing a system in transition, was uncertain as to how long mixed ability grouping should continue and was reluctant to draw hard and fast conclusions about the merits of different forms of curricular or social organisation. It did, however, call for firmer policy guidelines in schools on such matters as homework.

I would take the view that the most significant comment on the curriculum and social organisation of Scottish secondary schools is contained in the Pack, Munn and Dunning Reports, when read together with Inspectorate reports of surveys. While the Munn Report made proposals for the curriculum at S3 and S4, I believe that this Committee enunciated certain general principles which have applicability throughout the school system. These principles were rehearsed in paragraph 3.5 of Report No 465/80 and bear repeating here. "The Munn Committee postulated three sets of claims on the curriculum: (1) the claims of society; (2) the claims of various kinds of knowledge and experience and (3) the claims of the developing individual. From these claims they derived four overlapping sets of aims which determine the scope of the curriculum: (1) the building up of knowledge of self and the world; (2) the development of a range of skills including psychomotor skills, inter-personal skills, communicative skills, analytic skills and investigative skills; (3) provision for the development of pupils' feelings, emotions, attitudes, beliefs and values; and (4) the preparation for the demands of society and adult life. The Munn Report assumed the curriculum to include all the experiences for learning planned and organised by the school and distinguished: (1) the formal curriculum; (2) the informal curriculum; and (3) the hidden curriculum. The formal curriculum was concerned with courses organised within the school timetable. It overlapped with the informal curriculum which included sports, school orchestras, debating societies, community service and similar activities which were carried out under the school's auspices but without formal teaching programmes and in part at least outwith the school day. Both the formal and informal curriculum take place within the context of the hidden curriculum, which refers to the ethos, code of discipline, standards of conduct, attitudes and values which obtain in the school. Central to the Munn thesis was the identification of eight modes of activity which constitute distinctive ways of knowing or interpreting experience.

(1) Linguistic and literary studies

(2) Mathematical studies

(3) Scientific studies

(4) Social studies

(5) Creative and aesthetic activities

(6) Physical activities

(7) Religious studies

(8) Morality.

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From this analysis the Committee mooted a balanced, formal curriculum which consisted of a core and options, the core containing each of these eight elements. While the Committee's remit was to put forward proposals for a balanced curriculum, they indicated that they considered that the motivation of pupils through success was at least as important as balance in their curriculum, a view which was shared by the Pack Committee. The strong similarities between the school curriculum described in the 1965 Primary School Memorandum and that described in the Munn Report reflect a broad consensus in Scotland of what the curriculum should contain and confirms a belief in the unity and continuity of the school curriculum."

Since we are dealing in the 10-14 age group with children in the process of metamorphosis, it is generally thought necessary to provide in S1 and S2 as wide a range of subjects in the formal curriculum as possible and to keep options open for future development. The curriculum for all pupils should thus include English, maths, science, social studies, music, art and craft, physical education, religion and morality. There should be opportunity for as many as possible to have access to foreign languages, home economics, and technical education. Curricular balance and pupil motivation call for a careful weighting of knowledge, skills and experience, and of the cognitive, effective and psychomotor domains, and the curriculum of any pupil at this stage should stand up to measurement by this yardstick.

4 THE DEPLOYMENT OF TEACHING STAFF

The starter paper called for consideration as to whether more or fewer teachers were required at each stage. Primary teachers tend to be generalists whereas secondary teachers tend to be specialists. The major change which the primary school child finds when he transfers to the secondary school is that the teacher whose special concern he is, is less in evidence and he may be faced with up to eight changes of teacher in one day.

Time allocation for S1 and S2 classes is a major problem for head teachers and senior staff involved in timetable construction. It can be helpful if the components of social studies, science, home economics and technical education can be imaginatively timetabled. Pupils might take history during one term and geography during another. It is important that the class teacher in the primary school should have the support of visiting specialists. Visiting specialists should be available in music, art, craft and physical education. Careful attention should be given to their roles. Ideally they should be consultants and advisers as well as practising teachers. The fourfold role of the remedial education specialist described in the report on children with learning difficulties is a helpful indicator of future development. The promoted staff in primary schools have a critical role in clarifying objectives, establishing school policies and promoting curriculum development and it is important that they should have time to do this work.

5 SCHOOL AND CLASS ORGANISATION, PEDAGOGY, ASSESSMENT AND GUIDANCE

The starter paper gives prominence to the differences between primary schools and secondary schools and highlights the problems which face the pupil transferring from Primary 7 to Secondary 1. The major differences in the way that the school day is organised in the two types of school would appear/

appear to derive from the fact that the primary class teacher is a generalist whereas the secondary class teacher is a specialist. These differences derive in turn from the Scottish Teacher training system so that even in a school which has both primary and secondary departments as we still have in Tayside in the case of Newtyle School, Alyth High School, Pitlochry High School, Auchterarder High School and Breadalbane Academy the differences between the primary and secondary departments in these schools tend to be just as marked as they are in separate primary and secondary schools. Given the thesis that the transition from primary to secondary education should be as smooth and gradual as possible, consideration should be given as to how a middle school organisation, curriculum and pedagogy can be created between Primary 6 and Secondary 2.

The starter paper encourages a belief that the primary school adopts a child-centred approach whereas the secondary school adopts a subject-centred approach. This assumption is challenged by the Inspectorate in their report on Learning and Teaching in Primary 4 and Primary 7. They claim that the primary school curriculum is not child-centred and that we indeed fit the children to the curriculum. They also question the received opinion that primary teachers devote a great deal of time to group and individual teaching as opposed to class teaching. They claim that differentiation in the curriculum is happening to a substantial extent only in the teaching of mechanical reading. It does not appear to be happening in other areas, notably spelling, mathematics, writing or history. Many of the important recommendations of the 1965 Memorandum as they relate to pedagogy and assessment have not yet been widely implemented. Primary teachers still tend to teach as they themselves were taught when primary school pupils. There is little evidence that teachers are thinking out their aims and objectives and deriving their curricular, pedagogical and assessment strategies and tactics from there. It may be that we ask too much of teachers. If the quality of teaching is to be improved, it is with aims and objectives that we have to start.

The legislative requirement is that school education should be adequate and efficient, that it should be progressive, appropriate to the requirements of pupils and regard should be had to their age, ability and aptitude. The Pack Report in paragraph 1.24 set out the following list as the basic objectives of education in general terms:

1 To enable children to acquire the basic skills of oracy, literacy and numeracy;

2 To develop powers of reasoning and the capacity for adapting to changing circumstances;

3 To develop skills and attitudes that will enable children to take their place in the world of work;

4 To develop reasonable and responsible social attitudes and relationships;

5 To develop knowledge and appreciation of the social and physical environment;

6 To provide systematic guidance and help so as to develop the ability to make informed choices;

7 To provide opportunities for creative self-expression and to encourage effort and the development of initiative and originality;

8 To encourage and develop interests that will provide personal satis-
   faction in leisure time; and

9 To develop the attitude that education is a lifelong process.

If these objectives are to be achieved, head teachers, administrators and advisers have to give support and leadership.   There would appear to be a general demand for firmer guidelines with relation to curriculum and assessment.   Teachers should be encouraged to see themselves as managers of resources, the most important of which is themselves and their teaching skills.   They have to be encouraged to think professionally about their classroom performance and how they should ring the changes between whole class teaching, group teaching and individual monitoring.   Pupils should be continuously made aware that a major objective is to achieve autonomous learning on their part.   The help of the College of Education has to be sought for in-service training which is best provided as near school level as possible.   There has been considerable development in recent years of school-based in-service training, provided by Dundee College of Education in collaboration with our advisers for schools in Tayside Region

These general principles apply both in primary teaching at P6 and P7 and to secondary teaching at the S1 and S2 levels.   The range of ability in a mixed ability class requires that secondary teachers have their work and their resources structured so that all members of the class can benefit from their teaching.   What the Pack Report seemed to be saying was that pupils will be motivated by success and will keep their self-esteem if they are succeeding in what they are doing.   The seeds of failure are often sown in S1 and S2 because the teaching does not match the ability of the less-able pupil.   If the class is always taught as a homogeneous group with the teaching aimed at the median pupil, the result is that the able pupils become bored and the weak become frustrated.

Teachers need help in understanding the uses of assessment.   Its primary purpose is for diagnosis and feedback to improve teaching quality.   The Dunning Committee defined assessment as the evaluation of a pupil's progress obtained using a variety of techniques.   Examples are, essays, homework assignments and examinations.   Assessment should concentrate on the improve-ment of pupil's performance, pupil guidance, pupil qualifications and the monitoring of the national standards of attainment, with an emphasis on various positive effects on the curriculum.   It is for consideration whether there is a case for standardised tests to monitor performance levels to be more widely used than at present possibly at the end of Primary 6 or at the end of Secondary 1.   The Munn/Dunning pilot projects presently being con-ducted for foundation courses in English, mathematics and science are pro-viding admirable experience in curriculum and assessment design for the teachers involved and are encouraging a more analytical approach to their teaching practices.

6 LIAISON BETWEEN STAGES, PARTICULARLY PRIMARY/SECONDARY LIAISON

Good liaison between stages involves the keeping of adequate pupil progress records and also the records of work done by particular classes. It is important to ensure that these records actually get into the hands of the teachers who will be taking the class next.   Enough has been said about the different cultures of the primary school and the secondary school to highlight that a major problem in liaison between stages exists when pupils/

pupils are transferring from primary to secondary schools. Some respondents
to the starter paper have doubted whether the transfer from primary school to
secondary school sets problems for the pupils and feel that the authors of the
starter paper may have exaggerated the difficulty. Frequently "the big
school" does present an interesting challenge for the new entrant from the
primary school. There is no doubt, however, that most worthwhile liaison
derives from local initiatives and it is most helpful when the secondary
school promoted staff take the lead. A great deal remains to be done to
develop an atmosphere of mutual trust and respect between primary and secondary
teachers and I am much encouraged by some of the initiatives which have taken
place and would commend examples of good practice which might be copied else-
where. Exchange visits of teachers between the sending primary and the
receiving secondary school are arranged to hear each other's problems and to
consider the unity and continuity of the curriculum. Secondary schools
arrange for primary pupils to visit the school in the May or June prior to
their entering S1. Open nights at the secondary school are arranged for the
parents of children in Primary 7 in the feeder primary schools. Guidance
teachers go out from the secondary school to the primary school both during
the P7 summer term and the S1 autumn term. A visiting teacher in the ex-
pressive arts may have both a primary school and a secondary school commitment
and be a "kent face" to primary pupils in their first year in the secondary
school. The sharing of material resources between primary and secondary
schools is a useful liaison exercise by which mutual trust and confidence
can be created between primary and secondary school teachers. Primary/
secondary liaison and collaboration must be a sustained and continuing
activity if it is to be wholly successful.

7 HOME/SHOOL/COMMUNITY RELATIONSHIPS

Many would claim that the single most important factor in a child's
development is his home or his substitute home and the quality of the
relationships within it. In his early formative years the child is
advantaged if he has good stable parent figures who will give him the
security he needs to develop his potential for personality growth and
learning. There is plenty of evidence that the children who succeed at
school tend to be the ones who have good home support. The Pack Report
spoke in paragraph 1.8 of the importance of harnessing parental support to
the work of the school. It is important for parents to be made aware that
their child's educational success will depend very much on the support that
they give him by way of resources, encouragement to read books, good speech
models to copy, satisfactory behaviour standards to conform to, facilities
for doing their homework and similar encouragement. Paragraphs 3.54 - 3.56
of the Pack Report listed various ways in which parental and community re-
sources could be utilised by the school open days and open evenings to discuss
pupil progress are essential. School Councils, parent-teacher associations,
voluntary help by parents in school libraries and resource centres all have a
place in developing the three sided relationship between school, community
and parents to which the Pack Report attached so much importance.

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GROUP MEETINGS (2) - MODELS FOR AN ALTERNATIVE CURRICULUM STRUCTURE

The Group is asked to consider the following models for an alternative curriculum
structure. The Group should select the model(or devise another) which appears
most attractive and explore its feasibility. The Report of the Group should state
reasons for the choice and briefly report on feasibility. If time permits more
than one model may be explored.

Model A

The establishment of middle schools with staff committed to the 10-14 age group,
trained and qualified to teach a cognate range of subjects; curriculum appropriate
to the age group.

Model B

A middle school curriculum for P6-S2 based on the rationale of developing skills
and concepts within fields of study appropriate to the age group.

Model C

Transfer to secondary at 11+ (end of P6) with a transitional year. An "anchor teacher"
takes the class for "general subjects" for half of the day; pupils introduced to
specialist staff and activities for the other half of the day.

Model D

Essentially maintain status quo but introduce greater degree of specialist teaching
at P6/P7 and effect changes in common course at S1/S2 to reduce extent of
specialist teaching.

Model E

No change at P6/P7. Common core of fields of study (related to Munn's modes - groups
of cognate subjects - Language, Mathematical Studies, Aesthetic Arts, Social Subjects,
Practical Skills, Science, PE, etc) for all pupils from S1-S4.

S1: 40 periods common core,

S2: 30 periods common core; 10 periods pupils opt in to effective modules leading
to Foundation or General presentation;

S3/4: 25 periods common core; 15 periods pupils continue or opt in to elective modules
leading to Foundation, General or Credit presentation.

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Discussion Group A – Session 1

1. The Chairman's Introduction focused on the group's theme: 'The needs and characteristics of pupils in the 10-14 age group'. The starting point of discussion arose from the statement in Conference Paper 4 regarding, 'the effect of the physical changes leading to puberty on (pupils') emotional and intellectual development'.

2. Initial discussion ranged widely. Aspects raised were: the problem of devising school strategies to cope with the wide age-range of puberty; the additional anxiety for girls when puberty coincided with transfer for many of them; physical changes were of less importance than the emotional and psychological experiences of puberty.

3. Doubts were raised about the psychological shock of transfer. The consensus opinion was that the interest and excitement of moving to secondary school helped the majority of pupils to overcome their apprehensions and only a minority might need extra help at this transfer stage.

4. It was agreed that it would be difficult for schools to devise additional procedures to encompass the wide age-range of physical change at puberty. It was in the area of psychological and emotional problems arising from puberty that schools should concentrate and draw up guidelines to help pupils with problems. Only a minority of pupils experienced anxiety at the transfer stage and they could best be helped by improving transition procedures and greater liaison between primary and secondary schools.

5. One problem at transfer was the communication of good information from primary schools about their pupils to the secondary classroom teacher. Guidance staff did not always pass this on. Local authorities were aware of this problem and were acting on it.

6. Another transfer problem to explore was the primary pupil's relationship with one teacher being replaced by relationships with many, different secondary teachers. Comparing the pastoral-care role, a secondary year-teacher might have a horizontal responsibility for as many as three hundred pupils: in contrast, the primary teacher had a pastoral role for thirty children. It would be possible to devise a system with only two classes per year-teacher in first year secondary to avoid this. Serious doubt was expressed about the options available to cope with this problem of reducing the number of teachers pupils had in S1. It could mean dual qualifications to teach the age-range 10-14 as one extreme solution or a drastic restriction on the present practices of timetabling in S1 with a consequent buffer effect throughout the secondary school. Before considering this there had to be evidence to justify such a major change. There was some corroborative evidence that the change from knowing how one primary teacher's rule operated to having to know how as many as ten secondary teachers' rules operated, acted against some children. However, it was possible that in the absence of hard evidence one could talk oneself into thinking this was a major problem when in fact it was a minor problem for only a few pupils. The majority of pupils seemed to suffer no ill-effects from having an increased number of class teachers.

7. It was suggested that the increased number of teachers in S1 was a less important issue than the problem of curricular change at transfer. In primary school one teacher with one class could provide a curriculum for each child: in secondary, the large number of classes a teacher had meant that he taught

to the middle range of ability. There was some evidence that after the excitement of transfer a number of pupils experienced deteriorating achievement because of this difference. It was stressed that secondary schools must recognise this problem and deal with it. There would be no improvement here until secondary schools changed their attitudes to time-tabling and staff deployment from their present emphasis on the needs of the upper school as related to public examinations. However, it was doubtful if a general subjects teacher would emerge from a body of teachers trained in one discipline: in the present climate secondary teachers would not accept this as a possible working pattern.

Discussion returned to the provision of guidelines to schools for children experiencing difficulty at transfer. It was suggested that some degree of change in secondary school strategy was needed since it was basically an organisational problem to implement general guidelines. However, the organisational problem was a moderate rather than a grave one and secondary schools should be able to provide a stronger pastoral element if they had the will to tackle this problem. It was impossible to provide the same kind of pastoral care as in the primary school but it should be possible to reduce the number of teachers the transfer pupil had to relate to. This could be achieved with certain timetabling devices and a re-appraisal of teacher deployment. It was agreed that the scale of the problem did not merit a drastic re-think of S1 strategies but still changes would have to be made in the secondary school's organisation to provide stronger pastoral care.

It was agreed that, parallel to this change, secondary schools would have to re-examine teaching strategies in S1. S1 classes of mixed ability contained pupils of diverse attainment whose needs had been catered for by primary class organisation and the single teacher factor. Secondary teachers had not tackled this problem and taught to the middle range of ability. It was common, for example, to assume that all S1 pupils, except remedial children, should start at the same reading level. Secondary teachers would have to change their teaching methods to accommodate their pupils' diverse attainments. It was agreed that this was the crux of the curricular problem.

The group next discussed the transfer of information from primary to secondary schools. Much good information was transferred but the way this was used at present or could be used in the future needed study. Reference was made to the COPE report and its implications regarding communications between primary and secondary schools. However, there was the problem of how widely information should be disseminated in the secondary school and also how much information the secondary teacher could reasonably be expected to acquire about several hundred pupils. Another point was that some schools favoured a 'clean slate approach' for transition pupils and did not therefore encourage wide dissemination of pupil information particularly regarding social problems. Some teachers would need to know this kind of information but it was suggested that all teachers did not need to know it. After further discussion it was accepted that each secondary school should have a bank of information held in confidence to which there could be access as needs arose. From discussion there seemed to be three categories of information the school would hold: confidential information available to only a few teachers; health and personal information made known to a child's teachers by the guidance teacher as necessary; information about a child's educational attainment widely available to his S1 teachers. In all categories the need for confidentiality should not be forgotten.

11. The Chairman next referred to the statement in Paper 4 that 'Secondary education should develop naturally out of primary education' and asked group members for their views on this. Reference was made to Circular 600 and the Primary Memorandum regarding the period of orientation at S1 and S2 and that curricular areas in P7 were not much at variance with S1 and S2 'subject' areas. Some reservation was expressed about the assumption that development should come 'naturally' out of primary education. It might be more useful to take the best aspects of primary and secondary educations and over a period of time produce a different organisational context which would meld these.

12. There was a need to develop forms of teaching and learning which were effective for different and particular purposes rather than implying that there might be 'one approach' which was more useful than all others. Another view expressed favoured the assumption that the development was natural as in the quotation. It implied that there was some kind of continuity and congruity between the primary and secondary curricula and that with a change of emphasis in organisation at S1 there lay a basis for an improved transition year.

13. The Chairman thanked members for their contributions to this first stage of the discussion on the 10-14 age-group's needs.

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Discussion Group B - Session 1

1.   At a theoretical level, there exists in Primary schools a
        proper basis for organising the curriculum.

2.   The broad categories of the 1965 Memorandum should ensure a
        wide-ranging and balanced educational experience for pupils.
        The methodology associated with the 1965 Memorandum, child-
        centred in the sense that it is rooted in the Piagetian view
        of child development, is also felt to be appropriate.

3.   The fact, according to the HMI P4 and P7 survey, that many
        primary schools do not provide a wide and balanced curriculum
        was seen as a failure in management by head and assistant head
        teachers. The feeling that in some schools in Primary 7 there
        is a loss of momentum and enthusiasm for learning was thought
        to be due to the difficulty experienced by non-specialist
        teachers in coping with the growing needs of pupils at this age.

4.   It was further felt that the Munn Report had provided a secure
        theoretical basis for organising the curriculum in SIII and SIV
        through the "modes of learning" framework. A major practical
        problem at this stage had always been to make suitable provision
        for the least able pupils; but there was now cause for optimism
        here, since experimental foundation courses in English, Mathematics,
        and Science were producing good work.

5.   The group confirmed the view of the Starter Paper and the Tayside
        Submission that no rationale existed for S1 and S2 to provide a
        bridge between the earlier and later stages. The absence of such
        a rationale (beyond the provision of a "taste" of all subjects for
        all pupils) underlay many of the weaknesses identified in the
        Starter Paper.

6.   The group /

6. The group believes that the provision of such a rationale is, therefore, a first priority. It might have features such as these: it would accept the broad curricular framework of P6 and P7; it would propose the organisation of secondary subjects into cognate fields with a correspondence with the Primary curriculum; it would suggest ways in which, within such a framework, pupils could experience as complete a range of "subject" possibilities as now, perhaps by using a modular approach, and certainly avoiding the present tendency to give pupils a simultaneous experience of subjects; it would propose teaching methods aimed at developing the skills and concepts needed at S3; and it would propose approaches to ensure motivation, success and, therefore, favourable attitudes to schooling. It is further suggested that a rationale of this kind could show how new "subjects" or areas of learning (such as computer education, or health education) could be brought into the curriculum.

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Discussion Group C - Session 1

1. Any discussion of and decisions about the deployment of staff
    to teach this 10-14 age group must be affected by decisions
    about the structure of primary and secondary education and
    the curriculum for children in the age group. The Group
    agreed that its discussions would be based on the present
    system of transfer at age 12+ from primary to secondary school.

2. The P6-7 curriculum is often described as being child-centred,
    directed towards the general education of the child by
    contributing to the social, moral and educational development
    of pupils, taught by one teacher using individual and group
    methods. The S1-2 curriculum is characterised
    as subject-based, concerned with academic standards in rigidly
    defined areas of study, taught by a multiplicity of specialist
    teachers using lock-step, whole-class instruction methods.
    The Group did not, of course, believe that these vignettes
    were true representations of all 10-14 classes in all schools.

3. For some few pupils the transfer to secondary school was a
    traumatic experience but it was felt that, for the majority,
    the transition of itself was not a serious problem. The
    adverse affects for the few were mainly on their affective
    development - behaviour, social attitudes, responsibility, etc.

The Group believed that, in general, teachers of pupils aged 10-14 were achieving reasonable results but that there was evidence to suggest a want of intellectual growth during these years. It was suggested that pupils were not being stretched enough. The Group agreed that among the contributory factors were

(a)   the shortage, or lack, of specialist teaching in the upper stages of the primary school

(b)   the lack of opportunity in P6-7 for pupils to meet and interact with a number of adults with, perhaps, different specialisms

(c)   the multiplicity of subjects taught in S1-2. The curriculum in S1-2 is the one in which pupils study the greatest number of subjects (as many as 12).

(d)   the sudden transition from interacting with one teacher in P6-7 to meeting a large number per week in S1-2 (as many as 20 in the worst cases)

The point was stressed that a loss of momentum during the P6-S2 stages might have serious effects on subsequent work in S3-4. Some members felt that there had to be a basis for choice, at the end of S2, and that meant that subjects in S1-2 had to be fairly clearly defined.

The Group considered that there was a case for increasing the opportunities for teacher contact in P6 and P7 and reducing the number of subjects taught and teachers encountered in S1 and S2.

It was suggested that there should be a close examination of the curriculum for the stages P6-S2 with a view to the teaching of basic skills and concepts in 5 or 6 subject areas. Responsibility for these curricular areas would fall to a group of 5 or 6 specialist teachers in both the primary school and the secondary school liaising closely with each other. Alternatively it might be that the specialist teachers in these subjects could stay with P6 pupils and move with them through to S2 thus reducing many of the problems encountered at transition.

6. It was recognised that the establishment of a group of specialist teachers for the P6-S2 age group would have significant implications for the education and training of teachers and for teaching qualifications. The situation envisaged by the Group would involve teachers in both sectors being trained to teach a range of basic skills in a group of subjects. Secondary teachers in particular would have to become more generalist than at present. It was likely that a specialist qualification for the teaching of the 10-14 age group would have to be introduced in addition to the existing qualification requirements. This would be a matter for the General Teaching Council to consider.

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Discussion Group D - Session 1

1. The Chairman directed the group to its main topic but added that, time permitting, the other topics might be explored.

Discussion focused on the major differences between the primary and secondary sectors on school and class organisation, pedagogy, assessment and guidance.

2. School and Class Organisation

2.1. The Primary Memorandum (1965) recommended openness and flexibility, active learning situations, co-operation between staff and pupils and the use of group methods. Adherence to those ideas had apparently been a contributory factor to the traumatic transfer experienced by some pupils on entering secondary schools where the emphasis was more on the acquisition of concepts and skills mainly through the textbook approach. Some primary schools are returning to a more traditional formal approach in order to alleviate the problem.

2.2. The unity built up in the primary school can be quickly broken down by the fragmented curriculum in the secondary with pupils having to cope with contacts with many teachers in a day, a bewildering range of subjects and a whole new vocabulary. Also, some pupils, being used to open-plan design, find more standard classroom arrangements restricting.

2.3. To prepare pupils for transfer, some primary schools are experimenting with the introduction of 'periods' and introducing a more structured approach in P6 and P7. Some liaison between 'feeder' primaries and secondaries has been attempted but not on a sufficiently large scale.

2.4. Agreeing that curriculum continuity is fundamental to the whole issue and that the cultivation of 'middle school' attitudes is desirable, the group explored ways and means of how best these might be achieved against a back-

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ground of falling school rolls, school closures and staffing cuts. There was agreement on the introduction of a degree of specialisation in P6 and P7 and lessening the specialist content in S1 and SII.

3.   **Pedagogy**

3.1. The present system of teacher training perpetuates the idea of the 'generalist' primary teacher and the 'specialist' secondary teacher.   To some extent this is inaccurate as most secondary teachers are qualified in two or more subjects. However not many of them are engaged in teaching all of their subjects, a 'luxury' which may not be retained in future.   The group felt that it should be possible for either the primary teacher to continue with the P7 class until the end of S1 or for the various subject specialists to visit the primary classes and, while working alongside the primary teacher, introduce a small measure of specialisation.

3.2. There would of course be implications in these arrangements for teacher training and in-service training and it might be that a new 'middle school' qualification would be required.

4.   **Assessment**

It was suggested that the present transfer form did not assist the secondary teacher in assessing the capabilities of pupils.   There were difficulties caused by the unevenness of standards of the various 'feeder' primary schools. It was believed that the main cause of such variation was due to the lack of any externally assessed standards.   The Primary Memorandum (1965) recommended that there should be no standard testing and this is still official policy.

4.1. Primary Head Teachers devise schemes of work within Education Authority guidelines and reports on each child's progress are passed from teacher to teacher. Having no objective method of testing at the end of P7 means that teachers in S1 need time to get to know the pupils and to assess their capabilities.   The curriculum in S1 therefore should be of a more general nature with less pressure on the pupils.   In this way, fewer of the 'less able pupils' would be in difficulties so early in their secondary career.

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Discussion Group E - Session 1

1.   The Group took as its starting point section 5 of the starter paper.
Uncertainty was expressed about the statement that "efforts in this area /of
contacts between schools_7 have not been successful". It was thought that
there had been a wide range of such contacts but perhaps these were of a superficial
nature.   Some success may have been achieved in reducing pupil anxiety but no
impact had been made on the fundamental issue of curriculum co-ordination.   The
two areas of social and curricular liaison had to be examined separately.

2.   On the pastoral issue the group was aware of commendable schemes under which
Assistant Headteachers went out from the secondary school to meet teachers of the
primary leavers; where primary children were shown round the secondary school
before transfer; where information handbooks were issued; and where meetings with
parents were held.   It was suggested that not enough was done to explain to
primary children what and how they would be taught at secondary school and what
to expect when they went there.   It was generally felt however that it was
unrealistic to go much beyond what was already being done and still be comprehensible
to primary leavers.   In fact the group broadly concluded that there was a danger
of overreacting to the anxiety issue.   The vast majority of children adjusted
quite happily after about six weeks and in any case had to learn to cope with
life's vicissitudes.   Interest was expressed in the practice in some areas of
transferring primary school children to the secondary school one month before the
end of the session in the post-examination period when pressures were less and
children could adjust to their new environment more agreeably.   The concept of a
physically separate middle school was ruled out as a non-starter; this would require
children to undergo 2 transitional stages instead of one.

3.   Discussion moved on to the question of children with learning difficulties.
The inadequacy of present methods of identifying these pupils clearly at the point
of transfer was considered to be a fundamental cause for concern.   This inadequacy
appeared to result from insufficient contact between primary and secondary and from
unsatisfactory forms of reporting;   profiles, for example, were perhaps not always
as complete as they might be.   Problems were exacerbated when secondary subject
teachers had to deal with mixed ability classes; they did not have the scope of
primary teachers to give special attention to pupils with difficulties.   These
difficulties were heightened by the pupil encountering numerous teachers for short
periods of time.   For all these reasons a need appeared to exist for a set of
procedures which would effectively identify, and communicate information on, pupils
with learning difficulties and those with behavioural and other problems.   This would
facilitate early and effective support for such pupils at the outset of their
secondary career.   The successful implementation of such a set of procedures would
require a close and confidential relationship between the primary and secondary
schools.   In some areas assistant headteachers (guidance) were already going round
primary feeders discussing such children.   It would be helpful if sustained contact
and partnership could be maintained with the pupil's previous primary teacher.

4.   There was a strong general feeling that the source of many of the problems
in the period of transition from primary to secondary could be traced back to the
absence of co-ordination between the curricula at the two stages. A fundamental
solution could be attained only through the establishment of a nationally agreed
curricular structure which, inter alia, would remove the variations in coverage
and assessment which exist among primary schools and would ensure continuity in
curriculum over the 4 years in question. The primary and secondary sector curricula
seemed to share sufficient common ground to make possible the identification of a
common core based on subject areas. Such an arrangement would require very careful
consideration and would raise numerous problems. For example, in relation to primary
it would be important to review the competence of teachers across the curriculum
and to work towards an increase in the amount of specialist teaching. At the
secondary stage it would be necessary to reduce the number of discrete subjects
with which new arrivals from primary would have to cope at any one time. (A cyclical
approach to the introduction of subjects into the timetable could achieve this end
and would have the added benefit of facilitating a more concentrated approach to
the teaching of each subject area.) At both levels it would be essential to arrive
at a satisfactory balance, within a curriculum based on subject areas, between the
teaching of content, skills and concepts. The Group believed that such an overall
 pproach could give the curricular coherence which pupils in transition had a right
to expect and could go far to ameliorate the difficulties which many were currently
encountering.

CCC CONFERENCE: EDUCATION 10-14 –
UNIVERSITY OF STIRLING: 4 FEBRUARY 1981

Discussion Group A – Session 2

1. Group A looked at each of the five models in turn and the outcome of their
discussion was as follows:

Model A

2. The advantages of having staff committed to the 10-14 age group were recognised.
It was felt, however, that the establishment of middle schools could bring about
a more complicated situation for pupils (in that they would have a further
transition to make) and would inevitably raise questions about the training of
teachers.

Model B

3. It was suggested that Model B was a statement of one possible way in which
curriculum continuity for P.6 - S.2 might be provided and that the development
of skills and concepts could provide a form of linkage which had an in-built
flexibility. There were different viewpoints with regard to the feasibility
of implementing the model. It was argued, on the one hand, that there was a
lack of understanding of the changed aims and objectives of new courses in
secondary schools and that the kind of liaison implied in Model B would be
likely to lead to a greater understanding of these aims and objectives; and
on the other, that there were many more learning difficulties in S.1   in
any primary class and that, from this point of view, a skills/concepts model
was unlikely to be very helpful. Some doubts were expressed about fields of
study but this matter was not explored in any detail.

Model C

4. It was noted that, whilst one part of this model postulated an organisational
change, the other (which introduced the concept of an "anchor-teacher") had
much wider implications. There was discussion about whether the transitional
year should be spent in primary or in secondary school. One member's
experience had been that children who had transferred to secondary school at
an earlier age appeared less apprehensive about the next part of their school
life. but others felt that an earlier move was unfair to P.7 pupils in that it
denied them opportunities to undertake the same degree of responsibility and
could have an influence on maturational development. It was suggested, too,
that from a staffing point of view, the consequences of transfer at an earlier
stage in the present context of falling rolls in primary schools, should not be
overlooked.

45.

5. Reference was made to existing arrangements for visiting specialists in primary schools and one member (a secondary headteacher) wondered whether the range of specialists could be extended to include scientists and mathematicians in P.7. He thought that this arrangement would have the advantage of introducing P.7 pupils to a greater number of teachers and that it would help, too, to provide curriculum continuity in the subjects in question. A primary headteacher noted, however, that there were problems - and perhaps even greater ones - in providing continuity in some other subjects.

6. Members were attracted to the idea of an "anchor-teacher" who would take the class for general subjects for half of the day. They felt, however, that careful consideration would have to be given to the precise nature of the role of this teacher, to the teaching qualification(s) which would be appropriate, and to other criteria to be used in selection. There was the suggestion that it was even more important that an "anchor-teacher" should be a "special" person than a person with a special qualification.

7. The idea that the "anchor-teacher" should be someone with a primary teaching qualification and with responsibility for teaching "core" subjects was explored but it was suggested that it was not desirable that this teacher should be concerned only with "basic" subjects and that the possibility of having a new type of qualification for "anchor-teachers" would need further consideration.

8. If "anchor-teachers" were to be introduced at S.1 stage, it was pointed out that some flexibility in terms of staffing would have to be in-built in the secondary school because of the extra time involved in carrying out pastoral duties in addition to a teaching commitment. It was also noted that, if they were involved only in socialisation of pupils, it would raise time-tabling problems and it would be difficult to see how this work could not be undertaken by guidance teachers.

Model D

9. It was agreed that there were misconceptions about what was meant by "common course" and that it would be essential to ensure that there was a clear understanding of the meaning of the term.

10. Two members said that they had had some experience of this model in operation and that it had worked well. (In one case it had been abandoned for financial reasons.)

11. It was noted that decisions had to be taken about how a greater degree of specialist teaching was to be introduced at P.6/7 and whether this should take the form of (a) appointment of primary teachers with specialisms, (b) appointment of visiting specialists to primary schools, or (c) an arrangement for specialist teachers from the secondary school to visit associated primary schools.

12. A secondary headteacher's reaction to the arrangement described in (c) was that he could envisage it working smoothly in an urban area but that in a rural area it would prove to be a non-starter. It was suggested, too, that in the present circumstances it was no longer possible for secondary schools to release teachers.

With regard to effecting changes in the common course at S1/S2 to reduce the extent of specialist teaching, it was felt that it would be difficult to determine what subjects should be excluded.

Model E

13. After discussion of the implications of this model, it was agreed that feasibility studies would have to be carried out before any decisions with regard to its implementation could be made. Members liked the common core but expressed reservations about the reduction in the number of fields of study which a pupil could pursue at any given time. It was suggested, too, that whilst the model would be helpful in the development of a multi-disciplinary approach, there was an implied disadvantage to some subjects which could lead to their being regarded as subordinate.

14. Reference was made to experimental work being undertaken in Grampian and Lothian Regions which involved the allocation of blocks of time rather than a single period to a field of study. The impression gained, at this stage, was that slow-learning pupils were benefiting from the arrangement but it was stressed that it was important to bear in mind that, in addition to allowing less time for certain subjects, it could lead to a lowering of pupil-motivation.

Individual Preferences

15. Following the group discussion, the Chairman invited each member to comment briefly on the model (or combination of elements from different models) which he or she believed to have most to commend it. Eight members expressed their preferences as follows:—

   1. An amalgam of Models B and C which married the idea of an "anchor-teacher" and a guidance teacher to introduce a "custom-built" teacher for S.1. This teacher was to be secondary-trained (with a particular specialism) so that, for part of the time he/she could teach children other than S.1. (It would be desirable if this person could hold a promoted post.)

   2. Model C – where an "anchor-teacher" and some specialist teachers had responsibility for children in S.1.

   3. Model C. (It was seen as extremely important that efforts should be made to ensure that there were closer links with work being done in primary schools.)

   4. Model D was unacceptable. Each of the others had some elements which were attractive. Model C was a good one and could work well in some places. In Model B the idea of primary and secondary schools having to work out aims and objectives was to be commended. Model E, when implemented by the allocation of blocks of time which could bring about more subject-integration, also merited further consideration.

5. A model which resembled Model C. Whether the transitional year was in P.7 or in S.1 was not a matter of great concern. Whatever the decision, it was important to try to ensure that a lot of the good P.7 practice was not lost.

6. Model C. The "anchor-teacher" should be in S.1 and should be a primary-trained teacher who had access to specialists as consultants. There should be subject-integration as in a primary classroom.

7. Elements from a number of models. Recommendations were as follows:

    (a) At P.6/7 stage there should be a close look at possible variations in organisation which would extend the number of teachers with whom children had to relate.

    (b) At S.1 it was important to look at the "anchor-teacher" concept with a view to seeing to what extent it would be possible to reduce the number of teachers with whom children came in contact.

    (c) As an outcome of discussions (at authority level) between secondary schools and associated primary schools about ways in which meaningful liaison should take place, guidelines should be issued to primary and secondary headteachers.

8. Elements in a number of models were helpful. Some of the thinking in Model C should be borne in mind but the "anchor-teacher" was to be defined in terms of a new model of which Model B was a part. In order to get continuity, it was essential that aims and objectives for P.6 - S.2 should be worked out by primary and secondary teachers and that questions of methodology and organisation should also be considered.

Conclusions

16. Summing up, the Chairman said that the overall picture that had emerged was that there had been a "homing-in" on Model C and, in particular, the concept of an "anchor-teacher". No clear agreement, however, had emerged with regard to the stage at which the transition should take place or the criteria for the selection of the "anchor-teacher".

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Discussion Group B - Session 2

1.   The group was fortunate in having Mr Roxburgh, Depute Director of
Education, Central Region, as a member. In Grangemouth and Central Region
there exist the only two middle schools in Scotland and Mr Roxburgh was
able to describe their operation. The middle schools covered the years
Primary 6 to Secondary 2 although these are designated M1, 2, 3, and 4.
Mr Roxburgh reported that the system worked effectively, pupils were happy,
there were no disciplinary problems, pupils did well when they moved on.
Problems at the two transitional stages had been overcome by regular meetings
of the headteachers concerned. A steering committee met regularly to discuss
the transition problems and other issues. Curriculum guidelines had been
produced to enable the three units concerned to articulate their efforts.
There were staffing problems in the middle school area since secondary school
teachers gain no experience of presenting "O" Grade and "H" Grade candidates
in the middle school structure.

2.   The group did not see the widespread introduction of the middle school
as likely or feasible in the present climate of opinion and economics in
Scotland. Further, it was strongly argued that the exact date of transition
from one sector to another was not of great significance. At present we had
seven years of primary schooling and six years of secondary schooling. It
was argued that this was as good a basis as any other to build upon.

3.   Given that, the group favoured an amalgam of Models B, D, and E. The
favoured model would introduce a greater degree of specialist teaching at
Primary 6 and Primary 7, effect changes in the common course at S1 and S2
to reduce the numbers of specialist teachers and subjects encountered, would
reduce the range of subjects to those cognate groups set out at Model E, viz,
language, mathematical studies, aesthetic arts, social subjects, practical
skills, science, physical education, etc., and this grouping of subjects should
be taught in such way as to develop skills and concepts appropriate to the age
group.

4.   The group spent the rest of its time exploring how such objectives might,
in practice, be achieved, and recommended that it would be necessary to provide
an appropriate range of teaching styles from Primary 6 to Secondary 2 and with
that an appropriate range of learning experiences by deploying teachers more
flexibly /

flexibly than at present in order to use their skills and knowledge over the whole four years of the period under consideration.

5.   It was recognised that this process would require a co-ordinator, not a boss figure, but a person to ensure that the system was working smoothly. Such a co-ordinator would not necessarily be based in the secondary school or even in the primary school. A facilitator of the kind envisaged could be an adviser. He would work within an agreed framework arrived at and sustained by regular and frequent discussion among the participating schools. In order to effect this scheme, all the support services of the local authorities would have to be brought to bear.

6.   The group was fully aware of the difficulties involved in achieving these ends and of the shifts of attitude which would be required. Further, they recognised the need for extensive training.

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Discussion Group C - Session 2

1. The Group decided that, of the five models put forward in
   Conference Paper 5, there was no single one which the Group
   wished to support in full. There were, however, attractive
   elements in a number of the models which might be amalgamated
   to form an acceptable model for an alternative curriculum
   structure.

2. The Group could see no justification for establishing middle
   schools (Model A). They would be too costly to set up and
   would create unnecessary problems in that pupils would have
   a further transition to make. Members felt that there was
   no merit in advancing the year of transition to the end of
   P6 (Model C). The Group did not consider in detail the
   implications of Model E although it was generally felt that
   a common core of fields of study should be introduced into
   P6 and P7 as well as S1 and S2. While dismissing the idea of
   middle schools as such, the Group welcomed the notion of a
   middle school curriculum for P6-S2 (Model B) with teachers
   trained and qualified to teach a cognate range of subjects
   (Model A). Having already expressed concern that there
   appeared to be a loss of momentum at this crucial stage of a
   child's education due to too little specialist teaching in
   the upper primary school and too much in S1 and S2, the
   Group agreed that the most appropriate model should be one
   which generally took into account the concepts embodied in
   Models B and D.

51.

3. The view was generally held that pupils in the 10-14 age group were not being stretched enough, particularly in the upper primary school. There was a need to improve both basic and higher-order skills in reading, writing skills and skills of oral exchange, all of which were essential competencies for work in S3 and S4. The Group agreed therefore that there should be a coherent core curriculum for all pupils from P6 to S2. Any future study of this issue should begin with an examination of the underlying principles of a coherent curriculum, provide a statement of the aims of education for the 10-14 age group and list the skills and concepts that pupils should have attained by the end of S2.

4. It was ultimately agreed that the Chairman should report to Conference on the following lines:

(a)   The models presented in Conference Paper 5 were not mutually exclusive. Some dealt with purely organisational matters, others included curricular considerations.

(b)   The Group opted for an amalgam of Models B and D, thus "Maintain the status quo but with a middle school curriculum for P6-S2 based on the rationale of developing basic skills and concepts within fields of study appropriate to the age group. Introduce a greater degree of specialist teaching at P6 and P7 and effect changes in the Common Course in S1 and S2 to reduce the extent of specialist teaching".

(c) The starting point for development of an appropriate curriculum would be an agreed statement of the educational aims for this age group. The aims might be those contained in the Pack Report. This would lead to an exposition of the concepts and skills to be acquired by the end of S2.

(d) Efforts should be made to encourage improved competence in numeracy, reading, writing and oral exchange and to impress upon pupils the relevance and importance of skill in these areas.

(e) This model was devised because, in the view of the Group, it did not make significantly increased demands on resources; it was practicable; it would not involve serious disturbance to the existing system. The model was considered to be a feasible one, although it was recognised that it implied changes to the regulations for teaching qualifications in the secondary sector.

Discussion Group D - Session 2

1. The Group, in looking at the five models, agreed that no single option wholly appealed. As the models were not mutually exclusive, an amalgam of some of the ideas in some of them seemed more attractive. Of prime concern to the Group was the practicality of an alternative structure in terms of financial and staffing resources. On these grounds therefore the establishment of middle schools (Model A) was immediately rejected. Moreover, it was felt that the addition of another tier would not solve what was seen as basically a curricular and staff training problem. Indeed, middle schools might serve to create further problems by necessitating two ages of transfer.

2. The rationale outlined in Model B could not be compared with the structural and organisational changes proposed in the other models and no great amount of time was spent in discussion of this option. There was concern however that a curriculum based on the rationale of developing skills and concepts within fields of study appropriate to age mistakenly assumed the levels of pupils' knowledge and abilities.

3. The Group was unhappy with the terms of the proposals contained in Model E, particularly with the suggestion that there should be no changes in the curriculum at P6-P7. Also it was difficult to see how it was possible to reduce the range of subjects in a common core of fields of study for all pupils from S1-S4.

4. There was a measure of support for the suggestion in Model C that pupils should transfer at 11+ with a transitional year, giving 3 years instead of 2 before choices of subjects had to be made. There was some concern, however, that a large number of pupils were not emotionally mature enough for transfer at a lower age. The other aspects in this Model and those contained in Model D found favour and were explored.

5. Having agreed the educational desirability of introducing some specialist teaching at P6-P7 and reducing the extent of this in S1-S2, the Group turned to the considerable implications for staff training. Whether the way ahead might be the primary teacher continuing with the P7 class into

54.

S1, or subject specialists visiting the primary working alongside the P7 teacher, what was clear was that teachers would require extensive in-service training. It may be that a new Primary/Secondary qualification will prove necessary. At present only the four year B.Ed. allows for this training mix. Also greater use might be made of sub-specialist qualifications possessed by primary teachers. Teachers in S1 and S2 should be encouraged to teach all of the subjects included in their qualifications, thereby reducing the number of teachers pupils have to face. Care would have to be taken to ensure that specialist teaching in the primary school did not lead to premature 'streaming'.

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Discussion Group E - Session 2

The group was enjoined by the conference paper (5) to consider 5 listed models
for an alternative curriculum structure, to select the one, or devise another
which appeared most attractive and to explore its feasibility. The group's report
was to state reasons for its choice and to report briefly on feasibility.

In order to make its selection the group decided to examine each model in sequence.

Model A

Apart from the proposition that staff should be committed to the 10-14 age group,
this model evoked no favourable comment. It was regarded as impracticable on financial
grounds and undesirable both in requiring pupils to make 2 changes of school and
in imposing yet another major change on teachers who had already had to absorb numerous
innovations.

Model B

Some uncertainty was expressed as to the precise meaning of the model but there was
strong support for the notion of a middle school curriculum as distinct from a
physically separate middle school. It was felt that if an agreed curricular
structure could be devised between the primary and secondary schools issues of
liaison and methods would fall easily into place. It would be necessary to
identify a core curriculum within subject areas and to provide guidelines for
its application. There would be a problem in that in some areas neither primary
nor secondary teachers would know how to impart skills and concepts. Some teachers
would also have to be diverted from according too much attention to their preferred
subject. A need was seen for more specialist support at the primary stage and for
increased in-service training at all levels. It was agreed that the terms of the
model should be subject to the addition of "having regard to individual
aptitudes and abilities".   56.

It was noted that if this model were to be pursued account would have to be taken of the English experience of transfer at 11+. It was suggested that the model might bear closer consideration in the late 1980s when the school population would be much reduced. Some uncertainty was expressed as to the general subjects which the "anchor" teacher would provide. The model attracted little support and was generally regarded as a misconceived, over-elaborate attempt to deal with the anxiety problems of pupils transferring to secondary schools.

Model D

It was noted that on practical grounds the current reductions being imposed on flexibility allowances in teacher supply would rule out this model. On theoretical grounds the main weakness observed was that the model did not offer fundamental curriculum change. If the proposal "essentially /to/ maintain /the/ status quo" were omitted the model might provide a useful transition stage towards a more fundamentally innovative system such as that offered by model B. Care would have to be taken to ensure that primary teachers were not alienated by the introduction of specialist staff and much would depend on the tact of the latter in not usurping the role of the existing staff.

Model E

It was immediately agreed that the proposal that there should be no change at P6/7 should be discarded. It was feared that the range of cognate subjects listed would not lead to a reduction in the number of teachers with whom pupils had to deal. It was suggested, however, that a cyclical approach to the introduction of subject areas into the timetable would reduce the number of subjects taught at any one time and, if operated on blocks of time within the week, could result in simpler timetabling and more concentrated attention on individual subjects. With appropriate curricular planning subject barriers could be lowered with more integration and cooperation between subject teachers. It was suggested that enquiries be made about research into open plan subject departments to discover whether such arrangements might enable pupils to see interrelationships between subjects and the individual components of subject areas.

Conclusion

8. The Group was unanimous in settling on a combination of models B and E. What was required was a middle school curriculum. There was sufficient commonality between modes in primary and secondary schools to provide an appropriate framework. Through the combination of a clearly structured curriculum related to subject areas and a cyclical approach to timetabling it should be possible to achieve a more flexible approach to the deployment of staff and the introduction of a wider range of classroom strategies, e.g. cooperative teaching; a reduction in the numbers of teachers whom pupils would encounter in S1;

agreement on the balance between content, concepts and skills; and continuity over the period of transition.

It was agreed that the feasibility of the composite model could only be tested in the field. Experimental projects would have to be set up in appropriate schools with a view to establishing an agreed structure in respect of the whole curriculum and each component of it and providing national guidelines for local application.

APPENDIX 6   THE S1/S2 CURRICULUM

HISTORICAL ROOTS OF THE 10 TO 14 CURRICULUM

S1 and S2

HISTORICAL ROOTS OF THE PRESENT 10 - 14 CURRICULUM

S1 and S2

The Inspectorate's Report on "The First Two Years" (1972) provided one of the very few analyses specifically of the 12 - 14 age group and of the curriculum they were offered in schools. Over the last century, however, many pieces of legislation, and recommendations from Inspectors or other sources, have had important effects upon that curriculum.

SPECIFIC SUBJECTS

The 1872 Education Act, for example, provided for "higher class public schools" - the existing burgh schools - to be managed by the new elected School Boards. These schools had always provided, for many of their pupils, a curriculum beyond elementary standards of education and usually

VADE: concentrated on Latin. By 1872, their curriculum was broader - "chiefly
t-   Latin, Greek, modern languages, mathematics, natural science and ... higher
ary   branches of knowledge generally" as well as R.E. which continued to be
ation"   taught in all Board Schools from 1972 "by use and wont". The S.E.D., however,
9)   also provided for "post-primary" education to be offered in elementary
.P.)   schools, which received grants for teaching "specific subjects". Significantly,
E, p 42) the S.E.D. did not wish these to be restricted to University subjects; post
primary education could not be geared only to the needs of those taking a full secondary course and entering University, especially when pupils could leave at 13 (or even earlier) until the 20th century. A central difference from modern practice was that pupils were promoted to a higher Standard or to post primary work by qualifying through attainment - not by age. An average pupil would begin post primary subjects at 12 or 12½, but many did so earlier or later. Specific subjects which schools might offer were:

languages: English literature and language; French; German.

sciences: physical geography, animal physiology, mechanics,
                         light and heat, magnetism and electricity, botany,
                         chemistry.

"University" subjects: mathematics; Latin; Greek.

Pupils who had completed elementary education (reading, writing, arithmetic and from the 1886 Code elementary science, geography and history, drawing, needlework for girls) could take three specific subjects. However, from 1890, the S.E.D. set out only seven specific subjects: the four languages (other than English, which was assumed to be fundamental to all pupils' courses), agriculture, mathematics and domestic economy, compulsory for girls). This was not the restriction on schools it may appear, because any other subjects could be offered by School Boards if the S.E.D. approved the scheme for teaching them. For example, any scientific subjects could be provided, but they must be taught mainly by experiment and illustration.

The commonest subjects taught between 1872 and 1898, when the system of specific subjects ended, were Mathematics, Latin and French; one year was the usual time spent, though a few pupils studied them for three years. Also popular were physical geography, animal physiology (until both died out in the 1890's) with domestic economy compulsory for girls; a second or even third year in those subjects was more usual than in the "academic" subjects.

No other science, or practical, specific subjects gained more than a few
pupils at this period. Yet the specific subjects did extend a post primary
curriculum for many children and continued the tradition of post-elementary
subjects being taught in elementary schools. On the other hand, this post
primary curriculum was not a genuine equivalent of a S1 or S2 general
education, often consisting of "scraps of learning in unrelated fields" with
many pupils "floundering" ... after "basic elementary standards were attained".

E, p65)

SUPPLEMENTARY COURSES

Crucial decisions for the development of an early secondary years (= S1 and S2)
curriculum were a clear break between primary and post primary education (even
if pupils did not change schools) and a leaving age of 14 for all. The
1899 Code and Acts in 1901 and 1908 contributed to these. A qualifying
examination established the break, for average pupils at about 12, although
1 in 4 never "qualified" for post primary work, and many others spent less than
2 years in a "supplementary" course before leaving at 14. According to
circular 374 (1903), secondary subjects such as foreign languages were unsuited
to early leavers, requiring more time than these pupils could give. Instead,
their supplementary courses, after primary work was complete, should develop
primary studies, emphasise good citizenship, stress the potential value of
courses in relation to occupations, prepare for the rational enjoyment of
leisure. Here there are pre-echoes of the S.E.D. pamphlet "Raising the
School Leaving Age: suggestions for courses" (1966). General courses taken
by average pupils between 12 and 14 included English ("to create a taste for
good literature"), the Laws of Health, and some of the following: Money
Matters, Trade and Employment, The Institutions of Government, The Empire,
Nature Study, Drill, and Singing.

E, p80)

O CODE)

Those were the Fifth Schedule subjects, usually offered to all pupils. Post
primary education, in a primary or intermediate school, also required pupils
to take on Sixth Schedule course - Commercial, Industrial, Household
Management (for girls), Rural Subjects, Nautical Subjects "or any alternative
scheme approved by Inspectors".

Arithmetic or Mathematics was part of all Sixth Schedule courses and each
course was tailored to a broad sphere of employment in commerce, industry or
agriculture.

E, p104)

In the early 20th century Supplementary courses did contribute to "a broader
conception of the post-primary curriculum", although there was criticism of
some Sixth Schedule courses for being too specialised. "What is wanted",
according to "The Educational News" (27/2/1903), "is the broad basis of a
thoroughly sound education". By 1915, however, the same journal recognised
that a well-taught supplementary course could approach the ideal of education
as a preparation for life, and they helped strengthen the place of practical
instruction in the curriculum. The S.E.D. believed, in 1921, that those
courses, at their best - an important qualification - provided an education
"as liberal and complete as pupils of the same age and ability received in
secondary schools". (Annual Report of the S.E.D.). In the first two decades
of this century, most pupils of 12 to 14 received post primary education in
primary schools, especially in rural areas, or in intermediate schools, many
in towns, offering at least a 3 years course of instruction in languages,
mathematics, science and other subjects above the qualifying examination
level. Few were in secondary schools which offered a 5 year course, aiming
at the Leaving Certificate. The 12 to 14 curriculum then could represent -

(a)   an entire post-primary education, complete as a supplementary course, or

(b)   the first part of a 3 year "intermediate" course, or

(c)   the early stages of a Leaving Certificate course.

This did not alter the fact that most pupils left at 14, including a large proportion of those in secondary schools.

HIGHER GRADE: SCHOOLS and INTERMEDIATE DEPARTMENTS (SECONDARY SCHOOLS)

An important type of schools which came under the category called "intermediate' in the 1910 Code was the higher grade school.   Where possible, parents preferred to send children to higher grade or secondary (higher class) schools because they had a higher prestige and were better staffed than schools (primary, or "central" with post primary only pupils) offering supplementary courses.   This was the case even where families recognised that pupils would take up employment as early as they could.

Higher grade school pupils and those in the intermediate departments (S1 - 3) of secondary schools were expected to stay for at least 3 years and prepare for the intermediate curriculum certificate, established in 1906 as a prerequisite for entry to the learning certificate course completed in S5.   The intermediate certificate helped make the first 3 years of post primary instruction rather uniform, and overshadowed supplementary courses until its abolition in 1923.   Intermediate certificate requirements were:

English, including history and geography
Mathematics, including arithmetic
Science
At least one foreign language
Drawing:

although most pupils' curriculum in S1 - S3 would also include religious education, physical education, aesthetic subjects.   This curriculum continued the parish and burgh school tradition of an intellectual, academic curriculum preparing the ablest pupils for entry to the professions or, later, to University.   Their curriculum was an important reason for the high prestige of higher grade and secondary schools in their communities.

ADVANCED DIVISIONS

By comparision, the 1923 S.E.D. Code stated that for "advance division" curricula - replacing supplementary courses - "the first aim must be the continuance and development of general education on the moral and physical, no less than the intellectual, side".   The second aim was to offer practical courses with a broad vocational bias.   "Every course should provide for training in Morals and Citizenship,
                Music,
                Physical Exercises and certain subjects of general education",
                that is
                English, history and geography
                Mathematics (girls could take arithmetic only)
                Science
                Drawing (in the 3 year course).

Those subjects applied to pupils taking one year, two year or three year courses. A two year course also required one or more subjects from the following: drawing, practical subjects, commercial subjects, a foreign language, with the latter two not applicable to a one year course.

"The Scottish Educational Journal" in 1928 hoped that advanced divisions courses would provide alternative curricula for pupils who disliked a "bookish" course, but many schools in practice followed the traditional intermediate certificate-type curriculum in advanced divisions. The S.E.D. and Chief Inspectors often complained in the 1920s and 1930s that many schools offered only literary and not practical courses from the options; language-based courses were, they felt, unsuitable for 14 year old leavers although more practical courses were developed from 1930. Presentations for the day school (higher) certificate, taken after a 3 year advanced division or secondary course, illustrate the most common studies between S1 and S3 (in 1926 - 1936 with modifications in the Certificate from 1932).

SCHOOL
IFICATE
HIER)

All candidates took English, with history and geography –
             and Arithmetic or mathematics, usually the former.

Almost all were presented in Drawing (till 1934): most took it after that date.

95% took science until 1934, 80% or so after
80% took French until 1934, about 70% after (about 18% took Latin)
About 10% took technical subjects,
About 15% took commercial subjects
5 to 10% took domestic subjects.

The academic type of course was most popular with candidates completing the 3 year certificate course, although after 1932 practical subjects presentations quickly doubled, compared with the late 1920s. Most pupils gaining this certificate came from secondary schools (which from 1920 included higher grade and higher class schools) but an increasing proportion studied in the advanced divisions. (In 1924 the ratio was 84:16, in 1934 68:32).

In modifying the Certificate in 1932, the S.E.D. attempted to reduce pressure on pupils in S1 - S3 and to encourage more time for music, moral education and P.E. (which were not included in the examination). Pupils now could take 4 instead of 5 subjects –

English with history and geography,
arithmetic or mathematics
the characteristic subject of the course (a language or technical subjects e.g.)
and pure or applied science OR art crafts OR another subject.

Some drawing, handwork and simple accounts were also suggested for all pupils.

The effect of this for pupils in S1 and S2 - or rather the first 2 years of a Day School Certificate (Higher) course - in Midlothian authority's proposed timetable (July 1932) for advanced division pupils is set out below.

The Literary Course was that of the Secondary School Course (S1 - S3), emphasising English (with history and geography), French, Mathematics, either Science or Art.

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The <u>Commercial Course</u> included: (Hours per week: 27½)

	First Year (hours)	Second Year (hours)	Third Year
English)	5	4½	as Second Year
History)	1½	1½	
Geography)	1½	1½	
French	5	5 (or 4)	
Mathematics (or Arithmetic and Algebra)	5	5 (or 4)	
Book-keeping)	1½	1½	
Shorthand)		3	
Typewriting)		1½	
Art and Art Crafts	.1½	1½	
Handwork	2		
Physical Education	1½	1½	
Music	1½	1½	
Religious Instruction	1½	1½	

(This course has no Science)

The <u>Boys' technical course</u> included 5 hours of English in S2, and 3 hours
of Science in S1 and S2 <u>(with no French)</u>, technical drawing, benchwork and
mechanics replacing commercial subjects.

The <u>Girls' technical course</u> resembled that of boys but with arithmetic for
mathematics; Science <u>or</u> Art and Art Crafts; and Cookery/Laundry Work/
Dressmaking and Needlework in S1 and S2 instead of boys' technical subjects.

<u>DAY SCHOOL CERTIFICATE (LOWER)</u>

Twice as many pupils gained the <u>Day School Certificate (Lower)</u> compared with
the DSC (Higher) in the mid 1930s. A two years advanced division course
was required for the DSC (Lower) and the curriculum had to follow the Code
schedule, in a general way, and be approved by the Inspector. Courses were
more often practical than in the corresponding 3 year certificate but still
included a wide range of subjects.   In 1926 all candidates took

		English, history and geography
	and	Mathematics or arithmetic
85%	took	Drawing
69%		Science (but by 1930 over 80% took Science)
43%		benchwork
39%		dressmaking and needlework
35%		cookery and laundrywork
19%		French
11%		commercial subjects

Very few took Latin or German to Certificate level. Pupils in 2 year courses usually took R.I., P.E. and aesthetic subjects also.

Inspectors pressed for the 2 years' course to "have a definite character of its own ... not a truncated 3 or 5 years course" (1927 Annual Report, S.E.D., p 16), a view put again for the 3 years' course in the S.E.D. Memorandum in 1938. Yet some education authorities simply adopted the first two years of a 3 year or 5 year course, with the DSC (Lower) as an installment before pupils extended their studies, it was hoped, at continuation classes. Despite their drawbacks, however, the 2 year advanced division courses did encourage more pupils to take Science to Certificate level. Indeed, for pupils whose post primary schooling was at best 2 years, the curriculum was broadened between 1923 and 1939, more practical courses were available, and there were improved courses for those beginning post primary work late (that is, after 12 years) and for less able pupils. By 1939 most education authorities applied a "clean cut" with pupils, whatever their attainment, usually being promoted to secondary education at about the age of 12, on one of several transfer dates.

SECONDARY SCHOOLS

That was the pre-1939 situation in the advanced divisions. As for secondary schools, Chief Inspectors drew a general picture in their 1936 Report, covering the 3 previous years. In the Western Division (S.E.D. Report, 1936, page 20) "the first 3 years, by instruction in English, history, geography, foreign languages, mathematics, science, art and practical subjects serve as a broad foundation for the more specialised studies of subsequent years". P.E., Music and R.I. also formed part of pupils' curriculum in S1 and S2, and usually later as well. "Penmanship", on the other hand, "is not taught". At this stage "science teaching seeks to lay a sound foundation for more specialised studies and to supply a body of general knowledge" enabling average pupils "to interpret everyday phenomena in a rational way".

Literary courses were strong in the Northern Division secondary schools, but non-literary (such as technical and commercial) subjects were entering the curriculum. "The broadening of science in the first 3 years" continued with an advance in time for biology, especially in summer months (page 63). Southern Division Inspections confirmed that "interest in Technical Education is steadily growing" and that a definite stage in its development was reached when the S.E.D. recognised technical subjects as alternative to a foreign language in the DSC (Higher) of 1923. In Southern secondary schools the usual certificate group in technical subjects also included English, mathematics, science. In 5 year science courses, the physics-chemistry combination was unchallenged, while biology was not yet popular. In general, scientific work in early secondary classes had recently changed with "broadening instruction, increasing contacts with the outside world, more interesting for pupils" without great mathematical ability, but still ensuring a "reasonably good training in scientific method" (page 103). The Highland Division schools were now more often introducing young pupils to science "on a broad front ... biology was increasingly studied" (page 133).

THE S.E.D. MEMORANDUM (1938 - 9)

Undoubtedly, education beyond primary school was excessively complicated in its organisation. The S.E.D. Memorandum and Code of 1939 clarified the position. "Above the age of 12" there are "a multiplicity of organisations and terms - 2 year and 3 year Advanced Divisions, Higher Grade Schools, Intermediate Schools, Secondary Schools". Unnecessary distinctions could -

and should - be removed and the pattern simplified. Under the 1939 Code
there were to be <u>only Secondary Division (3 year or 5 year) courses after
primary school</u>. The leaving age was soon to rise to 15 (this occurred in
1947) and that gave the chance of "properly organised 3 year courses on a
large scale" to have equal status with "older and more academic" 3 year
courses. The former, <u>more practical course was intended for pupils leaving
at 15</u>, who would not enter professions or higher careers immediately. It
should provide "a proper balance between hand and eye work and book work ...
develop general education ... and take some colour from the probable future
occupations of the pupils". The Memorandum also makes precise suggestions
for their curriculum, which should include for all: (paragraph 76)

English (emphasising facility of expression, and a richer leisure
          through literature)
history (how our civilisation grew, and great men's lives)
geography (the world as a physical complex and mankind's home)
arithmetic and mathematics
science
growth of critical appreciation ... through literature, music and art
training in morals and citizenship
personal and communal hygiene
P.E. (gymnasium exercises, field games, swimming)

with, in addition, one or more of (a) technical subjects (b) commercial
subjects (c) a foreign language. Pupils would choose these according to
their aptitudes or job interests. Although only abler pupils would
usually find Latin or a modern language an advantage, pupils should be
helped to transfer to a 5 year course if required. The proposed Junior
Leaving Certificate (never implemented) at 15 would have required English
with History and Geography, arithmetic, the characteristic subject (a), (b)
or (c), and one other subject, such as science, art, crafts and other
possibilities.

As for the 5 year course, the Memorandum considered that "a probationary
period" - of up to one whole year in S1 - "may be necessary before it can
be decided what type of course best suits a pupil". Throughout, that
course should aim at "a humane and general education", fitting pupils for
higher learning or careers without premature specialisation". It should
"impart a broad general culture". In a sentence which the 1959 Working Party
seem to recall in their concern about pupils' strain, the 1938 Memorandum
emphasised health and physical education throughout the senior secondary
course. "Owing to increased intensity of study and the greater prominence
of examinations at this stage ... the temptation to train the mind at the
expense of the body is ... more insidious". (paragraph 49).

Subjects were set out in 4 groups: (1) linguistic (2) scientific
(3) aesthetic (4) practical. All pupils in S1 and S2 senior secondary courses
would study English
          history
          geography
          arithmetic and mathematics
          science
          music and art
          P.E.
          some form of handwork (for boys)
          domestic subjects and mothercraft (for girls)
          a language (Latin, Greek, French or German).

Compulsory subjects in the "Senior" Leaving Certificate would be

English
history or geography
mathematics or science
usually a foreign language.

Teaching should be directed to helping pupils form permanent interests,
and subjects should not be treated as separate entities alone, without
connections between them. This danger is less "if, in the early stages at
least, cognate subjects are taught by the same teachers". However, for
history and geography this was a key document because they were to be
treated as independent subjects at both Higher and Lower Grades, instead
of being part of English or Science papers.

The details of this 1939 Code might seem a "prosaic administrative
adjustment" but "quietly introduced by the Memorandum ... was an almost
revolutionary change. At last secondary education was officially recognised"
as "a stage in the schooling of every child, not a particular kind of
education to be provided for some".   With these words, the Advisory Council
on Education (ACE) in their 1947 Report on "Secondary Education" welcomed
"the generous spirit of the new Code" and the 1945 Act. These had encouraged
education authorities and teachers "within general limits" to try out
"alternative courses ... appropriate to the special conditions of area or
school". Certainly, for its part, the Council was not prepared simply to
take the contemporary school curriculum for granted. Instead, it brought
fresh insight to bear on how the curriculum had developed and what might
become of it.

"It might seem that the most practical starting point was the existing
Curriculum". It is "an historic growth. From about 1850 the process of
accretion has been increasingly rapid. Place had to be found ... for
subjects ... which (have) now invaded the school day. It is more accurate
to say that place had to be found than to suggest that the curriculum was
reformed. In the radical sense that a fresh start was made and the content
of the curriculum determined by present relevance (rather) than by past
prestige ... only in our own day has reform been seriously attempted at all".

In an astute comment, which perhaps only a body "outside" the S.E.D. and
teachers' organisations could have stated publicly and without qualification,
the Council stated that "a curriculum becomes congested precisely as a
book case does with the passing of the years. New interests emerge, fresh
claims are admitted, but old titles are ... rarely withdrawn ... all we can
be sure of is that nothing there ... was not originally ... valuable. The
curriculum is felt by all to be over-crowded and yet every specialist
teacher is dissatisfied with the time available for his subject. We must
stand aside from any battle of the subjects". Even the SCRE committee,
which produced detailed suggestions for Advanced Divisions Curricula
(12 - 15 years) in 1931, could not solve this problem of time in the
curriculum. That committee recommended English, history, geography,
mathematics, science (physical and biological), music, art and craftsmanship,
P.E. (including games) as the core, with 5 optional subjects (domestic arts
and crafts, technical subjects, commercial subjects, rural subjects,
languages). They gave practical advice on content in each subject and
warned that external examinations for Advanced Divisions courses could
stereotype content. What they could not do was to allocate time between
subjects on pupils' timetables. Each subject makes its claim: "three

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periods per week are essential; four are desirable" - time "might be increased with advantage" - the subject in question "always had insufficient time" - and the SCRE committee admit that these "demands are irreconcilable; suitable selections will require to be made for different pupils and in different districts". Despite their organising panels on "core subjects" (page VI), they emphasise pupils' interest as "the dominating factor" in the curriculum. If a pupil gains little profit from a subject, he should drop it, at least in its "orthodox form", and concentrate on practical activities to which traditional subjects can give some immediate assistance (page 13). This important passage is so brief, especially in comparison with 300 pages of precise subject course advice, that it can have attracted little attention among teachers who "read on" to their own subjects' chapters, which were each also available separately. One feels that the subjects panels made their demands firmly and clearly, and the SCRE committee could not reconcile the "irreconcilable".

More productively, the ACE in 1947, in turning from any "battle of the subjects", determined to think in terms of all children and of the whole child - "his physical, affective and aesthetic sides as well as his memory and intellect".

PORT
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On the credit side, the Advisory Council recognised that since 1920 the curriculum had been widened and liberalised with "the development of science and practical work, art and music, physical training and games". This was also true of subjects' content. "To compare textbooks and schemes of work (in 1947 with those of 1920) is to realise how substantial is the improvement in every subject". Many problems arose from the sheer growth of secondary education since the First World War, although "new secondary courses" were "a great advance on leaving so many over-12s as unregarded 'tops' in elementary schools, denied opportunities for practical work".

The Council's "core" was not greatly different from the position in many secondary schools. "In intellectual studies we give prime place to 4 claims -

s. 743,
744

spoken and written English,
rudiments of number and spatial relationships,
general science,
social studies.

The secondary school must also concern itself with -

care for body health,
handicraft or homecraft (S1 - S3 at least),
a bigger place to music, dancing and the visual arts,
informed teaching of the Bible.

"To more exacting parts of mathematics and foreign languages we assign a smaller place", which meant that they need not appear in every pupil's curriculum. Perhaps a majority "are incapable of progressing any distance in these subjects". The Council also rejected the doctrine of "transfer of training" from Latin to English (for example) or from mathematical logic to other spheres of life. Instead, subjects had to "justify their place by the intrinsic worth of their content". They believed a three language course was overspecialised for the earlier secondary years and might exclude music, art, handicraft or P.E. for some children - "subjects which the highly academic pupil needs at least as much as the average youngster".

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Unlike the SCRE Report of 1931, the Advisory Council did set out sample timetables - but with reluctance, for they did not want teachers to regard them as binding, only to see that the Council's suggestions were feasible.

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The allocations of 40 minute periods in S1 (of a four year course) are as follows:

	2 language course	1 language	Technical/ Domestic/ Commercial (with a language)	Technical etc. (no language)
English	5	6	6	7
Social Studies	4	4	4	4
Music and Art	4	5	4	5
Mathematics	5	6	5	6 (domestic: arithmetic 5)
General Science	4	4	4	5
P.E.	4	5	4	5
R.E.	2	2	2	2
Handicraft/ Domestic Subjects	2	3	6	6 or 7
Language (1)	5	5	5	
Language (2)	5			

S2 has similar allocations, with, in the "1 language" course, one period less for mathematics and one more for science, and in "Technical - no language" one period less for mathematics, one more technical.

On the whole the Council believed that "more periods than at present should go to non-bookish elements in the curriculum". However, although they argued that the physical, emotional and cognitive sides of education were equally important, this did not mean all three should have equal room in the timetable. "Proportions may be better balanced within the total activity of the school life" and the school's "function in regard to the three aspects", in any case, "is unequal". With the physical and emotional aspects "it shares responsibility with many other agencies. But intellectual disciplines ... are the stuff of formal schooling. We must not add to the ... educator's many difficulties ... sheer insufficiency of time".

Although the Advisory Council encouraged schools to try out new ideas in the curriculum, many teachers seemed happier in consolidating the existing secondary courses, after the trials of war and the leaving age extension to 15 in 1947. They often welcomed detailed guidance on curricular matters, and in "The First Two Years" (1972) Inspectors pointed out the importance of a particular Circular - 188 - issued in 1950, in strongly influencing the subjects which most pupils followed in S1 and S2. "The effect of the Circular, setting out guidelines for junior secondary schools" after ROSLA to 15 "but widely adopted by senior secondary schools also, cannot be overestimated in this respect."

It is useful to place Circular 188 beside the Schools Code to which it refers - that of 1950. Article 21 of the Code, "Schemes of work", sets out requirements for primary and secondary departments of each school. Article 21(1) required

pupils in each year of primary education to "be given instruction in

reading, writing and arithmetic; the use and understanding of spoken and
written English; music, art and handwork; nature study; physical education ..."

and "from such stages as is appropriate ... in geography, history, written
composition and, in the case of girls, needlework".

The EA had to submit to the District Inspector a work scheme for each primary
department, prepared with the headteacher, "showing the scope of the work in
each subject".

The Inspectors' Primary Memorandum ("The Primary School Curriculum") of 1950
also set out precise weekly timetables for P1 to P7, down to quarter-hours in
some subjects. Those requirements are significant for 12 to 14 year olds as
well, since "the secondary course will <u>continue</u> and develop general education"
(S.E.D. Memorandum on the 1939 Code, paragraph 32), building upon primary work
which influenced the early secondary curriculum.

At first sight, Article 21(2) of the 1950 Code seems less specific and
directive for secondary courses. "The Education Authority shall submit for
approval of the Chief Inspector a scheme of work for the secondary department
of each school, prepared in consultation with the headteacher ... showing

the types of course to be provided in that department
the subjects to be included in each of the courses
the amount of time ... and particulars of work in each subject ... regard
shall be had to the age, ability and aptitude of the pupils ... and to the
length of time (they) are likely to remain at school".

However, Circular 188 begins by quoting this part of the Code and goes on to
make precise suggestions for 12 to 15 year olds' courses. Certainly there was
to be no Junior Leaving Certificate, as the 1938 Memorandum had proposed, for
the Secretary of State had accepted the Advisory Council's view "that there"
should "be no external examination" for those leaving at 15. Circular 188's
suggestions, however, seem to have been hardly less influential on schools'
cirricula than external examination syllabi would have been. "It may be
helpful to give some indication of ... types of course" begins the Circular
(paragraph 3) but the tone of the document, coupled with the Inspectors'
overseeing of work schemes, is one of benevolent despotism. Benevolent, for
example, in trying to ensure all pupils received a broad education with
appropriate time and status to P.E. and aesthetic subjects. Despotic, perhaps,
in the prescriptive language - "courses should be suited to age, ability and
aptitude ... every effort should be made to ensure any course is adapted to
their needs" and, above all, there is a "need to secure the balanced
development" of a pupil's "personality ... as an individual and member of the
community". As a result, "certain subjects should be studied throughout"
S1 - S3. The list is exactly that given as the "common course" in "The First
Two Years"(1972) and in the same order, except that P.E. headed the list in
1950 and that

"handicraft for boys and domestic subjects for girls" became later "technical
subjects or home economics". The 1950 list is:

"P.E., English, history, geography, mathematics (at least in the form of
arithmetic), science, art and music, together with handicraft for boys and
domestic subjects for girls" and R.E. (paragraph 5 and page 4 of Circular 188).
This was the "common core" but each pupil's course should also "include a
subject or group of subjects which gives it its distinctive character - a
foreign language, commercial subjects, technical subjects, domestic subjects,

or English and social studies, or modified, largely practical courses for less able pupils". In the early 1950s the S.E.D. also issued memoranda on the scope and methods of each subject. "Secondary education for all" up to 15 required careful shaping by Inspectors and Department officials, in their view.

Comparisons between the Advisory Council timetables and those in Circular 188 are revealing, although the former are for each year in a 4 year course, and the latter for S1 to S3. Taking only the first 3 years of the ACE (Advisory Council on Education) timetables, one finds that

(a) the spread of subjects is virtually the same, except that the Circular refers to history and geography separately and not to "Social Studies". The Secretary of State did "not feel justified in recommending this" because of practical difficulties in fusing the two. He would, however, consider schemes where the two were fused for part of a course or in a modified course, "where the case for fusion" is "particularly strong".

(b) Times for subjects in Circular 188 are regarded as the minimum, but they still allot more time to mathematics and science in technical courses than ACE; in domestic courses these are given less time than in ACE timetables.

(c) Physical education does not include games in the Circular, and its time is half the ACE's suggestion.

(d) The Circular's suggested courses "leave several periods per week unaccounted for" - from less than one in the Commercial course (with a language) up to almost six in the "English and Social Studies" course. Each school should distribute these periods among the subjects or to pupils' choice of practical, field or project work. "The Secretary of State is anxious that experiments, on the lines suggested, should be attempted", to create "worthwhile interests which may be pursued in later life ... possibly through ... Further Education".

(e) The Secretary of State accepted the ACE recommendation that general science should be offered in S1 - S3 to all pupils. In the ACE Report "Science claims this place ... because of its immense cultural significance ... it is a whole vast world of human thought, feeling and endeavour ... in which the distinctive achievements of modern man ... are most strikingly displayed". The purpose of Science teaching "could not be secured by a narrow systematic discipline in one or two branches of Sciences". The Council drew upon a 1936 Report, by the English Science Masters' Association, to define general science as "a course of scientific study" with "roots in the common experience of the children" which excludes none of the special sciences. The Council in arguing for general science through S1 - S4 for all (and against physics or chemistry only) is careful to name support from expert bodies on Medical Studies, Chemistry and Physics and "the head of an important science department in a Scottish Unversity".

"JUNIOR SECONDARY EDUCATION (1955)

The Memorandum "Junior Secondary Education" (1955) continued the Inspectors' and S.E.D. work of building a distinctive education for "all secondary pupils not following a course leading to the Scottish Leaving Certificate". It must "develop its own philosophy, build up its own traditions" which started, according to this document, only from ROSLA in 1947. It is "a far reaching development with only a few difficult years behind it", wrote James Stuart, Secretary of State, in his introduction.

Subjects for every pupil in a junior secondary school were the familiar ones:
"drastic action is neither necessary nor wise ... a course based on topics ...
requires more favourable teaching conditions". Nevertheless, content in each
subject should be carefully renewed, since many regarded subjects as either
academic, recreational or practical. "No subject is concerned with only one
aspect of education" and "every subject should contribute to many aims".
Unlike Senior Secondary courses, content in each subject should be decided
by pupils' interest, use and powers of comprehension.

a. 31   The core subjects were those of Circular 188, but, in one change, pupils
         could take a <u>combination</u> of the 5 groups of practical subjects. S1 subjects
         should take account of P6 - P7 work in English, history, geography, arithmetic,
         needlework and this could mean developing primary work or avoiding duplication
         of upper primary content. For very many pupils in junior secondary schools,
         indeed, S1 and S2 comprised almost their whole secondary education; 57% of
         those pupils did not complete S3 in 1953 - 4 and 9% left during S2, mainly
         because of local authority promotion dates which meant some pupils were well
         over 12 on leaving P7. Even in 1962, 45% left during S3. As a result, the
         first two years took on an even more important character for early leavers.

         "Junior Secondary Education" set out specific suggestions for content in
         subjects. In science, "no pupil should leave school without some knowledge
         of" 10 topics "since without that he will be unable to understand the material
as 475, world". The topics were concerned with the human body and laws of health, the
   476   earth's place in the universe, plants and animals, air, water, energy, heat,
         electricity, light, and sound. "The aim is not to train future scientists"
         but to enable pupils "to take an intelligent interest in the world".

         A similar aim lay behind starting the geography course with pupils' home area
as 282, (1 - 2 terms) before studying the homeland (3 - 4 terms), "with most study of
   283   the British Isles given to Scotland". History should include some 16 general
         themes per year, with a fortnight or so for each. The S1 course, taking
         a chronological approach, would move from the beginnings of farming to
as 316   Constantinople's fall, S2 encompassed great voyages of discovery, up to
   317   American Independence.

         As with previous Reports, such as the Advisory Council's in 1947, the <u>1955</u>
         <u>Memorandum was concerned that pupils should not be denied time for practical</u>
         <u>subjects</u> or more obviously useful activities, <u>through taking up foreign</u>
         <u>languages</u>. Each school had to decide what pupils would gain from studying
         a modern language. It should not be compulsory even for first stream pupils,
         normally the only ones (according to the Inspectors) capable of using it and
         extending their knowledge. "In almost all ... schools the choice has been
as 852   French ... deciding factors in choice of language should be pupils' needs and
   855   interests".

         <u>Most junior secondary schools offered the same subjects in S1 and S2</u> and,
         indeed, the section of an S.E.D. Annual Report of 1961, called "New Ways in
         Secondary Education" noted that schools also kept "closely to the traditional
         allocations of time". "Traditional" may refer here to the times set out in
         Circular 188. Few schools experimented with timetables or challenged "the
         orthodox idea that each ... subject must appear with its fixed number of
         periods each week, each term and each session". A few schools did reduce
         homecraft or technical subjects in S1, concentrating on them in the "problem"
         year of S3 - or spent almost all the early weeks of S1 on the practical
         subjects. Although the 1955 Memorandum suggested that many schools now
         "felt cramped" by Circular 188, it is likely that most teachers had little
         desire to experiment after feeling "obliged to follow the suggestions of the
         Circular in every detail".

SCHOOLS CODE: (1950)

There was some relaxation in the 1956 Code, as compared with 1950.
Article 21(2) no longer required headteachers to submit "the amount of time
allotted to, and particulars of work in, each subject" in their work scheme.
Nor was a copy of each school's timetable submitted to the Chief Inspector
any longer. Instead, "the headteacher shall cause a detailed programme" to
be drawn up "in each subject and timetables for each school year" but he
could vary or depart from them at his discretion. Such departures were rare,
perhaps because the head still had to provide (with E.A. consultation) a
work scheme of types of course, subjects, scope of work for the District
Inspector. Loosening the stays a little in 1956 did not result in many new
approaches to curriculum or timetables – the Code was still binding,
Circular 188 still offered the most detailed advice on allocating time to
subjects, while the 1955 Memorandum provided no precise blueprints for
pupils' or course timetables.

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Although "New Ways" in 1961 advocated better co-ordination between subjects,
for example by one teacher's taking several subjects with a class, Inspectors
realised the difficulties. Teachers "prefer to take pupils only for the
subject in which they have specialised" and the present training and
certification system favours this. Even in English, history and geography,
it was now less common to find one teacher taking 2 or 3 subjects. "It must
also be recognised that ... most progress made in devising an effective
approach to" subjects such as "history ... and art" is due to specialist
teachers. "The ideal staff should contain both" specialists and teachers with
broader qualifications. For the 2 in 3 Scottish pupils entering S1 in junior
secondary schools, the curriculum should emphasise "a sense of reality and
purpose". What must be avoided was anything "dry ... too difficult ...
remote ... abstract ... purposeless ... bookish ... failure to" link the
"theoretical with the practical".

"New Ways" also pointed out that the subjects provided for all pupils in
junior secondary schools were also taught to those in senior secondary courses.
They differed "from the senior secondary curriculum only in" a "much smaller
linguistic element" and usually a larger practical course element. The names
of subjects on an S1 - S2 timetable cannot tell the whole story of the
pupil's curriculum, since the content and standard expected of pupils is
central. Even so, it is surprising to set the following passages side by
side, for it is the 1 in 3 pupils selected as the ablest who are called
overburdened by this broad curriculum in S1.

"There are ... strong grounds for the inclusion of each 'core subject' at
some stage; care has to be taken to adapt their treatment to" pupils'
abilities. But "in general, the present balance of subjects appears to suit
most pupils". ("New Ways in Junior Secondary Education, 1961, page 11).

"A firm foundation ... should be laid in the first year ... since too much is
normally attempted in the first year of senior secondary courses, steps
should be taken to lighten the courses ...", to "restrict the syllabus in each
subject" and "include a smaller number of subjects". (Report of the Working
Party on the Curriculum of the Senior Secondary School, 1959, page 11).

THE 1959 REPORT

The 1959 Working Party, chaired by J S Brunton, implied that S1 in senior
secondary schools should be a probationary year. In a sentence not unlike one
Pack Report recommendation, they stated that "it is educationally sound to
start with a limited curriculum and to add to it only when the pupils prove
they are capable of carrying a heavier load". (However, a minority of the

Working Party wanted the very ablest pupils to continue with existing broad
S1 courses). "The practice of pressing on too rapidly is commoner and more
harmful than is generally realised". Pupils who could not keep up simply
dropped subjects later or followed more limited syllabi in these subjects from
that point; neither expedient was satisfactory. S1 should help pupils adjust
to the secondary school, provide a firm foundation for future work, and assess
pupils' capabilities. The Report expressed concern about "over-pressure",
"excessive work", "insecurity in the ... subject". Especially in the first
year, "thoroughness is called for rather than speed".

Once again, as the SCRE Report of 1931 partly recognised, <u>a central difficulty
in lightening a broad curriculum was deciding which subjects to remove, in
this case from S1.</u> "Few would dispute the claims of English, history,
geography, mathematics, science, P.E., and some form of aesthetic education to
a place in every course" but the headmaster must decide whether all should
begin in S1 or could wait until pupils matured. (Study of important subjects,
however, could not be postponed much longer because many pupils "leave ...
without completing the fourth year"). Pupils in S1 should have "a well-
balanced range" of subjects. If these did not fill up their timetables, each
subject should not simply be allocated extra periods. Instead, the Working
Party suggested an unorthodox approach. "Time available can be ... used" in
"supervised study or preparation periods" taken by the class master (form
teacher) who would watch pupils' progress and deal with individuals' problems.
They felt this would allow conscious training in independent study from S1 -
"many pupils do not find it easy to overtake their preparation at home" and
extending evening preparation classes "to school hours may well be justified".
Pupils could be shown how to apportion study time between subjects, use of
reference books, finding information, note taking. "Many pupils will have to
learn the very hard lesson of concentrating when not under active instruction".

This argument, however, is less than convincing. The feeling persists that
the Working Party believe that (a) S1 pupils' subjects and their content
should be less (b) the 40 period timetable cannot be reduced (c) hence, the
40 periods must be filled up, somehow. Even in advocating independent study
by older pupils (which one would accept more readily than supervised S1
"homework" in school hours) the authors sound uncertain. "Some ... pupils
may initially make slower progress during these periods than if they were
being taught, but ... that may be a salutary lesson which is perhaps better
learnt at school than at University".

Beyond S1, the Report seems to be on surer ground. "By the end of the first
year some pupils will have shown ... that they can undertake a relatively
heavy course, others that they should attempt" only 'O' Grade courses. For
the remaining pupils S2 would "give a clear indication of their strength".
Most important, the decision on which 'O' Grade or 'Higher' subjects each
pupil would study "cannot be postponed beyond the end of the second year".
Certain subjects should be provided for all pupils only in S1 - S2, rather
than in S1 - S3 as was "customary". "It is probable that some pupils would
discontinue them after 2 years". This important recommendation shifted the
point of change (from a general course to one in which subjects and grades
of presentation have been decided) away from the end of S3 to the end of S2
in senior secondary schools partly to accommodate the new 'O' Grade
examinations in S4. This meant an S1 - S2 "of a fairly general character" ...
forming "a reasonably complete entity" with "a satisfactory foundation for
more advanced work".

Some individual subjects were also affected in important respects by the
1959 Report. These included

(1) art and music: "courses should normally include both ... in the first
    years at least".

(2) science: "we anticipate ... most pupils would ... continue study of one or more branches" after S2. S1 and S2 syllabi, however, "should be wide enough to give ... pupils who do not take the subject any further an awareness of the importance of science in our everyday life". The S.E.D. also proposed separating science into 5 branches with a separate syllabus in each, at least from S3 - physics, chemistry, botany, zoology and biology, "a combination of botany and zoology". It is undoubtedly desirable that ... biology should be developed in Scottish schools". S1 and S2 should study a general science syllabus, however.

(3) history, geography and "social studies": "we hope either or both history or geography would be professed by most pupils "to S4 at least but possibly many would study history or geography for 2 years only". S1 - S2 syllabi should have regard to this. The origins of modern studies can be seen in the alternative that "some pupils might in S3 and S4 take a Certificate Course in Social Studies ... including something of both history and geography" emphasising "what would be useful ... to know as a background to present day affairs" and primarily for pupils not pursuing it beyond 'O' Grade.

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The 1959 Working Party Report had considerable influence on secondary schools with the introduction of 'O' Grade examinations and courses, in supporting the division of science (and practical subjects) into their particular branches as examination syllabi, and in planting the modern studies seed. It did not, however, succeed in "lightening" the S1 curriculum, although the emphasis on S1 as a probationary year was later echoed in Circulars 600 and 614 which took a very different view of secondary school organisation. The circle which the Working Party could not square was "to ensure that the courses are not over-loaded but are ... sufficiently wide in scope to allow considerable choice ... later". Their S1 core included English, history, geography, mathematics, general science, art and music, with R.E., physical and aesthetic education (page 65) and for most a foreign language or homecraft or technical subjects with possibly 2 or 3 periods of a subject which was not a main one for pupils. Admittedly, the Working Party wanted a lighter syllabus in each subject but this is exactly the same core as in Circular 188 9 years ago. S2 adjustment "will most frequently mean addition of a subject" for pupils who can cope - a second foreign language or music or homecraft, as a main subject instead of a brief study. "In some schools the very ablest pupils" could "start an additional subject after the first or second term" of S1. Nor do their sample courses in the Appendix present fewer subjects than the usual timetables. Of 7 examples, only art and music are excluded from the S1 - S2 core (outlined above) in 5 courses and even there "aesthetic education" is included. Only one timetable omits a core subject - history - and it appears in S3 - S4 as part of a "very exacting" Latin-German-Science course in S1 - S4.

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Three Working Party members, including the Chairman, also helped produce the Brunton Report "From School to Further Education". This stated that the traditional Scottish secondary school course was one designed to provide a broad general education with a distinct academic bias and a suitable ... preparation for the professions" - a tradition largely "continued in the expanded secondary education ... after the war". Most schools made only casual, infrequent references to local industry which had "little effect on the work ... of pupils". Nor did the Report believe that Further Education's requirements had influenced the junior secondary curriculum in S1 - S3. Subject teachers' "inexperience and relative unfamiliarity with local industry" should encourage them to seek "the advice of industry and of F.E. teachers". Although the central tenet of this Report was that "the vocational impulse" should be "the core round which the curriculum should be organised", it took great pains to emphasise that "the individual's needs ... are much wider than

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es 21,   those of his vocation and preparation for ... working life must not be made
25   at the expense of "developing" personal, social and civic aspects". "Certain
subjects - music, art, a foreign language - may have no obviously direct
bearing on the central theme" of a course with a vocational bias "This is not
to imply that such subjects are unimportant. They have a real contribution
to make to all round development" of pupils.

The Brunton Report was the last to assume that most pupils in S1 and S2 would
either spend one more year in a junior secondary school before leaving - or go
on to attempt a leaving certificate course in the senior secondary school.
Circular 600 (1965) set out the Labour policy that the structure of secondary
schooling must change. (Paragraph 10) "In the Secretary of State's view the
most desirable form of organisation will be the secondary school providing a
full range of courses for all pupils from a particular district ... the all-
through comprehensive school".

CIRCULAR 614 (1966)

As important for S1 and S2 was Circular 614 (1966) which advised education
authorities about the Government's policy on this stage of secondary education.
"The initial stage ... should be a period of orientation, during which the
pupils, who will cover a wide range of ability, will be able to acquire a firm
foundation for the later years ... and ... explore a variety of subjects to
find out   their particular aptitudes, interests and abilities".
Although the Circular considered that the length of this "first cycle" in
particular subjects "may vary for different pupils", "there should be no
rigid division of pupils into those classes following entirely certificate
courses in major subjects and those ... not in any ... There must be a number
who will do certificate work in a few, non-certificate work in other, subjects".
Streaming, nonetheless, was still present in many schools studied by HMI for
"The First Two Years" (1972), although it was declining.

CURRICULUM PAPER 2 (1967)

The newly appointed Consultative Committee on the Curriculum in 1965 acted
quickly to consider the overall balance in the curriculum of pupils for
SCE courses. The CCC felt that most schools allowed insufficient time for
non-examined subjects and that a good general education required more attention
culum for aesthetic subjects. A sub-committee of CCC members and headteachers,
2   chaired by Bailie Ruthven, produced Curriculum Paper 2, which echoed some of
, 1967) the 1959 Working Party recommendations 8 years later. "All schools" might
. 15) "consider ... whether the syllabus in each subject ... is too demanding" (in
. 16) S1 - S2). "One or more periods per week for independent work" was advocated.
As in 1959, however, it was not easy to see how the "demands" of the curriculum
on pupils could be lightened. "A common course of subjects ... should include ...
a fairly wide" course, with subjects "essential to the development of a pupil's
whole personality" and "one or two others", allowing a pupil to see if he likes
the type of work. Unlike the ACE Report of 1947, the Curriculum Paper believed
that all but a few pupils should take a foreign language "except for a relatively
small number finding difficulties in English". Most would continue to study
their subjects until the end of S2 at least, but some might devote less time
to certain subjects, more to others as they progressed - and might even drop
a subject, continuing with arithmetic instead of mathematics, or giving more
time to aesthetic and practical subjects by dropping a foreign language.

This paper also set a possible allocation of periods (for S1 and S2 together):

English	12
Mathematics/Arithmetic	12
Social Studies	10 (Geography only in S1, History only in S2, possibly)
Science	10
Modern Languages	10 (or 7 or 5)
Aesthetic/practical	14 (or 17 or 19)
P.E./games	6
Unallocated	6 (including R.E., projects, form teacher's time)

Compared with its radical proposals for "minority time", non-examined, subjects for older pupils, the Curriculum Paper's views on the S1 and S2 curriculum were more orthodox, although comprehensive schools were still relatively few when the Ruthven Committee was meeting and schools differed in their interpretation of a "common course". More specific information and guidance was provided by the Inspectors' Report on "The First Two Years" (1972).

"THE FIRST TWO YEARS" (HMSO) 1972

This Report emphasised that a common course was no revolutionary idea - "the majority of pupils in the initial stages have studied the same range of core subjects" for many years. Before Circular 614, the basic discriminating factor was whether a pupil studied foreign languages. The common course basically extended the opportunity to study a language to more pupils, with the second foreign language postponed to S2 or later. Most schools enabled pupils to take an additional subject in S2, usually Latin or German; time was found, usually by reducing time spent on 3 or 4 other subjects - technical subjects/ home economics, P.E., art and music. Curriculum Paper 2 could have influenced some schools to spread the reductions over "so-called academic subjects" - English, history, geography and French "though hardly any had ... the temerity to interfere with mathematics". Even allowing for the Inspectors' ironic tone, this passage reveals which subjects most headteachers considered were the most important in their pupils' curriculum at S2.

The common course in comprehensive schools meant that many pupils who would have gone to senior secondary schools now undertook technical subjects and home economics, which those schools might not have provided for them. Nautical subjects had suffered a blow and been dropped by many schools when the common course began. As regards science, to which the 1972 Report allotted a specific section, most schools seemed to have a fully integrated science course in S1 - S2; Curriculum Paper 7 "Science for General Education" (1969) had advocated this, with (page 17) equal time for all 3 disciplines, physics, chemistry, biology, as "an adequate introduction to examination courses leading to 'O' Grade ... science must somewhere be seen as a whole ... In the past, biology had frequently been treated as an optional extra" (page 19). By 1972, this was still true "in a significant minority of schools" ... where "biology was not taught at all, given less than its proper share of time", or "organised separately from physics and chemistry". Teachers in former senior secondary schools, now changing to comprehensives, were least likely to accept integrated science in S1 - S2 as an improvement on previous approaches.

Many factors have influenced the S1 - S2 curriculum, including circulars, memoranda and reports, the advice of Inspectors, the work of teachers' associations, developments in University and other research, social changes,

raising the leaving age, changes in secondary school organisation and more. The content taught under the headings of "English" and "mathematics" etc. is clearly different in 1983 from that of 1923, but the subject names have changed relatively little in S1 - S2 since the early 20th century. Certain subjects have retained their premier position throughout the secondary school, others have declined in apparent importance - such as Classics, hardly mentioned in the Munn Report (pace its epistemological references). Some subjects have split from the original cell - physics, chemistry, biology - and come together again in a different form as integrated, general science in S1 - S2. Others - history and geography - are now taught by independent subject departments, where once they were included in English or Science teachers' timetables. Individual schools have their own views about the relative importance of particular subjects and the time allocated to those subjects in S1 - S2 may reflect this. Official recommendations about what should be taught to pupils of 12 to 14, and the relative time allotted to each subject, have not altered much over the years, and the Government's emphasis on English, mathematics and science in the Munn and Dunning Development Programme suggests that the long-established dominance of certain subjects in the S1 - S2 timetable is unlikely to disappear in the near future.

APPENDIX

(a) HISTORY AND GEOGRAPHY

Before 1939 these subjects were taught by English and Science Departments respectively. According to Curriculum Paper 15, "The Social Subjects in Secondary Schools" (1976), they became "independent subjects" from 1940 "so grouped that both were taken by all" in S1 - S3 "but only one by all entering the Senior Leaving Certificate". Separate departments in history and geography appeared in the 1950s, and were common in 6 year schools by the 1960s. Despite the ACE Report in 1947, the S.E.D. was "far from convinced that systematic study" in separate social subjects was "outmoded" but would "consider schemes ... which attempted unification in a well-planned way". Curriculum Paper 3 on Modern Studies (1968) stated that "the main purpose of teaching geography and history in S1 and S2 is to contribute to general education, rather than specifically to prepare for any course which follows"; ... most schools gave 2 - 3 periods to each, separately.

The CCC statement on "S1 and S2 Social Subjects Curriculum" (1982) showed that almost all pupils in S1 and S2 took history and geography in 1978, usually for 2 to 3 periods per week. 26% of S1 took Modern Studies, 36% of S2, usually for 1 or 2 periods. Economics was studied by only 3 to 5% of pupils. There had been "substantial developments" in "broadening the aims and content" of history and geography in S1 and S2. (Paragraphs 3:02 and 5:02).

(b) MODERN STUDIES

The 1959 Working Party (page 16 of this paper) proposed an 'O' Grade Social Studies course, as a way of ensuring no pupil should give up both geography and history after S2. It was a new subject and therefore difficult for headteachers to fit into the curriculum, it might "threaten" history and geography courses and there were few textbooks or teaching resources. Gradually teachers qualified in modern studies during the 1960s and realised that unless it was offered to S1 - S2 pupils, they were more likely to choose alternative subjects in S3.

In 1976 Curriculum Paper 15 of the CCC decided[1] against S1 - S2 modern studies, believing that no pupil should be "offered only integrated" social studies for the whole of his secondary course. "The First Two Years" (1972) barely mentioned the subject. Nonetheless, the Modern Studies Teachers' Association have campaigned vigorously for its introduction, following primary "environmental studies" work and some schools, individually or with Regional support, do offer the subject in S1 and S2.

1. Curriculum Paper 3 ("Modern Studies for School Leavers", 1968) also took this view. "For less mature pupils, the focus on contemporary adult society is less appropriate psychologically" - its "understanding is dependent upon a background of geography and history". (Paragraph 23). The 1982 CCC statement on social subjects commented on how Modern Studies in S1 - S2 had "grown piecemeal in the absence of national ... support" with the enthusiasm of "grass roots" development.

(c) <u>CLASSICAL STUDIES</u>

Probably the most significant statement was "The Teaching of Classics in Schools" (S.E.D., 1967) which recognised that those studying Latin in S1 or S2 had fallen from 39% (in 1955) to 28 - 30% (1964), a very steep decline for one subject in the first two years curriculum, which otherwise remained fairly stable in its subject headings after 1945. Paragraph 62 stated: "Teachers already devote considerable attention to classical myths and legends ...; aspects of Roman life (and) history ... these studies should be widened ... As many S1 and S2 pupils as possible should be given an introduction to Greek and Roman Civilisation ... content should be relevant to their own life and experience". The time was to be saved by reducing translation from English to Latin, and the overall classics periods per week would not be diminished. The study of classical history and civilisation would, however, be extended to pupils not undertaking Latin or Greek (the latter under ½% of the age group in both 1955 and 1964). According to "The First Two Years" (1972), "a sizeable minority of schools offered ... classical studies for all or part" of S1, especially in northern Scotland. "In many cases it was provided for all pupils" (page 7).

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APPENDIX 7 AN INTERIM REPORT
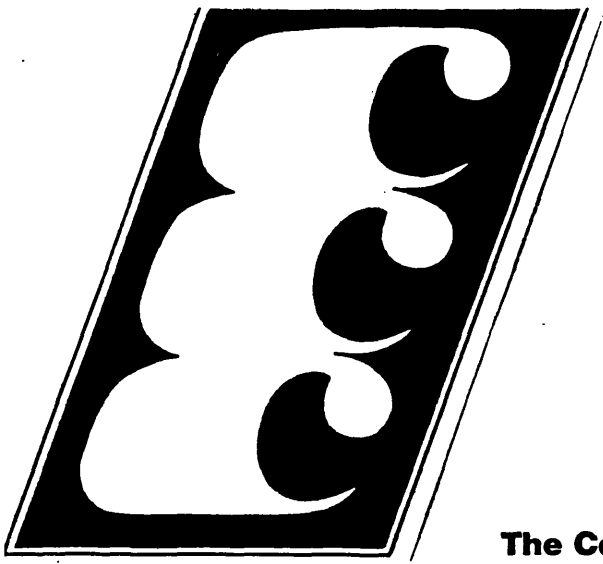
The Consultative Committee on the Curriculum

Education 10-14

An Interim Report for the CCC

FOREWORD

This report is provided as required by the terms of reference given to the Programme Directing Committee by the CCC.

It is written to sub-serve three functions. First, it is an account of work undertaken as information to the 5th CCC to assure them that their initiative and remit are in process of fulfilment.

Secondly, it is to inform the 6th CCC of the nature of the Programme they are inheriting.

Thirdly, it is for the benefit of the PDC itself to enable it to take stock of its achievement and consider its progress.

SCDS Edinburgh Centre   **May 1983**

EDUCATION 10 - 14: AN INTERIM REPORT

CONTENTS

SECTION 1   TOWARDS A PROJECT

The Starter Paper

1.1   The 10 - 14 Programme began appropriately with a starter paper. It

was sent out on 3 April 1980 by the 4th Consultative Committee on the

Curriculum to the official correspondent of Education Authorities,

School Managers and other interested bodies and individuals. The

purpose of this starter paper was to stimulate responses which would

help the CCC in its further study of education for the 10 - 14 age

group. Comments were invited by 30 September 1980.

1.2   The starter paper was a joint production of the two main CCC sub-

committees, the Committee on Primary Education (COPE) and the

Committee on Secondary Education (COSE). COPE had been considering the

scope, balance and continuity of children's schooling from the

establishment of initial literacy to the transfer to secondary school.

COSE had been considering the Pack and Munn and Dunning reports and

their implications for the S1 and S2 stage. The starter paper was the

outcome of detailed discussion between the members of COPE and COSE.

Its stated purpose was not to draw conclusions or examine evidence, but

to identify issues and provide a basis for wider discussion.

1.3   The starter paper delineated the broad differences which conventional

wisdom claimed existed between primary and secondary schools as

institutions and called for discussion on how the differences could be

reconciled in the interests of the pupils. These differences appeared

to derive from the different training and roles of primary and

secondary school teachers and the different ways in which the schools

were organised and managed.

1.4   The starter paper described the primary school as child centred and
       the secondary school as subject centred. The primary school teacher
       was a generalist, expected to teach many subjects, whereas the
       secondary school teacher was a specialist, ~~expected to teach few
       subjects~~. The pupil transferring from primary school to secondary
       school moved from an institution where he had spent most of his time,
       with one teacher, in one place, to an institution where he spent his
       time with different teachers, in different places. The transfer from
       primary to secondary school, it was claimed, presented an exciting
       prospect and a stimulating challenge for many pupils, but could be a
       difficult and upsetting experience for some pupils. In primary
       schools, children were taught in mixed ability groups, and this
       obtained also in the early stages of the secondary school. It was for
       consideration, when it would be appropriate to begin to set classes
       according to the pupils' attainment. Differences in practice might
       depend on the nature of the subject being taught. Where the subject
       was linear, like Mathematics, or Modern Languages, early setting might
       be appropriate. Where the subject was non-linear, like certain aspects
       of Science, or Social Studies, setting might be neither necessary nor
       desirable. It was for consideration how broad an area of the curriculum
       a teacher should be expected to teach, whether too much was expected
       in this regard of the teacher in the upper reaches of the primary school
       and whether too little was expected of the teacher in the earlier
       stages of the secondary school.

1.5   Reference was made in the starter paper to the reports which have
       strongly influenced the way and purpose of education of the 10 to 14 age
       group in Scotland in recent years and it is important to see the starter
       paper in the context of these reports.

3.

Influences on Current Policy - Primary

1.6   The Advisory Council reports on primary and secondary education of the
       late 1940's, restated that the aim of school education in Scotland
       was to help boys and girls to achieve the highest degree of individual
       development of which they are capable. The major influences on
       provision at Primary 6 and Primary 7 level, were Primary Education in
       Scotland (HMSO, 1965) - the "Memorandum", and the HMI's Progress Report
       Primary Education - Organisation for Development (HMSO, 1971).

1.7   The 1965 Primary Memorandum sought to modernise the primary school
       curriculum. It envisaged about one third of the pupil's time in school
       being spent on Language Arts, one third on Mathematics and Environmental
       Studies, the remaining third on artistic, aesthetic, moral, religious,
       social, physical and health education. The 1965 Memorandum sought to
       change the pedagogical emphasis from the teacher teaching to the pupil
       learning. Resource areas with improved teaching aids and better
       facilities for individual learning were to be developed, more non-
       teaching staff appointed, and more encouragement was given to parental
       participation.

1.8   Shortly after the publication of the starter paper and before responses
       were ingathered there was published a further major study of primary
       education in Scotland, Learning and Teaching in Primary 4 and Primary 7,
       (HMSO, 1980). This was a study carried out by H M Inspectorate on 152
       schools in Scotland. Learning and Teaching in Primary 4 and Primary 7
       claimed that the primary school curriculum was not as child centred as
       the starter paper had encouraged us to believe. It also questioned the
       received opinion that primary school teachers devoted a great deal of
       time to group and individual methods as opposed to class teaching.

4.

<u>Learning and Teaching in Primary 4 and Primary 7</u> claimed that
differentiation in the curriculum was happening to a substantial extent
only in the teaching of mechanical reading. It did not appear to be
happening in other areas, notably, spelling, mathematics, writing or
history. The Inspectorate found that many of the important recommendations
of the 1965 Memorandum as they related to pedagogy and assessment had not
yet been widely implemented. Primary teachers still tended to teach as
they themselves had been taught when primary school pupils. There was
little evidence that teachers were thinking out their aims and objectives
and deriving their curricular, pedagogical and assessment strategies
and tactics from there. An earlier Progress Report by HMII, <u>Pupils with</u>
<u>Learning Difficulties</u>, published ~~some time before the starter paper~~, 1978
called for significant changes in policy planning for dealing with
these children. ~~It was estimated that some~~ As many as ? (or one statement) 50% of children experience
learning difficulties of various kinds. Dealing with learning difficulties
should be a central concern of the class teacher in the primary school
and the subject teacher in the secondary school. The report on children
with learning difficulties suggested a new role for the remedial
education specialist and urged class teachers and subject teachers to
re-evaluate their pedagogy by giving closer attention to the number of
variables with potential for improving pupils' learning. These variables
included time spent by pupils on tasks, the understanding of concepts,
higher reading and writing skills beyond deciphering print and learning
number bonds, the use of assessment for feedback purposes, the pacing of
learning, the use of repetition, revision and reinforcement, identifying
the point of onset of learning difficulty and considering how parents
might help in influencing their children's progress and strengthening
their motivation.

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<u>Influences on Current Policy - Transition to Secondary</u>

1.9   There is no definitive statement for the curriculum in Sl and S2 in

Scotland comparable to that contained in the Primary Memorandum of 1965.

In 1972 however, the SED published the report of a survey by

H M Inspectors, <u>The First Two Years of Secondary Education</u>, (HMSO).

This report describes trends as the Inspectorate saw them: a clear and

continuing development of mixed ability grouping, the development of a

common course, increased modern languages teaching, improved liaison

between primary and secondary schools, and more attention being given

to the assessment of the guidance to pupils. The report however, was

describing a system in transition. It was uncertain how long mixed

ability grouping should continue in the secondary school. The

Inspectorate were reluctant to draw hard and fast conclusions about the

merits of different forms of curricular or social organisation. They

did however, call for firmer policy guidelines in schools on such matters

as homework.

1.10   SED Circular 600 (October 1965) <u>Reorganisation of Secondary Education</u>

<u>on Comprehensive Lines</u> recommended the ~~segregation~~ of pupils at the

transfer ~~into separate schools~~ should cease. Nor should pupils be

allocated to certificate or non-certificate courses when they start the

secondary stage. The circular stated that the division between primary

and secondary stages should be much less clear-cut than under a selective

system, and that "in a few areas, there may well be room for experiment

with a system of middle schools"

1.11   SED Circular 614 of 1966, <u>Transfer of Pupils from Primary to Secondary</u>

<u>Education</u>, was an important one for Sl and S2. Education Authorities

were advised in this circular, of the government's policy on this stage

of secondary education as follows:

"The initial stage ... should be a period of orientation during which
the pupils who will cover a wide range of ability will be able to
acquire a firm foundation for the later years ... and ... to explore
a variety of subjects to find out for themselves where their
particular aptitudes, interests and abilities lie".

1.12   Although the circular considered that the length of this first
"Cycle" in particular subjects "may vary for different pupils", "there
should be no rigid division of pupils into those ... following entirely
certificate courses in their major subjects and those ... not". It was
recommended that there must be a number who will do certificate work
in a few subjects and non-certificate work in other subjects. Streaming
nonetheless was still present in many schools studied by HMI for
The First Two Years (1972) although it was declining.

1.13   One of the earliest products of the first Consultative Committee on the
Curriculum appointed in 1965, Curriculum Paper No 2 (the Ruthven Report),
published in 1967, questioned whether the curriculum in S1 and S2 was
not too demanding, though it conceded that it was not easy to see how the
"demands" of the curriculum on pupils could be lightened. "A common
course of subjects", the report said, should include a fairly wide
course, with subjects essential to the development of the pupil's whole
personality and one or two others, allowing a pupil to see if he likes
the type of work.   The Ruthven Report also set a possible allocation
of periods for S1 and S2 together as follows:

English 12

Mathematics/Arithmetic 12

Social Studies 10

(Geography only in S1)

(History only in S2 possibly)

* fomly on or avoid 'streaming'

Science 10

Modern Languages 10 (or 7 or 5)

Aesthetic Practical 14 (or 17 or 19)

PE/Games 6

Unallocated 6 (including RE projects from teacher's time)

1.14 Compared with its radical proposals for minority time "non-examined"

subjects for older pupils, the views of Curriculum Paper 2 on the

S1 and S2 curriculum were more orthodox, although comprehensive schools

were still relatively few when the Ruthven Committee was meeting and

schools differed in their interpretation of a "common course". More

specific information and guidance was to be provided for by

the Inspectors' report on The First Two Years of Secondary Education,

(HMSO, 1972).

1.15 The First Two Years emphasised that a common course was not a revolutionary

idea. The majority of pupils in the initial stages have studied the

same range of core subjects for many years. Before Circular 614 the

basic discriminating factor was whether a pupil studied foreign

languages. The common course, basically, extended the opportunity to

study a language to more pupils with the second foreign language

postponed to S2 or later. Most schools enabled pupils to take an

additional subject in S2, usually Latin or German. Time was found

usually by reducing time spent on three or four other subjects –

Technical Subjects, Home Economics, PE, Art and Music. Curriculum

Paper No 2 could have influenced some schools to spread the reductions

over so-called academic subjects – English, History, Geography and

French, though hardly any Head Teacher had temerity to interfere with

Mathematics. Even allowing for the Inspectors' ironic tone, this

passage reveals which subjects most Head Teachers consider were the most important in their pupils' curriculum in S2.

1.16   The common course in comprehensive schools meant that many pupils who would have gone to senior secondary schools, now undertook Technical Subjects and Home Economics, which those schools might not have provided for them. With regard to Science to which the 1972 report allotted a specific section, most schools seem to have a fully integrated Science in S1 and S2. Curriculum Paper No 7, Science for General Education, (1969), had advocated this with equal time for all three disciplines, Physics, Chemistry and Biology. The problems of an overloaded curriculum had been emphasised by the Secondary Education Report of the Advisory Council on Education in Scotland, (HMSO, 1947). The Council had stated that "curriculum becomes congested precisely as a bookcase does with the passing of the years; new interests emerge, fresh claims are admitted, but old titles are rarely withdrawn. All we can be sure of is that nothing there was not originally valuable. The curriculum is felt by all to be overcrowded and yet every specialist teacher is dissatisfied with the time available for his subject. We must stand aside from any battle of the subjects".

The Relevance of Munn, Dunning and Pack

1.17   The problems of the overloaded curriculum of the secondary school were not tackled until Munn Committee reported (The Structure of the Curriculum in the Third and Fourth Years of the Scottish Secondary School) in 1977 and established a rationale for the curriculum in S3 and S4. The extent to which the Scottish educational system absorbs the messages of the Munn Committee on curriculum and the Dunning Committee

will be.

on assessment ~~are~~ critical for the effect on the curriculum and
assessment at S1 and S2.

1.18   The Munn Committee postulated three sets of claims on the curriculum:

   (i)   the claims of society

   (ii)   the claims of various kinds of knowledge and experience and,

   (iii) the claims of the developing individual

1.19   From these claims they desired four overlapping sets of aims which
       determine the scope of the curriculum:

   (i)   the building up of knowledge of self and the world

   (ii)   the development of a range of skills, including psychomotor skills
          and personal skills, communicative skills, analytical and
          investigative skills.

   (iii) the provision for the development of pupils' feelings, emotions,
          attitudes, beliefs and values, and

   (iv)   the preparation for the demands of society and adult life.

1.20   The Munn report assumed the curriculum to include all the experiences
       for learning planned and organised by the school and distinguished:

   (i)   the formal curriculum

   (ii)   the informal curriculum, and

   (iii) the hidden curriculum

1.21   The formal curriculum was concerned with courses organised within the
       school timetable. It overlapped with the informal curriculum which
       included sport, school orchestras, debating societies, community
       service and similar activities which were carried out under the
       school's auspices but in part at least, outwith the school day. Both

the formal and informal curriculum took place within the context of

the hidden curriculum, a reference to the ~~ethos~~, code of discpline,

standards of conduct, attitudes and values which obtain in the school.

Central to the Munn thesis was the identification of 8 modes of activity

which constitute distinctive ways of knowing or interpreting experience.

   (i)   linguistic and literary studies

  (ii)   mathematical studies

 (iii)   scientific studies

  (iv)   social studies

   (v)   creative and aesthetic activities

  (vi)   physical activity

 (vii)   religious studies

(viii)   morality

1.22   From this analysis the Committee mooted a balanced formal curriculum

which consisted of a core and options, the core containing each of the

eight modes. While the Committee's remit was to put forward proposals

for a balanced curriculum, they indicated that they considered the

motivation of the pupils's success was at least as important as balance

in their curriculum, a view which had been put forcibly by the

Pack Committee.

1.23   The Pack Report, <u>Truancy and Indiscipline in Schools in Scotland</u>, (HMSO),

which was also published in 1977, was a study of truancy and

indiscipline in Scottish schools. The authors concluded that the

important thing about truancy and indiscipline is that they are symptoms

of learning failure. Pupils failed because they had been set unattainable

curricular targets and had been expected to cope with inappropriate

syllabuses. Like the Munn Committee, they agreed that there was a need

for differentiated syllabuses to match pupils' varying ability and
level of attainment. If truancy and indiscipline in schools are to be
tackled successfully these underlying causes have to be dealt with.
Real progress from the schools point of view lay in improving the
curriculum and the teaching/learning process for the children concerned.
— guidance

1.24   The significance for S1 and S2 of the Report of the Dunning Committee,
(Assessment for All, HMSO, 1977), was the stress put on the contribution
that assessment could make to the teaching/learning guidance process.
They saw assessment as primarily a diagnostic process, a means of
identifying the strengths and weaknesses of individual pupils in order to
improve their performance. It is the means too whereby the teacher can
find out why a pupil is not achieving and thus enable the teacher to
question the approaches he is using.

A CCC Conference — Education 10 - 14

1.25   What thus emerged from the starter paper was the need to cover a range
of issues concerning pupils in the 10 - 14 age group and these issues
were to be taken up by the 5th CCC at a conference arranged at
Stirling University on the 3rd and 4th February 1981. There had been
63 responses to the starter paper from a wide range of bodies and
individuals. The main issues covered at the Stirling Conference were as
follows:

(i)   the needs and characteristics of pupils in the 10 to 14 age group

(ii)   the range and balance of the curriculum for the 10 to 14 age group

(iii) the deployment of teaching staff teaching these age groups

(iv)   school and class organisation, pedagogy assessment and guidance

(v)   the liaison between stages, particularly the liaison between
primary and secondary schools

    (vi)   home/school/community relationships with special reference to

               pupil motivation and parental support

   (vii)   research and development

 (viii)   comment looking towards a new situation

1.26   Professor Noel Entwhistle, Bell Professor of Education at the

University of Edinburgh, outlined in his opening address what he detected

as the hidden agenda deriving from the starter paper and the responses

to it. The replies to the starter paper, while being as varied as might

be expected, did show some measure of agreement with the implicit message

it seemed to contain. In sum, there was an unnecessarily large

discontinuity between primary and secondary education which could be

narrowed by a careful examination of curricular and teaching methods and

the improvement of liaison procedures. There seemed to be general

agreement that a thorough analysis of the existing situation should be

undertaken. A plea for change in the education of the 10 to 14 age group

seemed sensible and justifiable and on the basis of the comments received

it would seem to command a good deal of support from many teachers, both

primary and secondary. The aim would be to provide a clearly

articulated continuous educational experience for each individual child

with due regard to age, aptitude and ability.

       ⟶   expand NM.

1.27   How to achieve it remained the problem facing both primary and secondary

teachers. If the CCC did decide to undertake a major investigation into

the middle years of schooling, it seemed to Professor Entwhistle

important to develop out of the research base which had already been

established. Not that research alone can provide the answers, but a

fruitful interaction between the findings of researchers, the ideas of

theorists and the experience of teachers and administrators should

provide a sounder basis to develop an education which avoids the
discontinuities which are forced on children by a failure to consider
the coherent whole, the variety of aims and methods characteristic
of top primary and early secondary education.

1.28   The conference was addressed by Mr T F Williamson, HMCI, who had
chaired an HMI Study Group on the 10 - 14 age group. His address
concentrated on four main areas - the pupil P7 - S2, the response to
the pupil's needs, implications for the learning process and issues and
possible strategies./The pupil growing from age 10 to age 14 is
maturing from childhood to adolescence, moving from a relatively
untroubled period to a relatively troubled period. He undergoes the
physical and emotional changes associated with puberty and this growth
has a crucial effect on his self-perception. It is a period of increased
self-awareness and young people are susceptible to increased pressures
notably from their peer group and the media and these pressures are
frequently in conflict with the values of the family and the school.
His life is becoming more complicated. It is also becoming more
meaningful. Cognitive growth is occurring. There is greater competence
in abstract reasoning. Increased self-awareness also brings a growth
in empathy, the appreciation of the feelings of others. Children of
this age begin to show more vigorous concern for moral philosophical
matters. They develop in aesthetic interests so the music and art they
prefer may not necessarily be the choice of their parents and teachers.
Their moral philosophical development can lead to a growing interest
in ideas in politics and religion. Children of this age need help to
cope with the changes they are experiencing which are not of their
making. They need to achieve. They need to have their privacy respected.
They need both security and adventure. They need to experiment and they
need to compete. Above all, they need the support of understanding

14.

adults - at home, in school and in the community. Teachers have to be

sensitive to a wide range of possible differences in rates and styles

of learning and in motivations. They should encourage co-operative

group work. Assessments should highlight achievements. There should

be opportunities for discussion of moral and social issues and for

the exercise of responsibility. Teachers should be, above all, aware

that at all four stages there were critical points for the development

of concepts and skills. They should be aware of the values of problem

solving activities, of exploratory learning, of talk or conversation and

of the aesthetic experience which should possibly involve teacher

exchange across the primary/secondary boundary./ The main issues which

seemed to call for attention were:

(1) Curricular orientation - should the child-related curriculum be

     prolonged or developed through to a subject orientated one?

(2) Scope - should the emerging disciplines of P7 pass through a

     faculty stage before developing to the S3/S4 design?

(3) Methodology - should the teaching methods of the best primary

     school practices (class, group and individual) be developed on

     through the S1/S2 stage?

(4) Orchestration - should subjects in both primary and secondary be

     built into the course in a cyclical fashion?

     Wamtus - Curratu
(5) Should there be weighting of any facet of the curriculum?

1.29 Mr Williamson felt it was important to recognise that valuable progress

      had been made so far. Premature categorisation was avoided. All

      teachers met the full range of ability. There had been progress in

      individual subject development for S1/S2 pupils though it had often been

      thwarted by the organisation of these stages in isolated 40-minute

periods. Solutions, he felt, should be sought under four main

categories. Firstly, a rationale for S1/S2. A framework might be

derived from the Munn modes of learning coherent with S3 and S4 but with

Primary 1 to Primary 7 in mind. If the aim was also to encourage the

autonomy of the learner it had to be considered what changes in

methodology would promote this and what kind of choices must be made

available. The curricular leadership teams in primary and secondary

school had to co-operate to manage more efficiently. They had to know

what was happening to be able to give a lead in definition of the aims

leading to school policies. There had to be reviews of structures

according to the rationale. They had to review their methods of

supervision of what is happening in classrooms as regards pace, progress,

rigour and equivalence. Resources and teachers had to be better deployed.

The purpose of assessment had to be clearly understood and assessment

policies developed.// The conference discussed the middle school concept

but found it little favour as did the possibility of changing the age

of transfer from 12+ to 11+. While there was no wish for separate

institutions called middle schools what did emerge was a wish for a

middle school curriculum comprising the developing skills and concepts

within fields of study appropriate to each age group. There was a

feeling that there was a case for a greater degree of specialist

teaching after the age of 11 and for an "anchor" teacher who might take

the class for general subjects for half the day. Pupils might be

introduced to specialist staff and activities for the other half. The

common core of fields of study could be related to the Munn modes for,

perhaps, 50% of the time.

1.30   What seemed to be emerging from the Stirling Conference was a wish for

a school curriculum, 10 - 14, which met the claims of the growing

developing individual and of society and of knowledge which are also

changing. The primacy of the individual had however to be emphasised.

There were pointers towards a 10 - 14 curriculum which could be interpolated

between the curriculum which had emerged from the 1965 Memorandum and

looked towards the Munn modes. Thus would the Language Arts of the

primary school develop into the Linguistic and Literary Studies of the

secondary school. Primary school Mathematics would develop into the

Mathematical Studies of the secondary school. Environmental Studies would

grow into Science and Technology on the one hand and Social Studies on

the other. The Expressive Arts of the primary school would broaden out

into the Physical and Health Studies and the Creative and Aesthetic Studies

of the secondary school, while Social, Moral and Religious Education in

the primary school would grow into the Social ~~Education,~~ Religion and

Morality of the secondary school. The trend would be to ~~a reduction in~~

~~content and more emphasis on skills~~ and concepts. It would have to be

a balanced curriculum and a differentiated curriculum with a flexible

organisation to allow rotation of modes and courses. Crucial would be

the teaching styles with a mixture of exposition, discussion,

~~Enquiry,~~ ~~investigation~~ and activity. ∧ The teacher had to be both a manager of

resources and a habitual changer from class teaching to group teaching

to individual teaching and back again.

The Programme Established

1.30   The Conference generated a considerable enthusiasm for a review of

        education 10 - 14 and there was great satisfaction when the

        Secretary of State approved the CCC's proposal for a programme of work

        devoted to the development of the curriculum and associated matters in

        the age group 10 - 14. The terms of reference of the Programme are as

        follows:

"Subject to the terms of reference of the CCC in co-operation with all CCC Committees and working closely with Education Authorities and other interested bodies, the Programme Directing Committee shall

(1)   initiate, promote and supervise a programme of development work on the education of the 10 - 14 age group in Scottish schools;

(2)   for the purposes of the development programme, establish what experimental work in the education of the 10 - 14 age group is being undertaken by Education Authorities and other bodies and seek to co-ordinate such work;

(3)   within resources made available for it for that purpose, arrange for such feasibility, pilot or research studies as may be required for the development programme to be undertaken into any aspect of education of the 10 - 14 age group by Education Authorities or any other appropriate bodies or individuals;

(4)   present an interim report to the 5th CCC by April 1983;

(5)   present a final report and/or a draft Curriculum Paper based on the programme to the CCC by June 1985;

(6)   identify and where appropriate quantify the implications for staffing and resources of any recommendations which these reports may contain."

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SECTION 2   THE PROGRAMME DIRECTING COMMITTEE

The Formation of the Committee

2.1   Approval by the Secretary of State was given to the CCC in late

November 1981 to proceed with a programme of "development work on the

education of the 10 - 14 age group in Scottish schools". Steps were

taken to establish a Programme Directing Committee (PDC) and its first

meeting was held on 11th February 1982. Membership of the Committee,

and how it has changed in the interim, is shown at Appendix 1 to this

report.

2.2   With a single exception, all members of the PDC are, or were, already

involved in CCC work as members of other Committees. Given the very

proper emphasis in the remit of the PDC on collaboration with CCC

Committees, as well as with other agencies, this has been a valuable

arrangement, though to date, the value has lain in members' understanding

of how the CCC structure works, and of the ongoing programme of work

rather than in any particular liaison with other Committees. The CCC

should be aware, however, for the sake of its future management of

similar projects, that individual members have experienced dual

membership as a very considerable burden and some losses from the

original membership were due to this.

2.3   The CCC should note further that some unfavourable comment was received

from certain Regional Education Authorities on the grounds that they

had not been consulted about membership of an important national body.

A further difficulty about this form of organisation is that not every

subject interest can be covered; this has resulted in complaints being

made that certain subjects (e.g. Business Studies and Mathematics) had

no representatives on PDC.

Support and Servicing

2.4   The PDC is serviced by three 'officers'. The Director of the

Edinburgh Centre and the Principal Curriculum Officer, Primary Education,

act as programme co-ordinators. Neither has had duties in other

respects lightened in order to accommodate 10 - 14 work. A third

officer is seconded, notionally, for one day a week from

Jordanhill College to act as secretary/development officer. Circumstances

have made it difficult for him to find the time which the Programme

requires, and the very significant contribution he has made to the work

of the Committee has made considerable demands on his own time. In

addition, the administrative assistant in the Edinburgh Centre acts as

assistant secretary.

2.5   The growth of the work throughout the first year of the Committee's

existence has made it clear that this level of support is inadequate if

the terms of the remit, with its emphasis on collaboration and partner-

ship with Education Authorities and other agencies, are to be fulfilled.

The PDC will there͜seek the secondment, full-time, of a teacher or

lecturer to act as field officer on behalf of the Committee.

Funding

2.6   Funding has been made available, in the first instance, at a very modest

level, though more than adequate for the first year of operation.

Funding has fallen under two heads: Committee expenses and 'commissioned

work'. For the latter £4,500 was allocated, but remained largely

unexpended since, as we shall report, there was no time to design and

set up major commissions.

The second year's allocation shows a diminuition of funds available for

commissions. The allocation will be adequate only if there is generous

support to the Programme in terms of people's time from EAs and Colleges.

Additionally, funding will have to be revised in the light of the need

to employ a field officer. A separate proposal regarding this

appointment has been made to the secretariat.

THE FIRST YEAR OF THE PROGRAMME DIRECTING COMMITTEE

The Gathering of Starting Data

3.1   In pursuit of the fulfilment of item 2 of its remit (to "establish

what experimental work in the education of the 10 - 14 age group is

being undertaken by Education Authorities and other bodies ..."),

Chairman and co-ordinators of the Programme contacted by letter the

following bodies:

Regional Educational Authorities

Borders Region	Lothian Region
Central Region	Strathclyde Region
Dumfries & Galloway Region	Tayside Region
Fife Region	Orkney Islands
Grampian Region	Shetland Islands
Highland Region	Western Isles

University Departments of Education and Colleges of Education

Aberdeen University	Aberdeen College of Education
Dundee University	Craigie College of Education
Edinburgh University	Dundee College of Education
Glasgow University	Dunfermline College of Physical Education
Stirling University	Jordanhill College of Education
	Moray House College of Education
	St Andrew's College of Education

Committees in the CCC Structure

Scottish Committee on Language Arts

Scottish Committee on Environmental Studies

Scottish Committee on Expressive Arts

Scottish Committee on Home/School/Community Relations

Scottish Central Committee on Art

Scottish Central Committee on Business Studies

Scottish Central Committee on English

Scottish Central Committee on Guidance

Scottish Central Committee on Home Economics

Scottish Central Committee on Mathematics

Scottish Central Committee on Modern Languages

Scottish Central Committee on Music

Scottish Central Committee on Religious Education

Scottish Central Committee on Science

Scottish Central Committee on Social Subjects

Scottish Central Committee on Technical Education

Committee on Special Educational Needs

Committee on Gaelic

Other Bodies

Scottish Council for Research in Education

Scottish Council for Educational Technology

The Educational Insitute of Scotland

3.2   The letter announced the start of the programme, set out the terms of

reference and remit of the PDC, reiterated the CCC's wish that the

PDC's work "should be firmly based on initiatives already undertaken

and experiences gained" and invited recipients to draw to the attention

of the PDC any activities which would enable it to fulfil its remit.

There was mentioned in particular "curricular organisation, primary-

secondary liaison, record-keeping and information passing, guidance

and teaching methods" - but nothing was excluded. (The full text of
the letter is given at Appendix 2).

3.3 A wide range of responses were received, edited and collated and presented
to the Committee as an anthology for its first meeting. Responses to
the original letter have continued to arrive throughout the year of the
PDC's existence.

Responses

3.4 (a) From Regional Authorities came information on the establishment
between primary and secondary schools of curricular liaison of
various kinds. Subjects which attracted attention were
Language Arts/English; Mathematics; Science. Less frequently
mentioned were Environmental Studies/Social Studies; but though
less frequent, work in this field often appeared to be thorough.
Within the Environmental/Social Studies field, Geography 10 - 14
was mentioned by three respondents.

A second emphasis from the submissions by Authorities was on
various forms of organisation to establish communication between
primary and secondary schools. This was often associated with
information concerning record-keeping, information-passing, and
contacts established by secondary Guidance and remedial staff
with associated primaries.

Some Authorities submitted with their replies papers emanating
from their own working parties and other groups concerned either
with primary-secondary liaison or with curriculum 10 - 14 in a
more general way. Such papers are listed among 'Papers Received'
(Appendix 3).

(b) Colleges supplied a very great deal of detailed information regarding the involvement of lecturers and departments in a very wide range of developments in upper primary and early secondary. A significant number of these developments involved liaison about curriculum between primary and secondary sectors. In addition, a number of studies and researches were reported.

(c) Universities (Aberdeen, Edinburgh and Stirling) reported on ongoing researches and listed recent dissertations, undertaken in the main by teachers, of relevance to the 10 - 14 age range.

(d) CCC Committees in the main drew attention to recent work of their own with a bearing on the 10 - 14 range. Responses were received from SCC Mathematics, Science, Gaelic, English, Social Subjects, Business Subjects, Music, COSPEN, Modern Languages. Some of these, however, notably COSPEN and Modern Languages, were papers of significance concerning the nature and balance of the curriculum. COSPEN's paper focused importantly on the quality of the learning experience of the individual child and on the nature of the support available to him as a learner.

Other Inputs

3.5 To all this data had to be added, of course, the studies and reports referred to in our section 'Towards a Project'. Since that early stage additional inputs have been received. Two are of the greatest significance.

3.6 A paper from HMII was made available, in confidence, to the PDC, at its 5th meeting and features of it were discussed thoroughly at its 6th meeting (October 1982). This paper is the work of a small group of Inspectors,

and places emphasis on describing the existing position in the P6/P7

and S1/S2 stages, identifies strengths and weaknesses and ends with the

indication of options. The paper is an interim paper which has been

given wide circulation within the Inspectorate with the possibility that

an Inspectorate view may be produced.

3.7   A second major input of even more recent date is of equal significance.

The COPE 'position paper' Primary Education in the Eighties in the draft

form produced for COPE's March 1983 Conference has been seen by the

PDC's Chairman's Committee and more recently by one of its working groups.

3.8   Of much use to the PDC will be the study by HMII in England of the

functioning of middle schools - a study which has not appeared as soon

as anticipated.

3.9   Recent studies of relevance to PDC's work now receiving attention are the

findings of the Leicester University ORACLE research, Moving from the

Primary Classroom, (Routledge, 1983) and the important sociological

study of secondary education with a strong Scottish focus Reconstructions

of Secondary Education, Theory, Myth and Practice Since the War by

Gray, McPherson and Raffe (RKP, 1983).

Some Immediate Action

3.10   From its very earliest stages, then, the PDC has had no shortage of

information and advice, and it had as a very early requirement, to

develop a method of coming to terms with the very considerable input

of thinking that had preceded its formation. Secondly, it had to set

itself a work programme which would incorporate the production of this

interim report as required by item 4 in its remit. Finally, it had to

develop a strategy that would guide it through its task for completion in 1985.

3.11   Certain issues, however, stood out as demanding immediate attention. The submission from Lothian Region revealed, not only a sustained attempt over a period of years to develop a policy for primary-secondary liaison based on two substantial reports, but also the recent setting up of a 10 - 14 Working Party in the Region. The PDC quickly decided to invite the Chief Adviser and the Principal Adviser in Primary Education to attend a meeting to describe and discuss the work in the Region. This valuable meeting took place at the 4th meeting of the PDC (June 1982) and led to contact with the Region's 10 - 14 Working Party.

3.12   Clearly important was the initiatve taken in Strathclyde Region to produce its Report on the First Two Years of Secondary Education. A meeting was arranged between one of the co-ordinators of the Programme and Strathclyde's group of EOs responsible for curriculum development chaired by Mr John Mulgrew, Assistant Director of Education, Strathclyde Region. This meeting led eventually to the receipt from Strathclyde of descriptions of a wide range of initiatives, now being followed up, and also to a discussion between Mr Mulgrew and the PDC on 26th May 1983.

3.13   A further issue that pressed its attention upon the PDC from early information was the position of Mathematics in S1 and S2. PDC had had its attention drawn to the publications of SCDS (Dundee Centre) on Mathematics for the Less Able in S1 and S2 and to SCCM's occasional paper no. 6: Mathematics in S1 and S2. In addition the SCCM drew the PDC's attention to its response to the CCC's starter paper. This was

a challenging document which stood out from other submissions by

reasons of such statements as its "condemnation of the common course

in S1 and S2" and its insistence on "the abandonment or substantial

modification of the policy of mixed ability classes in Mathematics".

This paper encouraged the PDC to seek guidance from HMI Mr E Kelly,

national specialist in Mathematics. Mr Kelly attended a meeting of PDC

(meeting 7) on 10th January 1983 and conducted a valuable seminar on

developments in mathematical education in the 10 - 14 age range.

Additional thought has been given to mathematical education with the

help of Mr David McLaren, Adviser in Mathematics, Lanark Division,

Strathclyde Regional Council, who has been invited to present further

views to the PDC in a written paper.

The Evolution of a Strategy

3.14　Following its third meeting, the PDC adopted a work programme aimed to

culminate in this report, and to be seen as Phase One of the

Programme. This Phase has consisted of work along three tracks.

3.15　The first of these was to study and evaluate the information received

about ongoing initiatives, and to identify an order of priority for

further investigation. This task was assigned to a sub-group of the

PDC (Group B) and its work is described in some detail in Section 4

of this report. As that section shows, a great deal of attention has

been given to initiatives, located in Grampian and Central Regions, in

the establishment of curricular liaison, and from this work a

hypothesis about the nature of effective liaison has been constructed.

This hypothesis is now being used as the basis for the study of further

similar initiatives and will be revised in the light of additional

experience.

3.16 Two other groups have operated at a more theoretical level. This is

a deliberate tactic because the PDC was conscious that exclusive

attention to what is actually happening now would mean that it could

be trapped in present ways of thinking. A sub-group (A) was therefore

charged with the task of producing a rationale or theory of curriculum

for the 10 - 14 age range. They were required to do this taking account

of the well established curricular philosophy of the earlier stages in

the primary school and the increasingly firm rationale of the 14 - 16

'Munn-Dunning' stage. The work of this group is explored more fully

in Section 5.

3.17 The final sub-group (C) is charged with monitoring ongoing research,

studying published research and other relevant published material. It

also seeks to respond to 'commissions' given it by Groups A and B.

3.18 The overall strategy adopted by the PDC then has been to establish a

preliminary rationale and a body of information about current practice

and research. These two lines of enquiry will continue, and will

interact as the information gathered enables refinement of the

theoretical position to be made; while the theoretical position provides

a basis for the evaluation of practice.

Commissions Undertaken on Behalf of the PDC

3.19 Pursuit of the strategy described above quickly produced needs for

further information. Three commissions, one of them complete, were made.

(a) Mr Wilson Bain, Education Department, Moray House College of

Education, undertook for the PDC the production of a study of the

'Historical Roots of the S1/S2 Curriculum'. This valuable paper can

be made available from the Edinburgh Centre to CCC members.

(b) Since discussion of issues so frequently involved matters affecting
the training and education of teachers, a commission to produce
a background paper of guidance on teacher training, historically
reviewed, and in its current state, has been made. The precise
remit offered is to produce a paper "(1) outlining, fairly briefly,
(but probably with references to key documents and influences) the
historical process which has led to the present regulations and
arrangements for training, (2) what these regulations and
arrangements presently are, (3) the ways in which these arrangements
are presently realised, given flesh and bones, in Colleges of
Education, and (4) the options, possibilities and desires of those
presently engaged in shaping new training courses and procedures and
the state of thinking on the matter of those engaged in decision-
making that will influence the forms of education and training likely
to be adopted in the near future". This task has been undertaken
by Mr David Stimpson, formerly Principal of Dundee College of
Education, who will report by September 1983.

(c) Following information received about Grampian Region's system of
providing teams of remedial specialists with responsibility for
work in a secondary school and its associated primaries, an account,
by a Principal Teacher of Remedial Education, of the detailed
working of the system in one situation, has been commissioned.

Commissions Planned

3.20 (a) At the time of writing, negotiations are in hand with Aberdeen
College of Education to provide support in order to track, monitor
and report on the work being done on Environmental Studies at

30.

Mintlaw Academy and its associated primary schools. This work
is referred to in more detail in Section 4.

(b) An approach has been made to Lothian Region's 10 - 14 Working
Party to collaborate in the production of a description of
desirable induction arrangements for P7 to secondary school, and
as an aide-memoire for primary and secondary school managements,
a checklist of desirable procedures. Again at the time of writing,
negotiations are not finalised.

(c) An approach is planned to the National Inter College Committee on
Educational Research (NICCER) to fund a research into the nature of
information-passing from primary school to secondary school, the
methods used for the formation of S1 classes, and, if possible, an
evaluation of the effects of different methods.

Collaboration

3.21 Representatives of PDC have had discussions with the sub-committee of
SCCSS responsible for the production of the Draft Curriculum Guidelines
for S1/S2 Social Subjects, and the PDC has expressed the hope that it
will be associated with SCCSS at the steering committee level when the
guidelines are "pre-piloted" and piloted .

3.22 Dissemination and Communication

In the first year of the Programme no publication has been made or
conference called. Information, at a general level, however, has been
published regularly in CCC News.

In addition, Chairman and co-ordinators have addressed conferences, courses
and meetings in a total of five occasions.

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STUDIES OF CURRENT PRACTICE

4.1 Section 3 of this interim report has already described the overall

strategy adopted by PDC in working towards meeting its remit. Sub-group B

of PDC was given the task of reviewing the wide range of responses that had

been made to the PDC's request in December 1981 for information about ongoing

practice and initiatives in the education of the 10-14 age group. The range

of responses is described in the previous section.

4.2 Sub-group B set itself the task of identifying priorities out of the wide

range of responses for follow up, visits the purpose of which would be to

obtain more detailed information about specific initiatives. It was clear

that it would not be possible to attempt any detailed evaluation of

initiatives given the limited resources of time and manpower available to

PDC and that the main outcome of the follow up visits would be the eventual

identification of principles which appear to underlie current practice in

this area of education, common problems and strategies for overcoming problems.

The original intention of sub-group B was to involve as many members of PDC as

possible in the various follow-up visits to schools, drawing on subject

interests and geographical location of members. In practice it has proved

difficult to organise this kind of involvement extensively because of the

various pressures of time and other commitments on all involved in the work

of the programme. Follow-up visits have, therefore, been carried out in

the main by the joint co-ordinators, either together or separately, but

members of PDC have also been involved on a number of occasions.

4.3 The review of the various responses to PDC suggested that the main areas of

ongoing work in the 10-14 age range in various parts of the country were as

follows:

(i) "general" primary/secondary liaison involving occasional visits

by teachers and/or pupils of primary schools to the associated

secondary and vice-versa; occasional meetings between primary

headteachers and the secondary Rector etc. This was regarded as

the general background context from which other initiatives might

develop but did not in itself constitute interesting practice.

(ii) Initiatives in the field of curricular continuity between primary

schools and the associated secondary school.

(iii) Developments in continuity and/or co-ordination of assessment

practices, record-keeping and the transmission of information

between primary and secondary schools.

(iv) Practices in the induction of P7 children to the associated

secondary school.

(v) Timetabling arrangements at S1/S2 designed to allow flexibility in

course planning at S1/S2.

Information concerning various initiatives did not tend to fall neatly into

these headings and specific initiatives included several of the categories

described above.

4.4   To date, Sub-group B has carried out the following work on behalf of PDC:

REGION/COLLEGE	INITIATIVE	ACTION
CENTRAL	(i) ST. MODAN'S HIGH development of agreed syllabuses in English, Maths and Science with associated primaries.	Series of meetings – a) Rector, Assistant Director of Education, Primary Adviser. b) Primary Headteachers and staff in each associated primary c) Secondary staff. Outcome: basis for case study
	(ii) P7 INDUCTION CONFERENCES	Visit to P7 conference at Alva Academy.
FIFE	REGIONAL PRIMARY-SECONDARY LIAISON COMMITTEES	Minutes received and in process of analysis for future follow-up work.
LOTHIAN	BLOCK TIMETABLING ASSESSMENT AND REPORTING PROCEDURES REGIONAL STUDY GROUP	Liaison with Regional Consultative Committee on 10-14
GRAMPIAN	(i) DYCE ACADEMY and ASSOCIATED PRIMARIES Curricular liaison in language, maths and environmental studies	Visit to Dyce Academy and Dyce Primary. Meetings with Primary and Secondary staff. Outcome: liaison with developments and basis for case study.

REGION/COLLEGE	INITIATIVE	ACTION
GRAMPIAN (CONT.)	(ii) MINTLAW ACADEMY and ASSOCIATED PRIMARIES Development of topics and programmes for environmental studies/ social subjects P6-S2	Visit to Mintlaw Academy and associated primaries. Meetings with Assistant Divisional Education Officer, Primary Adviser, primary and secondary staff. Outcome: liaison with project and basis for case study. PDC, in co-operation with the Region and Aberdeen College, is commissioning a formal monitoring of the project development
	(iii) INVERÚRIE ACADEMY and ASSOCIATED PRIMARIES Topics in English and Environmental Studies started in Primary and developed in Secondary.	Visit to Inverurie Academy and associated primaries. Meetings with primary and secondary staff. Outcome: No further action taken to date.
	(iv) REMEDIAL PROVISION - 'FLOAT' TEACHERS	Meeting with Regional Psychologist, Miss Margaret Taylor. Outcome: Regional evaluation to be made available to PDC. Follow-up in one school.
BORDERS (in association with MORAY HOUSE COLLEGE OF EDUCATION)	GEOGRAPHY 10-14 PROJECT Berwickshire High and associated primaries.	(a) Meeting with Mr. T. Masterton to discuss Project and outcomes. (b) Visits to Berwickshire High and a number of associated primaries.

REGION/COLLEGE	INITIATIVE	ACTION
HIGHLAND	(i) NAIRN ACADEMY resource-based learning in S1 (ii) ALNESS ACADEMY Science liaison scheme with associated primaries (iii) CULLODEN ACADEMY Keller Plan S1/S2 science	Details of work received. No follow-up to date.
DUMFRIES AND GALLOWAY	STRANRAER ACADEMY and ASSOCIATED PRIMARIES Maths liaison work	No action taken to date.
TAYSIDE	(i) MENZIESHILL HIGH and GOWRIEHILL PRIMARY, DUNDEE Curricular liaison. (ii) CARNOUSTIE HIGH and ASSOCIATED PRIMARIES Two week induction period in June. (iii) BREADALBANE ACADEMY Primary and secondary departments in same building.	No action to date. (iii) is part of a larger interest of PDC in the situation of schools in rural and sparsely populated areas.
STRATHCLYDE	A wide range of initiatives has only recently been made available to PDC. Work in almost all kinds of primary-secondary liaison is taking place.	Work has only recently begun in studying and following up initiatives in this Region. A meeting has been held with advisers in Renfrew Division
ABERDEEN COLLEGE OF EDUCATION	(i) Link with in-service work in Orkney. (ii) Research on primary-secondary liaison	Meeting with Miss H. Doran. Meeting with Mr. A. Roberts.
MORAY HOUSE COLLEGE OF	SEE BORDERS REGION	

REGION/COLLEGE	INITIATIVE	ACTION
ST. ANDREW'S COLLEGE (BEARSDEN)	(i) School based in-service in music.	Meeting with (a) Miss M. O'Loan
	(ii) School focussed Guidance Courses in co-operation with Strathclyde Region and Jordanhill.	(b) Mr. A. Naylor. Outcome: contact with schools choosing primary-secondary liaison as project.
	(iii) Language development in Special Schools in co-operation with Ayr Division	(c) Miss I. Allan Outcome: Follow u during Ayr Divisic work
ST. ANDREW'S COLLEGE (CRAIGLOCKHART)	Visual Vocabulary Project	Meeting with Mr. A Laing. Outcome: contact with developments in Lothian Region in use of visual vocabulary materials.
SCOTTISH CENTRAL COMMITTEE ON SOCIAL SUBJECTS	(i) Joint SOCSS/SCES report on primary/secondary liaison.	Intention to follow up schools described in case studies.
	(ii) SOCSS draft guidelines for Social Subjects in S1/S2	Meeting with SOCSS. Possibility of involvement in piloting of guidelines.

4.5 Out of the range of initiatives followed up to date the most detailed work has been carried out in relation to the initiatives in curricular liaison in Grampian and Central Regions. The information gained from visits made and interviews might form the basis for simple case studies for use in the dissemination process. A brief description of the initiatives follows:

(a) ST. MODANS HIGH AND ASSOCIATED PRIMARIES

(i) The objective of the work is to produce agreed syllabuses in maths., language and science for use in primary and secondary schools.

(ii) The impetus for this project came from the secondary school. The Region supported the project by authorising staff release for meetings and by providing replacement staff to allow staff involved to meet for a three-day session to draw together the final form of the guidelines. The working parties were formed entirely from staff in the primary and secondary schools and reported to a steering committee made up of Headteachers. The guidelines in maths., language and science are now in use and the schools intend to begin work on joint syllabuses in music, art and R.E.

(b) DYCE ACADEMY AND ASSOCIATED PRIMARIES

(i) The objective of the initiative is to work towards curricular liaison in language, environmental studies and mathematics.

(ii) The work began with the opening of Dyce Academy and a working group was set up under the chairmanship of an assistant head-teacher from Dyce Primary. Grampian Region provided cover for teachers attending meetings of the working group. The working group developed agreed assessment procedures in language and

maths. and resources used in language and maths. were co-ordinated
to a certain extent. The group then developed an assessment sheet
for environmental studies. All of this was done against a
background of intervisitation between primary and secondary.
The working group now intends to tackle curricular issues.

(c) MINTLAW ACADEMY AND ASSOCIATED PRIMARIES

    (i)   The objective of the initiative is to produce environmental studies
          materials for P6-S2.

    (ii) A working group for this purpose was set up by the Depute Director
          of Education and comprised a representative from each of the 10
          associated primaries, the secondary Rector, Depute Rector and
          Principal Teachers of Science and Social Subjects, chaired by
          the Assistant Divisional Education Officer in association with
          the Primary Adviser. Schools received replacement staff to allow
          them to attend meetings. The main group split into two to produce
          guidelines, based on the SCES model, for two units of work -
          one on a local industry and one on the school and its community.
          The intention is to continue the work as a four year programme
          of writing new material, reviewing pilot material and developing
          a resource back-up. The project has received MSC funding to allow
          the setting up of a resource unit.

4.6   The information obtained from visits to initiatives/projects such as those
      described above and from other follow-up work has allowed PDC to develop a
      set of tentative statements concerning curricular liaison which may be used
      as a 'hypothesis' to be tested against other examples from different parts of
      the country as they are visited. In this way it will be possible to modify
      and extend the hypothesis in the light of experience.

4.7 The hypothesis as it exists now suggests that successful activities in the field of curricular liaison require:

local + authority

(i) That commitment at regional/level be given to the undertaking, though this commitment may take varied forms.

(ii) That the development is undertaken by the staffs of the schools involved rather than by an outside agency.

(iii) That groupings of staff to achieve curricular liaison, in defined areas, be given a clear remit involving the making of a product, e.g. guidelines and/or teaching materials. The process of development is perhaps more important than the product but the product is a necessary focus.

(iv) That groupings of staff are therefore regarded as working parties rather than liaison committees.

(v) That such working parties consist mainly of teachers engaged in class work.

(vi) That such working parties should report to a higher order group, such as a steering committee, representing the schools' managements.

(vii) That the role of 'outside' agencies is to be supportive (advisers, for example, have to fit in as working party members, when their contribution becomes of great importance in feeding in wider considerations and information about research and development).

(viii) That a procedure for 'maintenance' has to be set up, e.g. the continuance of a 'steering committee' which receives reports from the schools involved and the continuance of the working party (meeting less frequently) as a monitoring and reviewing agency.

(ix) That organised provision has to be made for teachers to visit each other's schools and classrooms.

4.8 The hypothesis further suggests that a structure of this sort is likely to enable participating primary schools to:

    (i)   Develop curricular policies where they do not exist.

    (ii) Co-ordinate policies among primary schools.

    (iii) Co-ordinate primary school policies with secondary departmental practice.

However there is no guarantee that this structure will influence secondary practice unless:

    (i)   There is a clear understanding by secondary school management and staff that the relevant aspects of the S1/S2 curriculum are subject to review and change.

    (ii) Structures of communication exist within the secondary school to ensure that all affected teachers are informed and influenced. Such communication is relatively easily achieved in informal as well as formal ways within the primary school.

4.9 This hypothesis is built on observations of work in Secondary schools where the number of associated Primary schools was small (though in one instance there were 10). We recognise the need to study the possibilities for Secondaries with a large number of small associated Primaries, and further recognise that such situations may require substantial change in our hypothesis.

SECTION 5　　　　　TOWARDS A RATIONALE

Introduction

5.1　During the first year of the Programme, a view of Education 10 - 14 has gradually emerged.　The rationale which is taking shape is being fed by interacting influences as the PDC assimilates and responds to ideas from submissions, observations of existing practice, research reports and individual and sub-group thinking within its own membership. Some features of the growing picture of Education 10 - 14 have come into sharp focus;　some are discernable in broad outline;　a few are still little more than areas marked for later exploration.

5.2　Among the many influences and parameters to which the PDC is paying attention, particular consideration has been given to philosophy and practice at earlier and later stages.　Indeed, one of the PDC's problems has been its coming late in time to work on the middle of the system.　At the lower end of the remit, COPE is reviewing the position regarding the philosophy and practice of schools as they have responded to the 1965 Memorandum.　Despite the difficulties of being last, but in the middle, the PDC finds strength in the earlier primary level thinking and in the concurrent interests of COPE;　the problem of viewing the 10 - 14 stage as a foundation for the Munn and Dunning curriculum has been stimulating;　and concepts such as 'modules', 'articulation', and 'negotiation' which are appearing on the more distant horizon are equally so.

5.3　In the thinking of the PDC, a number of broad guiding ideas and principles have gradually taken shape.　These are still subject to varying degrees of refinement, modification and extension, but they have developed sufficiently to give general direction and purpose to the

Programme, and these are discussed below.

Continuity and Change in Learning Experience

5.4   Confronted with a remit which relates to both sides of the primary-
secondary transition, the PDC has, from the outset of the work, kept
the concepts of continuity and discontinuity in the forefront of its
thinking. On the one hand, continuity in learning is seen to be of
the utmost importance; on the other hand 10 - 14 is envisaged as a
time of ever widening experience, and there appear to be desirable as
well as undesirable discontinuities associated with the large increment
of change between P7 and S1. While it appears desirable to increase
continuity in the curriculum, assessment and record-keeping, it also
seems clear that judicious use should be made of the stimulation and
challenge of the move into different and larger physical and social
learning situations where there is access to more extensive facilities
and expertise for more specialised pursuit of knowledge and skill. It
appears to the PDC, however, that at the present time undesirable
discontinuities in inter-sector communication, and in fragmentation of
learning experience and human encounter, tend to predominate over the
desirable elements of continuity and change. The discontinuities are
too large and too sudden.

Appropriate Individual Development

5.5   (a) The concept of individual development in interaction with the
physical and social environment is being taken as a foundation idea
in curriculum thinking, and the PDC is much concerned to achieve
an understanding of physical, emotional, social and cognitive
development over the 10 - 14 age range. Appropriate development

is being taken to imply the creation of optimum conditions for

personal growth with due regard to the interests, aptitudes and

achievements of the individual in the social context of school

learning. Appropriate development also calls for respect for the

common and diverse cultural backgrounds of pupils and awareness

of the various pressures and values to which they are exposed in

and out of school. The need to provide equality of access to

worthwhile skill and knowledge, irrespective of differences in

sex and sub-culture while retaining respect for individual

differences, is one which is receiving the attention of the PDC.

(b) The PDC is very much aware of the changes in cognition and

capacity for moral thinking and social behaviour in the 10 - 14

period. The Committee is also alert to the extent to which

educational failure accumulates, and culminates in many cases in

the rejection of school values by the age of 14. This is a

period in which too often the pupil's concept of himself as a

learner suffers irreparable damage. A fundamental concern of the

Programme is the exploration of factors which will make pupils'

experience more meaningful, relevant and successful.

Freedom and Direction - personal development, modes of knowing and
curriculum balance

5.6 (a) The idea of development carries with it questions about the extent

to which the direction of development should be systematically

controlled. It seems clear that school should provide an

environment which stimulates the general development of cognitive

power, emotional expression and control, sensitivity, and social

behaviour. Further, it seems evident that children and young

people should have opportunities to deploy initiative and choice,

to take increasing responsibility for their own learning, and to
learn through problem solving which is meaningful to them.
Opportunities to develop special interests and to achieve a sense
of mastery in preferred skills and forms of expression are important
and should be seen as significant objectives.

(b)   In addition to these considerations, however, the PDC is conscious
of the need to provide experiences which will guide the acquisition
of relevant, flexible, skills, conceptual networks and processes
of mind which enhance individual and group capacity to make sense
of experience and influence events in the environment. The concept
of developing mind is being taken to imply acquisition of some of
the skills, mental processes and concepts which have been achieved
by humanity up to the present time. These are perceived by the PDC
as modes of knowing, and it is held that the 10 - 14 curriculum
must have regard to balanced development of mathematical,
scientific, social and other forms of thought and to the underlying
processes of autonomous rational functioning which characterise
the pursuit of truth. However, respect for the developed modes of
knowing does not predetermine the PDC's view of the extent to
which experience or knowledge should be differentiated into
separate curriculum areas at any given stage between 10 and 14.
The case for increasing differentiation of knowledge over the
period, and possibilities such as modular organisation and rotation
of timetable blocks, still have to be carefully examined. The
whole problem of curriculum balance is receiving careful attention.

(c)   The balance of freedom and direction is also likely to come up in
the PDC's consideration of mastery learning, criterion referenced
assessment and the development of social behaviour. Mastery

learning and criterion referenced assessment both appear to offer

very important aids to systematic and rewarding achievement, yet

care may be needed to ensure that outcomes are not too narrowly

prescribed, and that unforeseen but valuable directions of growth

are not precluded. In connection with moral and social development,

it may be necessary to examine the balance between openness designed

to promote autonomous judgement on the one hand, and, on the other

hand, the need for some direction towards the internalisation of

a framework of rules for the conduct of social living.

Sequence in Learning

5.7   (a)   Sequential building of skills and cognitive processes over the

10 - 14 stage appears to the PDC to be a matter of great

importance which may require increased attention to systematic

school policies and agreed broad curriculum guidelines over the

P6 to S2 years. The concept of sequential learning also suggests

a need for increased attention to assessment and records as aids

to learning and teaching. The significance of mechanisms for

effective

inter-sector communication and provision for the use of primary

school information in secondary school teaching seems evident.

Yet, once again, the creation of prescriptions is not quite such

a simple matter as at first sight appears. Guidelines may have to

be broad. Appropriate degrees of autonomy must be allowed to

schools and teachers. Moreover, the PDC is becoming conscious of

a shortage of definitive research on learning. It seems unsafe to

assume that logical hierarchies in the corpus of developed

ren's

knowledge are neatly matched in the sequences of children's

learning. Further, mastery of skills may follow different orders

in different individuals. Much may depend upon the enhancement

of teachers' professional sensitivity and capacity to respond to

the sequences and rates of individual development.

(b)   The PDC's interest in mastery learning procedures has already

been mentioned and it is clear that, skilfully applied, they may

have much to offer in meeting the problem of sequential development

of skills and understanding.   Fuller considerations of the concept

of mastery learning is proposed.

Meaningful Learning

5.8   The PDC is convinced that experiences should be designed to promote

meaningful learning in which there is gradual growth in the refinement

and complexity of the structures of knowing.   It appears that much

learning failure ensues from the substitution of arbitrary verbal

associations for the acquisition of conceptual networks.   Ideas are

reduced to pieces of information.   Skills are drilled, out of a meaningful context.

Such learning has limited prospects for transfer to life or to further

school learning.   Time is required for questioning experience;

hypothesising and testing answers;   for encounters with a wide variety

of problems;   and for experience of human responses to the problems

and predicaments of life.   It appears that the amount of content to be

covered requires to be reduced if time is to be available for learning

in depth.

Cohesion among curriculum elements, school learning and life

5.9   (a)   The current philosophy of primary education suggests that

children's encounters with various modes of thought, and children's

development of a wide range of skills, should arise out of

environmental experience.   In practice there appears to be

considerable separation of learning into about four broad

curriculum areas.   It seems that this is combined with a tendency

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to practise skills in abstraction from real contexts. At the
lower secondary stage, the philosophy is less obvious but in
practice there is much fragmentation of experience, and, because
of the greater number of teachers involved, there is less chance
that interconnections between areas of knowledge will be pointed
out. The primary philosophy, and some of the practice, emphasises
the importance of relating school learning to children's
experience in the local environment. The position at the lower
secondary stage is less clear.

(b)   The emerging rationale of the PDC stresses the links among curriculum
      areas and those between school learning and life outside school.
      Learning arises out of living, and education is about transformed
      ways of making sense of experience and relating to the physical
      and social environment. This is not to say that learning should
      be restricted to a local context. On the contrary, it should widen
      horizons into an ever extending world of objects, ideas, events and
      cultures. The same general line of thinking suggests that school
      learning should be founded on the concrete concerns of the pupils,
      but should provide conditions for the gradual development of what
      Margaret Donaldson calls "disembedded thought". Meaningful
      learning, it seems, grows out of concrete personal reality, but
      must move into more abstract and symbolic operations which are at
      the heart of the power of the human mind. However, abstraction
      must be lead back into concrete application.

The Significance of Language

5.10   In the Programme, so far, the development of language for communication
       and for mediating thought processes has assumed central significance
       and the function of language throughout the curriculum will receive

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closer attention.

<u>A View of Desirable Outcomes</u>

5.11   Arising from the general trends in thinking which have been described

above, the PDC has begun to formulate a picture of typical kinds of

behaviour which would characterise ~~successful product~~ a successful outcome of ~~the~~

education ~~process up to 14.~~ in the 10-14 stage.

5.12   Some tentative descriptions of "desirable outcomes" are given below.

It has to be stressed that these are still under discussion, and

subject to review. It is also emphasised that it is not being

suggested that these behaviours must be fully or uniformly established

by age 14. These "desirable outcomes" are being thought of as

indicators of the general direction which development should take, and

as pointing towards the kind of learning experiences which may be

considered appropriate.

5.13   Pupils should:

(a)   Ask questions about their experience in and out of school,

formulate problems, suggest solutions and test the suggestions.

(b)   Respond intelligently to situations in and out of school by

bringing to bear on their experience a structure of key concepts

and skills. By age 14, these would include some of the more

specialised concepts and methods available in the mathematical,

scientific, social, aesthetic/practical and moral/spiritual ~~modes~~ ways

of knowing and acting.

(c)   Deploy a range of skills in school and in life outside school.

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These would include skills in numerical processes, communication, reasoning, information handling and inter-personal relations.

(d)   Behave in a flexible, adaptive manner, not using skills mechanically, but in ways appropriate to particular purposes and situations.

(e)   Show competence in using ~~English~~ language as a means of communication and as a medium for handling ideas.

(f)   Show some competence in using a foreign language to handle simple ideas and communicate in realistic situations.

(g)   Show some ability to make creative use of a variety of aesthetic media (~~including words and music~~) to express feeling and ideas; and to create objects for utility and for aesthetic satisfaction.

(h)   Display confidence in their powers of learning, and a positive attitude to ideas and skills as worthwhile in themselves and of relevance in everyday life, work and leisure.

(i)   Display initiative, and a growing capacity for independent learning, and ability to learn from a variety of media and experiences.

(j)   Participate positively in work with their peers, and function effectively in co-operative learning situations.

(k)   Display interest, and some skill, in bodily exercise and games, and have appropriate knowledge and attitudes in relation to health, hygiene, and the environment.

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(l) Show enjoyment in learning, and show signs of satisfaction in the
pursuit of some personal interests and competences.

(m) Show some tolerance of ambiguity and uncertainty, ~~evincing evidence
of their awareness that~~ not all questions have one right ~~answer~~.

(n) Display some width of knowledge of a variety of cultures and values
in a changing society, and some sensitivity to the predicaments
and dilemmas of human life.

(q) Offer reasons in support of their ~~views and show willingness to
hear reasons offered by others~~.

(p) Make informed choices in relation to future studies in terms of
some awareness of what these studies involve, and having regard to
realistic self-appraisal of individual interests, achievements
and aptitudes.

SECTION 6

IMPLICATIONS AND EMERGING ISSUES AND THE WAY FORWARD

6.1   Two parallel lines of work have been going on in connection with

primary-secondary liaison.   On the one hand, there has been extensive

thinking about the rationale of a continuous curriculum from P6 to S2.

On the other hand, observations have been made of initiatives in the

field.   The PDC's thinking about these matters has been much

enlightened by the reports of its Sub-group B. Various arrangements

intended to smooth pupils' transition to secondary school have been

observed, and the PDC has reports of various arrangements for inter-

school visitation by teachers and for teacher release and meetings for

joint work on the curriculum.   There has already been considerable

interchange of ideas from different sources, but it will be necessary

to take more formal steps to bring together the various strands of

evidence and thinking which will lead into the formulation of a view

of good practice.   It is clear that the PDC must devote a great deal

of time to the study of mechanisms of transfer and to the consideration

of conditions which are likely to promote effective communication and

co-operative curriculum development among primary schools and their

associated secondaries.

6.2   The PDC also feels that it will be important to review related

provisions outwith and above the school level.   For example, it is

becoming apparent that serious discontinuities can arise from the ways

in which advisory and support services are separately organised with

respect to the primary and secondary levels.

6.3   The PDC is very conscious of the strength of many existing attitudes

and of the pressures and anxieties which can be produced by proposals

for change.   It may well be that some of the ideas which the PDC will

wish to disseminate will be slow to take root in the system.   Considerable

thought has already been given to this problem and further work is

contemplated on the creation of mechanisms for the dissemination of

awareness of good practice. Attention will also be given to the

possibility of suggesting innovation and change by stages. It has

already been noticed that there are instances of progress being made

by concentration on developments one at a time. For example, advances

in curriculum liaison have been made when schools, or departments

within secondary schools, began by working on one particular co-operative

interest such as a language or assessment policy.

6.4   Arising from the emerging view of education 10 - 14, two major issues

are becoming increasingly significant and will require careful attention.

These are concerned with the differentiation, balance and integration of

curriculum elements; and with the differentiation and integration of

treatment of pupils. Present thinking begins to point towards very

gradual differentiation of knowledge over the 10 - 14 stage.

Preliminary examination has suggested the desirability of establishing

methods designed to optimise appropriate individual learning in a

social context which provides for the widest possible interaction of

interests, aptitudes and achievements throughout the 10 - 14 age range.

6.5   While it is not seen as part of the Programme to work on the details

of particular curriculum areas, it may be necessary to produce some

exemplars of ways in which skills, processes and content might be

handled. It is hoped that this will be undertaken in consultation with

other elements in the CCC structure.

6.6   The view of active learning and appropriate experience which the PDC

is forming will have implications for teaching and for the education and

deployment of teachers. The ability of the teacher to make decisions

53.

and respond in a flexible way to the needs of individual children within a broad framework of guidelines would require appropriate skills and understanding of how children develop and learn over the whole 10 - 14 stage. Preliminary exploration of issues in teacher education has begun (Section 3, para 19 (b)) and considerable further work is envisaged.

6.7   The PDC has noted a group of aspects of education which will have to be considered in the context of the 10 - 14 curriculum as a whole. These include: moral education; religious education; social education; health education; leisure activities and education for leisure; international and multicultural education; computer education; and technological awareness.

6.8   The functions of guidance and remedial education in the 10 - 14 period have already received some attention. Much work remains to be done and close consideration will be given to the advice of COSPEN and SCCG.

6.9   It has become clear that the organisation of time, especially at the secondary stage, will be a matter of considerable importance. Various possibilities in block timetabling and rotation have already been reviewed. Further evidence is being sought in the schools, and it is hoped that it will be possible to enlist the services of the Strathclyde Timetabling Unit to elucidate the feasibility and implications of various possible curriculum models.

6.10   The whole area of assessment has yet to be explored in detail with a view to formulating a view of assessment as an aid to learning and teaching. In this connection, it has become evident that a fuller knowledge of modes of reporting is required, hence the proposal to

commission a study to investigate this in combination with a study of

the ways in which pupils are allocated to S1 classes (Section 3, p 13).

6.11   Much of the PDC's discussion has referred directly or indirectly to

social relationships in classroom learning and in the school as a

whole. The significance of relationships between school experience and

the wider social environment have been noted. These considerations

imply that the PDC will have to devote further attention to social

issues in the school and its association with its community.

Reorganisation for the Way Ahead

6.12   In the light of the work it has done, and of its analysis of its needs

now, the PDC has reorganised itself along the following lines.

(Draft to be finalised following discussion at meeting of 27th April)

APPENDIX 8 INTERVIEW NOTES

[These notes were written at the outset of the research, when the intention had been to look at two case studies. However, it quickly became apparent that 10-14 offered more than enough in the way of data, and "pupils with learning difficulties" became one of a number of initiatives referred to in the work.]

POLICY-MAKING IN SCOTTISH EDUCATION AND ITS IMPACT
ON SECONDARY SCHOOL MANAGEMENT: A STUDY OF THE
PROCESS OF POLICY FORMULATION, DISSEMINATION AND IMPLEMENTATION
IN SCOTLAND IN THE 1970s AND 1980s.

INTERVIEW NOTES

PREAMBLE

My interest is in the process of policy-making in Education in Scotland.

I have chosen to look at two 'case studies', namely,

> (1)   10-14

> (2)   Pupils with Learning Difficulties

as examples of two, different approaches.   I am concerned, also, to

examine what I think are fundamental changes in the processes of policy-

making in the last 10 years, in particular the changes in the role of

CCC/SCCC, the current 5-14 development programme, and what appears to

be a centralist movement in Scotland.

I am attempting to look at original source material, namely

> (1)   Pages and minutes of the 10-14 PDC and

>   costing committee

> (2)   COPEN Survey (soon to be undertaken it is hoped)

>   on the national picture of Learning Support

>   since 1978 HMI report on Learning Difficulties.

In addition, I want to interview members of what McPherson and RAAB refer

to as the "Policy Community" in Scotland.

I regard you as being a significant member of that policy community,

having been involved in a general and/or specific way in the period in

which my research concentrates.

Thank you for agreeing to speak to me.

PROCEDURE

I would hope to tape record the interview, if you are agreeable.

I will undertake to let you have a copy of the entire transcript if I

am able to find the time to transcribe all of the tapes, or those parts

which I do decide to transcribe verbatim.

2.

I will, further, let you see, in advance, a draft of any part of the

research report which uses your comments.

I hope that the interviews can be discussions rather than interrogation

and if the time allotted is not sufficient, perhaps we could return to

the issues at a later date?

ISSUES

General

     (i)   How do policy initiatives originate?

     (ii) How are decisions taken about the way to

          proceed (eg HMI Report/SCCC Committee)?

    (iii) What control is exerted by SED/Ministers

          at this early stage?

    (iv) Gatherer has called the CCC/SCCC approach

          "an excellent curriculum development model".

          What strengths/weaknesses does it have?

     (v) The CCC has changed several times and is

          now the SCCC. What are your views on the

         impetus/implications of these changes?

    (vi) HM Inspectorate play an important role

           in the process of policy formulation.

          What do you consider their role to be?

10 - 14

     (i)   Why was 10-14 seen to be an important

          area for development/research?

     (ii) The Starter Paper (Authors?) referred to

          "detailed discussion" in COPE and COSE.

          What prompted this discussion?

    (iii) If, as seems to be the case, Middle

          Schools were never a real option, why

          look at a "" such as 10-14?

3.

(iv) Professor Noel Entwhistle lamented the
      lack of research and claimed that the
      starter paper, while identifying the main
      issues, had a "hidden agenda". Do you
      agree - and if so, what was it and whose
      was it?

 (v) A Programme Development Committee was set
      up with a 3 year remit to

           "indicate, provide and supervise
            a programme of development work
            on the education of the 10-14
            group in Scottish Schools".

      (a) Who decided the remit?

      (b) How was the membership chosen?

      (c) How is funding allocated?

      (d) Is the model a good one?

(vi) The PDC worked tirelessly for just over
      3 years, produced a report in W Gatherer's
      words "brilliant and important":

      (a) What are your own views of it?

      (b) How was it received?

      (c) How did it relate to 5-14 RD programme?

      (d) Why was its future already in doubt?

(vii) (a) A costing report was commissioned.
           Have you any views on this (innovatory) step?

      (b) The PDC co-operated fully. Was this naive?

(viii) What were the changes which had taken place
       politically which caused "Education 10-14
       in Scotland" to remain unimplemented?

PLD

(i) Why did HMI pick up this issue in the late 1970s?

(ii) The report was (a) critical of current practice

(b) radical in its recommendations.

How did you react to it in 1978?

(iii) What are the mechanisms for implementing change after such a report? What are the roles of

- SED/SCCC

- Regions

- Colleges ?

(iv) How does such a report make an impact on schools? What factors influence how Local Authorities act?

(v) Since 1978 - in your view - what developments have taken place and what still needs to be done?

(vi) If such a Report is to make an impact on all schools, what factors should be present at

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National   )
Regional   )    level?
School     )
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(vii) While HMI Progress Report was considered radical, it can be argued that the SEN field remains a "Cinderella" and that successive Reports have not adequately addressed the learning needs of all young people.

What do you think?

(viii) What should be the role of COSPEN

(a) ideally

(b) as a deliberative committee in the new structure?

5.

(ix) What impact will 5-14 RD programme have on the

principles of the HMI report? Are they compatible?

Final Issues

(i) What do you understand by the policy community

in Scottish Education?

(ii) Are you aware of/concerned about a move towards

central control of Educational policy-making?

(iii) Has the structure in the past ensured that

individual schools were in a position to implement

national policies?

(iv) 5-14; National Testing; Guidelines for the

Secondary School;. TVEI; Action Plan; - what do

you think the effect of this will be on schooling

into the 90s?

(v) If accountability is at the heart of much of the

change taking place in education today, will it be

achieved and at what cost?

APPENDIX 9   A POSITION PAPER

POSITION REPORT FROM PDC TO CCC EXECUTIVE, 26TH APRIL 1985

Preliminary

This report should have been a complete final report. We regret that it is not. As a result of the withdrawal of the support of some committee members and the distraction of effort and energies created by the teachers' dispute, the PDC's work has been subject to the same kind of "slippage" which has delayed publication of the HMI progress report on S1 and S2.

The material which can be posted directly to CCC members on 13th May (as earlier agreed) comprises drafts of virtually all of the chapters listed below. But this will fall short of being a complete and polished report. It will have some significant gaps (probably Chapters X and XI below); it will not have been finally edited for internal consistency or to eliminate duplications. It will lack the apparatus of acknowledgement and references. It will, nevertheless, be a substantial collection of chapters of sufficient significance for CCC to get its teeth into. It should be meaningful enough for plans to be started for more detailed consideration, via the sub-structure and/or a conference.

Most significantly, however, much of the recently drafted material has not been adequately reviewed by PDC itself. It will be necessary therefore for PDC to see and reflect upon the completed report before it is issued more widely than immediate membership of CCC. Since there is still a significant amount of work to be done on it, it is suggested that, following reactions by CCC, this work should be done for a meeting of PDC in early October 1985 for final approval. The draft so approved would be available for CCC action thereafter.

This represents a regrettable "slippage" of four months, but in the circumstances in which the report is written, this is perhaps not unreasonable.

Structure of the report

I   Introductory chapter (background to report and brief description of PDC's early information-gathering).

II   Major Issues: 1. The dislocating nature of the shift from one school to another at 12+.

2. The marked shift of curriculum organisation as between primary and secondary schools.

3. Different assumptions about the nature of learning and teaching as between primary and secondary, and as between one subject and another in secondary schools.

4. Overcrowding of early secondary curriculum, compounded by new demands on time.

5. (a) Lack of breadth in top primary curriculum.

(b) Lack of rigour in early secondary.

III **Directions and Desirable Outcomes**

Deriving from the potentially constructive and helpful relationship between S3/4 curriculum and 10/14 curriculum (the following features in S3/4 are particularly noted: the breadth and balance with consequent implications for breadth in S1/2 - and the approval given to interdisciplinary courses with much emphasis on process and meaning making), the Munn report aims are accepted for the 10 - 14 period, provided they are interpreted in the light of the age and stage of children. Children's rapid physical, cognitive, emotional development described with stress on the active role of the child in his/her own development and learning. Aims re-expressed as "desirable outcomes" - a list of behavioural and attitudinal characteristics whose development the 10 - 14 educational experience should nourish (not much altered from those published in Interim Report).

IV **Towards Curriculum Design. 1. Working Together**

1. Need to achieve continuity, progression, coherence within a wide-ranging balanced curriculum.

2. First major recommendation for achievement of above - joint curriculum planning by teachers involved in class teaching. Innovation to be gradualist, and based on review of what teachers presently do.

3. Focus is given on curricular continuity as distinct from administrative or pastoral/social liaison; the need for time and resources to pursue curriculum liaison is asserted.

4. The middle school solution to the problem of continuity is examined and rejected as is the possibility of a new category of teacher.

5. The language available for discussing curricular continuity is examined and its slippery and multi-valent quality noticed.

V **Towards Curriculum Design. 2. The Climate for Learning**

Recommends

1. that during curricular review and planning, teachers be alert to effects of the hidden curriculum and ethos of school and classroom both for effective learning and for social education;

2. that teachers examine their ideas about the nature of understanding. A Hirst-like view of knowledge is suggested as being the dominant one, and the dangers of believing knowledge to be in distinct unlinked categories, or that it is static, are noted. A developmental view of the nature of understanding is offered;

3. that problem solving is not just a teaching method but a way of understanding the developmental nature of knowledge;

4. that the Specialist, in secondary, whose importance is confirmed, should ask not "how can the timetable accommodate my subject?" but "how can my subject contribute to the curriculum?";

5. that curriculum planning should encourage the active purposeful use of language in all four modes;

6. that curriculum planning should encourage co-operative learning (which implies a different learning theory from a behaviourist one) and

7. independent learning (which is distinguished from individualised learning) and

8. learning to learn (which is defined, following Nisbet and Shucksmith, in terms of metacognition).

All these considerations taken together make up a good climate for learning.

VI   **Towards Curriculum Design. 3. The Range of the Curriculum**

The 10 - 14 curriculum should cover the range of aspects of experience set out in Fig 1 (the elements of the "climate" are set outside the segmented circle: the inner circle summarises the aims and desirable outcomes). The chapter describes each aspect in terms of (a) its essential nature, (b) its links with other aspects, (c) the specialists who can significantly contribute. The descriptions are not neutral in character. The sub-section on "Using and Understanding Mathematics" is attached as an exemplar. (Appendix 1)

NB.   The sub-section on Understanding Language recommends that there be no general policy to introduce foreign language teaching in primary school, that a separable element, entitled "language awareness" and designed primarily as a preparation for learning a foreign language, is not of convincing value, that there be provision for all children to learn one foreign language in S1 and S2.

VII   **Essential Conditions for the 10 - 14 Curriculum**

The foregoing chapters are briefly summarised in a form close to a checklist as a basis for curriculum review.

VIII **Learning and Teaching**

1. **The learner**

    (a) The learner is described as an active processor of experience and enquiry is identified as a principle learning activity.

3.

Fig 1.

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Language
development
through
active use

Reasoning,
problem-
solving

Understanding
the self - the
world of inner
experience

Living together
in a community
and in society

Understanding
the physical
world through
science

Religious
belief and
moral
judgement

loping
ls of
rmation
ng -
people
nformation
ls.   Using
omputer

Co-operative
learning

AIMS

To understand
the self and
its social and
physical
environment:
to operate
effectively
and ethically
in the
environment

Understanding
and using
mathematics

Understanding
language

Independent
learning

Developing
practical skills
including designing,
making and using
artifacts

Expressive and
appreciative
activities

Social
competence
through
active
involvement
in school
life and
activity

Physical
development
and wellbeing

Learning
about
learning

4.

(b) The implications of this model of the learner are identified in terms of curriculum planning and methodology.

(c) The need for a gradual and systematic development of self-reliance in the learner over the 10 - 14 period is emphasised.

(d) The need for schools to take a wider view of learning than the cognitive view is stressed.

2. The teacher

(a) The implications for the teacher of the desirable outcomes (Ref Chapter III) and the active model of the learner are identified along with the need to match the range of modes of teaching to the desired outcomes.

(b) The need to organise and use a range of resources for teaching is stressed and reference made to the HMI report on the contribution of educational technology.

(c) The need to use class, group and individual approaches to learning is stressed and the constraints on teachers at S1 and S2 caused by timetabling is identified. The report recommends that secondary school timetabling should give teachers the opportunity to create an effective class organisation.

(d) Teachers are encouraged to develop continuity and consistency in the expectations placed on the children as learners and to become sensitive to the possibilities for social development that exist in school learning situations.

3. Learning experiences

(a) The relevance of learning experiences and the need for flexibility in the choice of content is discussed. The implications for curriculum continuity between primary and secondary are discussed.

(b) The importance of contextualisation of learning is emphasised and the need for the learner to be aware of the links and connections is stressed, particularly in the current S1/2 organisation.

(c) Co-operative teaching is discussed as a way of giving flexibility to the subject structure of secondary schools. The need for Learning Support specialists working co-operatively with other teachers is confirmed. The possibility of co-operation between primary and secondary teachers in a wide range of contexts is encouraged.

(d) The need for learning experiences to develop independence and responsibility in learners is emphasised. While the teachers' responsibility to give feedback to learners is confirmed, the report argues that children must also be helped to become self monitoring and suggests that the

responsibility for developing "learning to learn" should be shared by all teachers.

(e) Learning to learn is linked with the role of language to emphasise the importance of language and <u>learning</u>.

4. <u>Individual differences</u>

(a) While recognising the importance of attending to learning difficulties the emphasis is placed on attention to individual needs in all learning and teaching.

(b) Learning Support specialists are however recommended as part of the primary school teams.

(c) The relationship between learning difficulties and self image is discussed.

(d) The notion of "general ability" is rejected and the view is taken that certain conditions for learning can be identified which can be influenced by teaching.

5. <u>System and flexibility in learning and teaching</u>

This final section summarises certain principles.

(a) The need for provision for learning to be both systematic yet flexible and adaptive.

(b) The analysis of learning is important but prerequisites are more than certain skills or understandings and learning sequence does not always conform to adult logic.

(c) The factors to be taken into account in the provision of learning experiences are summed up and the need for progression is emphasised.

(d) References made to the role of assessment both as preliminary to learning and as part of learning and teaching processes.

IX <u>Assessment and Record Keeping</u>

1. <u>Purposes of assessment</u>

This is set firmly within the processes of learning and teaching.

(a) A <u>brief</u> discussion of the terms formative, summative and diagnostic assessment is included. Diagnostic assessment taken to include the identification of pupils' strengths as well as weaknesses.

(b) There is a discussion of assessment for course choices at S2 which recommends caution in relying solely on the predictive power of courses in S1/S2. The need for pupil self assessment is emphasised as is the need for a wide range of information on S3/4 courses, their workload, difficulty and

skills needed for success.

(c) The purposes of assessment are identified as follows.

> (i) To promote the pupil's learning, using assessment as an essential, integral part of teaching and learning.

> (ii) To diagnose his weaknesses, using the assessment information to decide on appropriate action for remedying them; and to find out his strengths, so that these can be extended.

> (iii) To motivate him by providing feedback about how far he has attained the course's objectives, through both formative and summative assessment.

> (iv) To encourage the learner to better his present performance by giving him detailed information about how to improve.

> (v) To enable him to assess his own achievements.

> (vi) To help the pupil decide on future courses and consider vocational choices based on fullest information.

> (vii) To provide feedback for teachers about the curriculum, so that they can evaluate how suitable its various aspexts are for the pupils.

2. **Methods and approaches to assessment**

(a) The day-to-day assessment process, its link with the ways teachers teach and the role of self assessment are discussed.

(b) The need for formal and informal systematic assessment is discussed and the need for criteria is identified.

(c) Criterion referenced assessment is discussed in more detail and it is made clear that this does not imply the use of sophisticated testing techniques.

(d) The reference to diagnostic assessment is extended.

(e) The need to be constantly aware of the thinking purposes underlying learning and the difficulty in making that process concrete is discussed. The need for help for teachers in this area is recommended.

3. **Recording of information**

(a) The need for record keeping is identified as being of two kinds, (i) within class for teacher and pupil use, and (ii) in class/between school for information passing.

(b) The importance of records in achieving curriculum continuity both within and between schools is emphasised.

(c) The issue of what should be recorded should be discussed.

(d) It is recommended that part of the process of curriculum liaison should be the discussion of the criteria which would give an adequate profile of each pupil's development and achievements.

4. Reporting

(a) Although a fresh-start policy of primary/secondary liaison is rejected in favour of continuity and progression it is recommended that this should not be done at the expense of opportunities for individuals to make a new beginning.

(b) The audiences for reporting are identified as the pupil, parents and other teachers.

(c) The problem of turning criterion referenced assessments into reports without reverting to norm referencing is discussed.

(d) Reporting to parents is discussed and certain questions to which parents might seek answers are listed. The recommendation is made to review the standard national pupil progress report form.

(e) Reporting between primary and secondary schools is described as being central to primary/secondary co-operation only if it helps to promote effective liaison. It is recommended that reporting should be discussed in the context of knowledge and understanding of the 10 - 14 curriculum.

(f) The need for the nature, amount and flexibility of the information passed by agreement between primary and secondary schools is emphasised.

(g) Recent developments in computer assisted reporting are discussed and further work in this area is encouraged.

X   Application of Design Principles

Provides a practical example of continuity from primary to secondary in a scientific area.

XI   Ways and Means

NB. The final form of this chapter is not decided. No draft has achieved agreement up to 25th April 1985.

Ways of organising the curriculum, in terms of the kind of learning experiences pupils actually encounter are described and evaluated in relation to the "desirable outcomes", the "aspects of experience" and the "essential conditions". This is done separately for primary and secondary.

Our problems of presentation relate particularly to the secondary

stage and are in two major forms: (1) how radical might be one of the models we represent (some think too radical, i.e. a non-subject specific, organisation will alienate readers; some think too gradualist a move with recommendations based on the current subject structure will confirm the status quo); (2) how explicit (and by implication, prescriptive) should we be regarding time allocations (we are agreed that the time allocated to traditional "major" subjects, English, Mathematics, Modern Languages, Science, should be reduced in favour of practical/aesthetic/social areas of experience).

XII   <u>Pupil</u> <u>Care</u>

1. A policy for pupil care must be central to all teachers' aims for the personal and social education of their pupil.

2. 10 - 14 perhaps the most important period for establishing such a policy on pupil care.

3. The head teachers should establish clear procedures for managing and using information which concerns pupils and should devise a written school policy for pupil care, with which all his staff are familiar.

4. That policy should set out the specific responsibilities of class teachers, AHT, remedial specialist and head teacher, with regard to: pupils' needs; advice given; referral to colleagues; links with home, associated primary and secondary schools, and outside agencies.

5. Every school should have a clear, positive, written statement of policy on discipline.

6. Discipline can improve where there are active learning and teaching approaches, and these require

    (a) teachers' negotiating systems of rules with pupils (within school's overall policy) and

    (b) greater consistency of experience for pupils in secondary schools (for example, pupils could meet fewer teachers in any one day, while a longer time for each period can encourage teachers to use methodologies which involve pupils more fully in learning).

7. Each school should encourage parents to visit the school and discuss with teachers their children's progress, focussing especially on school reports (though not only on that source of information). Parents and teachers can build on their knowledge to help pupils learn more effectively. In particular the class teachers (primary) and class tutor (secondary) can employ their extensive knowledge of individual pupils in this way.

8. School councils, as well as individual schools, should publicise the value of parents meeting teachers, to help their children in specific ways.

9. One central aspect of pupil care must be to help prepare

children, when they move to secondary school, for the changes in school organisation and building.

(a) Visits by P7 pupils and their teachers to secondary school, and by parents to discuss with primary staff and to see the secondary school's work, are essential. Former pupils can also visit P7 to allay their anxiety about the changes they will experience in S1.

(b) In Term 1, and in April, all P7 parents should have an individual discussion about the move to S1 with their children's P7 teacher.

(c) Induction of new S1 pupils involves information passing between schools, whose structure must be receptive and use that information.

10. There should be established in secondary schools a system of class tutors, teachers who combine the role of first line guidance teacher, register teacher and, in some circumstances, specific social education teacher. That teacher should undertake pastoral care for a specific group of pupils, extending the role of a primary class teacher in pupil care into secondary schools. He or she should teach the group and also meet them at the beginning of each day, so that he can found his care on the fullest knowledge of each pupil. He is the first link with parents and school colleagues and initiates social activities, as well as being a subject teacher and register teacher. Base teachers will help children during the primary-secondary transition and assist them in overcoming problems, such as difficulties with their curriculum. They will also encourage pupils in a class to develop a corporate sense of responsibility for their own members' learning.

11. Base teachers must be fully briefed on their work, and work as a team organsied by promoted guidance teachers. The secondary school's senior management must make appropriate resources and timetable arrangements available for pupils to gain the fullest benefit from the base teachers' efforts.

XIII Partnership for Progress

Makes detailed recommendations for the management of curriculum and the management of change through the establishment of teams responsible for learning 10 - 14. Each secondary and its associated primaries to have a curriculum co-ordinating team (where there are many associated primaries a "nesting" system is proposed).

The functions of the teams are described. Relationship between management teams and LEA is discussed.

XIV   Implications for Teacher Education

No recommendations for new category of teacher.

A range of possible ways to promote a "10 - 14 attitude" are
suggested within newly planned pre-service courses. The difficulties
of this are acknowledged and a more significant impact by way of in-
service courses in recommended: a 10 - 14 component in in-srevice
BEd provision;   through courses for primary and secondary teachers
like the UP Associateships;   through new post experience diploma and
advanced diploma courses.

XV   Implications for LEAs

Described in three categories:

In-servicing training provision
Advisory and support staff
Resource implications (fairly detailed costing provided for meetings
as per "Partnership")

APPENDIX 1

4. <u>Understanding</u> <u>and</u> <u>using</u> <u>mathematics</u>

It is instructive to remember that the writers of <u>Primary</u> <u>Education</u> <u>in</u> <u>Scotland</u> in 1965 recommended that mathematics should be thought of as part of environmental studies and developed principally through applications in that field. More recently the Standard Grade Development Programme has stressed the importance of working with mathematical skills and concepts in ways related to and meaningful within the actual experience of pupils. It has shown how mathematical skills and understandings can be fostered by using them as a contribution to the solution of problems of a practical as well as theoretical kind. Mathematical procedures have become indispensible for presenting information in social studies, as tools in technology, craft and design. Mathematical understanding is a practical necessity for full involvement in the democratic technology-based society in which we live.

We stress the usefulness and practicality of mathematics not in order to persuade readers that mathematics must be part of the ten to fourteen curriculum. There will be little argument about that. ~~(There will be some. Mathematicians may be surprised to learn how little loved their subject is!)~~. We stress this aspect of mathematics because only a genuine commitment to the idea of mathematics for all as a necessary element for understanding and effective operation in the environment will enable teachers to provide the right kind of learning experiences for children.

Mathematics is often described as a language. And it certainly has features in common with "natural" language. One of these is that historically the science of mathematics has developed as needs for new and more elaborate techniques have been generated - often within the fields of science and technology. Similarly - and again as with natural languages - individuals develop their own skills and understandings when their own purposes generate the need for some element of mathematical skill.

This means, of course, that mathematics is no more the exclusive province of mathematics specialists than English, the language of instruction, is the exclusive province of English specialists. Every teacher should be, when the need arises, a teacher of mathematics. Just as a primary teacher working on a topic in environmental studies will use whatever opportunities exist to develop mathematical skills and deepen mathematical understandings, so should secondary teachers even when their topic is science or technical or geography or business studies or art and design or whatever. Mathematics, we should be teaching - by practical and steady example - is for use.

But this is not to say that we are returning to the 1965 aspiration that mathematics should be learnt only through environmental study, nor is it to say that we should not have courses in mathematics in S1 and S2. (It is, on the other hand, to confirm the view that the time devoted to specialist mathematics teaching could be reduced if mathematical skills and understanding were being developed elsewhere in the curriculum).

Mathematics in the primary school has stubbornly retained its separate identity. The main reason for this is not hard to find. Of all subjects, mathematics is the most clearly hierarchical in structure. In order to develop new skills and concepts it is necessary first to have developed subordinate skills and concepts. This means that systematic learning which takes account of the hierarchy of skills and concepts is essential. There is, of course, no reason in principle why such a systematic approach could not be combined with a "practical use" approach through the study of topics in environmental areas. But in practice the planning problems become very great and carry the danger that other kinds of learning may be distorted to suit a view of mathematical learning. What is needed in fact is a combination of the specific teaching of mathematics in mathematics lessons and the disseminated teaching of mathematics through other areas of the curriculum, and the co-ordination of these approaches.

But in the specialist teaching of mathematics from 10 - 14 we are asserting the need for the same emphasis - that mathematics is for use. The courses that teachers use and design should always make clear what the mathematics is <u>for</u>. And it should be purposes that pupils will recognise as significant and meaningful for them. This may sound platitudinous but it is necessary to say it for it has been asserted to us by expert witnesses that much mathematics teaching in S1 and S2 is intended to inculcate a knowledge of the structure of mathematics as a discipline - a complex of networks of propositions, concepts and related skills. This pre-occupation we are persuaded, has resulted in a reduction in the importance attached to the role of mathematics as a medium through which the real world is explored, made manageable, controlled.

The consequences of the foregoing for teacher groups who plan 10 - 14 courses for mathematical development are very considerable. Perhaps the first point to be made is that planning a satisfactory agreed syllabus over the 10 - 14 years is not nearly as straightforward as it sometimes appears. Because mathematics does have a logical structure, it is too easy to fall into the trap of course planning by means of that structure alone. Courses should be determined by the pupils' capabilities and insights rather than the adult mathematician's perceptions of logical structure. In addition we offer the following guiding principles.

(i) The social/cultural dimension should be consciously and deliberately accounted for, in that the choice of contexts should reflect such concerns as the need to understand the principles underlying, ~~the income tax system~~ as well as ~~mere~~ facility with the associated computations.

(ii) The logical relationships between material already learned should be identified and, where feasible, made systematic.

(iii) The practical aspect of mathematics should dominate. In this, "practical" refers to aspects of mathematics which emerge as important from a consideration of the ~~real~~ world.

We believe that a very great deal of developmental work remains to be done in mathematics education at this stage in order to make it the effective, exiciting and satisfying study that it has the potential to become for all children. We commend therefore the attention being

jointly given to this matter by the Committee on Primary Education and
the Scottish Central Committee on Mathematics.

APPENDIX 10   TOWARDS PUBLICATION   (VARIOUS)

a.   Emerging pattern of recommendations
b.   Teacher education
c.   Final shape
d.   CCC Executive minute
e.   Letter from Munn
f.   Letter from McNicoll
g.   Implications of recommendations
h.   Press release
i.   Memo from Smyth
j.   Memo from Smyth
k.   Memo from McNicoll

EDUCATION 10 - 14 PROGRAMME

EMERGING PATTERN OF RECOMMENDATIONS

1.   STATUS AND PURPOSE OF THIS STATEMENT

1.1   This paper summarises some principal trends in the thinking of the
      Education 10 - 14 Programme Directing Committee (PDC) at October
      1984.

1.2   The Committee's final report is due to be presented to the CCC in mid
      1985.   An interim report was presented to the CCC in 1983.   The
      present document offers a summary of some aspects of PDC thinking
      since the interim report and particularly of thinking in Sub-group A.

2.   SOME GENERAL CONSIDERATIONS

2.1   Faced with the problem of identifying good practice in the education
      of young people between the ages of 10 and 14, the PDC resolved to
      proceed by simultaneously formulating criteria and studying practice.
      The inter-play of these two activities is gradually producing a
      rationale and broad guidelines for practice.   It is the Committee's
      intention to recommend guidelines for the management of education 10
      - 14, and broad general conditions which the curriculum and practice
      of education in this stage should satisfy.   These requirements as a
      whole may be thought of as general guidelines within which local
      authorities and specialist curriculum groups should develop more
      precise specifications.

2.2   The PDC also intends to offer examples of curriculum structures and
      practices which could satisfy the general conditions recommended.   It
      seems likely to the PDC that there will be a number of possible
      curriculum structures which can facilitate the desirable learning
      which is envisaged in the rationale developed by the Committee.   Some
      of these models appear to be more promising than others.   However, it
      is appreciated that some models may better fit particular local
      conditions than others.   Some schools may be starting from points
      farther along the road of curriculum development;   others because of
      various constraints may be farther back.   It may generally be
      desirable for schools to work through a series of development phases
      in a gradual evolution of curriculum structure.

2.3   The PDC's concept of development is evolutionary and gradual.
      However, in each phase there must be published targets and
      accountability for effort to achieve them.   Such accountability must
      take realistic consideration of the support and resources available
      for teachers.

2.4   Information exchange is regarded as an essential component in an
      evolutionary model of curriculum development.   PDC will include in
      its final report descriptions of existing practice and initiatives
      presently taking place.   However, it is not the PDC's intention to
      attempt to offer a set of once-for-all prescriptions but rather to
      provide a framework for evolution, which, while it will demand urgent
      action, will also be open-ended in terms of possibilities for long-
      term improvement and adaptation to changing circumstances.   It is

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therefore considered essential that there should be permanent provision for information exchange so that everyone can learn from the successes and failures of others. It is most important that there should be a system for describing initiatives and disseminating examples of good practice.

2.5 Readers of the interim report and the newsletter will be aware of much of the PDC's provisional rationale. Central to the rationale is a view of the individual pupil interacting purposefully with his social and physical environment under teacher guidance. The purpose of this guidance is to help the pupil to develop sensitivity, reasoning, knowledge, understanding, powers of expression and a variety of skills which will enhance his functioning and enrich his living. The scientific, mathematical and other distinguishable ways in which humanity has learned to make sense of experience are important components of the total cultural environment in which the pupil is situated, and acquisition of some width and depth of such knowledge, sensitivity and ways of thinking and doing things is seen as an essential element in being educated.

2.6 In order to focus its thinking more sharply, the PDC drew up a provisional list of what it called "desirable outcomes". These are regarded as desirable outcomes of any education. Additional outcomes might be appropriate for later stages in education, and those indicated by the PDC will certainly not be fully achieved by age 14. However, they are outcomes to which the 10 - 14 stage should make an important contribution. The list of desirable outcomes may still be modified, for example, by inclusion of a more explicit reference to technology.

2.7 These general objectives have important implications for the process of education. The products of education at 14 - the "desirable outcomes" - are processes of thinking, acting and feeling which have become established in the child through his experiences over the years. If the pupil is to be able to do the things described in the "desirable outcomes" he will have to learn through doing them in school; he cannot learn to do them simply by being told about them. However, the desired behaviour will not appear all at once. It will be necessary to make provision for progressive development in the complexity and quality of what pupils do. For example, the first in the list of "desirable outcomes" states that by age 14 the pupil should, "Ask questions about his experiences in and out of school, formulate problems, suggest solutions and test these suggestions". Early in the child's education many of his questions may be poorly formulated, or not to the point or he may be disinclined to formulate questions at all and his suggestions may seem to the teacher to be obviously improbably and his tests may be inadequate in logic and quality of observation. Yet at this stage the teacher may welcome what he says and simply reinforce the tendency to do these things at all. Later, the teacher will begin to challenge what the pupil proposes. As he matures the pupil will, for example, become less dependent on the concrete in his problem solving and will become capable of coping with several variables in one problem. Further, as he goes through the 10 - 14 period new skills and concepts become available, thus providing increased possibilities for problem solving. The pupil, for example, becomes capable of representing problems in symbolic form, acquires concepts such as continuity and change, energy, land use, quantity and intensity of heat, resources,

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society, evidence .... These are acquired through listening, talking, active thinking, problem solving etc. They are acquired in guided interaction with the environment and become the tools for further interaction. By 14, the pupil's questioning of his experience should be sharper, and more wide ranging, his capacity to hypothesise and test should be more powerful because of the concepts and skills already acquired. Also, if, in this process in education 10 - 14, the child has become more self-aware of how he goes about answering questions, and has become an effective monitor of his own learning, he will have greatly enhanced prospects for future successful learning.

2.8 Achievement of the "desirable outcomes" will therefore require active learning - enquiry, thinking, discussing, problem solving. Through these, pupils can internalise concepts and master applications of skill. This implies that the PDC puts a high value on those modes of teaching which COPE's "Primary Education in the Eighties"* refers to as <u>discursive</u>, <u>enquiry</u> and <u>activity</u>. It should not, however, be taken to mean that the PDC does not value the fourth of COPE's modes, <u>expository</u> teaching. (Indeed, as the child develops in the Education 10 - 14 stage, his capacity to learn meaningfully from good expositions should increase). The point of our emphasis on active enquiry and discussion is that we believe that these modes tend to be underused while the evidence available to us indicates that the expository mode of teaching is, in general, already well done by Scottish teachers.

2.9 The PDC has been much concerned with the place of specialised treatment of various areas of skill, knowledge and understanding. We are greatly concerned by the fragmentation of experience which is evident to us in much existing educational practice, and especially so in the secondary stage of Education 10 - 14. Areas of knowledge are fragmented from one another and from the whole matrix of living from which they arise. Yet we are in no doubt that the specialised knowledge and skills of teachers play a vital part in education. Exposure to the mastery and enthusiasm of an expert motivates and inspires commitment to a form of knowledge. Also, the utilisation of knowledge which we envisage, can, we are convinced, come only through depth of understanding which ultimately depends upon a certain amount of concentrated effort in separate areas of study. This is the old problem of depth and coherence: the problem of helping young people to achieve depth of understanding and mastery of skills in various areas while ensuring that the understanding and skills relate to one another and to life.

2.10 Teachers' specialised knowledge and skill play an obvious part in assisting children to acquire the various forms of understanding which figure in some way in all general curricula. It does <u>not</u> follow that children should spend all of their school time acquiring these forms of understanding in separate time slots. Specialised knowledge and skills should make a very important contribution to team thinking. Teams of teachers can plan the whole educational experience of children at a certain stage and irrespective of the

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* COPE, Primary Education in the Eighties, pages 41 - 42.

balance of separate and integrated time which emerges, each specialist has an essential contribution to make.

2.11 Not all of the teacher specialisms available in a particular staff are necessarily matched by the names of subjects on a timetable. Geology, for example, is unlikely to appear as a separate entity in an S1 timetable, yet the enthusiasm and special interest which a particular staff member may happen to have for that subject may contribute valuably to children's experience. On the other hand there are experiences which the PDC regards as of great significance for every child but which may not figure as separate entities on particular timetables. For example, the PDC are convinced that the value of the contribution of the drama specialist can hardly be over estimated, yet it is a contribution which does not necessarily require a named time allocation. Again, the PDC has been impressed by the range of the human insights which a variety of specialists, including classicists, where available, can bring into children's experience without necessarily mounting separate courses.

2.12 The following general principles begin to emerge:

(i) All teachers have to ask themselves how their specialised knowledge and skill can contribute to the child's total, integrated education.

(ii) All teachers must be concerned with the whole development of pupils. This means being open to knowledge beyond one's own special subjects; it means being willing to widen one's own general education as a member of a team of teachers. There may well be important implications for teacher education.

(iii) Secondary specialists must make their contribution as part of a team effort. (This does not necessarily imply team teaching in the strict sense).

(iv) Primary teachers, as generalists, should be encouraged and enabled to strengthen and develop specialised knowledge and skills which they can contribute to the work of the whole teaching team in the primary school.

(v) Primary teachers must resist the temptation to decontextualise aspects of children's learning by devoting time to abstract practice.

(vi) Over the 10 - 14 stage, pupils should acquire skills and concepts in language and the various forms of knowledge and understanding. However, their experience of these as distinguished forms should develop rather gradually throughout the period.

2.13 Some of the recommendations which will emerge from the PDC's thinking on specialised knowledge and skill may meet some resistance from some specialists. Nevertheless, the PDC is convinced that these recommendations are vital to the improvement of education in the 10 - 14 stage. Fragmentation of children's education can only be overcome if it ceases to be a characteristic of our own knowledge and attitudes. The antedote to fragmented learning is often thought of too much in terms of the integration of children's activities in

time. The width and integration of teachers' knowledge may well be more fundamental than the way in which time allocations are labelled.

2.14 The PDC's rationale stresses the concepts of continuity and change over the 10 - 14 years. The experiences of P6 and S1 should grow out of those of P5 and P7 respectively, and they are all parts of the learning which lays the foundation for the third and fourth years of secondary education. The PDC's report will be particularly concerned with continuity over the primary-secondary transition, but it will also stress the need to exploit new possibilities for experience in the secondary stage.

2.15 The theme of continuity and change has major implications for relationships between learning experiences in the primary and secondary phases of the 10 - 14 stage. It appears to the PDC that one of the most significant barriers to continuity may lie in differences in the ways in which teachers at the two stages view education. Where the theory, and much of the practice, of primary education stresses processes and experiences, secondary teachers tend to focus more on products in terms of content, and often information. As indicated in paragraph 2.7 above, the PDC sees process and product in children's learning as two ways of looking at the same thing. What you want people to be able to do by a certain age determines what they will do along the way; what they can do, how they think, and how they feel at any stage, is the product of their education up to that time. Curriculum liaison between the sectors should not be a matter of writing lists of content to be acquired by a certain stage. Nor should it be a matter of narrowly specifying skills. It should be in terms of broad categories of skill, attitudes, general concepts, and ways of thinking. This does not preclude the discussion of more specific content. Different schools in a group are likely to have different views on the content which will provide the best vehicle for the development of skills and processes of mind, but they may also agree that certain specific knowledge is important, for example, information about the local environment and the contemporary Scottish scene as a whole.

3. SOME PRINCIPAL THEMES IN THE PDC'S PROVISIONAL THINKING

The following themes will be treated in the PDC's final report:

(a) Rationale,

(b) Management,

(c) The primary-secondary transition, induction procedures and communication about pupils,

(d) Curriculum design,

(e) Learning, teaching and assessment,

(f) Various implications including

  (i) teacher education

  (ii) the role of local authorities

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(iii) support for teachers.

The remainder of this paper offers a summary of some principal elements in <u>present</u> thinking on (b) and (d). A good deal of the rationale has already been described in the interim report and in this paper, and some of the Committee's ideas on (e) and (f) also appear in the present paper.

4. <u>PARTNERSHIP</u> <u>FOR</u> <u>PROGRESS</u> <u>10</u> <u>-</u> <u>14</u>

4.1 A major portion of the PDC's intended recommendations will be concerned with the management of the curriculum and learning throughout a group of primary schools and their associated secondary. These recommendations will be based on the concept of "partnership". The PDC recognises the complexity of the pattern of relationships between schools, within regions and in the country as a whole. Very careful thought has been given to the value of school autonomy in relationship to the value of continuity in educational experience. It is believed that a synthesis of these values can be facilitated by an appropriate management framework which aims to provide for the achievement of a <u>broad</u> pattern of general skills and concepts over the 10 - 14 years while leaving a great deal of scope for teachers and their pupils to choose the particular content and experiences which will provide the vehicle for the acquisition of the general competences.

The <u>structure</u> <u>for</u> <u>partnership</u>

4.2 The following is a summary of the kind of recommendations now being considered by the PDC (subject to further development and review in detail).

(i) In each group of schools a management structure should be established to enable schools to develop their separate curricula within an overall pattern and enhance continuity between the secondary and primary phases.

(ii) Curriculum management within broad guidelines should be the responsibility of those closely involved in the actual teaching.

(iii) Guidelines should be established at local authority level and there must be genuine and visible local authority commitment and support.

(iv) However, there should be no demands for instant change across a wide spectrum of activities simultaneously.

(v) No development should be regarded as "finished" at a particular point in time; there should always be formal provision for maintenance and review.

(vi) An overall liaison committee consisting of representatives of the staffs of each secondary school and its associated primaries should be formed. This committee should consist of representatives of the S1 - S2 group (see (viii) below) plus one representative from each primary school. This liaison

committee would have power to co-opt other members of staff whose particular expertise was required at a particular phase of the programme.

(vii) The following will be important functions of the liaison committee:

(a) Information exchange between primary schools and between primaries and secondaries.

(b) Intervisitation by primary teachers to each other's schools and by primary and secondary teachers to each other's schools.

(c) Review and evaluation of general aims, more specific objectives and processes of learning and teaching over the whole 10 - 14 period. Early attention should be given to matters which concern all teachers, eg., language, assessment, learning difficulties, pastoral care and intersector communication about curricula and about individuals.

(d) Negotiation and definition of priorities for development work in both sectors.

(e) Setting up of working parties, and negotiation and formulation of their remits.

(f) Communication with the community about education in the 10 - 14 period.

(g) Accountability to the school heads and through them to the local authority for the achievement of negotiated and published objectives.

(h) Co-ordination of development work and continuing evaluation, maintenance and review of the whole curriculum 10 - 14 and inter-school liaison.

(viii) Each secondary school should establish an S1 - S2 curriculum management team consisting of a co-ordinator, generally an AHT, and about 4 teachers with subject responsibilities at S1 - S2 level. At least one, and preferably more, of the teachers will be "personal tutors" (see 4.3 below).

(ix) Similar teams consisting of the headteacher and, or, AHT upper stages, and any other P6 and P7 teachers, should be established in primary schools.

(x) Secondary teams will, at their own levels, and in relation to the various specialisms in the school, have responsibilities analogous to those described for the overall interschool group.

(xi) Special development groups should be set up to deal with specific topics, at particular times. They should be regarded, not as committees, but as working parties with negotiated, clear remits which refer to both the process and

the product of their activities. Anticipated outcomes in terms of, eg., draft procedures, course specifications, learning materials, should be stated.

4.3 The structure for pupil care

It is very important that every child should have regular contact with one teacher who has special responsiblity for the personal and social welfare of a limited number of pupils. In the primary school this function will be fulfilled by the class teacher in association with the headteacher. In the secondary school it should be the responsiblity of personal tutors* who are each responsible for one class which they meet at least once every day and who work in association with guidance and remedial specialists and appropriate members of the promoted staff. The strengthening of the first line of personal contact with children in small numbers is considered to be of the greatest importance. The work of the personal tutor should include an overview of each child's successes and difficulties, curricular, personal and social. Each personal tutor should be responsible for the same class throughout S1 and S2. The tutors' functions will be a synthesis of aspects of the concepts "first line guidance", "register teacher", "class teacher", "form teacher". This teacher and his room should provide a secure base for the child's activities in the school. In connection with personal tutoring it will be necessary to establish clear lines of communication and referral so that tutors have access to the vital specialist skills of guidance and learning support and so that those specialists are kept informed about the needs of individual pupils.

The flow of information in the school as a whole

4.4 The foregoing remarks have been largely concerned with the 10 - 14 stage. However, the PDC regards it as very important that teachers at the lower primary stages and teachers throughout the secondary school should be kept informed about developments in the 10 - 14 stage, and, indeed, that education be seen as a process of continuity and change over all the years. All stages would be of professional interest and significance to everyone. Formal provision and responsibility for communication should be established at an early stage in 10 - 14 development work.

5. THE STRUCTURE OF LEARNING 10 - 14

5.1 Continuity, coherence and progression are seen as key ideas in the 10 - 14 curriculum. There must be continuity and progression over time; there must be coherence among ways of thinking, aspects of knowledge and skills. There must also be coherence between school learning and living as a whole. School is regarded as a special aspect of living in which valuable skills, knowledge and ways of utilising knowledge should become part of each individual's being. School experiences should make the learner a different person, a person whose future experiences will be different in so far as he becomes a better

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* Base teachers? Problem of name for this function has still to be resolved.

learner, a more effective problem solver, a more fluent communicator, a more effective group member, and a person with a greater store of useable knowledge. 10 - 14 curriculum and liaison groups should therefore ask the following questions:

(i) Is there progression in the pupils' skill acquisition and understanding?

(ii) Do the pupils use their skills and understanding to interpret new experiences and act appropriately in a variety of contexts?

(iii) Do pupils use their skills and understanding effectively in situations which are not classified under the names of subjects or other specific areas of the curriculum?

5.2 In his growing experience of the world the pupil must have extensive opportunities to acquire some of the valuable understanding and methods which have been developed in mathematics, science, aesthetics, social subjects, morality and religion up to the present time.

5.3 Over the 10 - 14 period·there should be some gradual differentiation of the child's experience of these forms of knowing. modes. However their interrelationships and applications must always be kept in the forefront of pupil attention.

5.4 Priority should be given to key concepts and widely applicable skills. In general, the amount of ground to be covered should be strictly limited in order that important ideas and principles may be experienced in many ways, interrelated in the pupils' minds and applied. "Greater depth and rigour of activity with less material" should be an important guiding principle in the evolution of the 10 - 14 curriculum. A limited number of assimilated ideas will provide a better foundation for further education than will superficial coverage of a large syllabus.

5.5 Language development is a prerequisite and mediator of all forms of understanding and action and· there should be provision for the development of competence in English and for the growth of language awareness over the whole 10 - 14 stage through experience of English, one other language, and in certain situations, Gaelic. The learning of one major second language in S1 and S2 should both lay a foundation for later optional work in language and provide a significant experience of permanent value to those who do not continue the language beyond S2. Initially, the time allocated to English as a separate study may be much as at present but as and when "language across the curriculum" becomes really effective, the amount of separate time allocated to English may be reduced.

5.6 Every pupil should acquire learning and access skills. These include:

(i) interpersonal skills involved in living together and working together; *

(ii) enhanced, critical and constructive awareness of oneself as a learner;

(iii) minimum competences in keyboard facility, computer use and information retrieval - the processes whereby we obtain stored information in whatever form.

5.7 Every pupil should have extensive and active experience in <u>reasoning</u> and <u>problem</u> <u>solving</u>.

Problem solving across the curriculum should be associated with increasingly explicit experience of technological thinking as the pupil moves through the 10 - 14 years.

5.8 Every pupil should have experience of a range of <u>themes</u> <u>of</u> <u>practical</u> <u>concern</u> which include:

(i) patterns of living together and interpersonal skills;

(ii) healthy living;

(iii) the welfare of the environment;

(iv) multi-cultural and international understanding;

(vi) technology and computing as aspects of contemporary life;

(vii) practical activities in the home, including self-reliant design, production and maintenance of objects and appliances used in everyday life;

(viii) commerce and business.

5.9 Experience of all the forms of knowledge and understanding, and development of learning capacity, access skills, problem solving behaviour, and the skills and understanding associated with the themes of practical concern, should be essential and interrelated elements in every child's broad areas of experience. There should be scope for <u>choice</u> by teachers and their pupils of the content that they will use and the activities they will undertake. Groups may decide to explore particular topics in history, for example; individuals might undertake different topics in craft work. Modular courses which contain optional as well as compulsory elements should be encouraged.

5.10 The curriculum should provide conditions for all learners to achieve as much development of skill, feeling, communication, knowledge and understanding as possible on the assumption that though there will be different interests and different rates of maturation and learning, everyone can learn and can function more intelligently in relation to the world, and everyone can make a worthwhile contribution to co-operative activities. The Education 10 - 14 curriculum in general is a common curriculum for all; the options and decisions which can be made within it (5.9 above) are open to every pupil. If some pupils can take a set of ideas further than others in their group, or if some acquire special mastery of a skill, then they will be able to make special contributions to the activities of the whole group. The PDC very much doubts that the primary and secondary phases of education in the 10 - 14 stage at present make sufficient provision for all learners. Slower learners often do not receive the systematic diagnosis and learning experiences they need; those who

at a particular time deserve the challenge of more complex combinations and applications of ideas seldom get it. There are examples of successful mixed ability teaching, but in general this appears to be an aspect of pedagogy which still needs a great deal of development in primary and secondary schools. However this topic moves attention into the area of learning and teaching which though closely related to the present topic is not considered in any detail in this paper. The important point here is that the curriculum is envisaged as one core of skill, knowledge, understanding, feeling and expression for everyone.

5.11 The PDC is not at present satisfied that any one pattern of curriculum structure can be recommended as ideally meeting the foregoing conditions. As mentioned earlier, different starting points are likely to be appropriate in different conditions. In the last resort curriculum structure can probably only facilitate or inhibit achievement of the desirable outcomes. Their achievement will depend ultimately on the quality of the relationships and activities in the learning groups for which teachers are responsible. Nevertheless, it appears to the PDC that some structures are much more promising than others. It is quite clear, for example, that fragmented learning attempted in weekly encounters with fifteen or more teachers is not a promising format for the kind of achievement envisaged. On the other hand hasty introduction of a fully integrated secondary curriculum for which teachers were unready and under-resourced would likely prove equally unsuccessful.

5.12 Our view of the 10 - 14 curriculum can be represented in a three dimensional diagram as follows:

A. Access, learning and mediating skills

B. Themes of practical concern

C. The modes, or forms of knowledge and understanding
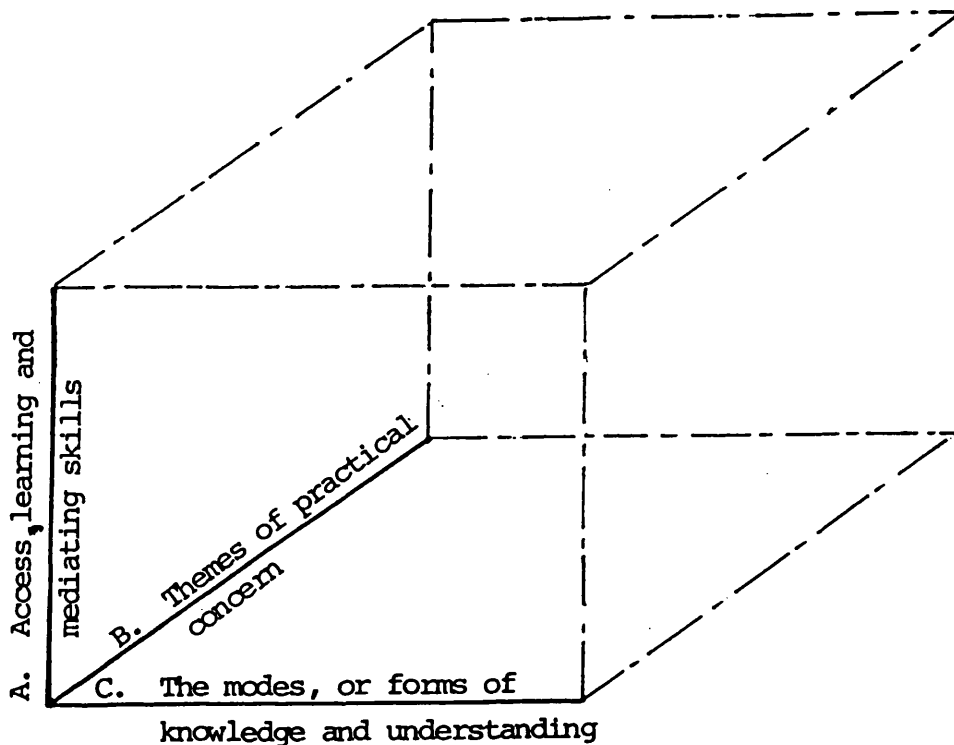
The volume of space within the box represents pupil's learning experiences. The three axes represent three essential dimensions of the curriculum.

[A] Access, learning and mediating skills

These include: interpersonal skills
learning ~̄ ⌇⌇⌇⌇
communciation
keyboard competence
computer use
information retrieval
reasoning
problem-solving and technological thinking

[B] Themes of practical concern

These include: living together
healthy living
the environment
multi-cultural and international understanding
technology and computing
practical activities in the home and in the modern world including business

[C] The modes, or forms, of knowledge and understanding

Mathematics
Science
Social knowledge and understanding
Aesthetics
Morality
Religion

5.13 It should be noted that a number of ideas occur in somewhat different ways and with somewhat different significance in several dimensions. For example, the social aspect of our existence appears among the mediating skills, living together appears across the themes of practical concern and as an aspect of the environment, while social knowledge and understanding appear as a "mode". Language is an access and mediating skill, it is an object of study and it is a vehicle of aesthetic expression. Skills in computer use give access to information and provide tools for the extension of thinking and problem solving; computers also constitute a very important theme in our encounters with everyday reality. Problem solving merges into technological activity as a mediating skill and technology also figures as a major theme of practical concern in the modern world.

5.14 The three "dimensions" described above offer a number of distinguisable ways into the problem of structuring the curriculum.

(i) One may, as it were, start inside the box and begin by planning the provision of learning experiences with subsequent attention to how these experiences may develop scientific concepts or enhance language and so on. This approach can result in rather haphazard and unsystematic skill developments and important concepts may be acquired.

(ii) A more traditional approach takes its departure from the subjects, or the forms of knowledge and understanding. Some of what we have treated as themes of practical concern may be added to this dimension. For example, Home Economics and Technical Education might appear as subjects dealing with various aspects of healthy living and practical activity. There does not seem to be any reason why such an approach should not produce experiences which take full and interrelated account of all three dimensions. Nevertheless, in practice, the start from subjects does seem to lead to fragmentation of the curriculum.

(iii) Another starting point could be found in the themes of practical concern. The list of these could be considerably extended. These themes could then be used as contexts for the development of problem solving, access skills and the various forms of knowledge and understanding. Again there is the danger that difficulties in systematic provision for the development of forms of knowledge and understanding would result in lack of depth and rigour in their development in children's minds.

(iv) A different starting point might be found in the access and mediating skills. This approach is also attractive but can result in the "Cheshire Cat syndrome" - form without content, study skills in abstraction, and so on, and, again, there is the possibility of loss of systematic mastery of important forms of understanding.

5.15 It may now go almost without saying that in the our view all three dimensions and the general nature of the pupils' learning experiences need to be kept simultaneously in mind in curriculum planning. Nevertheless, it is recognised that, at a given phase of development, groups of schools may find it more satisfactory to place greater emphasis on one dimension as a starting point in the organisation of their curriculum. However, we regard it as absolutely essential that whatever the starting point, children must have experiences which provide for the interrelated development of access skills, knowledge and understanding drawn from all the forms, and skills and understanding in themes.

CONSULTATIVE COMMITTEE ON THE CURRICULUM

10-14 Programme Directing Committee

Report to Chairman's Committee of PDC - 28 September 1984

Teacher Education and Teaching Qualifications I0-I4

1. The Background

As I understand it, PDC has worked on two basic assumptions throughout its time:

(a) There is not going to be a separate "middle school" in Scotland in the foreseeable future. The present primary and secondary stages will continue as before, in institutional terms at least.

(b) Nevertheless, in terms of curricular coherence and continuity over the 10-14 age range, there is need for teachers with middle school skills, attitudes and insights.

It has always been recognised that these assumptions would lead to some confrontation with existing Regulations for Teacher qualifications. Mr David Stimpson was specially commissioned to produce a background paper - "Teacher Education, Training and Qualifications" - PDC/B/34 - in which he set out with meticulous clarity the steps by which we reached our present situation, and could not indicate his own views about these developments. This paper will seek to go on from the point reached in Mr Stimpson's paper.

2. The Problems

(a) We have a background of over 20 years of formal attempts to improve initial techer training all of which have worked on the basic premise that improvement lay along the line of bringing training closer to the practical problems of the actual classroom job to be done. Extensions in the length of training courses, increased co-operation with schools, and proper orientation of all trianing to the appropriate educatinal sector have therefore all pointed towards separation of Primary and Secondary rather than closer links.

Post Gradute Courses since 1965 must be in either Primary or Secondary. Old Article 39 Secondary qualifications taken with Primary training have disappeared. The new B.Ed. is specifically a Primary Degree, with no reference in it to Secondary situations.

(b) These attempts to improve training must be applauded. They came from a climate in which the Primary Memorandum was insisting (1965) on Primary Education as a stage in its own right, with children to be taught according to their present age and abilities, not as a preparation for Secondary. The "new start" philosophy of secondary as expressed in the early Comprehensive Education Circulars (1964) compounded this belief in two systems validly seen

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as separate.   "Primary-Secondary Liaison" as a concept simply
underlined separation, and Primary Secondary continuity now comes
into the situation almost as an afterthought.

(c)   Separation is embedded deeply in teachers' attitudes, partly from
legitimate professional pride, partly from ignorance, partly now
from a sense of being threatened.   The argument for the "extension
of primary methods" into S1/S2 threatens a secondary sector now
having to face the prospect of sharply falling rolls for the
remainder of the decade.   The simplistic argument that P7 be
taken into secondary by a lowering of the transfer age is hardly
likely to win friends among Primary school teachers.

It is essential that any proposals for change should not be seen to
be exacerbating the present situation by seeming to encourage large
transfers of teaching staff from one sector to the other.   Nor
should any such proposals threaten in other ways by arbitrarily
transferring pupils from one sector to the other by an alteration
in the transfer age.

(d)   There are clear signs now of a groundswell of sympathy for
continuity between the sectors, and much evidence of efforts at
local levels to achieve this.   Any solutions put forward by PDC
should attempt to capitalise this sympathy, in a non-threatening
way, by working within existing Regulations and training patterns.
The General Teaching Council has never discussed continuity over
10-14 at any level, and it is clear that this reflects some
emotional rejection of any attempt to rock the boat at a dangerous
time, as well as the unspoken assumptions within the members about
the proper order of things in the schools.   When it has discussed
training in recent years it has:

(i)   compounded separation by making it impossible for
holders of a Secondary Teaching Qualification in
general subjects to teach in primary schools
(Dec. 1982);

(ii)   asserted in many responses to course proposals its
unhappiness about any "two for one" proposal - i.e.
a course which leads to dual qualifications.   There
would be no sympathy in GTC for example for any move
to restore the "developmental" B.Ed's leading to
dual qualifications so recently abolished in any case
by the Secretary of State, although this was in fact the
best initial training structure (at Dundee, Hamilton and
Craigie Colleges of Education) for the kind of 10-14
teacher we now clearly require.

3.   The Possible Solutions

A.   Pre-Service Initial Training

(a)   4-year Primary B.Ed. Courses

(i)   The new courses have only just been inaugurated this
session.   The National Guidelines issued for use by
individual Colleges as the basis of their courses make no
mention of any primary-secondary links or continuity.
The degrees are specifically primary qualifications, and
even in a four-year structure there is pressure on time,

with several topics like Health Eduction and Multicultural Education competing for their legitimate place with more traditional elements. There is not much point in asking for units on curricular coherence over 10-14 to be included now. What could be sought would be the inclusion within Professional Studies courses of specific elements leading to an awareness of a 10-14 dimension in the training of Primary School teachers. Topics like learning theory, child development and the structure of the curriculum could have such units built in. School experience as distinct from formal school practice in secondary schools might be possible at points in the structure, through one-day or half-day visits.

   (ii) Equally, with the exception of Jordanhill, there is little prospect of grafting a Secondary TQ on to the new courses by providing the equivalent of a "double" at University level in the range of single-subject inservice courses. The course structures themselves do not appear to allow it. (See Section B. para. (c))

(b) Post-Graduate one-year Primary courses have been by far the most hurried and splintered courses offered in Colleges of Education in view of the need to cover so many curricular areas in so short a time. Even in the slightly extended one-year courses now to be offered there is not going to be any welcome for suggestions to add in further elements, especially as the age-range to be covered is now 3-12. In a more restricted way, Professional Studies might make the same kind of contribution as suggested for the B.Ed. courses.

(c)   (i) Post-Graduate secondary courses leading to single-subject TQ (Secondary Education) also suffer from lack of time, but perhaps not so sharply as the post-grad primary courses. In any case there is a duty for subject departments to lay stress on new forms of organisation and approach in S1/S2. Some aesthetic/practical subjects like Art, Music or Physical Eduction have since 1965 at least laid heavy emphasis on pupil development and sometimes school experience at Primary level although no formal qualification to teach in Primary was implied. These elements should certainly not be reduced in any future framework. It is to be hoped also that in general subjects the same strong awareness will be developed in future, by subject departments looking back over the period from 10-14 at least, and seeking to give future secondary teachers insights into the kind of skills and concepts in curricular areas experience of teaching attitudes and classroom methodologies which most pupils might be expected to bring with them into secondary school.

   (ii) Again the contribution from Professional Studies courses would be of crucial importance to put subject-based awareness into a wider framework of teaching and learning situations.

   (iii) The Working Party to produce national Guidelines for the Post-Graduate Secondary courses of the future has only just begun its work. It meets again on October 12, and I would suggest that PDC puts in early markers of its interest, as set out in the accompanying draft letter to the Chairman, Mr Hugh Smith, HMDSCI.

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B.   Inservice Training

The suggestions in respect of preservice training will provide at least a palliative and in some cases something better to produce the common awareness in teachers across the divide between two school systems which will be necessary in the absence of any possibility of free movement to teach across the boundary.   It is not part of my intention to make any suggestion that there should be such movement.   History is against it and the climate is wrong.   Such better solutions as these are, lie in inservice provision, where already existing opportunities may be listed as follows:

(a)   Inservice B.Ed's

Such courses have alredy begun to emerge for teachers already qualified in Primary.   Different part-time structures with differing patterns of study will in future be validated, possibly on a topic or even modular basis.

It ought to be possible to build on a strong component dealing with 10-14 issues, and PDC should so urge.   The target population will be Primary Diploma holders working in primary schools.   No extension of TQ is involved.

(b)   Associateships   .

The existing Upper Primary Associateship (8-12) is to be used like other Associateships as soon as yet unspecified credit is agreed towards an inservice B.Ed.   This is unfortunate, but the inservice B.Ed's themselves will exist only to meet a passing problem.   In future the present Associateships will revert to being an extension of professional expertise through a Special Qualification.   (Some Colleges have channeled their efforts away from Associateships in view of pressure on staffing resources.)   Associateships, particularly in Upper Primary or in the extended range suggested now for some years, to include at least Art, Music, Physical Education and Drama, would then be a proper vehicle again for developing teachers' expertise, on top of any initial qualification, whether degree or diploma.   The possibilities for 10-14 are important, notably as some discussion has already taken place to make parallel qualifications open to Secondary teachers, and include such areas as Home Economics and Technical Education.   These discussions are now in limbo, and the proposals would require extensive re-examination, but a way forward for 10-14 developments through the extension of Associateship-type courses must be a reasonable if long-term prospect.   As Special Qualifications they would confer some strength and credibility on teachers involved across the 10-14 range, without changing their basic category of TQ.

(c)   Supplementary Courses leading to TQ's in Secondary Education

(i)   Such courses, the equivalent of one-term courses, but often taken by summer attendance for two weeks at a College of Education followed by supervised work in the Secondary school, have long existed as a source of extension of Secondary TQ's, and for conversion of Primary teachers who hold appropriate degree passes.   They will continue in future, but will perhaps have more value in their extension rather than their conversion role.   It is not in accord with

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recent trends to look for a new source of secondary teachers qualified in only one subject. The trend is all for double qualifications to teach where appropriate a range of subjects. Single discipline University degree structures may as a result be at some disadvantage in future, as College selection for post-gradute initial training becomes increasingly more rigorous.

(ii) It is not expected that the new Primary B.Ed. degrees will give the same basis for additional TQ's as more traditional University degree structures. The history of attempts to move away from traditionally named subject areas into new TQ's in such areas as Environmental Studies, or Outdoor Studies does not encourage the belief that new TQ's can be easily developed. In my own experience with Outdoor Education, GTC approved the introduction of a new TQ, but SED dragged its feet and nothing has happened after four years.

C. Another Approach

(a) I believe that all of the avenues described so far should be pursued by PDC and certainly that none of them should be allowed to become closed off, by accident or design. Nevertheless they all suffer from the same basic defect – that primary and secondary teachers never really come together in a training situation.

(b) The way ahead is not through trying to turn Primary teachers into Secondary teachers and vice versa. Although such a policy would meet the objections of the professional organisations to any teaching roles being exercised over the "divide", it would in present circumstances still not get off the ground, not because of the expense involved, but because it would be seen as threatening to a beleaguered profession. The only limited way in which Primary teachers can at present work in Secondary schools is in the area of Remedial Education. Even the new Diploma in Learning Difficulties has a primary and a secondary form. The only ways in which secondary teachers can operate formally in primary schools are in the aesthetic/practical areas of Art, Music and Physical Education.

(c) Nevertheless in post-experience College Diplomas there is a mechanism through which teachers could train together. One of the DLD structures for example contains a "bridging course" not part of the formally validated Diploma structure. The National Advisory Committee on Guidance reporting to the Committee of Principals of Colleges of Education in 1980 urged the introducrtion of a new general Diploma Course of one year's duration, which could be assembled by secondary teachers passing modular units of about one-term equivalence in length. The clusters of required modules to obtain an Advanced Diploma in Educational Studies were to be the subject of national agreement and nationally validated. Existing modules could come from already established courses like the Diploma in Special Education, Diploma in Learning Difficulties, Certificate in Guidance, etc. New elements would in modular form cover the subject interests of individual teachers, or add more general modules in such areas as Assessment, Personal Education, or Community Education. It would be for the teachers concerned to decide whether they stopped at individual modules or went on to acquire the Advanced Diploma through a personal but nationally validated aggregate of modular passes.

NACOG was thinking of needs in secondary. There seems no compelling reason however why such an Advanced Diploma should not be open to all teachers as a mark of continued professional development. Different modules would appeal to different teachers, but some would be open equally to both primary and secondary teachers, to be used as the teachers and their Authorities thought best in their own school situations. One such module could relate to the rationale for a curriculum at 10-14. Another might look at personal growth and social education over the same age range. Yet another might examine assessment and recording techniques.

(d) The strength of this proposal would be in the teachers working and training together either for their own purposes, or with the motivation of an additional qualification. The final report of the Education 10-14 Project will recommend various organisational and structural patterns to promote effective co-ordination between primary and secondary schools. Joint training activities of the kind outlined would create the mutual understanding and shared insights which would give heart and motivation to the process.

(e) Some Colleges are already prepared with blue-prints for Advanced Diplomas in Educational Studies. Some have obtained SED approval in principle. Additions of the kind described - a modular structure with joint training opportunities - should not be difficult to incorporate. Regional Authorities might, if they supported the principle of 10-14 continuity, be prepared to nominate teachers in a planned way to these modules to secure the emergence of trained cadres of teachers in both secondary and associated primary schools. The AHT's in charge of curriculum at S1/S2 and the AHT's in Upper Primary schools (where these existed) would be prime initial candidates. The outlay would be small for such a potentially valuable return to so many pupils.

27.9.84

EDUCATION 10 - 14 PROGRAMME

Possible shape of final report: David Menzies, November 1984

1. PREFACE: remit, process of report, membership etc.

2. INTRODUCTION/RATIONALE: review of 10 - 14 learning factors;

    statement of principles endorsed by PDC;

    desirable outcomes.

3. THE CURRICULUM: definition;

    central recommendations of planning groups and "modes";

    review of traditional primary and secondary strategies/philosophies 10 - 14 and their disadvantages.

4. ESSENTIAL CONDITIONS: principles (all pupils, choice, independent learning etc);

    key concepts, skills and areas;

    language and access skills;

    *(coherence, continuity and progress).

    * here - or in 2, or 3, or all?

[5. SUMMARY (DIAGRAM): "modes", "dimensions"].

6. LEARNING AND TEACHING: (include Sub-group B material where not already absorbed).

    illustrative

7. INSERTS: ~~case~~ studies - principles/dimensions in contexts (one primary, one secondary).

8. WAYS AND MEANS: (Dare Beattie's paper, May 1984);

    Eddie Mullen's papers;

    Models.

9. PARTNERSHIP FOR PROGRESS

10. STRUCTURE FOR PUPIL CARE

11. IMPLICATIONS: CCC, LEAs, GTC, Colleges of Education etc. Resources, SED

    BIBLIOGRAPHY

    APPENDICES: Accounts of experiments, visits etc.

    SUMMARY OF RECOMMENDATIONS

EDUCATION 10 - 14 PROGRAMME

Report of a meeting with CCC Executive Committee, 26th April 1985

Present: CCC Executive   Representing 10 - 14 PDC

        J Munn (Chairman)   D Robertson (Chairman)
        G Kirk   S B Smyth) Programme
        I Fraser   F R Adams) Co-ordinators
        Prof R Burnside
        D Taylor
        W Ritchie, HMCSCI
        H Hayes, SCDS
        V Burchell) CCC Secretariat
        J Williams)

1. The general atmostphere of the meeting was positive and supportive. In particular, Dr Munn did not seek to criticise PDC for the delay in producing the report. He, and other members insofar as we could tell, understood the nature of the pressures that had been on PDC.

2. Following an introduction by David Robertson, Syd Smyth made a presentation of the structure of the report. He drew attention to the main themes and key recommendations.

3. There was some discussion about the missing Chapter XI - Ways and Means. Dr Munn took the view that PDC should not wait until June to take a CCC view on issues in this, or any other, chapter. If PDC did so it would therefore be committed to the CCC view. He believed that PDC should make its views clear then take on board any views expressed by CCC.

4. The modes and courses approach taken in the Munn Report was discussed. Gordon Kirk appeared to show some interest in the possibility that PDC would be recommending a move away from a subject based organisation. He did not react overtly to the possibility of an implication of emphasising the practical/creative aspects of the curriculum being a reduction of time to Mathematics, Modern Languages and English. He seemed however to accept that changes in time allocation need not result in a deterioration of quality in these areas.

5. Ian Fraser commented that any move to think beyond the subject curriculum might make it easier for school management to be more definitive about the time allocation to various areas of experience.

6. Bill Ritchie commented that this would open up the need to review staffing 12 - 18. The current situation has timetablers moving staff to 16+ classes in order to achieve breadth but issues would soon arise such as the justification of having small CSYS classes when S1/S2 classes remained large.

7. Professor Burnside raised the issue of the naming of the curriculum. He felt there was a need for terms to describe wider groupings of subjects.

8. Ian Fraser welcomed the impetus that 10 - 14 would give to whole-school planning. He did not underestimate the problems but felt that this was an important step.

9. The need to move the permeating factors on the clock diagram in Chapter VI was confirmed.

10. Pupil Care - Ian Fraser felt that it was not recommending anything new.

11. Gordon Kirk asked if the report would refer to transfer arrangements outwith Scotland where there was not the two-system arrangement of Scotland.

12. Dr Munn made a plea for new terms like metacognition to be fully explained. He also recommended explicit reference to the Strathclyde S1/S2 Report.

13. Implications for the CCC - PDC to produce a _firm_ view for the June meeting. CCC is to decide on a new structure in February 1986 and wishes to take PDC views.

14. Timescale:

    (i)   4th June meeting of CCC will give 3 - 3.5 hours to the report

    (ii) Dr Munn will seek approval of the report and authorisation of CCC for the Executive to handle timing of the release

    (iii) PDC will have until the _end_ _of_ _October_ _1985_ to agree on a completely final version of the report.

    (iv) It will be released for both internal and external consultation as soon as ready after October 1985. The consultation will include a CCC conference in February 1986. Consultation to be complete by June 1986 in time for the current CCC to complete its period of office.

CONSULTATIVE COMMITTEE ON THE CURRICULUM

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Mr D G Robertson
Chairman
Programme Directing Committee
Education 10-14 Programme

4 June 1985

Dear Mr Robertson

Thank you for your letter forwarding the Report, in incomplete and preliminary form, of the Education 10-14 Programme Directing Committee for consideration by the CCC at its meeting on 4 June 1985.   I fully appreciate the difficulties under which the Committee has been working and which have occasioned a delay in finalising the Report.

Subject to the approval of the CCC I would propose to process the Report as follows:

1. Preliminary discussion of the draft report by the CCC on 4 June. (This should give the PDC an indication of the CCC's initial reactions without tying their hands too tightly.)

2. Full consideration of the final report by the CCC at its meeting in February 1986, which would be extended to two days for this purpose.

3. The normal bodies and internal structure would be consulted.

4. The final advice of the CCC would be formulated at its meeting in June 1986 in the light of 2 and 3 above.

There is, however, one matter which will not wait, namely the implications for the CCC, dealt with in paragraphs 14.35 to 14.40.   A review of the CCC sub-structure is under way and the recommendations of the PDC will have to be fed in to that review.   I would therefore be grateful if you would request your Committee to finalise this section of the Report, apart from any final polish to wording, at its meeting on 6 June.

My sympathies to the PDC and its Chairman on the difficulties under which you have been working!

Yours sincerely

JAMES MUNN
Chairman
Consultative Committee on the Curriculum

MEMORANDUM

To: Chairman's Committee of the PDC 10-14   From: Mr S Smyth
                                                        SCDS, Edinburgh

                                                 Date: 11 September 1985

I enclose a copy of Mr McNicoll's letter from the Executive   Committee
of the CCC to Mr Crawley who has taken the place of Miss Cox within
the SED on resource implications of the 10-14 Report

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Our Ref: CDE/12/9

Mr D J Crawley   9 September 1985
Division III
Scottish Education Department
Room 4/26
New St Andrew's House
Edinburgh

Dear Mr Crawley

FINAL REPORT OF EDUCATION 10-14 PROGRAMME DIRECTING COMMITTEE (PDC)
RESOURCE IMPLICATIONS

I refer to the correspondence between Mr D G Robertson as Chairman of the PDC
and Miss Cox dated 2 July and 30 July.   I believe that there has been no
subsequent correspondence to date. ·This matter was discussed by the Executive
Committee of the CCC on 3 September and I am writing to convey the Executive's
views on the issue.   These are as follows:

1.   The Executive is sympathetic to the PDC's doubts about the desirability
     of publishing the results of a costing study as part of the PDC's Report;
     also to Mr Robertson's point that the forthcoming closely related
     HMI S1-S2 Report may contain resource implications.   The Executive
     does not consider that the CCC would wish to insist that the PDC
     includes a costing study as part of its final Report.   There are few,
     if any, known precedents for such a practice in CCC or SED reports.
     It was noted that the Munn and Dunning Reports were followed up by a
     separate Feasibility Study by HM Inspectors which provided a detailed
     analysis of resource implications.

2.   Nevertheless the Executive recognises, as do the PDC and CCC, that a
     reasonably authentic analysis is desirable and indeed essential.   The
     Report itself or a Foreword (or both) should make it clear that the
     resource implications are recognised and that clearly implementation
     of recommendations will require to be phased over a period of years as
     other priorities, availability of staff, and training programmes allow.
     The Foreword might also indicate that a feasibility and costing
     exercise is being undertaken and will be published.

3.   If this approach is thought to be helpful the Executive Committee
     itself would be prepared to invite HM Inspectorate's Management of
     Educational Resources Unit to undertake such a study.   This would
     assist the Executive in advising on the date and nature of publication
     of the Report and the CCC itself in considering the Report's
     recommendations.   (There is a parallel to this in the responsibilities
     vested in the CCC's Tasks 3a and 3b in regard to implementation of
     the Munn Dunning Programme.)   Possibly a separate paper on resource
     implications and phasing could be published separately from the main
     Report — simultaneously or at a later stage.

I am conscious that this matter is closely associated with the more general
issue of categorisation and authorisation of CCC publications on which the
Department's views have been sought and awaited.

Yours sincerely -

D R McNICOLL
Secretary, CCC

cc   Mr R Hillhouse
     Sir James Munn
     Mr D B Robertson

     Mr S B Smyth
     HMCI Mr R S Johnston

Summary of Recommendations which have Resource Implications

This is a consolidated statement of issues in the 10-14 report which have resource implications. The cost implications of the initiatives recommended in the report are to be the subject of a study by HM Inspectorate's Management of Educational Resources Unit.

1. **Structures for Managing Development 10-14**

    (i) Establish and maintain structures for managing the curriculum 10-14 at school level and among groups of schools, with the primary and secondary sectors working together in planning groups, and with supportive commitment in directorate and advisorate time by the education authorities. (4.2; 12.14; 12.16-12.34, 12.39-12.42)

    (ii) Second experienced teachers as development officers 10 to 14. (13.31)

2. **Staffing of Schools**

    (i) Review the basis of the appointment of senior management staff in both primary and secondary schools in order to give senior staff more time to manage the learning experience of children and to lead the professional development of teachers. (4.12)

    (ii) Ensure an adequate level of staffing in both primary and secondary schools to enable teachers to take an active part in curriculum and professional development (including inter-school visitation). (Chapter XII, 8.118; 9.24; 11.11; 12.14; 13.33; 13.37)

    (iii) Ensure the availability of supply teachers to cover classes of teachers engaged in curricular and professional development. (12.14; 13.34)

    (iv) Ensure an adequate level of staffing to enable co-operative teaching, on the Strathclyde model, to be undertaken in S1/S2. (8.79; 9.22-9.23)

    (v) Provide an adequate number of learning support specialists to ensure that all schools, especially primary schools, have access to their expertise. The organisational model used in Grampian Region is commended and its adoption would have resource implications.

    (vi) Ensure an adequate provision of appropriately trained teachers to facilitate the shift of curricular emphasis towards more experience in practical activities, problem solving, the expressive arts and drama. (Chapters, V, VI and VIII - see Figures p.95)

    (vii) Extend the system of guidance and care by means of class tutors or base teachers in secondary schools. (Chapter XI, 11.13-11.23)

3. **Material Resources, Hardware and Software**

    (i) Ensure adequate provision of reprographic and other clerical resources to sustain curriculum development. (13.38)

    (ii) Ensure adequate supply of equipment, material and appropriate locations for increased practical activities, and experience in arts and drama. (Chapters V and VIII)

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(iii)   Make increased use of calculators in schools. (6.36)

(iv)   Ensure supply of hardware and software for increased use of microcomputers. The level of provision suggested in 'A National Plan' is deemed appropriate. (6.37; 6.50; 8.101)

4.   In-service Training of Staff

Nominate teachers in a planned way to courses to secure the emergence of trained cadres of teachers of pupils aged 10 to 14 in both secondary and associated primary schools by some or all of the following means:-

(i)   by a post-experience qualification comprising 10-14 modules in, for example, a rationale for curriculum 10-14, personal growth in social education 10-14, assessment and recording techniques 10-14, curricular coherence 10-14, continuity of skills and concepts development 10-14, strategies or methodologies 10-14 and improvement in the quality of learning.

(ii)   by co-operative teaching techniques

(iii)   by teacher release to approved courses

(iv)   by a possible extension in the longer term of an associateship course which would be modular in structure with joint training opportunities (All referred to in 13.16 et seq)

5.   Suggested Topics for Research and Development

(i)   Independent learning (5.28-5.32)

(ii)   Learning to learn (5.36-5.39)

(iii)   Methodology for practical skills, problem-solving and reasoning (6.51)

(iv)   Assessment, including criterion referenced assessment

(v)   Computer assisted reporting (10.30)

(vi)   Ways and means of effective and cost-effective spreading, sharing and implementing innovations. (12.42)

(vii)   Language development and awareness through the collaborative teaching of English and non-English languages (8.113)

6.   Future CCC Action

(i)   Appoint a task group to co-ordinate publications deriving from this report.

(ii)   Establish a committee responsible for curriculum 10-14. In association with SED, establish a unit within SCDS to act as a clearinghouse and information centre for development work. (13.40-13.43)

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NOT FOR PUBLICATION BROADCAST OR USE ON CLUB TAPES BEFORE 00.30 HOURS ON FRIDAY, MAY 30, 1986

REPORT LOOKS AT EDUCATION FOR
10-14 YEAR OLDS IN SCOTLAND

———

A young person's education between ten to fourteen years should be coherent, continuous, progressive and wide-ranging. This is the basis for a Report by a Programme Directing Committee set up by the Consultative Committee on the Curriculum - the Secretary of State for Scotland's main advisory body on the curriculum.

The Report argues that, in the present situation, it is difficult to achieve these ends because of discontinuity produced by the move from primary to secondary schools; the different assumptions about learning and teaching that can exist, not only between primary and secondary, but between primaries and among the different subject departments of the secondary school; the pressure on the curriculum of new areas of skill and knowledge, as, for example, computing, health education, media studies. The Report states that in the first two years of secondary education an adequate overall rationale for this stage of schooling is required.

The Report seeks to construct such a rationale; goes on to explore how the rationale may be expressed in the experience of pupils, and how schools might manage and maintain the quality of learning. These chapters cover, as well as the shape of the curriculum, issues such as teaching and assessment, recording and reporting, and the pastoral care of pupils.

The Report argues that the 10-14 curriculum should be better tailored to the needs of 10-14 year olds and should be a worthwhile experience in its own right.

It should encourage the active involvement of the pupils themselves and should, as a first priority, develop the skills required for learning.

These are listed as: co-operative learning; independent learning; problem solving and reasoning; information finding; and competence in social interaction. A further capacity which covers many of those listed is 'learning to learn', the conscious awareness of a range of strategies for learning which can be employed deliberately.

The development of these capacities, together with the formation of positive attitudes to learning and to schooling is presented as the most important feature of schooling at this stage. In order to deliver these the balance of the curriculum, particularly in the secondary sector, would need to be changed in a number of respects - in particular to give a greater focus on multi-disciplinary and on practical activity.

In recognition of the far reaching nature and the implications of some of the recommendations, the Consultative Committee on the Curriculum has determined to seek wider advice from the many interested parties within and outwith the education profession and the Report is therefore published on a consultative basis. Before finalising its advice to the Secretary of State, the CCC will have regard to reactions to the Report and to the study of costs. Closing date for comments is November 30, 1986.

Commenting on the Report Mr Allan Stewart, MP, Minister for Industry and Education at the Scottish Office, said:

"This report deserves to be widely studied and discussed by parents as well as by teachers and I welcome the fact that a digest aimed at a wider public is being prepared for publication in the autumn. The Government will be most interested to receive the views of the CCC in the light of their consultations.

"I must make clear at the outset, however, that we are seriously concerned at a number of aspects of the report, notably the proposals for the curriculum balance in S1 and S2 and the proposals for elaborate local consultative structures. We also wish to make clear our concern at the heavy additional burdens which would be likely to fall on many individual teachers if the report's recommendations were accepted."

May 29, 1986

M E M O R A N D U M

To: Members of the PDC   From: S B Smyth
     Copy for information to
     all permanent SCDS Staff   Date: 29 May 1986

EDUCATION 10 - 14.   PUBLICATION OF THE REPORT

The Report was due to be published on May 27th. A press notice has been issued and copies of the Report have gone to the media.

Because of a delay in the binding of the Report the mass of the copies will not be delivered to the Information Publications Service, Dundee until Wednesday 4th June. Distribution of the Report will take place in the week following that date. I have asked that the PDC be treated as a priority group for receipt of the Report.

The covering letter remains, in all substantial ways, as the copy which has been sent to you.

What the press release says is as yet something I know not of, but I have reason to believe it implies that the Government is less than enthusiastic about some of the Report's recommendations. I have asked SED to regard it as essential that a copy of this press release be sent to the Chairman, members and officers of the PDC.

I possess a single copy of the Report. I think it looks very well in its red, black and white livery.

M E M O R A N D U M

To: All PDC Members

From: S B Smyth

Date: 25 June 1986

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10 - 14 REPORT PROGRESS

1. <u>Index to the 10 - 14 Report</u>

I enclose a copy of an index to the Report compiled by Kate Chapman, librarian in the Centre. Please regard this as a draft at the moment. I should like you to try it out. Advise me on any improvements that can be made. It is likely that a second edition of the Report will contain the index here attached, improved if possible.

2. <u>Costing Exercise</u>

This is virtually complete. HMCI Mr Beveridge expects to have his Report available for ministers early next week. Precisely what our access to it will be, is not entirely clear, but he himself tends to favour full publication. For your completely private and confidential information I have to tell you that all the implementation of all our recommendations - development officers, co-operative teaching, supply teachers, in-service-training, consultative structures etc, etc - would add 1% to the total bill for the maintained education sector. Those of us who have been involved in this exercise have been pleased and impressed by the quality, commitment, thoroughness and sympathy with which the Inspectorate team have done this job. What effect it will have on the Government's attitude to the Report is highly problemmatic of course.

3. <u>Register of Associated Activities</u>

It is our desire to maintain a register of events contributed to by PDC members as a result of the publication of Education 10 - 14. Several members have mentioned to me that they have spoken to courses, conferences, school groups, and John Mowat has been interviewed live on Radio Tweed! I have not, however, been able to put these together as a record. Will you, therefore, please let me know what events of this kind you have been involved in and what events of this kind you are planning to participate in? The date, the name of the organisation, the nature of your contribution (giving a talk, leading a discussion, participating in a symposium for example), is the information required. Will you indicate as well whether or not you have a text available or other material which could be shared with other members of the PDC?

As a matter of routine you should seek to have any expenses incurred in doing work of this kind covered by the organisation or group which invites you to contribute. In the case of some groups and organisations and particularly individual schools this is not always possible. For such occasions further funding of £200 has been made

available in the current financial year, to cover travel expenses of members. Claim forms should be submitted via me for signature to the Secretariat in the normal way.

4.   Provision for Special Educational Needs

Grampian Regional Council have made available to the Inspectorate costing team the document enclosed with the above heading. It is now issued to PDC for information. I should tell you that for the purposes of the costing exercise our endorsement of the Grampian system and of the co-operative teaching proposals on the Strathclyde model have been treated as follows: it is assumed that Strathclyde and Grampian will retain their own systems; Grampian model is the more expensive of the two to implement; the costing of the provision for children with special educational needs in mainstream schools for the rest of the country has been worked out on the basis that half will adopt a Grampian-like structure and half a Strathclyde-like structure with provision being made in the latter for the availability of learning support specialists in the primary school.

An element has been added to the costs of the Report to deal with problems relating to the 250+ special schools. The PDC costing group has accepted that in order to effectively include these schools in the 10 - 14 development, it will be necessary to have their needs, opportunities and problems consciously brought to the attention of co-ordinating teams. It is further recognised that seconded development officers are unlikely to have the experience or expertise for this job. It is proposed, therefore, to include in the costs the appointment of 3 NDOs whose prime job would be to ensure that Education 10 - 14 in special schools is consonant with what is going on in mainstream schools, and that they would mediate the needs of special schools through the development officers to co-ordinating teams and to education authorities.

MEMORANDUM

From   D R McNicoll

CONSULTATIVE COMMITTEE ON THE CURRICULUM

New St. Andrew's House, Edinburgh EH1 3SY

Telephone: 031-556 8400 ext.   5181

To   Mr H F Hayes

Copy to:
Mr S B Smyth ✓

13 August 1986

EDUCATION 10-14 IN SCOTLAND
INTERIM COSTING REPORT

As discussed by telephone I have now received and am passing to you 2 copies of the penultimate draft of this Report prepared by HM Inspectorate's Management of Educational Resources Unit.   Subject to some concluding discussions with the Chairman and the costing sub-group of the Education 10-14 PDC, I expect to receive the final version including a Preface or Foreword over the signature of D G Robertson in about 3 weeks' time.   It then falls to be published by the CCC at its expense.

I shall have to clear much of this with the CCC Executive but there follow my provisional views on which I would welcome comment from you and Sydney.

1.   The Costing Report should be integral to the consultation process which is due to conclude on 30 November.   I don't think we can possibly extend the date if the present CCC is to be in a position to complete its consideration of the PDC's recommendations and issue advice.   We should therefore aim for dissemination no later than end of September.

2.   It should broadly follow the same house style as the Discussion Paper.

3.   Free dissemination should be less than for the Discussion Paper but with quite a high reserve price (£3 or £4).   The target is Directors of Education and School Managers: say 4 per EA/Strathclyde Division;   one per Primary and Secondary School;   2 per College of Education;   etc.

4.   The Foreword should be signed by David Robertson who has already seen the Report in full and apparently agrees that the costings are realistic and clearly related to the PDC's recommendations.   It should not be signed by Sir James since the Report has not been seen by the CCC.

5.   Dissemination should be accompanied by a CCC circular letter which I shall prepare, sending you the master copy.   I shall negotiate with SED regarding Secretary of State comment, press notice etc.

6.   As we discussed, the Costing Report does not seem to fit any of the publication categories so I would not propose any "CCC" subtitle.

The draft Report is on Cromenco Cromix.   You were to explore with Russell Print whether they can use the disc directly or whether it would require to be transferred to another system.   Transfer to Cromenco C-dos could be done free of charge;   transfer to another system could be undertaken by the MicroCentre in Edinburgh but would cost.   The draft as it stands comes to you in confidence of course but may be sent to the printer for estimating purposes.

AHG225.06

I should be grateful for your advice as soon as possible on the above points and on the feasibility, cost and timing of printing and dissemination.

No doubt Sydney and David Robertson will wish to consider carefully the nature of the Foreword. Stated baldly, as in the Report, the total costs are quite staggering. Unfortunately there is no basis for stating comparisons with the full cost of other programmes (eg Primary Education in Scotland, Munn/Dunning, Tour de France). But stated as a percentage of gross annual expenditure on education in Scotland the figure would be quite small. Equally something of this nature might appear in the covering letter.

AHG225.06

APPENDIX 11   THE AFTERMATH   (VARIOUS)

a. Letter from Johnston

b. Response

c. Introduction

d. Draft submission

e. Memo from McNicoll

f. Letter from Robertson

g. CCC's consideration of 10-14 Report

h. Memo from McNicoll

i. Letter from Munn to Secretary of State

j. "Fall-back" position

k. McNicoll to Crawley

l. Gordon to Munn

m. McNicoll to PDC members

n. Lonie's letter

o. Robertson to Menzies

p. A response by Smyth and Adams

75341

67 ELIE AVENUE
BARNHILL DUNDEE DD5 3S~
16 Jan 1987

David,

I enclose a summary of the 10-14 report. We agreed that it might be helpful to you, & generally expeditious, if I sent the manuscript direct to NSAH. I have a photo-copy but wld like 2 copies of the typed version. I would, of course, be ready to give a quick check the first re-typing and let you have it back by return. If there are any queries about handwriting, I could easily refer to my photo-copy by telephone, or a call on Miss Paterson, Mr. Veridge's secretary, would probably give the solution! My handwriting is, I am sure, imprinted on his psyche. If necessary, I could make the trip to Edinburgh at short notice.

I am sorry that the manuscript is not composed on sheets of similar size. The weather prevented a periodic raid on the HMI office in Dundee. The bulk looks greater than it is.

I have set out the summary in 5 sections for the following reasons:-

i) the sections represent the thematic categories of the responses received.

ii) the structure should allow for both general and particular consideration and follow-ups and for decisions about what to pursue and with whom.

iii) there should be scant room for complaint that any response has been short-changed.

I recommend that Appendix II, the guide to responses, be typed in the order I have adopted. This summary is being despatched on 16th January. There may be responses still to come, but I doubt whether they will break new ground beyond what the summary already covers or alter the emphasis. I will be pleased, of course, to study all responses that come to hand from now on, and maintain a consideration of them.

I think I can safely say that the summary is uncontaminated by any colouring of mine. One of the nice things about the task was that I could set aside any thoughts of my own.

You will no doubt top and tail the covering note I have compiled so that it suits your administrative style.

For your interest, I have two or three additional notes prepared. They are labelled

a) Appraisal of Conclusions and Recommendations - a very brief list of those specific recommendations not accepted, questioned, accepted with provisos, dependent on feasibility trials, and additional proposals for research.

b) A note headed "What could matter from here on", listing 9 steps which could be said to be most material to future movement in 10-14 development.

c) Some comment on the two most significant characteristics of the responses - their constructiveness and their realism.

(c), and possibly (b), might have played a part in my short presentation. (a) might have been an appendix or a final hand-out at the meeting. Do not hesitate to let me know whether you wish to receive any of these notes. Do not hesitate, either, to give me any advice on form of presentation at the meeting. And, if you wish a chat, it would be no problem to travel to Edinburgh or speak by phone.

I have valued and enjoyed the remit and hope your expectations have been met. I remain ready to send CCC if ever appropriate.

Yours sincerely,

Best.

EDUCATION 10-14

1. The attached summary of responses to the Report of PDC
on "Education 10-14 in Scotland" and the related Costing
Report by MERU is in 5 sections viz

    1. Strategic Aspects

    2. Alleged Misunderstandings and Uncertainties

    3. Alleged Shortcomings and Oversights

    4. Particular Pleas

    5. Costing

Items asterisked are among those which may deserve greatest weight.

2. There are 2 Appendices viz

    I   Modern Foreign Languages

    II Guide to Responses Received

1. STRATEGIC ASPECTS

1.1 THE NATIONAL CONTEXT

1.1.1 Place of 10-14 in national priorities*

There were general assumptions that development post-14 would be intensified after the end of professional unrest and that 10-14 would not command first or earliest priority.

1.1.2 Consonance between 10-14 and 14-16 development*

There was general recognition that Standard Grade Development Programme would have considerable effects on syllabuses, methodology and assessment at S1-2. It would be important to highlight the significant consonances and exploit these as a priority.

1.1.3 Resources*

i. A small minority of responses, mainly from Education Authorities, were directly related to the Costing Report (cf Section 5). There was a very high, general consciousness of the resource dimensions and of the necessity for additional finance to be made available from central government. The extent to which 10-14 developments were, or were not, taken into account in the forthcoming national review of staffing was seen as a vital signal. The principal features mentioned in this connection were the staffing implications of

(a) a greater emphasis on areas of the curriculum requiring practical-size classes at S1-2,

(b) the provision of learning support systems,

(c) the allocation of time, above all to assistant headteachers, for development.

ii. While some Education Authorities believed that a measure of 10-14 development might be possible within current constraints, COSLA and individual Authorities made it abundantly clear that any concerted initiative on their part would be dependent on the provision of the necessary finance for development, staffing and materials. Beyond Education Authorities, the frequent view was that attempts by regions to attempt development within existing resources would be unwise given other national priorities and the high expectations of teachers represented by the 10-14 Report in its own right.

iii. The relative expensiveness of development per widespread local school-groupings was frequently mentioned, especially by those in rural and/or remote areas.

1.2 THE OVERALL IMPACT AND TONE OF THE REPORT

1.2.1 Length

There were suggestions that an abbreviated version of the Report should be available to reduce the risk of engulfing teachers, to ease in staff development, and trigger in-service occasions.

1.2.2   Tone

A number of responses found the Report assertive rather than persuasive.   Sections 2 and 3 cover some of the instances.

1.3 OVERALL STANCE OF THE REPORT

1.3.1   Aims, principles, climate of learning, aspects of experience, desirable outcomes etc*

There was, with the exception of EIS and Dunfermline College, general acceptance of these "philosophical" bases.   The main provisos were that the Report:-

(a) tended to found on the best, not uniform, practice in primary education and the less enterprising practice in the secondary sector,

(b) under-estimated societal pressures on the secondary curriculum,

(c) was too much concerned with the learning process rather than learning outcomes at the specific level,

(d) in many respects did not relate to the 10-14 stage only.

Not all respondents found the aspects of experience easy to reconcile with the Munn modes.

1.3.2   Founding on the primary/secondary organisation of schools

Accepted.

1.4 STRATEGY FOR DEVELOPMENT AND IMPLEMENTATION

1.4.1   Gradual, cumulative momentum*

Accepted, in view of competing priorities, high expectation of teachers, and the wish to get to "grass roots".   But there was recognition that there may be problems in maintaining momentum and achieving a national even-ness of development over the fairly lengthy time.

1.4.2   Local inter-sector school groups as units of development*

The arguments for this basis of development, with maximum participation by teaching staff, were generally acknowledged.   There were, however, many riders expressed viz a quite overt EA management role was necessary in decisions about phasing of initiatives, allocating tasks in light of local talent, identifying priorities, deploying influential staff; the probability that the model would be diffuse and very costly for rural and remote areas, necessitating either proportionately greater support or a more streamlined approach;   the value of having clear national objectives/guidelines as a framework for local development;   the questionable influence some local liaison groups might carry;   and the quite essential allocations of time to key staff, especially assistant headteachers.

1.4.3   <u>Management</u>*

See 1.4.2 for reference to EA role.   There was support for the deployment of 10-14 Development Officers and secondees but reservations about the appointment of 10-14 Advisers, and the creation of exclusive 10-14 roles generally.

A powerful role for the National Co-ordinating Committee was foreseen, not least in latching on to good practice and disseminating information.

2.   ALLEGED MISUNDERSTANDINGS AND UNCERTAINTIES

2.1 <u>Modern Languages</u> (see Appendix I for more detailed appraisal of responses under this head)*

There was outright criticism of the Report's consideration of Modern Languages both from groups with a specialist interest and more widely. The responses in almost every case were positive in their support of the aims and climate of learning favoured by the Report.   A principal contention was that the Report's view of Modern Languages 10-14 was at odds with its own philosophy as well as with current developments. Specifically, the Report was criticised for

i.   its false analysis of ML goals at S1-2, with the relegation of communicative competence,

ii.   its pedantic separation of communicative competence and language awareness,

iii.   its failure to recognise the lack of consonance between the aims and approaches suggested for S1-2 and committed developments at Standard Grade,

iv.   its lack of correspondence with international trends and societal needs, and apparent defeatism in face of promising development,

v.   its mixed reasons for proposing a limitation in time-allocations to language.

2.2 <u>English - Modern Language Collocation</u>*

Responses from both specialist interests and more generally rejected the grounds on which the collocation was proposed.   There was increasing correspondence of methodology but the difference between the stages of development in each field precluded the notion of an overall language block at 10-14.   There might be a stronger case for language unification between English and other language-handling components, but even there, the Report was over-optimistic and premature in its references to developments in language across the curriculum.   The grounds on which a reduction of time to "language" was proposed were not found convincing.

2.3 <u>Mathematics</u>*

The Report's analysis of Mathematics was considered assertive rather than persuasive through the adducing of evidence.   There was some, but not universal, sympathy for the approach on general, "in-vogue", educational grounds but there were many cautionary comments eg

i.   against accepting that mathematics education in primary schools was taught in a consistently child-centred way,

ii.   against the over-rating of problem-solving approaches, still at an early stage, with success as not yet able to be defined,

iii.   against premature optimism about the feasibility or effectiveness of relating mathematics to "authentic contexts" at 10-14,

iv.   against peremptory pushing of mixed-ability grouping for mathematics throughout S1-2.

The proposed reduction of time-allocation to mathematics did not find favour, particularly since developments in mathematical applications across the curriculum had not been thoroughly developed or analysed, and the effects of time-allocations at S3-4 had yet to be assessed.

2.4   Time-allocations*

References to time-allocations are included under various heads in this summary, but it might be useful to mention the significant comments under one head, viz

i.   It was a doubtful step to incorporate, in a report commending a patient review of established practice and a collaborative approach to the curriculum, specific recommendations for reduced time allocations.

ii.   It was not clear how far the arguments were based on evidence directly related to the areas proposed for reduction, or related to the "merits" of other areas, or related to the need to have adequate "flexible" time.

iii. The recommendations were made

    a.   ahead of evidence of repercussion of revised time allocations in S3-4,

    b.   ahead of evidence of effective across-the-curriculum development in language or mathematics,

    c.   on the disputed assumption of a unifiable English/Modern Language component,

    d.   despite the possibility that the teaching and learning approaches favoured by the Report might require more time or smaller classes in the areas proposed for reduction,

    e.   ahead of evidence of resource implications of a reorganisation of S1-2 in terms of tutorial time, flexible time and standard time,

    f.   on the basis of a possibly insufficient allocation of time to RE within adjustable time.

2.5   Learning support

The Report tended to give the impression that learning support staff were to be deployed almost exclusively for the benefit of pupils who have deep-rooted or persistent SEN, under-emphasising their role with a broader range of pupils.

2.6   Priorities for development*

It was not clear how the recommended, concerted development of new areas of the curriculum (health education, media studies, application of computers) was to fit into the pattern of local decisions and initiatives.

3. ALLEGED SHORTCOMINGS AND OVERSIGHTS

3.1 Teacher training*

There was frequent comment, by no means confined to responses from Colleges of Education, that the revisions of teacher training, while going in acceptable directions, fell a good deal short of what the generally radical Report might have been expected to say. The commendation of 10-14 modules in the National Diploma in Professional Studies in Education, the prospect of 10-14 associateships, the emphasis on appropriate in-service training, were all accepted. But many responses averred that more purposeful exposition of common elements in primary and secondary pre-service training would have been in keeping with the Report's overall stance. Arguments were put forward for a dual qualification; the discontinuation of the BEd (sic) was regretted; it was suggested that the primary course might cover 3-14 and the secondary course 10-18; one College accepted that specific courses in 10-14 might not now be opportune but might prove to be at some future date. More specifically, it was proposed that secondary pre-service training should include experience in primary schools and primary pre-service training should allow students to "follow" S1, and possibly S2, classes.

One response called for vigorous pursuit of any relevant amendments to GTC regulations to facilitate the provision of appropriate award-bearing in-service courses.

There was some feeling in the College of Education sector that their role in 10-14 development was underemphasised. One Education Authority wished College of Education staffing compliments to be sufficient to allow for lecturer participation in initiatives by local groups of schools.

3.2 Religious education (the respondents might claim that this item should be included in Section 2, as a "misunderstanding")*

While it was acknowledged that there were many unexceptionable references to RE it was felt that the statement of the 9th aspect of experience (14.17(ix)) was not underwritten by a full recognition of RE as a distinct curriculum contributor. Paragraphs 6.90-91 did not express a sufficiently adamant view of the place of RE; Fig 4 (though ostensibly in line with the "desirable outcomes" lacked reference to RE; and the assigning of RE to "adjustable time" was considered a relegation and a source of future uncertainty in extent and quality of provision.

There was also concern about a lessening of Education Committee say about RE provision consequent on increased power of local groups and individual school managers to make decisions about the curriculum.

3.3 Parents charter*

The implications for secondary schools which draw pupils from primary schools which will be in different local groups would have to be considered.

3.4 Media studies*

The Report did justice to the role of media studies within language, but overlooked their integration with a range of other curriculum components viz social subjects, art, information technology.

3.5 Gaelic

Positive references to Gaelic were acknowledged but there was no mention of Gaelic as an actual medium of instruction in primary schools.

3.6 Preparation for life in society

There was no recognition of the need to prepare pupils for life in a competitive society.

3.7 Outdoor education

There was a lack of a sufficiently positive statement of the value of outdoor visits and residential outdoor experience.

3.8 Information-sharing between primary and secondary schools

This aspect was clearly considered important, but the Report stopped short of drawing specific conclusions about the nature and quality of information to be shared.

3.9 Understanding other societies

The expression of the 4th overall aim (3.8) was deficient in that it did not incorporate reference to the value of understanding other societies, with the prospect of collaborative work between the social subjects and language.

3.10 Keyboard skills

These deserved recognition as one of the practical skills covered in Chapter 6 and as more than an element of "adjustable time".

3.11 Devices to achieve continuity

a.   There was no mention of the practical merit of rearranging the session so that classes moved up annually in May

b.   More could be done in primary schools, and between primary and secondary schools, to introduce pupils to a wider variety of teachers

4. PARTICULAR PLEAS

4.1 For development or research

4.1.1 More precise definition of the so-called "permeators", and methods of co-ordination.*

4.1.2 Organisation and resource implications of organising S1-2 in terms of tutorial time, flexible time, standard time.*

4.1.3 The feasibility and resource implications of incorporating a modular structure in S1-2 timetables, taking into account the introduction of short courses 14-16 and modules post-16.*

4.1.4 The incorporation of new elements in the curriculum, particularly health education.*

4.1.5 Supply and evaluation of Information for parents on aims, and intended character, of education 10-14.*

4.1.6 The teaching and learning of mathematics 10-14 in terms of problem-solving and use of authentic contexts.

4.1.7 Curriculum links between primary and secondary schools in technical education (implying the inclusion of technical education in the list of aspects where there is little experience of collaboration and where development is required.

4.1.8 The application of computers to the teaching and learning of language.

4.1.9 The monitoring of the effects of the "hidden curriculum" on a whole-school basis.

4.2 For opportune recognition

4.2.1 The role of Child Guidance Service personnel in the provision of support for pupils with learning difficulties - deployment of resource materials, support of co-operative teaching, links with key promoted staff, in-service training, and the evaluation of the effectiveness of learning support systems.

4.2.2 The role of the library service should play in developing library and reference skills, resourcing new courses and information handling. The Report also made too easy assumptions about the availability of material resources.

4.2.3 Developments in Physical Education 10-14 in Strathclyde (Linwood) involving Scottish School of Physical Education, covering course structures, information sharing etc.

4.2.4 The BEd course of SSPE in Physical Education and Human Movement.

4.2.5 The advantages of handball, within PE, as a sport offering a sense of achievement to a wide range of pupils.

4.2.6   The establishment of a recognisable national focus for the development of mathematics.

4.2.7   The securing of appropriate organisation and resources for the effective provision of drama - a national focus;   adequate specialist staffing in primary and secondary schools and Colleges of Education.

5. COSTING

5.1 Paragraph 1.1.3 referred to the generally high awareness of the resource implications of the Report and certain general aspects. The publication of a costing report by a national source would appear to have four main effects at this stage viz

    a.   to raise, even further, the consciousness of resources,

    b.   to increase a sense of dependence on the provision of adequate central government and regional funding,

    c.   to intensify the awareness of other national priorities,

    d.   to induce comment on instances where the estimated costings may fall short.

5.2 This section concentrates on points specifically related to the Costing Report. The principal and powerful respondents were Education Authorities - Lothian, Strathclyde, Dumfries and Galloway and Western Isles. The EIS welcomed the Report but reserved its position and implied, but did not pinpoint, certain questionable assumptions.

5.2.1   <u>Application of the developmental model to rural and remote areas</u>*

The costs of meetings (travel, subsistence, supply staffing etc) and the operation of the system of steering and school-based groups were thought to be much under-estimated in rural and remote areas (cf 1.1.3 (iii) and 1.4.2).

5.2.2   <u>Staffing</u>*

i.   <u>Co-operative teaching/remedial provision</u> (Note 13)

The Strathclyde response concentrated on the uncertain basis for costing the provision of support staff at S1-2, pointing out that

    a.   their system entailed the deployment of one additional teacher per each of the years S1-2 per class taking English, mathematics, a language, and a social subject,

    b.   adequate provision for pupil learning difficulties should entail additional staffing over and above that for co-operative teaching.

ii.   <u>Supply staff</u> (Note 2)

    a.   The provision of supply staff could create a precedent affecting other major developments where cover was drawn from staff complements.

    b.   Supply staff would not be available in all geographical areas or for all aspects of the curriculum.

iii. <u>Surplus staff</u> (Note 12)

Changes in subject-balance at a time of falling rolls could cause "hidden costs" associated with the continuing employment of surplus staff if "no redundancy" policies were maintained or if retraining was feasible.

iv. <u>Additional staff to provide management time</u> (Note 2)

Certain Authorities were wary of making this a general provision.

v. <u>Staffing allowance for CCC involvement</u> (Note 8)

The type of allowance for the involvement of College of Education staff in CCC work should also apply to EAs.

5.2.3   <u>Phasing items</u> (Notes 3, 4)

a. Experience was said to have shown the advantage of establishing steering groups and appointing development officers ahead of the setting up of local schools groups (the former in second part of Year 1 and the latter in Year II).

b. The information booklet for parents should be costed as a recurrent publication and targetted more widely.

5.2.4   <u>Training/staff development</u> (Note 5)

a. The proposals were costed against an over-restricted corps of staff.

b. It was not clear whether staff development beyond specific implementation had been included in "steady state" costs.

5.2.5   <u>Clerical support/reprographic assistance</u> (Note 9)

Estimates were considered too low (as with other national developments).

5.2.6   <u>Computers</u> (Note 7)

a. The assumption that "supply will continue at this rate" might be optimistic.

b. Costs for telephone charges, licensing fees, network provision, software, might be considerable.

MODERN FOREIGN LANGUAGES

1.   The Report's consideration of modern foreign languages was strongly criticised.   Detailed responses on this aspect came from the Central Committee, the Scottish Association for Language Teaching, the Modern Languages Panel of SEB, the Modern Languages section of the Association of Educational Advisers, Heads of Department in Colleges of Education and in schools.   More general comment came from a range of national bodies including GTC, EIS, Secondary Heads Association (Scotland), and certain Colleges of Education.

2.   The general characteristics of these comments were

   a.   their consistency

   b.   their obvious sympathy with the approach of the Report as a whole (its aims, climate of learning, aspects of experience, desirable outcomes)

   c.   their rejection of the Report's analysis of the nature and main goal of modern languages as a curriculum component 10-14

   d.   their emphasis on the lack of consonance between the 10-14 Report and a wide range of recent Scottish and international publications (not least the CCC Discussion Paper on the provision of modern languages in Scottish secondary schools), arrangements for Standard Grade, and overall trends in the teaching and learning of modern languages 12-18.

c. and d. led to objection to the suggested revision of time allocations to language.

3.   Among the points most insistently made were:-

   3.1 Disavowal of the Report's ranking of the goals of modern language teaching at S1-2, notably the relegation of the goal of communicative competence, in contradiction of current policy and practice.

   3.2 The Report's pedantic separation of communicative competence from language and cultural awareness, and its failure to realise the extent to which the latter strands were significant by-products of the former.

   3.3 The Report's undervaluing of the goal of communicative competence as highly consonant with

   i.   the character of the young learner

   ii.   the nature of learning favoured by the Report itself, desirable outcomes, emphasis on social and personal skills.

   This under-valuing occurred despite the allusion to a later emphasis on communicative competence as a factor in the argument for excluding the formal provision of a modern language in primary schools.

3.4 The lack of consonance between the approach attributed to modern languages in S1-2 and committed developments post-14 (those geared to tight time allocations).

3.5 Glib analysis of English/modern languages as constituents of a language-block.

3.6 Further disadvantaging of Scottish pupils amidst international trends of provision (including England and Wales).

3.7 Unconvincing references eg to

i. language as a possible flexi-time component

ii. language awareness courses and their effectiveness

iii. lack of reported ill-effects of reduced time-allocations

AIDE-MEMORE: RESPONSES TO CERTAIN RECOMMENDATIONS

A	Severely questioned	14.27, 14.29	Language, Mathematics
B	Questioned	14.84-14.91	Teacher training: not bold enough
C	Accepted with provisos	14.6	Common curriculum: when qualified by 14.18
		14.15	Mixed ability: depending on size of group, methodology, resources
		14.25	When position of RE safeguarded
			When staffing implications are clarified
		14.4	Desirable outcomes: if and when translated into specifics
D	Dependent on feasibility	14.2	Involvement of all P6-7 and secondary staff generally?
		14.23	Inter-visitation?
		14.34	Incorporation of new elements?
		14.39	Modular structure?
E	Research proposals incomplete	14.98	cf Section 4.1 of Summary for additional suggestions

RESPONSES RECEIVED

1. Authorities

Convention of Scottish Local Authorities

Borders
Central
Dumfries and Galloway
Fife
Grampian
Highland
Lothian
Strathclyde
Western Isles

2. Colleges of Education (including Departments and individuals)

Aberdeen
Craigie
Dundee
Dunfermline
Jordanhill
Moray House
St Andrews
English Department, Jordanhill
Speech and Drama Department, Jordanhill
Head of Modern Languages Department, Jordanhill
Head of Modern Languages Department, Aberdeen
Three members of staff, Scottish School of Physical Education, Jordanhill

3. Associations, Bodies

General Teaching Council
Educational Institute of Scotland
Secondary Heads Association, Scotland
NAS/UWT, Scotland
Secondary School Teachers Association
Association of Advisers in Modern Languages
Association of Advisers in Primary Education
Association of Advisers in Mathematics
Scottish Association for Language Teaching
Association of Advisers in Religious Education
Association of Teachers of Religious Education
Technical Teachers Association
Association for Media Education
National Association for Outdoor Education
British Handball Association
United Kingdom Reading Association
Modern Languages Panel, Scottish Examination Board
Church of Scotland Committee on Education
Comunn na Gaidhlig
CCC Scottish Education/Industry Committee
        Development Group on Language Arts
        Central Committee on English
        Central Committee on Mathematics
        Central Committee on Modern Languages

4.   Other Groups

Child Guidance Service, Ayr Division, Strathclyde

5.   Individuals (other than those in Colleges of Education)

Professor J Nisbet, University of Aberdeen (in form of article)
F J Guthrie, Perth and Kinross District Librarian
Dr Dorothy Williams, Project Co-ordinator, Microcomputers in School
   Library
C P Skene, Chairman, Grampian Area Industry Year
J C Sweeney, Headteacher, St Paul's Primary School
E Mackie, Headteacher, Lochadrie Primary School, Highland
L G McKay, Headteacher, Kemnay Primary School, Grampian
R MacKay, Adviser in Primary Education, Grampian
I McGalloway, Headteacher, Williamwood High School, Strathclyde
Ms Mgt MacIntosh, Headteacher, Drummond High School, Lothian (in form
   of article)
H D MacKenzie, Headteacher, Craigroyston High School, Lothian (in form
   of article)
G A Farquarson, Headteacher, Tobermory High School, Strathclyde
E G Smith, Headteacher, Castlebrae High School, Lothian
M Lewis, Headteacher, Queensferry High School, Lothian
R G Scott, Asst Headteacher, Prestwick Academy, Strathclyde
J Kelly, Asst Headteacher, a Kilmarnock School, Strathclyde
Mrs J H Hume, Asst Headteacher, Victoria Drive Secondary School,
   Strathclyde
Ms M Pirie, Asst Headteacher, Inveralmond Community High School,
Lothian
D Meiklejohn, Principal Teacher Music, St Columba's High School, Fife
Miss M A Burns, Principal Teacher Modern Languages, Merksworth High
   School, Strathclyde
J D Ferguson, Adviser in Modern Languages, Strathclyde

<u>Introduction to Summary of Responses to 10-14 and Costing Reports</u>

1. A word about the structure of the summary

2. A couple of comments on the salient characteristics of the responses

3. A few points that stick in the mind

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1. <u>The Structure of the Summary</u>

    a. I hope you find it helpful and free from complication. It was not pre-determined but began to emerge about one-third of the way through the analysis, the responses first having been grouped according to categories of respondent as indicated in Appendix III.

    b. It focusses on substance of response but there is occasional particularisation of source when that seems important.

2. <u>Two Salient Characteristics of the Responses</u>

    a. <u>There was very little querulousness</u>

    This is probably attributable to 3 factors:-

    i. A general recognition that 10-14 was an area genuinely worthy of study and deserving development.

    ii. A general, almost instinctive, sympathy with the <u>character</u> of education 10-14 favoured by the Report. This was true even of those who were expressing considerable reservations about particular aspects of the Report eg those concerned about the treatment of ML and RE.

    iii. An assumption, derived from the spirit of the Report and its preferred model of development, that many of the developments in curriculum and course organisation favoured would, in the nature of things, have to be subject to trials of quality and feasibility.

    That having been said, it would be prudent to bear in mind the responses from SSTA and EIS. The former had no comment to make at this stage. The second submitted perhaps the critical response of all and was in certain respects unhappy with both the tone and the approach of the Report.

    b. <u>There was a good deal of realism</u>, with recognitions that

    i. 10-14 was in a queue of national developments

    ii. adequate resourcing was a pre-condition of development [cf Lothian]

3. **Six points that stick in the mind**

    a.   The relevance to purposeful 10-14 development of the national reviews of staffing.

    b.   The importance of achieving maximum harmonisation of 10-14 and post 14 developments.

    c.   The importance of adjusting the commended model of universal, participative, local development to geographical (non-urban) circumstances, to more selective promotion, to planned EA supervision, and to sufficient national co-ordination.

    d.   The problems caused by the expectations of pre-service training against the limited length of the post-graduate course; and the fervent wish for more flexible pre-service training.

    e.   The extent to which the Report has non-plussed those concerned with ML, and the high quality of their argument. Their responses were not a reflect bellyache against possible reduction in allocation of time but clear disputation of the imputed curriculum role of ML.

    f.   The frank admission of quandary in mathematics, and uncertainty about the directions in which the teaching and learning of mathematics will go.

4. **Corrigenda**

    a.   P6:   Para 1, line 11:   delete "(sic)"

    b.   P6:   Para 3, line 3:   amend to "complements"

    c.   P6:   Para 5, line 6:   close bracket after "outcomes"

CONSULTATIVE COMMITTEE ON THE CURRICULUM

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phone: 031-556 8400 ext.

930

FIRST DRAFT SUBMISSION ON EDUCATION 10-14 IN SCOTLAND

1.   The attached Draft has been prepared for consideration by all members of the CCC who are invited to offer comments no later than 4 March if these are to be taken into account by the Executive Committee when it meets on 6 March.   It may be possible to accommodate later comments before the submission is put into final form but this could not be guaranteed.

2.   The Draft attempts to reflect the consensus view of the CCC as expressed at the meeting on 10 February but members should not hesitate to indicate where the reflection does not appear to be accurate or where important considerations may have been omitted.

3.   This Draft omits Annexes which it is intended should accompany the submission.   Annexes A and C are, respectively, CCC/87/2 and Appendix D to CCC/87/4.   Annex B is intended to provide a brief summary of those recommendations of the PDC which were fully endorsed by the CCC along with others modified in directions indicated in the Draft especially in paragraphs 13-37.

4.   The Chairman has asked me particularly to draw the attention of members to paragraphs 37-39 of the Draft.   This relates to a major issue which was not touched on at all at the meeting on 10 February and on which the CCC's view was not sought.   Clearly a suggestion costed at £8.8m per annum should not be "nodded through" without careful consideration.   Members are therefore urged to give particular attention to this matter and to indicate any difference of stance to that adopted by the draft.   Otherwise silence will be taken to mean consent to that stance.

5.   A copy of the final submission will be issued to members in due course.   Meanwhile you are reminded that until the Secretary of State has responded these and related papers should be considered confidential to the CCC.

D R McNicoll
Room 4/21   CCC Secretariat

File Ref: CDC/1/2
            CDC/2/5

AHG056A1

EDUCATION 10-14 IN SCOTLAND

Preamble

1. This submission sets out the formal advice of the Consultative Committee on the Curriculum to the Secretary of State for Scotland on the Report of the Education 10-14 Programme Directing Committee which was issued widely in 1986 as a CCC Discussion Paper.

2. Education Authorities and other interested parties in Scotland were invited to submit views on the recommendations of the Report, taking into account the findings of a costing exercise prepared for the CCC by HM Inspectorate's Management of Educational Resources Unit. An independently commissioned analysis of these views (Annex A) was made available to members of the CCC.

3. In arriving at a final position on the recommendations of the Report the CCC took into account

    a. the views of members of the CCC and representatives of the substructure as voiced at a Conference held in February 1986;

    b. the Costing Report;

    c. the subsequent consultation;

    d. factors associated with the recent period of disruption in Scottish schools and the subsequent settlement;

    e. current priorities in primary and secondary education.

AHG00108.027   1.

The Report's Reception

4.   All respondents to the Report agreed with the PDC's fundamental claims that there should be greater continuity between primary and secondary schools and that "a young person's experience of education should be coherent, continuous and progressive".   There is a wide recognition that 10-14 is an area genuinely worthy of study and deserving development.   There is a general, almost instinctive, sympathy with the character of education 10-14 favoured by the Report and widespread acceptance of the philosophical bases of the Report.

5.   The Report of the Programme Directing Committee has not been without its critics.   Some (including the EIS) have regretted its length, and the adoption of a tone seen as assertive rather than persuasive. Some have felt that the Report tends to found on the best practice in primary education and the less enterprising practice in the secondary sector;   that it underestimates the many societal pressures on the secondary curriculum;   that it is too much concerned with the learning process rather than with learning outcomes at the specific level.   Certain respondents found its rationale difficult to reconcile with that of the Munn Report.

6.   In considering the place of education 10-14 within national and local priorities most respondents assumed that development post-14 would be intensified after the end of professional unrest and that 10-14 would not command first or earliest priority.   While the necessity of a gradual, cumulative strategy for implementation was accepted, there was recognition that there might be problems in maintaining momentum and achieving a national evenness of development over the eleven year period envisaged by the authors of the Costing Report.

7.   Among most respondents (whether or not reference had been made to the Costing Report) there was a very high consciousness of the resource implications of the recommendations.   The principal features mentioned were the staffing implications of a greater emphasis on areas of the curriculum requiring practical classes at S1/S2, the provision of learning support systems and the allocation of time, above all to assistant headteachers, for development.   The relative expensiveness of the development proposed through local school-groupings was also frequently

mentioned. While some education authorities believed that a measure of development might be possible within current constraints, COSLA and individual authorities made it abundantly clear that any concerted initiative on their part would be dependent on the provision of the necessary finance for development, staffing and materials.

8. The Report attempted to grapple with aspects of existing provision identified as deserving review by the HMI paper "Learning and Teaching in the First Two Years of the Secondary School". Many respondents were not convinced by the reasoning behind some of the solutions proposed by the PDC. There was particular criticism of proposals for a reallocation of time in S1/S2 to the advantage of practical subjects like technical education, home economics and drama, at the expense (apparent or real) of modern languages, English and mathematics.

THE CCC'S GENERAL POSITION

9. Almost 10 years ago the CCC identified as one of its overriding priorities the need to rationalise and update the "overcrowded curriculum". Pressure on the curriculum emanates from Government, from industry, from society as a whole and from the education profession itself. Overcrowding derives from the burgeoning content of established subjects, the promotion of important new subject areas, new forms of school and classroom organisation, and from new teaching approaches. All of these are intended to improve the quality of the educational process and its end product. Yet each new demand exerts further pressure on curriculum time, planning time, class size, in-service provision, staff and resources.

10. During the last decade a process of substantial review of curricular policy and practice has derived from a series of major reports and subsequent development programmes with, in each case, collaboration between central and local Government, the CCC and other national agencies. Three of these reports - "Primary Education in the Eighties", "the Munn Report" and "Action Plan" - have provided, respectively, a clear rationale for the age groups 5-11, 14-16 an 16+. "Education 10-14 in Scotland" completes the sequence 5-18 by proposing a rationale, a curriculum framework and a development programme designed to achieve

continuity and progression from upper primary through the first two years of secondary to the curricular provision for Standard Grade*.

11. It is widely recognised that Scotland has led the rest of the United Kingdom and much of the world in the rationalisation process, but the revision has not been achieved without some disturbance to the traditional partnership of national and local Government and the profession. The CCC is conscious that Ministers will wish to ensure that this partnership, so integral to the Scottish educational tradition, is not further endangered by the placing of unreasonable demands on the teaching profession, nor undue disruption to the education of pupils. We must also take into account the willingness of the teaching profession to sustain curriculum development within the terms of the new Conditions of Service. We are conscious that, in future, the pace of curriculum development and its resource implications will require to be more measured than those of the last decade. The Costing Report, the first of its nature, is a salutary indicator of the overall costs of a development programme of this nature, modest in proportion though it may be to its predecessors.

12. At the same time Ministers will appreciate the importance to the national well-being of completing the process of updating and rationalising the curriculum for all children from the nursery stages through to further and higher education and employment.

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* In its analysis of the issues in the provision for this age range the Report relies upon, confirms and develops the analysis of needs identified by recent HMI surveys:

Learning and Teaching in Primary 4 and Primary 7

Learning and Teaching. The Environment and the Primary School Curriculum

Learning and Teaching in the First Two Years of the Secondary School

AHG00108.027   4.

THE CCC'S VIEW ON "EDUCATION 10-14 IN SCOTLAND"

13.   In succeeding sections we first re-appraise the range of educational principles which the PDC Report commends (paragraphs 14-32).   Second, we reconsider the PDC's proposals for the management of education 10-14 including the establishment of curriculum co-ordinating teams on a partnership basis (paragraphs 34-36).   Then, in the light of the circumstances which are so different from those which existed when the PDC embarked on its work 5 years ago, we formulate a modified set of proposals for advancing the provision for 10-14 year olds in Scotland (paragraphs 37 to 38).

EDUCATIONAL PRINCIPLES AND THEIR APPLICATION - 10-14

14.   We endorse most of those recommendations of the Report which deal with educational principles.   For the most part these are a reflection of recognised commendable practice found in enterprising primary and secondary schools up and down the country.   Annex B lists in summary form those recommendations of the Report which we are able to endorse fully in principle and which we would wish to commend to all education authorities and schools as models of good practice.

15.   There are, however, a number of recommendations to which, in the light of consultation and the considered view of the CCC, we propose some modification.   These also are summarised in Annex A and relate principally to

   a.   the nature of the curriculum rationale and framework proposed by the PDC;

   b.   pupil choice;

   c.   the balance of time allocations proposed for S1/S2;

   d.   certain organisational principles P6-S2;

   e.   the nature of class organisation proposed for S1 and for S2.

16. We shall later propose that the agreed principles, together with those which we intend should be modified, should be incorporated in a brief "Position Paper on Education 10-14" to be published with the authority of the CCC and the consent of the Secretary of State.

Curriculum Rationale and Framework

17. As noted earlier, certain respondents found difficulty in reconciling the rationale and framework proposed by the PDC with those of the Munn Report. We have found no overwhelming difficulty. `Like some others we do feel that the Report concentrates unduly on the "child-centred" nature of the 10-14 experience, but we agree that it should provide a worthwhile experience in its own right. It is patent, however, that schooling at 10-14 must build upon earlier learning as well as prepare for the 14+ curriculum.

18. "Education 10-14 in Scotland" subscribes to the same overriding claims on the curriculum as were recognised by the Munn Report, viz the claims of society, of knowledge, and of individual needs (as indeed do "Primary Education in the Eighties" and "Action Plan"). Similarly all of these reports adhere fully to the statement of general aims adopted by the Munn Report*. We subscribe wholly to the range of capacities and attitudes described by the PDC as "desirable outcomes" and we consider that these are applicable equally to all stages of education. Although different emphases are properly placed on these "claims", "aims" and

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* The Munn Report identified 3 main sets of claims on the curriculum: those made by society itself (3.3-3.6): those deriving from theories on the nature of knowledge (3.8-3.11), and those based on the psychology and needs of the pupils themselves (3.12-3.16). On the basis of these social, epistemological and psychological claims the Munn Committee formulated 4 sets of aims for secondary schools: the development of knowledge and understanding of the self and of the social and physical environment (4.3); the development of a range of cognitive, inter-personal and psychomotor skills (4.4); the affective development of pupils in a whole range of attitudes (4.5); and preparation for adult life and social competence (4.6). A relationship is then established between these claims and 8 modes of activity.

"outcomes" for the different age groups, and although the terminology is not identical, we are reassured and encouraged that a basic educational philosophy has emerged which is applicable to all stages of schooling.

19. As a means of translating philosophy to a practical curriculum framework for the S3/S4 years the Munn Committee related its "claims" and "aims" to a set of eight "modes of activity". Somewhat similarly the PDC identified a set of nine "aspects of experience" as the basis of a curriculum framework for the P6-S2 years. Both sets identify activities/experiences which should have an assured place and balanced attention in the curriculum of every pupil. We have noted that in general terms, and with two possible exceptions, the two sets are very similar indeed; we consider the exceptions to be more apparent than real and easily reconcilable*.

20. We are content therefore that, in fact if not in precise terminology, there is coherence in the required experiences, activities and outcomes identified for the 10-14 and 14-16 groups. Equally we are confident that, again with somewhat different emphases, these requirements apply to the earlier primary and later secondary stages and that the coherence can easily be translated into a curriculum framework applicable to all primary and secondary stages.

21. We propose, by adopting a more uniform terminology, to set out a clearly defined framework of required experiences, activities and outcomes spanning the school years P1-S6 and we would wish to commend this overall rationale and framework in forthcoming documents of guidance to

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* The first exception is that aspect described by the PDC as "the World of Inner Experience". Important although this feature undoubtedly is, we consider that it is different in kind from the other "aspects" and that the definition offered can be encompassed within "Religious Awareness and Moral Development". The other apparent exception is "Developing Practical Skills": this however matches well with an additional "mode" (Technological and Pre-Vocational Activities) which we are proposing should be added to those commmended by Munn for S3/S4.

education authorities and schools. Such a framework would allow education authorities to plan for all pupils in Scotland a curriculum based on principles of overall uniformity and balance but allowing for flexibility in local circumstances, and for choice for individual pupil needs.

Choice

22. We wish to distinguish between a "common framework" and "the common course" - a term long applied loosely to S1/S2. We would maintain that in the 10-14 years all pupils should share common areas of experience and activity. We confirm that opting out of any aspect of the common framework is not acceptable but, although the range of choice will be more limited than at the later secondary stages, we consider that the 10-14 curriculum should allow certain opportunities for choosing.

The Balance of Time Allocations for S1/S2

23. The Education 10-14 PDC have proposed, on evidence derived from the HMI survey of time allocations to subject teaching in 55 secondary schools and from other considerations mainly of a philosophic nature, an apparently radical reapportionment of the balance in the time allocated in S1/S2 between English/Modern Languages and Mathematics on the one hand and practical and aesthetic activities such as technical education, home economics, art, music and drama on the other.

24. We fully concur with the principle of a balanced apportionment of time across the 4 years in question and at any one time. We have sympathy with the long term objective of the PDC to move to a more satisfactory curricular balance than HM Inspectors found at S1/S2 in their averaged sample of 55 schools. We also understand the concern at evidence that "in some secondary schools the amount of time given to English, Mathematics and a modern language appears excessive". But we cannot subscribe to any suggestion that might put these critically important subjects at risk now or in the longer term. The PDC has been careful in the main text to enter important caveats to its proposals for redistributing time, but impressions have been given by the pie-chart at Figure 5 (page 95) which in our view it would be right to challenge.

Nor do we support the principle of allocating a proportionate percentage of time to named groups of subjects at S1/S2 (as appears to be suggested in Figure 5 of the PDC Report*). We do not necessarily resist "the practice of reducing the time in second year for some subjects at the expense of others". Rather, in the interest of encouraging schools to be flexible in apportioning of time in their own local circumstances and of accommodating some element of pupil choice, we would propose for S1/S2 a range of time for each experience/activity along lines somewhat similar to the formula which has been adopted for S3/S4**. We consider that principles of coherence, balance, flexibility and an element of choice should apply throughout the 10-14 years.

Organisational Principles P6/P7 and S1/S2

25. Consequently we concur with the recommendation of the PDC that "primary schools should review how far their existing policies and practices" at P6/P7 relate to the common curriculum framework which is proposed. We also agree that at these stages "development of learners' skills, understanding and attitudes should not be left to chance" and that schools should set policies for developing these systematically. In effect we would encourage movement towards a more systematic curriculum organisation than presently exists in many P6/P7 classrooms.

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*   This Figure has led to some misunderstanding of the text of the PDC Report (especially 8.71 and 8.72) which qualifies the immediate impressions given by the pie-chart.

**   We have referred this matter to the Committee on Secondary Education in connection with their current work on curriculum design S1-S6.

26. Equally we commend recognition by secondary schools of the three main categories of time recommended by the PDC for S1/S2 viz "tutorial or home base time", "flexible time" and "standard school time". We shall however (vide paragraph 23) be proposing a somewhat different distribution of time between and within each category than is proposed in the Report. Thereby we would encourage a much more flexible approach to the organisation of the curriculum at S1/S2 than presently exists in most secondary schools.

27. We confirm at this point our view that institutionalised middle schools are not a logical requirement of our approach. Organisational changes, at P6/P7 in the direction of greater order, and at S1/S2 towards less rigidity in course design would in our view do more than middle schools to pave the way towards the curricular coherence, continuity and progression supported by respondents.

The Organisation of Classes and Groups at S1 and at S2

28. We have given particular attention to recommendations (14.15 and 14.30 and related sections) of the PDC Report which commend the practice of grouping learners in mixed ability classes at S1 and at S2. We recognise that, largely for social reasons but also to avoid premature classification of pupils, grouping of pupils on a mixed ability basis has become the established practice in most schools at S1 and perhaps increasingly at S2. We favour the principle of broad social grouping, but equally we consider that all learning and teaching should be sufficiently differentiated in nature to accord with individual needs of pupils in terms of age, ability, aptitude and rate of progress. In many primary classrooms, with their advantage of the single, co-ordinating teacher, effective differentiated learning and teaching is achieved within broad social grouping. We are conscious that, in the secondary situation, where classes are being taught by a variety of teachers, teaching is apt to be directed to the "centre" of the ability range with disadvantage equal to the abler and less able learners. Again, pupil learning, in mixed ability classes is undertaken on the basis of pupil assignments and/or worksheets; these may be differentiated to some extent but are frequently the subject of criticism in that teaching and learning can be arid.

29. The PDC rejects the practices of streaming and setting as forms of differentiated organisation. We also have reservations but retain some sympathy with the Munn Committee's endorsement of "a degree of differentiation in S2 through both setting and individualisation of learning" and of "the practice of allowing abler pupils to have an enriched curriculum in S2, through the addition, for example, of an extra subject". We recognise that this remains the position in a substantial number of secondary schools at S2.

30. We support the PDC's view that the term "mixed ability" is too narrow because there are dimensions other than "ability" to be considered. Class groups should be based on discussion of information provided by the primary school about the particular characteristics, needs and personality of individual pupils, not on a random basis.

31. However classes are formed, we consider that much greater attention requires to be given to the principle of differentiation at the 10-14 as at other stages. We would wish to commend paragraphs 5.70-5.81 and paragraphs 8.75-8.80 of the PDC Report as a helpful starting point for a fundamental reappraisal, by education authorities, school managers and teachers, of the organisation of classes at S1/S2. We would stress the prime importance of individual characteristics and needs; and of differentiation for effective learning through the development of material resources and teaching strategies.

Staff Development

32. To all of the above ends we strongly endorse the approaches to learning, teaching and curriculum assessment outlined by the PDC in paragraphs 14.10-14.14, 14.16, 14.42-14.51 and 14.52-14.56 and related sections of the Report. Essentially these approaches are universally commended in theory but not yet sufficiently applied in classroom practice whether in primary or secondary schools. We would wish to commend these sections of the PDC Report as a source for teacher trainers, teachers in training and for staff development purposes in primary and secondary schools.

33. Also we would commend those sections of the Report dealing with teacher education (13.1-13.17 and 13.18-13.39) for further study respectively by colleges of education and education authorities. Respondents appreciated that the length of the post-graduate pre-service courses might not allow for in-depth attention to 10-14 aspects but wished emphatic common experience in the courses leading to primary and secondary teaching.

MANAGEMENT OF EDUCATION 10-14

34. We commend the PDC's overall conclusion that a secondary school and its associated primary schools should operate as a partnership. We agree also with the PDC's contention that considerable staff development and training benefits derive from such a partnership. We are aware that the Report's proposals for a curriculum co-ordinating team with a structure of working parties for each group of secondary and primary schools is based on experimental practice in more than one area of Scotland. We are bound to agree, however, with the majority of respondents who, for a variety of reasons, expressed concern at the somewhat elaborate arrangements proposed, at least as a universal model.

35. Among the many riders expressed were the following:-

- a quite overt EA management role was necessary in decisions about phasing of initiatives, allocating tasks in light of local talent, identifying priorities, deploying influential staff;

- the probability that the model would be diffuse and very costly for rural and remote areas, necessitating either proportionately greater support or a more streamlined approach;

- the value of having clear national objectives/guidelines as a framework for local development;

- the quite essential allocations of time to key staff, especially assistant headteachers.

36. In present circumstances, and taking account of the expense the proposals indicated in the Costing Report and of the views of respondents, we shall propose a somewhat different approach to the development and management of education 10-14 at national, local and school levels which we hope will meet both the intentions of the PDC for a "gradual, cumulative momentum" and also the political and economic concerns of local and national government.

THE COSTING REPORT

37. We, like others, found the Costing Report helpful and salutary. There is, however, one specific item of costing on which we should comment.   This relates to the provision of staff for pupils experiencing learning difficulties (especially paragraphs 8.79 and 9.26 of the PDC Report and Note 13 of the MERU Costing Report).

38. The PDC's views are couched in very general terms, commending the principle of support to pupils experiencing learning difficulties in primary and secondary schools.   The PDC went on to make favourable reference to models of co-operative teaching adopted in Strathclyde and Grampian. MERU has hardened this up into a costing for national implementation amounting to an estimate of £8.8 million per annum.

39. The CCC has no hesitation in endorsing the need, in any circumstances, for an adequate learning support system in primary and secondary schools as a fundamental element in providing equality of educational opportunity.   However, the CCC does not have a firm view on the principle of co-operative teaching or of "float" arrangement as opposed to other forms of support to pupils experiencing learning difficulties.   While, like the PDC, we commend the Strathclyde and Grampian initiatives, the nature and scale of support is a matter for individual education authorities irrespective of any planned 10-14 developments.   Indeed we undertand that the scale of such support is a matter for consideration in the forthcoming staffing review.   We therefore question the inclusion of this item in the Costing Report as one attributable to a 10-14 implementation programme.

40. We wish also to underline a comment in the preface to the Costing Report viz that the costs must be seen in relation to those of other significant educational initiatives like the introduction of Standard Grade, TVEI and the 16+ Action Plan which, to our knowledge, have not been costed in this way.

THE CCC'S PROPOSALS

41. In the light of all the above considerations, we now summarise our revised proposals for rationalising and updating the provision for 10-14 year olds in Scotland.

42. Subject to the Secretary of State's agreement to the thrust of the educational principles on which education 10-14 should be based (as set out in preceding paragraphs and in Annex B), we propose the following further steps:-

a. To complete expeditiously the preparation of a statement of position on "A Curriculum Framework S1-S6": Guidelines to Headteachers" incorporating and commending in principle appropriate elements of the PDC Report as approved by the CCC; to seek endorsement by the Secretary of State; and at a later stage to develop the rationale to cover all stages of school education.

b. To publish with the consent of the Secretary of State a CCC Position Paper consisting of a condensed version of the PDC Report amended in accordance with the CCC's final views and consistent with the above S1-S6 framework.

c. To commend that Position Paper to education authorities, schools and colleges of education as the basis for gradual reform of the arrangements relating to 10-14 year olds without any suggested time-scale, and within the terms of the agreed SJNC Conditions of Service and Minute of Agreement on curriculum development.

d.   To encourage the incoming CCC to establish a structure of cross-sector/cross-disciplinary deliberative committees (as earlier proposed), among whose functions would be to advise the CCC on the preparation and issue of central guidance on aspects of the 10-14 curriculum within the spirit of the Position Paper.

e.   To encourage the incoming CCC to co-ordinate such guidance, to monitor spontaneous or planned local development and, from time to time, to issue information and general guidance on 10-14 arrangements.

f.   As soon as may prove possible, to initiate a limited and deliberately experimental development programme.   Such a programme would operate within a pre-determined cash limit established by agreement with central and local government and on a model similar to TVEI pilot schemes with central funding etc.   Annex C sets out this proposal in greater detail.

CONCLUSION

[To be added]

From   D R McNicoll

CONSULTATIVE COMMITTEE ON THE CURRICULUM

New St. Andrew's House, Edinburgh EH1 3SY

Telephone 031-556 8400 ext. 4509

To   Sir James Munn
       Mr R S Johnston
       Mr S B Smyth

25 February 1987

10-14

1.   I am grateful to all three for your very helpful comments on my initial rough draft of 19.2.87 and for letting me have these so quickly. The turn-around has been so rapid that I cannot guarantee that all your points have been incorporated or adjusted to your satisfaction. Sydney suggested some reordering and some different emphases which I was unable to accommodate, certainly at this stage but I hope he feels that the draft is now fairer to the PDC than he felt the initial one to be.

2.   I have tried in paragraphs 37-39 to reconcile somewhat different reactions and solutions to the co-operative teaching issue which I received from Sir James, Bert and David Robertson. You will note that this is drawn to the particular attention of members.

3.   Of course Bert and Syd should feel free to offer further comments or repeat former suggestions in this next round.

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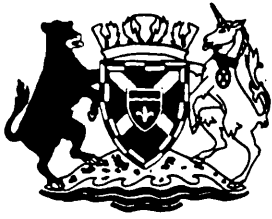
Tayside Regional Council

EDUCATION DEPARTMENT

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Mr D R McNicoll
Secretary
Consultative Committee on the Curriculum
Room 4/17
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EDINBURGH EH1 3SY

our ref P/DGR/CEM
(Please quote on reply)
your ref

date   3 March 198

Dear Mr McNicoll

    I acknowledge receipt of the first draft submission on Education 10-14 in Scotland and would comment as follows:-

The Report's Reception

Paragraph 5 - lines 2 and 3
I would suggest that this sentence read -
"Some (including the EIS) have regretted its length, and claimed that its tone is assertive rather than persuasive."

Paragraph 8
Is the sentence "Many respondents were not convinced by the reasoning behind some of the solutions proposed by the PDC" not simply a repetition of the claim in paragraph 5 that the tone is assertive rather than persuasive? Is it not worth mentioning that the particular criticisms of proposals of a reallocation of time for modern languages, English and mathematics tended to come from groups and individuals with particular commitments to language and mathematics? I think that the Minister should be made aware that curricular balance over the 10 to 14 period is a crucial issue and should not be dodged or fudged.

The Inspectorate Report on "Learning and Teaching in the First Two Years of the Scottish Secondary School" (1986) which was based on a study of fifty five education authority secondary schools throughout Scotland in sessions 1982-1984 is quite clear about this. Paragraph 2.26 states "In the longer term the main challenge will be to the long standing subjects of the S1/S2 curriculum to justify their inclusion in their present form and weighting". Paragraph 5.5 states "All subjects, old and new, find themselves in the position of having to justify their inclusion and/or weighting in the S1/S2 curriculum". Paragraph 5.6 states "It is clear that the curriculum in S1/S2 shares characteristics with both that of the primary school and that of S3/S4 and that therefore its structure should provide a clear link with both. At present the S1/S2 curriculum appears to be conceived in subject terms so there is a need to find a focus of curricular thinking within which systematic study of a number of key areas of human experience can proceed. The contribution to be made to such study by individual subject departments would then require to be determined."

The CCC's General Position/

If calling or telephoning please ask for:— Ext 3654

The CCC's General Position

Paragraph 12
In order to balance the comment in paragraph 11 would it not be helpful to say more about meeting the needs of all children, equality of opportunity, comprehensive education, life chances and compensation for the disadvantaged? Should the CCC not also be putting in a marker about the need for teachers to sustain and enhance their professionalism, the need for the education system to find an appropriate balance between bottom-up and top-down curriculum development and the dangers to effective teaching and learning of teachers becoming deskilled by accepting handed down curricula, too readily.

The CCC's View on "Education 10 - 14 in Scotland"

Paragraph 17
I concede that it is always difficult to translate a discussion into a narrative and that perception is selective, but I did not get the impression that the CCC felt that the report concentrated unduly on the child-centred nature of the 10 to 14 experience.

Paragraph 19
The PDC 10 to 14 description of the curriculum as well as relating to the nine aspects of experience should include some reference to the seven curriculum permeators as together they conribute to the desirable outcomes.
With reference to the footnote to this paragraph, I was not conscious that the CCC had taken a view that understanding the self - "the World of Inner Experience" - could be encompassed within religious awareness and moral development. I should have thought if anything it should be the other way round - religious awareness and moral development being subsumed within inner experience.

Paragraph 23
Is it not overstating the case to call the reapportionment of the balance in time "radical"? The comments on paragraph 8 refer.

Paragraph 24
Is it not overstating the case to suggest that these critically important subjects are being put at risk? The comments on paragraph 8 apply in this instance as well.

Paragraph 25
The phrase "movement towards a more systematic curriculum organisation than presently exists in many P6/P7 classrooms" could be interpretted as meaning that there should be more subject teaching at the top end of the primary school. So far as I know, COPE has never expressed this view, nor have HMII and only occasionally have individual members referred to it in the CCC. Or am I misinterpreting "a more systematic curriculum organisation"?

Paragraph 26/

Mr D R McNicoll (contd)   3   3 March 1987

Paragraph 26
I do not think it is clear what is the different distribution of time between
and within each category being proposed by the CCC.

Paragraph 27
Again, as in paragraph 25, I am puzzled at the suggestion of organisational
changes at P6/P7 in the direction of greater order.   What does this mean? Does
it mean that there is disorder at present and, if so, where does this
suggestion come from?

Paragraphs 38 and 39
The PDC 10 to 14 nucleus who discussed the Costing Report with the MERU Team
certainly gave them to understand that in their view the Strathclyde or
Grampian models of curriculum support should be universally adopted and in view
of this it seems to me it was right for the MERU Team to cost them.   It is, of
course, right for the CCC to advise the Minister that he should notwithstanding
disregard these costings as they may be seen to be independent of a 10 to 14
implementation programme.

General

It is important that the submission should reflect faithfully the CCC
consensus.   Scottish Ministers are simultaneously subject to a variety of
other pressures, notably political pressures currently being exerted on other
United Kingdom educational systems.   There is considerable contemporary debate
about the extent to which societal or individual needs should be determining
school education provision.   It seems to me important that the consensus view
coming from the CCC should reflect its view, and not necessarily re-inforce
the messages of others.   In particular, I think it important that the
submission get it right about curriculum balance in S1 and S2 and curriculum
organisation in P6 and P7.

Yours sincerely

D. G. Robertson

Director of Education

EDUCATION 10-14 IN SCOTLAND - CONSIDERATION AND DISCUSSION BY CCC

1.   The purpose of this paper is to assist the CCC in its further discussion of the Report of the Education 10-14 Programme Directing Committee, and in formulating formal advice to the Secretary of State.

Prior Considerations

2.   In formulating its advice the CCC will wish to take into account:-

a.   The views of members of the CCC and representatives of the substructure as voiced at the Conference held in February 1986. In all essentials these views are reflected and confirmed in the summary of responses (CCC/87/2).

b.   The Costing Report (CCC/86/63).

c.   The subsequent consultation as summarised in CCC/87/2.

d.   Factors associated with the recent period of disruption in Scottish schools eg

i.   Conditions of Service for teachers as agreed by SJNC in January 1987 as these relate to curriculum development (Appendix C);

ii.   the consequent delay in completing the 14-16 and 16-18 Development Programmes.

e.   Any other overriding priorities in primary and secondary education.

Considerations of Main Recommendations of PDC

3.   Appendix A reproduces the summary of recommendations of the 10-14 PDC.   Judged against the above prior considerations, annotation and notes suggest, provisionally for each recommendation,

E -   Endorsement in Principle (subject to feasibility and cost factors)

M -   Modification

R -   Rejection

In turn it is for the Committee to endorse, modify or reject these provisional suggestions.

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4.   It is hoped that this part of the procedure can be encompassed reasonably quickly with discussion targeting on key recommendations whether on grounds of fundamental importance or controversy.

Implementation of Approved Recommendations

5.   At Appendix B there is presented in outline for the Committee's consideration a range of suggestions relating to the implementation of those recommendations which may be endorsed by the CCC.   They are presented on a continuum related to feasibility in present and future circumstances and costs.   The Committee is invited to consider each suggestion and, in conclusion, attempt to identify a combination of options which it would wish to commend to the Secretary of State.

Conclusion

6.   The Committee will be invited to authorise the preparation of a formal submission to the Secretary of State based on the CCC's discussion and conclusions.   The submission would be prepared by the Secretariat, and approved in draft by the Executive Committee.   Members may or may not wish to have an opportunity to comment on the final draft before its submission.

D R McNicoll
Room 4/21   CCC Secretariat

File Ref: CDC/1/2
            CDE/12/11

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$E = Endorse\ in\ principle \quad M = Modify \quad R = Reject$

CONCLUSIONS AND RECOMMENDATIONS

E
14.1 A young person's experience of education should be coherent, continuous, progressive (2.6). This is not easy to achieve in the 10 – 14 period because of the involvement of different institutions and many teachers (2.2 – 2.5; 2.7 – 2.9); because of different assumptions about learning and teaching (2.10 – 2.19);and because of pressure on a crowded curriculum (2.20 – 2.21).

E
14.2 Given the complexity of the issues, a long term strategy is called for involving all teachers of P6 – S2 classes and the agencies which support these teachers (2.27).

E
14.3 While schooling at 10 – 14 must build upon earlier learning in primary schools (3.2 – 3.3) and prepare for the 14+ curriculum (3.5 – 3.10), it should be a worthwhile experience in its own right (3.11), sensitive to the physical, emotional, intellectual and social development of this age span (3.12 – 3.16), encouraging the active involvement of the learners (3.16), and recognising the importance of the imagination in making sense of experience (3.18).

M
14.4 Schooling at 10 – 14 should be designed to contribute to a range of capacities and attitudes set out as 'desirable outcomes' at paragraph 3.21.

E
14.5 In this age range, the establishment of positive attitudes to learning is of particular importance (3.23).

Curriculum Design 1

E
(with 4.18)
14.6 The curriculum at 10 – 14 should be common and shared by all pupils (4.1).

E
14.7 It should continue to take place within the familiar framework of primary and secondary schools (4.16 – 4.20).

E
14.8 Detailed planning of the curricular experience should be undertaken by teams of teachers from both sectors operating within agreed policy guidelines and with support from, and accountability to, the education authority (4.2 – 4.5).

E
14.9 To enable leadership to be given at school level, a more generous allocation of time for curriculum development should be given at assistant head teacher level in both primary and secondary schools. The basis for appointments at this level should be reviewed (4.12).

Curriculum Design 2

E
14.10 The learning experience offered in school should acknowledge and build upon the learning which takes place in the home and community (5.2-5.9).

14.4 If and when desirable outcomes are translated into specifics.

14.9 Note current SJNC working party.

14.11   Since the learners are active in the process of making meaning, schools should as a first priority develop the skills and capacities involved in active learning throughout the curriculum (5.10–5.11). These skills and capacities are: language development through active use (5.14–5.22); co-operative learning (5.23–5.27); independent learning (5.28–5.32); skills of information finding including computer use for accessing data (5.32–5.35); learning to learn including study and planning techniques (5.36 – 5.39); problem-solving, investigation and reasoning (5.40–5.46); social competence (5.51–5.57).

14.12   Where learners have not developed adequate competence at an earlier stage, tuition in keyboard skills should be available in S1 (5.35).

14.13   We recommend that learners be given every opportunity to construct their own understandings and, through recognising that different kinds of questions have different kinds of answers, to appreciate the distinguishing features of academic disciplines (5.47–5.50).

14.14   We recommend that teachers monitor, as far as possible, 'the hidden curriculum' to ensure congruence between the intention of the teaching and its actual effects (5.58–5.69 and Appendix A).

14.15   We commend the practice of grouping learners in mixed ability classes (5.70–5.81).

14.16   We commend the practice of involving teachers of children with recorded special education needs in the process of curriculum planning (5.82–5.83).

Curriculum Design 3

14.17   We describe the range of the curriculum in terms of nine aspects of experience which should receive balanced attention, and which can be developed in a variety of ways (6.3–6.4).

The World of Inner Experience

(i)   Learners should become aware of their own and others' subjective experience as a way of understanding their own and others' behaviour (6.6–6.11).

Living Together in a Community and in Society

(ii)   Learners should study what is involved in living together in a community and society. Economic, geographical, political, historical and sociological concepts, and their associated skills, should be developed through appropriately selected topics for investigation (6.12–6.17). The local environment and aspects of wider Scottish society are essential components, as are opportunities to encounter themes of contemporary social concern (6.21).

14.15   Important to establish CCC's position on mixed ability grouping cf Munn Report 10.3: "We ...... endorse the desirability of .... a degree of differentiation in S2, through both setting and individualisation of learning, and we also endorse the practice of allowing abler pupils to have an enriched curriculum in S2, through the addition, for example, of an extra subject".

14.17   Should the titles be modified to accord more closely with the terminology of the Munn Report?   Or vice versa?

Learning to Understand the Physical and Natural World through Science

(iii) Learners should develop their understanding of the physical and natural world through science (6.23), the "discipline of applied curiosity" (6.25) and the secondary school should deepen this experience through active enquiry and thought, even if this means a reduction in content covered (6.27).

Understanding and Using Mathematics

(iv) Learners should develop mathematical understanding. There should be emphasis on practical applications and on the communication of meaning (6.29 – 6.33). Consequently, mathematical understanding should be developed wherever appropriate in the curriculum (6.33). The constructive use of both calculators and micro-computers is commended (6.36 – 6.37).

Developing Practical Skills

(v) All learners should develop practical skills, including designing, making and using artefacts, in circumstances in which thought and action work together to a purposeful end (6.39–6.42). Practical problem-solving is commended as the basis for technological activity (6.48) which should be located broadly across the curriculum (6.49). Computers should be employed in this activity (6.50).

Physical Development and Well-being

(vi) Physical development and well-being should be promoted by physical education from 10 to 14 (6.53) in the context of the 'health-promoting school' (6.55) where issues such as smoking, alcohol misuse and drug abuse are dealt with as part of a health education programme rather than as isolated crises (6.55). The importance of sex education at this stage of development is stressed (6.60 and Appendix B).

Expressive and Appreciative Activity

(vii) Learners at 10 – 14 should have extensive opportunities for responding creatively to new experiences and for externalising their feelings in varied kinds of artistic expression (6.61 – 6.63). The value and importance of drama is strongly commended (6.65 – 6.66).Expressive activity importantly influences, for the good, the learners' attitudes to virtually all areas of the curriculum (6.68, 6.70 – 6.71).

Communicating

(viii) Learners should develop awareness of how language works both as system and as social phenomenon in order to become more effective language users (6.73 – 6.82). An encounter with non-native languages contributes significantly to this

end (6.83 – 6.84). Some study of a non-native language may be appropriate in primary schools provided this is firmly embedded in a larger context for learning (6.85). Learners should develop an understanding of how meanings are made and carried by the mass media of communication, and should develop skills of graphical communication in contexts of authentic use (6.88).

Religious Awareness and Moral Development

(ix) All pupils should have opportunities to develop and increase their understandings of the religious dimension in human experience (6.91). Moral education should permeate the curriculum in the sense that discussion of moral issues should occur whenever appropriate (6.93 – 6.94) and should particularly involve issues of immediate concern to pupils. Some involvement by pupils in school government is desirable (6.95).

E
(with 4·6) 14.18   The curriculum should offer opportunities for choosing. Choice should be *within* aspects of experience, not between them. Opting out of any significant area of learning is not acceptable (6.96 – 6.97).

Curriculum Structures

E 14.19   Curricular structures are 'ways and means', not ends in themselves, and should be designed to subserve good learning and desirable outcomes (8.13). To this end, existing structures should be modified gradually, with teachers themselves taking a leading role in change and innovation (8.1 – 8.9).

E 14.20   Development must start from where a group of schools actually stands (8.10) and should be based upon a review of the established custom in a group of schools (8.14 – 8.19). Review should take into account curricular areas not well established (8.24) and the balance among existing subject areas. In some secondary schools the amount of time given to English, mathematics and a modern language appears excessive (8.21) and the practice of reducing the time in second year for some subjects at the expense of others is not justifiable (8.22). Account has to be taken of the position of Gaelic (8.25) and of community languages (8.26).

The Primary Sector

E 14.21   Primary schools should review how far their existing policies and practices enable learners to gain access to all the nine aspects of experience, through the permeators, and to develop essential learning skills in an appropriate climate for learning (8.30).

E 14.22   Development of learners' skills, understanding, and attitudes should not be left to chance : schools should set policies for developing these systematically through a range of active approaches to learning (8.44).

E   **14.23**   Curriculum progression for every learner should be the outcome of shared understanding by teachers who visit, and contribute to teaching, each other's classes within the partnership of schools (8.45).

E   **14.24**   Partner schools should work towards agreed policies for their main aims with respect to understanding, attitudes and skills (8.46).

The Secondary Sector

14.25   We recommend that secondary schools manage time in three main categories:

E/M

(i)   Tutorial or 'home-base' time (8.49 and 11.13 – 11.21).

(ii)   Flexible time (8.50).

(iii)   Standard school time (8.51).

E   **14.26**   The distribution of standard school time should be such as to promote the desirable outcomes through the aspects of experience, but current curriculum categories can be retained to achieve this end (8.52 – 8.54).

M/R   **14.27**   We propose that an element of standard school time be given to languages as a single grouping. The time devoted to different kinds of language work within this grouping is a matter for individual schools to determine. We recommend that this time be limited to ensure full access to other aspects of the curriculum (8.56 – 8.58).

M/R   **14.28**   We recommend that the use, application and, where necessary, the teaching of mathematics be co-ordinated across the curriculum (8.69).

M/R   **14.29**   We illustrate (8.71 and Figure 5, Page 95) a possible distribution of time following review, and the establishment of effective language work and mathematical applications across the curriculum.

E/M   **14.30**   We recommend evaluative review of the quality of learning in terms of the ideas in Chapter V of this Report (8.75 – 8.78). In this review special attention should be given to pupils with learning difficulties (8.79) and language for learning (8.80).

E   **14.31**   We commend the timetabling policy of Strathclyde Region to enable co-operative teaching to be practised (8.79).

E   **14.32**   We recommend the establishment of a co-ordinating team to review the range and balance of the curriculum, and to share information among participating teachers and other interested parties (8.81 – 8.85).

14.25   Note plea in certain submissions to safeguard the position of RE.

14.27-14.29   Note considerable opposition in submissions to these arrangements as they affect English languages and mathematics.   Note also Munn Report 10.4:   "The reduction in time allocations for most subjects in S3 and S4 ...... has implications for S1 and S2, particularly in the key subjects of English and mathematics.   It may well be that more time should be devoted in the early stages to basic language and number skills......
The whole pattern of work over the four years will need careful reconsideration throughout the curriculum, but especially in these two areas."

14.33 Secondary departments should review their contributions to the aspects of experience in order to identify:

E

(i) unique and essential elements;

(ii) overlaps;

(iii) recurring topics or themes (8.86 – 8.89).

14.34 We draw attention to four ways in which new curricular provision can be made (8.86):

E/M

(i) Integration into existing departmental courses (8.94–8.100)

(ii) Curriculum inserts (8.101–8.103)

(iii) Dissemination through the curriculum (8.104–8.106)

(iv) Collaboration (8.107–8.120)

E/M **14.35** Using such procedures, a possible structural model is illustrated (Figure 7, Page 109).

E **14.36** We commend the *rotation* of subjects, provided collaboration is not impaired (8.123 –8.124).

E **14.37** We commend for consideration the suspension of the routine timetable (time out) to enable planned out-of-school events to take place; or for special in-school events (8.126 – 8.128).

E **14.38** We commend the use of time blocks longer than the traditional 40 minute period (8.125).

E **14.39** We commend for consideration, on the basis of growing experience of collaboration, a move towards a modular structure of the S1-S2 timetable (8.129 – 8.143).

Primary — Secondary Collaboration

E **14.40** We commend the joint review of curriculum of all schools in a primary-secondary grouping (8.144 – 8.147).

E **14.41** We recommend that the number of areas for curriculum development within any one group of schools is kept to a manageable number, and that the education authority negotiates with each group so that a spectrum of curricular areas is dealt with, and cost-effective development can be achieved (8.148 – 8.153).

14.34 Important to ensure that these "four ways" and the terminology used accords with the S1-S6 curriculum guidelines being prepared by COSE.

14.35 Need to reconsider % weighting recommended in Figure 7 in light of representations especially in language and mathematics? Remit to COSE in context of S1-S6 curriculum guidelines?

Learning, Teaching and Assessment

E **14.42** Learning is the process of acquiring skills and understandings for an effective life in society, and its central features are activity and purpose (9.1 - 9.2).

E **14.43** Though learning is natural to every child, it is necessary to promote a willingness to learn by using teaching/learning styles which place the learner in an active role in contexts which demonstrate significance (9.3 - 9.9).

E **14.44** Structured learning sequences are commended, provided they are offered to well motivated learners, and retain flexibility of outcomes (9.10 - 9.12).

E **14.45** Since the style of learning is largely determined by the teaching style, teachers should use a variety of approaches (9.13 - 9.14).

E **14.46** The management of resources, the promotion of resource-based learning, and the promotion of extended reading are commended as important elements in teaching (9.15-9.18)

E . **14.47** The professional autonomy of teachers is enhanced by collaborative contribution to the overall learning experience of pupils (9.19 - 9.21).

E **14.48** For teachers to balance autonomy with the need for curriculum continuity, coherence and progression they should agree on skills, concepts, and understanding to be developed as well as negotiating about their intentions on content (9.20).

E **14.49** We commend co-operative teaching, involving learning support specialists and subject specialists, and co-operation between teachers in upper primary and secondary specialists, so that specialist insights are available within primary programmes of work (9.22 - 9.24).

E **14.50** Attention to individual needs is a key part of all learning and teaching, and the S1-S2 class tutor or base teacher, with primary schools' pupil care, can alleviate individual learners' difficulties (9.25). Specialist learning support teachers also have an essential role within their partner schools' 10 — 14 planning groups. We commend a structure for 10 — 14 which involves those teachers' working in both primary and secondary schools (9.26).

E **14.51** Successes and failures in learning are apt to be cumulative (9.27) and a pupil's self-image is a powerful influence in that process. Every effort should be made to avoid creating in pupils a poor image of themselves as learners (9.27 - 9.29).

Assessment

E **14.52** Assessment is integral to the process of learning and teaching and should analyse why children succeed or fail (9.30 - 9.31). Its goal is to provide information to help teachers and pupils make decisions (9.32) that should contribute to achieving progress for the individual (9.34), enabling teachers to correct difficulties and motivate pupils through feedback (9.35 -

(9.36). Diagnostic assessment should be used both to predict potential areas of difficulty and to obtain information about learning problems (9.49).

14.53 Assessment can also provide information which clarifies a pupil's choice of courses at the end of S2, especially if pupils can take part in monitoring their own progress through self-assessment (9.38). Self-assessment, more generally, forms a central part of learning to learn across the 10 — 14 years (9.44).

14.54 Evidence from assessment is fundamental for teachers' evaluation and development of their curriculum, and this is another "positive contribution of assessment to the teaching and learning process" (9.39 - 9.41).

14.55 Assessment of pupils' skill and understanding should occur in the context of their learning and should include their ability to apply that learning in different contexts (9.46).

14.56 Criterion-referenced assessment, aiming to describe what pupils know and can do, is fundamental to promoting effective learning and teaching (9.47).

14.57 We commend recent research in practical assessment which encourages teachers to develop techniques that clarify the learning processes. More research of this kind is essential (9.53 - 9.54).

Recording and Reporting

14.58 The most important feature of record-keeping is that teachers can act on the information kept (10.2). Record-keeping has two components — within the class (for use by teachers and pupils) and as a basis for passing information between teachers and schools, as well as from schools to parents (10.3). It is valuable only if the information is effectively used to ensure appropriate education for the individual (10.8).

14.59 Recorded information should be clearly based on evidence related to pupils' work and should indicate possible educational action (10.8).

14.60 We reject the "fresh start" view of primary-secondary transition, and favour emphasising continuity and progression in pupils' learning experiences (10.11). Efficient reporting of information from primary to secondary should form part of developing curriculum liaison arrangements, (10.9 - 10.10; 10.19) and associated schools should agree on the nature of that information (10.20).

14.61 Clear structures should be established in secondary schools to ensure that information from primary schools is accessible and effectively used (10.21).

14.62 The demands of reporting to several audiences should not lead schools to use information derived from criterion-referenced assessment to emphasise comparisons between learners or in a norm- referenced way (10.12).

14.63   We recommend revision of the Primary Pupil Progress Report and of the secondary report form (10.13 – 10.14).

14.64   Schools should ensure there is effective contact between teachers and parents, as part of the wider process of liaison between school and home. Discussion between teachers and parents should also form part of the reporting process (10.16 – 10.17).

14.65   Secondary schools should enable guidance teachers to identify children with problems that need immediate attention, notably problems involving their physical and mental health (10.21).

14.66   Where a pupil moves to a secondary school other than the one associated with his primary, his previous school should send as full a report about him as to their associated secondary (10.24).

14.67   Further work on computer assisted reporting should be undertaken, provided that such reporting facilitates flexibility of response (10.30).

Pupil Care

14.68   A policy for pupil care is an essential part of schooling to attend to pupils' social, emotional and medical needs, and to help in easing transition (11.1).

14.69   Each school should have a written school policy for pupil care, which clarifies the roles and relationships of teachers, parents and outside agencies (11.3 – 11.4). That statement should explain clearly the procedures for dealing with issues such as child abuse within the wider context of pupil care (11.4).

14.70   Perceptions of indiscipline relate to expectations about pupils' behaviour. Schools' policies on discipline should therefore encourage a consistency of response to children's behaviour at 10 – 14 (11.5).

14.71   Schools should explain fully to parents the curriculum which they provide for 10 – 14 year olds. School councils should also participate in publicising both the value of parents' meetings with teachers and the ways in which parents can help their children work more effectively (11.8 – 11.10).

14.72   We commend the suggestions on transition arrangements in Strathclyde Region's Report, "The First Two Years of Secondary Education" (11.11 and Appendix D). In the process of pupils' induction to secondary education, there should be: appropriate procedures to gather and transfer information from primary to secondary schools; the fullest communication and explanation to parents; intervisitation by staff; and pupils' visits to secondary schools, planned by both primary and secondary teachers and providing adequate time (11.12).

14.73   In secondary schools each class, or smaller group, should meet daily a tutor or base-teacher whose role is to provide first-line pastoral and social care, and to take a supportive interest in the pupils' success as learners across the curriculum. Teachers in this role should be responsible to promoted guidance teachers (11.14 – 11.23)

Management of Education 10 – 14

14.74   We commend the idea that a secondary school and its associated primary schools should operate as a partnership (12.43 – 12.44).

14.75   Detailed management of the learning at 10 – 14 should be located as closely as possible to the classrooms where the learning takes place (12.2 – 12.10), though the function of the education authority remains crucially important (12.11, 12.14 (i) and (ii), 12.35 – 12.42).

14.76   Field work suggests that coherent, continuous and progressive programmes of work 10 – 14 require education authority commitment and resource support; the involvement of class teachers with outside support; the setting up of working parties with specific remits within a partnership of schools; continuous monitoring of curriculum; and staff intervisitation (12.12 – 12.14).

14.77   Curriculum co-ordinating teams should be set up in each school within a partnership. In primary schools, the head teacher, assistant head teacher, and teachers of P6 and P7 should be involved. In the secondary a team of at least six teachers under a co-ordinator, with powers of consultancy and co-operation, should be established (12.17 – 12.20).

14.78   From these teams, a 10 – 14 co-ordinating team should be established involving at-least one representative from each primary school and the nucleus of the S1-S2 team (12.21 – 12.22). Variations in this basic model to suit local circumstances are suggested (12.23 – 12.26).

14.79   The functions of each 10 – 14 curriculum co-ordinating team should be:

(i)   to ensure that the partnership of associated schools offers pupils a coherent, continuous, and progressive educational experience;

(ii) to make decisions about change and innovation;

(iii) to set up working parties as necessary;

(iv) to review and evaluate all practice in the 10 – 14 stage;

(v)   to advise on appropriate aims and objectives and the balance or emphasis of objectives across the 10 – 14 curriculum;

14.76–14.78 and 14.92:   The elaborate structures proposed have been challenged by a number of respondents on grounds of desirability, practicability and costs.

(vi)   to attend particularly to cross curricular responsibilities;

(vii) to identify staff development needs;

(viii) to arrange staff intervisitation;

(ix)   to be responsible for all induction and transfer arrangements;

(x)   to encourage and arrange joint curricular and social activities among the schools (12.27).

14.80   Each school should, as a principle, have autonomy within agreed guidelines (12.28).

14.81   The 10 – 14 curriculum co-ordinating teams should not attempt to develop all aspects of education 10 – 14 simultaneously; they should identify priorities for development, and submit a long term programme to the education authority (12.28).

14.82   Education authorities must provide support and commitment to curriculum co-ordination at 10 – 14; curriculum co-ordinating teams must be accountable to their education authorities (12.35 – 12.42).

14.83   We draw attention to the very important staff development and training benefits that derive from membership of the co-ordinating team and its working parties (12.34).

Implications for Colleges of Education

14.84   Colleges in pre-service courses should seek to lay a foundation of awareness of the ideas explored in this Report, particularly the contribution the individual teacher makes to the whole curriculum and to the pastoral care of pupils. Teachers in training should experience the learning processes recommended in this Report, not just hear about them (13.2 – 13.8).

14.85   In B.Ed. and in post-graduate primary courses, Professional Studies should include elements leading to awareness of the 10 – 14 dimension. Primary students should visit secondary schools (13.15 (a) and (b)).

14.86   In post-graduate secondary courses, similar arrangements should be made (13.15 (c)).

14.87   Joint meetings and seminars of students working for primary and secondary qualifications should be arranged (13.15 (d)).

14.88   In-service B.Ed. courses should contain a strong component dealing with 10 – 14 issues (13.17 (a)).

E **14.89** There should be a review and extension of Associateships to provide a special qualification relevant to the 10 — 14 age range (13.17 (b)).

E **14.90** Some contribution might be made through supplementary courses leading to qualifications in secondary subject areas (13.17 (c)).

E **14.91** An Advanced Diploma in Educational Studies could bring primary and secondary teachers together for high-level joint training (13.17 (d)).

Implications for Education Authorities

M **14.92** Authorities should establish and maintain structures for co-ordinating curriculum 10 — 14 at school level and among partnerships of schools, with primary and secondary teachers working together in planning groups and with supportive commitment in directorate and advisorate time (4.2; 12.14; 12.16 – 12.34; 12.39 – 12.42; 13.20; 13.26).

E **14.93** Appropriate in-service or extended training should be provided, linked to the negotiated priorities of local co-ordinating teams. School closures for training purposes might similarly be linked (13.21 – 13.24)

M **14.94** Authorities should designate advisers with special responsibility for 10 — 14, and use 10 — 14 issues to harmonise the work of primary and secondary advisers (13.28 – 13.30).

M **14.95** Experienced teachers should be seconded to help local co-ordinating teams and their working parties to develop their own expertise. National funding should be made available for this purpose (13.31).

E **14.96** Staffing must be at a level adequate to permit teachers to take an active part in curriculum and professional development (12.14; 13.33 – 13.35) and intervisitation (13.37). (See also 13.39.)

Implications for the CCC

M **14.97** The CCC should locate a 10 — 14 Committee of some weight in its own structure to co-ordinate development work. It should be responsible for establishing an information centre, a clearing house, and a network for communication in association with education authorities (13.41 – 13.43).

Topics suggested for Research and Development

E **14.98** (i)   Independent learning: the development of techniques and methods (5.28 – 5.32).

14.92: See 14.76–14.78.

14.94–14.95: Submissions tend to prefer secondees to advisers with a special 10–14 responsibility.   National funding?

14.97: Could co-ordination be undertaken by the CCC itself through the proposed structure of deliberative committees and development groups and a joint primary-secondary executive group?   Is a separate 10–14 information centre etc necessary or desirable within SCDS?

E   (ii)   Learning to learn: techniques to enable pupils to extend their own learning skills (5.36 – 5.39).

E   (iii)   The development of teaching techniques for problem-solving and reasoning (6.51).

E   (iv)   Language development and awareness through mutually supportive teaching of English and non-English languages (8.107).

E   (v)   Practical assessment techniques (9.54).

E   (vi)   Computer assisted reporting (10.30).

E   (vii)   Ways and means of effective and cost-effective spreading, sharing and implementing innovations (12.42).

CCC SUBMISSION ON EDUCATION 10-14

I and members of the Executive Committee were grateful to you and other members and officers who made written comments on the draft of 24 February 1987. The draft was fully discussed by the Executive Committee last Friday; all comments were taken into account and, for the most part, these have been accommodated in the final draft which has now been approved by Sir James. It is much the better for having gone through this process. Members of the Executive are being asked to make a final assessment of the overall submission and to a covering letter from Chairman CCC addressed to the Secretary of State. We expect to dispatch it next week when copies will be made available still in confidence to all members of the CCC.

With renewed thanks for your assistance.

Sincerely

Individual memos sent to:

Mr D G Robertson
Mr S Smyth
Mr F Adams
Mr D Campbell
Mr D Taylor

AHG072A1

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The Rt Hon Malcolm Rifkind QC MP
Secretary of State for Scotland
Scottish Office
New St Andrew's House
Edinburgh
EH1 3SX   20 March 1987

Dear Secretary of State

I have pleasure in enclosing a formal submission from the CCC on Education 10-14 in Scotland.   The basis for the submission is a Report prepared by a sub-committee of the CCC chaired by Mr D G Robertson CBE, Director of Education, Tayside Region.

As explained, the Report, and an associated Costing Report, have been the subject of widespread discussion and consultation in the course of the past year.   In preparing our formal advice we have also taken careful account of costs of implementing the various recommendations, staffing and other resource implications, the new Conditions of Service for teachers, and other educational priorities laid upon the profession and the system.

On all sides there is agreement on the need to establish a greater degree of coherence, continuity and progression between the experiences offered by primary and secondary schools.   There is also widespread support for most of the educational principles espoused by Mr Robertson's Committee; by and large these correspond with established, commendable practice in many schools up and down the country.

We propose, however, to modify the Committee's proposals in 3 main respects.

> First, having paid particular attention to the issues of "mixed ability grouping", "the common course", time allocation, balance and choice at S1/S2, we put forward a number of modifications to proposals made in the Report.

> Second, rather than have all secondary and associated schools embark on individual schemes for managing the reform of education 10-14, we propose that education authorities should devise pilot schemes somewhat along TVEI lines.

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Third, rather than a fully developed implementation programme with central direction, we propose carefully co-ordinated and measured reform essentially through established mechanisms of curriculum and staff development at local and central levels.

These proposals remain consistent with our long-stated endeavour to reduce overcrowding in the school curriculum through a rationalising process at all primary and secondary stages and with our longer term intention to establish an overall rationale and curricular framework for school education extending from the early years to entry to further and higher education and to the world of work.

Our proposals, based on consideration of our sub-committee's Report, are set out in greater detail in the attached submission. I commend these to your attention and look forward to your response.

Yours sincerely,

James Munn

JAMES MUNN
Chairman, Consultative Committee on the Curriculum

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EDUCATION 10-14 IN SCOTLAND

Preamble

1.   This submission sets out the formal advice of the Consultative Committee on the Curriculum to the Secretary of State for Scotland on the Report of the Education 10-14 Programme Directing Committee which was issued widely in 1986 as a CCC Discussion Paper.

2.   In arriving at a final position on the recommendations of the Report the CCC has taken into account

> a.   the views of members of the CCC and representatives of the substructure as voiced at a Conference held in February 1986;

> b.   the findings of a costing exercise prepared for the CCC by HM Inspectorate's Management of Educational Resources Unit (MERU);

> c.   subsequent consultation and the views of some 70 responding bodies and individuals;

> d.   factors associated with the recent period of disruption in Scottish schools and the terms of settlement;

> e.   current priorities in primary and secondary education.

The Context

3.   Almost 10 years ago the CCC identified as one of its overriding priorities the need to rationalise and update the "overcrowded curriculum".   Pressure on the curriculum emanates from Government, from industry, from society as a whole and from the education profession itself.   Overcrowding derives from the burgeoning content of established subjects, the promotion of important new subject areas which, in turn, require new forms of school and classroom organisation, and new teaching approaches.   All of these are intended to improve the quality of the educational process and its end product.   Yet each new demand exerts pressure on curriculum time, planning time, in-service provision, staff and resources.

4.   During the last decade a process of substantial review of curricular policy and practice has derived from a series of major reports and subsequent development programmes with, in each case, collaboration between central and local Government, the CCC and other national agencies.   Three of these reports - "Primary Education in the Eighties", "the Munn Report" and "Action Plan" - have provided, respectively, a

clear rationale for the age groups 5-12, 14-16 and 16+. "Education 10-14 in Scotland" completes the sequence 5-18 by proposing a rationale, a curriculum framework and a development programme designed to achieve continuity and progression from upper primary through the first two years of secondary to the curricular provision for Standard Grade.*

5.   It is widely recognised that Scotland has led the rest of the United Kingdom and much of the world in the rationalisation process, but the revision has not been achieved without some disturbance to the traditional partnership of national and local Government and the profession.   The CCC is conscious that Ministers will wish to ensure that this partnership, which is integral to the Scottish educational tradition, is not further endangered by placing unreasonable demands on the teaching profession. We must also take into account the willingness of the teaching profession to sustain curriculum development within the terms of the new Conditions of Service.   Nor should curricular revision cause undue disruption to the education of pupils.   We are conscious that, in future, the pace of curriculum development will require to be more carefully measured than has been the case in the last decade.   The Costing Report, the first of its nature, is a salutary indicator of the overall costs of a development programme of this nature, modest in proportion though it may be to its predecessors.

6.   At the same time Ministers will appreciate the importance to the national well-being of continuing the process of updating and rationalising the curriculum and establishing coherent provision for all children from the nursery stages through to further and higher education and employment.

The Report's Reception

7.   Education Authorities and other interested parties in Scotland were invited to submit views on the recommendations of the Report, taking into account the findings of the Costing Report prepared by the Management of Educational Resources Unit.   An independently commissioned analysis of these views (Annex B) was made available to members of the CCC. The detail of all submissions has been passed to the Department.

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*   In its analysis of the issues in the provision for this age range the Report relies upon, confirms and develops the analysis of needs identified by recent HMI surveys:

Learning and Teaching in Primary 4 and Primary 7

Learning and Teaching.   The Environment and the Primary School Curriculum

Learning and Teaching in the First Two Years of the Secondary School

8.   All respondents to the Report agreed with the PDC's fundamental claims that there should be greater continuity between primary and secondary schools and that "a young person's experience of education should be coherent, continuous and progressive".   There is a wide recognition that 10-14 is an important area and one deserving development.   There is general sympathy with the character of education 10-14 favoured by the Report and widespread acceptance of the philosophical bases of the Report.

9.   The Report of the Programme Directing Committee has of course not been without its critics.   Some have regretted its length, and regard its tone as assertive rather than persuasive. Some have felt that the Report tends to found on the best practice in primary education and the less enterprising practice in the secondary sector;   that it underestimates the many societal pressures on the secondary curriculum;   that it is too much concerned with the learning process rather than with learning outcomes at the specific level.   Certain respondents found aspects of its rationale difficult to reconcile with that of the Munn Report.

10.   In considering the place of education 10-14 within national and local priorities most respondents assumed that development post-14 would be intensified after the end of professional unrest and that 10-14 would not command first or earliest priority.   While the necessity of a gradual, cumulative strategy for implementation was recognised, concern was expressed that there might be problems in maintaining momentum and achieving a national evenness of development over the eleven year period envisaged by the authors of the Costing Report.

11.   Among most respondents (whether or not reference had been made to the Costing Report) there was a very high consciousness of the resource implications of the recommendations.   The principal features mentioned were the staffing implications of a greater emphasis on areas of the curriculum requiring practical classes at S1/S2, the provision of learning support systems and the allocation of time, above all to assistant headteachers, for development.   The relative expensiveness of the curriculum development model proposed (viz within each local group of secondary and associated primary schools) was frequently mentioned. While some education authorities believed that a measure of development might be possible within current constraints, COSLA and individual authorities made it abundantly clear that any concerted initiative on their part would be dependent on the provision of the necessary finance for development, staffing and materials.

12.   The Report attempted to grapple with aspects of existing provision identified as deserving review by the HMI paper "Learning and Teaching in the First Two Years of the Secondary School".   Some respondents were not convinced by the reasoning behind the solutions proposed by the PDC.   There was particular criticism of proposals for a reallocation of time in S1/S2 to the advantage of practical subjects like technical education, home economics and drama, at the expense, apparent or real, of modern languages, English and mathematics.

THE CCC'S VIEW ON "EDUCATION 10-14 IN SCOTLAND"

13. In succeeding sections we first appraise the range and application of educational principles which the PDC Report commends (paragraphs 14-31). Second, we reconsider the PDC's proposals for managing reform of education with 10-14 years including the establishment of curriculum co-ordinating teams on a partnership basis (paragraphs 32-40). Finally, in the light of circumstances which are very different from those which existed when the PDC embarked on its work 5 years ago, we formulate our own proposals for advancing the provision for 10-14 year olds in Scotland (paragraphs 40 to 42), and draw conclusions (paragraphs 43-44).

EDUCATIONAL PRINCIPLES AND THEIR APPLICATION - 10-14

14. We endorse fully or with very little qualification most of those recommendations of the Report which deal with educational principles. For the most part these are a reflection of recognised good practice found in enterprising primary and secondary schools up and down the country and we would wish to commend these to all education authorities and schools.

15. There are, however, a number of the PDC's recommendations to which, in the light of consultation and the considered view of the CCC, we propose some modification. These relate principally to

     a.   the nature of the curriculum rationale and framework proposed by the PDC;

     b.   pupil choice;

     c.   principles of organisation and the balance of time allocations proposed for S1/S2;

     d.   the organisation of classes and groups proposed for S1 and for S2.

16. We shall later propose that the agreed principles, together with those which we intend should be modified, should be incorporated in a brief "Position Paper on Education 10-14" to be published with the authority of the CCC and the consent of the Secretary of State.

Curriculum Rationale and Framework

17. There is full agreement that education for 10-14 year olds must build on earlier and prepare for later learning but, at the same time, provide a worthwhile experience in its own right. As noted earlier certain respondents found difficulty in reconciling the rationale and framework proposed by the PDC with those of the Munn and other recent reports. We have found no overwhelming difficulty.

18. "Education 10-14 in Scotland" subscribes to the same overriding claims on the curriculum as were recognised by the Munn Report, viz the claims of society, of knowledge, and of individual needs (as indeed do "Primary Education in the Eighties" and "Action Plan"). Similarly all of these reports adhere fully to the statement of general aims adopted by

22. Initially we propose, by adopting a more uniform terminology, to set out a clearly defined framework of required experiences, activities and outcomes spanning the school years S1-S6 and providing clear links to the P6-P7 stages. We would wish to commend this overall rationale and framework in a forthcoming document of guidance to education authorities and secondary schools. Such a framework would allow education authorities to plan for all pupils in Scotland for the 10-18 years a curriculum based on principles of overall uniformity and balance but allowing for flexibility in local circumstances, and for choice related to individual pupil needs. A further stage would encompass the needs of the earlier primary stages within an overall rationale and framework.

Choice

23. We wish to distinguish between a "common framework" and "the common course" - a term long applied loosely to S1/S2. We would maintain that throughout the 10-14 phase all pupils should share common areas of experience and activity; opting out of any aspect of the common framework is not acceptable. We consider that the 10-14 curriculum should allow certain opportunities for choosing although the range of choice will be more limited than at the later secondary stages.

Principles of Organisation and Balance of Time

24. We fully concur with the principle of a balanced apportionment of time across the 4 years in question. We support the PDC's proposal that over a period of time schools should move to a more satisfactory curricular balance and apportionment of time than HM Inspectors found at S1/S2 in their averaged sample of 55 schools. We share the PDC's concern at evidence that "in some secondary schools the amount of time given to English, Mathematics and a modern language appears excessive" in relation, for example, to practical and aesthetic activities such as technical education, home economics, art, music and drama.

25. We are aware, however, that the pie chart (Figure 5, page 95 of the PDC Report) has given misleading impressions which in our view it is essential to correct. The CCC (and the PDC in its main text) does not and will not subscribe to any action which will put the place of English, Mathematics and Modern Languages at risk. For the immediate future we would urge that secondary schools whose time allocations for these subjects are significantly above the norm (as described by HM Inspectors) should give careful consideration to their practice. For the longer term we consider that a reappraisal of the place and functions of mathematics within the curriculum is required; and that the Committee on Secondary Education should in the context of its forthcoming paper in curriculum design S1-S6 provide more detailed guidance to headteachers on the principles which should govern the allocation of time to experiences/activities at S1/S2. These principles, which should apply throughout the 10-14 phase, include coherence, balance, flexibility and some element of choice.

26. Consequently we concur with the recommendation of the PDC that "primary schools should review how far their existing policies and practices" at P6/P7 relate to the common curriculum framework which is proposed. We also agree that at these stages "development of learners' skills, understanding and attitudes should not be left to chance" and that schools should set policies for developing these systematically.

27. Equally we commend recognition by secondary schools of the three main categories of time recommended by the PDC for S1/S2 viz "tutorial or home base time", "flexible time" and "standard school time". Thereby we would encourage a much more flexible approach to the organisation of the curriculum at S1/S2 than presently exists in most secondary schools.

The Organisation of Classes and Groups at S1 and at S2

28. We have given particular attention to those sections of the PDC Report which consider the practice of grouping learners in "mixed ability" classes throughout the 10-14 phase. Partly for social reasons but also to avoid premature classification, grouping of pupils on a mixed ability basis has become the established practice in most classrooms up to S1 and perhaps increasingly at S2. In many primary classrooms, with their advantage of the single, co-ordinating teacher, effective differentiated learning and teaching is achieved within broad social grouping. In the secondary situation, however, where classes are being taught by a variety of teachers, teaching is apt to be directed to the "centre" of the ability range with disadvantage equally to the abler and less able learners. Increasingly, pupil learning in mixed ability classes is undertaken on the basis of pupil assignments and/or worksheets; these may be differentiated to some extent but are frequently the subject of criticism in that the learning experience can be arid. This situation requires some reappraisal.

29. Like the PDC we consider that the term "mixed ability" is too narrow because there are dimensions other than "ability" to be considered at S1. Class groups should be formed after analysis and discussion of information provided by the primary school about the particular characteristics, needs and personality of individual pupils, not on a purely random basis.

30. The PDC rejects the practices of streaming and setting as forms of differentiated organisation. We also have reservations but retain some sympathy with the Munn Committee's endorsement of "a degree of differentiation in S2 through both setting and individualisation of learning". We recognise that this remains the position in a substantial number of secondary schools at S2. We would stress, however, that where opportunities are offered for "an enriched curriculum" in S2, this should extend to all pupils and not be confined to abler pupils taking an additional language.

31. However classes are formed, we consider it vital that much greater attention requires to be given to the principle of differentiation. At the 10-14 as at other stages. learning and teaching should be sufficiently differentiated in nature to accord with individual needs of pupils in terms of age, ability, aptitude and rate of progress. We commend paragraphs 5.70-5.81 and paragraphs 8.75-8.80 of the PDC Report as a helpful starting point for a fundamental reappraisal by education authorities, school managers and teachers, of the organisation of classes at S1/S2. We stress the prime importance of individual characteristics and needs; of differentiation for effective learning through the development of material resources and teaching strategies; and of teacher training.

MANAGEMENT OF EDUCATION 10-14

Learning Support

32. Adequate provision of staff for pupils experiencing learning difficulties is an important consideration on which the CCC position should be made clear.

33. The PDC's views are couched in fairly general terms, commending the principle of support to pupils experiencing learning difficulties in primary and secondary schools. The PDC went on to make favourable reference to models of co-operative teaching adopted in Strathclyde and Grampian. In the Costing Report, with the PDC's agreement, these views were firmed up into a costing for national implementation amounting to an estimate of £8.8 million per annum.* The CCC has no hesitation in endorsing the need, in any circumstances, for an adequate learning support system in primary and secondary schools as a fundamental element in providing equality of educational opportunity. Any effective learning support system is bound to be expensive but we do not regard this as a totally new cost.

34. The CCC does not have a firm view on the principle of co-operative teaching or of "float" arrangements as opposed to other forms of support to pupils experiencing learning difficulties. Like the PDC, we applaud the Strathclyde and Grampian initiatives, but the nature and scale of learning support is a question which arises irrespective of any planned 10-14 developments and, in our view, is a matter for education authorities. There is already some provision for learning support within the national staffing standards. We understand that the scale of such support is a matter being further considered in the current SJNC staffing review.

Staff Development

35. We strongly endorse the approaches to learning, teaching and curriculum assessment outlined by the PDC in paragraphs 14.10-14.14, 14.16, 14.42-14.51 and 14.52-14.56 and related sections of the Report. Essentially these approaches are universally commended in theory but not yet sufficiently applied in classroom practice whether in primary or secondary schools. We wish to commend these sections of the PDC Report as a source for teacher trainers, teachers in training and for staff development purposes in primary and secondary schools.

36. Also we commend those sections of the Report dealing with teacher education (13.1-13.17 and 13.18-13.39) for further study by colleges of education and education authorities respectively. Respondents appreciated that the length of the post-graduate pre-service courses might not allow for in-depth attention to 10-14 aspects but wished to ensure some common experience in the courses leading to primary and secondary teaching.

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* vide paragraphs 8.79 and 9.26 of the PDC Report and Note 13 of the Costing Report

The Local Development Model

37. We agree with the PDC's overall conclusion that a secondary school and its associated primary schools should operate as a partnership. We agree also with the PDC's contention that considerable staff development and training benefits derive from such a partnership. We are aware that the Report's proposals for a curriculum co-ordinating team with a structure of working parties for each group of secondary and primary schools is based on developing practice in more than one area of Scotland. We are bound to agree, however, with the majority of respondents who, for a variety of reasons, expressed concern at the apparently elaborate arrangements proposed, at least as a universal model.

38. Among the many comments expressed were the following:-

- a quite overt EA management role was necessary in decisions about phasing of initiatives, allocating tasks in the light of local talent, identifying priorities, deploying influential staff;

- the probability that the model would be diffuse and very costly for rural and remote areas, necessitating either proportionately greater support or a more streamlined approach;

- the value of having clear national objectives/guidelines as a framework for local development;

- a quite essential allocation of time to key staff, especially assistant headteachers.

39. Taking account of these views, the costs of the full PDC model as illustrated by the Costing Report, and overall priorities within the foreseeable future, we are attracted to an alternative proposal for measured development with central funding on a model somewhat similar to TVEI pilot schemes. The proposal, which has been prepared by the Chairman of the PDC, is set out in outline at Annex A.

THE COSTING REPORT

40. We, like many respondents, found the Costing Report helpful and salutary. Clearly, in future, all significant educational proposals will require similar costings to bring out the less obvious resource implications at local and school level as well as the more overt central costs. We believe that the proposals for further development which we outline below can substantially be absorbed into the normal processes of curriculum and staff development at national, local, school and departmental levels and will require significantly lower levels of special funding than current initiatives like the introduction of Standard Grade, TVEI and the 16+ Action Plan.

THE CCC'S PROPOSALS

41. In the light of all the above considerations, we now summarise our proposals for rationalising and updating the provision for 10-14 year olds in Scotland.

42. Subject to the Secretary of State's agreement to the thrust of the educational principles which we have commended, we propose the following further steps:-

a. To complete expeditiously the preparation of a statement of position on "A Curriculum Framework S1-S6": Guidelines to Headteachers" incorporating and commending in principle appropriate elements of the PDC Report as approved by the CCC; to seek endorsement by the Secretary of State; and at a later stage to develop the rationale to cover all stages of school education.

b. To publish with the consent of the Secretary of State a CCC Position Paper consisting of a condensed version of the PDC Report amended in accordance with the CCC's final views and consistent with the above S1-S6 framework.

c. To commend that Position Paper to education authorities, schools and colleges of education as the basis for gradual reform of the arrangements relating to 10-14 year olds without any suggested time-scale, and within the terms of the agreed SJNC Conditions of Service and Minute of Agreement on curriculum development.

d. To encourage the incoming CCC to establish a structure of cross-sector/cross-disciplinary deliberative committees (as earlier proposed), among whose functions would be to advise the CCC on the preparation and issue of central guidance on aspects of the 10-14 curriculum within the spirit of the Position Paper.

e. To encourage the incoming CCC to co-ordinate such guidance, to monitor spontaneous or planned local development and, from time to time, to issue information and general guidance on 10-14 arrangements.

f. To initiate as soon as possible a limited and deliberately experimental development programme on the lines indicated at paragraph 19 above and Annex A. Such a programme would operate within a pre-determined cash limit established by agreement with central and local government.

CONCLUSION

43. We have proposed relatively minor modifications and no fundamental changes to the educational principles described in the Report. Our approach to education 10-14 at local and school level is, however, somewhat different from that originally proposed by the PDC. We envisage implementation of changes at the 10-14 stage taking the form of a carefully co-ordinated and measured development consistent with the aspirations of the PDC for "a gradual, cumulative momentum", other demands on the professionalism of teachers, and the legitimate political and economic concerns of local and national government.

44. Finally we would wish to pay tribute to the Chairman, members and officers of the Programme Directing Committee who prepared this stimulating Report in exceptionally difficult circumstances; to acknowledge the valuable assistance of the HMI MERU team in preparing the Costing Report; and to express gratitude to the many respondents whose observations and suggestions have assisted us in preparing this advice. We await with interest the Secretary of State's conclusions in relation to this important area of the curriculum.

EDUCATION 10 - 14 IN SCOTLAND

SUSTAINING THE IMPETUS - A POSSIBLE FALLBACK POSITION

1. It is clear from responses to the 10 - 14 Report that there is great sympathy in principle for many of the Report's recommendations, and that, whatever reservations may be held about certain features of it, Authorities would wish it were possible to take steps to improve the continuity, progression, coherence and balance of the educational experience of children in the 10 - 14 range.

2. In spite of this, Authorities do not find themselves able to commit themselves to implementation. The costs in terms of finance and human energy are seen to be too high in the present cirucmstances. It is not reasonable to expect that a full-scale national development programme with all its resource implications could be undertaken.

3. It is proposed, therefore, that CCC should recommend a quite limited, and deliberately experimental development. This development would operate within a pre-determined cash limit, and would be carefully planned, monitored, evaluated and reported upon.

   The object, would be:

   (i) to create a bank of well-documented experience which can be drawn upon generally in more favourable future circumstances and;

   (ii) to evaluate selected proposals, and/or procedures, drawn either directly from the CCC discussion document, or from alternative sources.

4. The funding and management model should be based on the TVEI Pilot model i.e. within stated criteria (which could be constructed from the 10 - 14 Report, the Costing Report, CCC views, SED views and Education Authorities' views), Authorities would submit, for national approval and funding, plans for developments within the field of 10 - 14 curriculum. The number of developments would, as in the TVEI pilot, be restricted to one per Authority, with each division of Strathclyde being regarded as an Authority. The fundamental criterion would be that each development should involve one secondary school and all its associated primaries, as well as any special school or unit within the school's catchment area. A second criterion would be the willingness of the institutions involved to be open to an evaluation exercise conducted according to agreed principles.

5. The perceived advantages of this proposal are that:

   (i) the impetus of an important initiative will be sustained;

   (ii) the goodwill known to exist in certain schools can be retained and capitalised upon;

   (iii) the detailed planning and management of development can be in the hands of teachers, as proposed in the Report;

   (iv) that the thrust of development can, however, be controlled by

Education Authorities and Government working in partnership;

(v)   proper financial support can be afforded to each development (including, for example, the critical matter of paying for teacher cover), while at the same time focussing development finely on agreed priorities and within a limited budget;

6.   Funding, it is suggested should be made available from SED via CCC which would have the responsibility, under continuous SED assessment, of managing, monitoring, evaluating, recording and, where appropriate, publicising developments.

D G Robertson,
Chairman, Programme Directing Committee

20th January 1987

Mr Crawley

EDUCATION 10-14 IN SCOTLAND

1.   Sir James and I have been working on the draft agenda for the meeting of
the CCC in June.   Can you give any guidance as to when and in what form we can
expect the Secretary of State's reaction to the CCC's formal advice on
Education 10-14.   Obviously it would be desirable for this to be made known
to members of the present CCC even if the implications would be largely for the
incoming body.   We understand that HM Inspectors have been working on a draft
response.

2.   An associated point is whether the CCC's Sixth Report, as in former reports,
should include appendices containing the text of significant advice given to the
Secretary of State.   Appendices, on this occasion, might be expected to include
the CCC response on the Policy Review, the 10-14 submission, further Standard
Grade phases etc.

3.   Incidentally, Sir James has not yet had any form of acknowledgement of
his letter from PS/Secretary of State.

Mr McNeish / Mrs Brannan O.1.

Mr Watt.

D R McNICOLL
CCC Secretariat
Room 4/21
NSAH
Ext 4509

7 April 1987

1. I doubt very much whether there will be a response to the action on 10-14 before the June meeting of the CCC. We are all (particularly those) under far too much pressure on other fronts to reach a conclusion on such a major group of issues in which Ministers have such a major interest in such a timescale.

2. I have no view on what should be appended to the CCC's Report. Is it published?

3. Sir James should get a letter on 10-14 fairly soon.

Please discuss with Mr Watt & ask him to consider further.

NEW ST. ANDREW'S HOUSE
ST. JAMES CENTRE
EDINBURGH EH1 3SX

Sir James Munn OBE MA DUniv
4 Kincath Avenue
High Burnside
GLASGOW
G73 4RP

14 April 1987

Dear Sir James

The Secretary of State has asked me to thank you for your letter of 20 March with which you enclosed the CCC submission on the Report "Education 10-14".

The Report has brought out a number of key educational issues for debate. The Secretary of State will want to think very carefully about the CCC's recommendations in the light of the current priorities facing the education service. He has asked me to let you know that he certainly does not wish to delay unnecessarily in giving you a formal response but that it may be a little while before the Government can come to firm conclusions.

In the meantime, the Secretary of State would like to express his appreciation of the work of the Programme Directing Committee in producing this major report and of the CCC itself in conducting the consultation exercise and preparing its final advice.

Yours sincerely

ROBERT GORDON
Private Secretary

EML10411

Consultative Committee on the Curriculum

To: Former Members of the
      Education 10-14 Programme
      Directing Committee

Your ref

Our ref

Date
20 November 1987

Dear Mr Menzies

1.   I am enclosing for your interest a copy of the formal advice on Education 10-14 submitted to the Secretary of State in March 1987.   You may know there has been a long-standing convention that advice of this nature remains confidential until the views of the Secretary of State are known;   recently this has been firmed up in the remit of the new CCC to the effect that "such advice shall not be published without the Secretary of State's consent".   I am sorry that for these reasons it has not been possible to let you have sight of the submission before now.   The Department has now signalled that the CCC's full submission on Education 10-14 may be published within the Sixth Report of the CCC.   This is presently at print and should be published within the next few weeks. You will be sent a complimentary copy.   Meanwhile I should be grateful if you will regard the text as confidential.

2.   I am also enclosing copies of two significant documents which relate to Education 10-14 and which are being issued widely today.   The SED Consultation Paper on "Curriculum and Assessment in Scotland: A Policy for the 90s" makes reference to the 10-14 Discussion Paper and the consultation on it.   The CCC's "Curriculum Design for the Secondary Stages: Guidelines for Headteachers" obviously draws heavily on the PDC's thinking not only for the S1-S2 stages but in terms of the permeation strategies recommended for all stages.   You will note also that the CCC is being invited to advise on a curriculum framework for the primary stages.   I have little doubt that again the work of the PDC will be a very helpful source for this purpose.

3.   I imagine that you and your colleagues will regret that the full recommendations of the PDC are not to be implemented quite in the ways which had been proposed.   This of course is a common fate of reports, educational or otherwise.   I am sure, however, that the work of the PDC has already been, and will continue to be immensely influential in the development of the curriculum in Scotland and elsewhere for many years to come.

Yours sincerely

D R McNICOLL
Secretary, CCC

AHG01822.117

SCOTTISH EDUCATION DEPARTMENT
New St Andrew's House
EDINBURGH EH1 3SY

Telephone 031-556 8400 ext 5111

D R McNicoll Esq
Secretary/Chief Executive Designate
Scottish Consultative Council on the Curriculum
Room 4/21
New St Andrew's House
EDINBURGH

3 May 1988

Dear Mr McNicoll

I am writing on behalf of the Secretary of State to convey his appreciation for the preparation by the CCC of the discussion paper "Education 10-14 in Scotland", and for the detailed analysis which it contains of the needs of the education service at a particular and important stage in its development. The Secretary of State also wishes to record his recognition of the dedication and enthusiasm of the Chairman and members of the Programme Directing Committee and those who participated in the preparation of the report, particularly at a time of difficult circumstances. I write also to amplify the reference to the 10-14 paper which appeared in the consultation document "Curriculum and Assessment in Scotland - a Policy for the 90s".

Since the 10-14 programme was set in train and the report completed the circumstances underlying the revision of educational policy have changed. There has been a fuller appraisal of the progress of the Standard Grade Development Programme and the Action Plan and the cumulative effect of these developments on the individual teacher. In the light of these and other developments the Government produced its consultation document which addresses a wide range of educational issues, many of which embrace or overlap those dealt with in the 10-14 Report. In some respects the analysis and approach of the 2 documents coincide, in others they do not. The following paragraphs attempt to summarise these relationships and in so doing to offer a fuller response to the 10-14 Report than was possible within the confines of the consultation document.

The 10-14 Report emphasised the need for education in the late primary and early secondary stages to be coherent, continuous, progressive and consistent in quality. The Government endorses this and the consultation document seeks to extend those principles throughout the 5-14 age range. The 10-14 Report identified desirable outcomes which the curriculum should promote and aspects of experience which it should encompass. The Government support this approach and it is already reflected in the CCC's secondary guidelines.

The 10-14 Report also called for better recording and reporting of pupils' progress to parents. This is one of the central proposals of the consultation document. The Secretary of State also recognises the effectiveness of efforts made in many secondary schools to improve the

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exchange of information between primary and secondary sectors and to ease the transition from primary school through visits by upper primary school pupils to the associated secondary. This is to be encouraged, provided that the demands it makes on teachers' time are not excessive. In relation to pupil care the Government likewise accept that a clear policy is required in every school covering matters such as discipline and adjustment to new circumstances and clarifying the role of teachers, parents and outside agencies. The report's recommendations on pre-service and in-service training and on staff development will also be given careful consideration as part of the national programme of providing appropriate support to all teachers.

There is therefore a considerable measure of agreement on the basic aims and also on many points of detail between the 10-14 Report and the consultation document. But there are also differences. The 10-14 Report offers a view of the curriculum based primarily on the psychology and needs of the individual learner; a basis which has been influential in primary education. But there are other claims on the curriculum, especially at the secondary stages. These were identified and discussed in the Munn Report and the Government attaches importance to them. The requirements and expectations of society - a society where enterprise and competition must be increasingly valued if we are to maintain our place in the world community - must be a main determinant of what schools teach; knowledge must also be structured in a way which permits disciplined study and imparts to children the ability to marshal and utilise facts and experiences. By the age of 14 children should have a grounding which will lead naturally on to further and higher education and act as a preparation for adult life. The consultation paper fully recognises the need to relate educational progress to a child's maturity but advocates as the basis for this a solid foundation of knowledge and understanding of key subject areas. The proposed curricular guidelines are seen as improving the definition of such a basis, not only by articulating the aims and objectives of each curricular aspect but by giving an indication, where appropriate, of what should be taught and how the experience of pupils at P6 and P7 should prepare them for the challenges of S1/2 and beyond. There is a clear expectation that the curriculum at P6 and P7 should be as purposeful, rigorous and stimulating as that in the secondary stages.

It is also the case that the organisational machinery through which the Government proposes to further their aims is not that suggested by the 10-14 Report - nor, indeed, by the CCC itself in its advice to the Secretary of State on that report. The Government believe that national development in Scottish education is best accompanied by appropriate and cost-effective national support and that development should be even and consistent throughout the country. The Secretary of State does not think that it would be realistic or productive to pursue detailed curricular development in the 10-14 stages on the basis of individual and separate initiatives by local groups of schools and teachers. In his view such a strategy would impose a strain on education authorities in co-ordinating development and achieving consistency of quality and would run the risk of imposing undue burdens on individual schools and teachers. The dangers of diffusion, duplication of effort and disadvantage for schools in rural and remote areas were indeed pointed out in responses to consultation on the 10-14 Report. The alternative proposal from the CCC for limited experimental development on a model similar to TVEI pilot schemes was carefully considered but judged not to offer sufficient prospect of sustained momentum and consistency in national standards.

The Secretary of State believes that the consultation document offers a more realistic means of improving education without imposing undue strain on national and local resources or significant new burdens on local authorities and teachers.

These are real differences of emphasis and approach between the 10-14 Report and the Government's proposals but they do not detract from the achievement of the 10-14 Report as a whole in addressing, analysing and making recommendations about this important area of education and providing a useful basis from which the 5-14 development programme can be taken forward. For all that work the Secretary of State is grateful and on his behalf I would ask you to convey to the Chairman and each of the members of the Programme Directing Committee the thanks of the Secretary of State for their contributions to the report "Education 10-14 in Scotland".

Yours sincerely

J W L LONIE
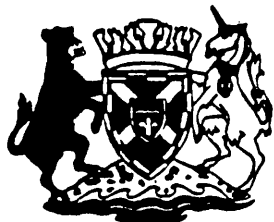
Tayside Regional Council

9 86

Mr David Menzies
6 Floors Road
Waterford
EAGLESHAM

our ref R/DGR/CEM
(Please quote on reply)
your ref

date   22 December 1987

Dear David,

Doubtless like Syd, Frank and I, you were somewhat put out at the references to the 10-14 Report contained in paragraph 10 of the SED Consultation Paper "Curriculum and Assessment in Scotland: A Policy for the 90s". We thought it might be helpful for you to know that the matter had been raised in the new CCC and we had added our strong protests to those of other members. We also indicated that the government's statement will come as a great surprise to those groups of schools observed by PDC 10 to 14 who thought they were working together effectively. What the 10 to 14 Report proposed about curricular collaboration between primaries and secondaries was little more than a description of what was, in fact, working, was eminently acceptable and an outstandingly good use of the teacher's time and energies in that it produced not only a better curriculum, better learning by pupils but also it enhanced the professionalism of the teachers themselves.

My impression is that the education world generally is finding it puzzling to try to reconcile the comment in paragraph 7 (iv) of the Consultative Paper to the effect that there is a serious problem of curricular discontinuity in the four years between P6 and S2 and the government's apparent rejection of the very sensible proposals in the 10-14 Report as to how these discontinuities might be reduced or eliminated. The government's claim in Section 10 that "separate efforts of individual groups of schools and teachers locally was considered by education authorities and school managers nor by the CCC to be workable, acceptable or an effective use of a teacher's time and energy" is, of course, a travesty of what the respondents to the 10-14 report actually said. Most respondents welcomed the proposals for collaborative management of curriculum development between primary and secondary schools. Some had reservations about whether they could be afforded without additional resources. Others felt they could not be accorded a high priority given existing pressures on teachers, particularly with relation to standard grade developments. It was in recognition of these reactions that the CCC were attracted to an alternative proposal for measured development on a model similar to TVEI pilot schemes and restricted to one secondary school and its associated primary schools in each authority and in each division of Strathclyde Region. The EIS declared themselves "well disposed towards the development of the co-ordinating arrangements which are illustrated in Figure 6 of the 10 to 14 Report".

The collaborative approach to management which the government appears to be rejecting was not only recommended in the 10 to 14 Report. "Primary Education in the Eighties" stated in Section D5 that the relationship between the individual primary school and its associated secondary school is crucial if the

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children are to experience education as a continuous process and one which builds on and develops previous experience rather than a process marked by harmful discontinuities.   It is claimed that the very process of discussion among primary schools through meetings with each other and the process of thinking about the curriculum for the 10 to 14 age range involving discussions with secondary staff should have important benefits for both primary and secondary staff and ultimately the pupils in their care.   For the wider community, it is further claimed that these initiatives should help to create a sense of confidence in the schools.

I cannot help feeling that there are non-educational factors at work in the government's perceptions.   All members of the inspectorate we met throughout the course of our deliberations seemed to favour an educational model 10 to 14 which aligned the education of pupils at the P6/7 and S1/2 stages in calculated ways to remove harmful discontinuities.   That seemed to offer the best prospect of a balanced and realistic response to pupil need.   It seemed to permit a flexible approach to the creation of conditions favouring effective teaching and learning by seeking an appropriate coming together of primary and secondary practices along identified axes such as curriculum structure and teaching methods.   It seemed to be a feasible approach.   It lent itself to evolutionary change taking advantage of the existing strengths of both the primary and the secondary sector and it avoided the need to bring about radical change of the primary/secondary framework of educational provision.   It allowed the possibility of significant modification of the detail of existing practices but did not go against the grain of teacher training and the availability of accommodation.

However effective the guidelines which the CCC may produce, the government is bound to discover in the fullness of time that there is no way of effectively implementing its own curriculum and assessment policy from 5 to 14 without setting up structures something like those proposed in the 10 to 14 Report. I would propose to be saying things like this in the various networks in which I am involved and which will be responding to the consultation paper.   I hope that you can do something of the same.

Sid, Frank and I were, of course, very pleased that so much of the 10 to 14 Report had been incorporated in the guidelines on the curriculum framework for the years S1 to S6 published in the yellow covered document entitled "Curriculum Design for the Secondary Stages" which was released at the same time as the consultative paper but did not get nearly as much publicity.   This has left us wondering what "key recommendations" are being referred to in paragraph 10 of the Secretary of State consultative paper.   Key recommendations of the 10 to 14 Report were aimed to achieve breadth, balance, continuity and progression over the years P6 to S2 and the government does not appear to disagree with these objectives for S1 and S2.

Best Wishes for a Merry Christmas and a Happy New Year.

Kind regards

Yours sincerely

David .

EDUCATION 10 - 14 IN SCOTLAND : A DISCUSSION DOCUMENT

LETTER TO MR McNICOLL FROM J W LONIE DATED 3RD MAY 1988

PREAMBLE

The following comments are written in the knowledge that neither the SCCC nor the Government would wish there to be any misrepresentation of an important educational report or any misconception about the situation to which it was addressed. Unfortunately the letter, while acknowledging the Report's usefulness, does contain serious misconceptions (so serious that they might be mistaken for misrepresentations) and a misunderstanding of what will be needed to implement a policy to correct discontinuities between primary and secondary schools. SCCC additionally may feel some disappointment that the letter addresses itself directly to the Report rather than to the CCC's own advice about the Report (except briefly in the reference to organisational machinery and to the proposal for a limited experimental development).

Further the Government's perception of the 10 - 14 Report and the issues it addresses bears closely on the SCCC's ongoing and forthcoming work arising from Curriculum and Assessment in Scotland : A Policy for the 90s. It is important for that reason to clear up the misunderstandings and misconceptions which appear to exist so that that work can be taken forward.

AREAS OF AGREEMENT

First, however, SCCC will note with approval that, among other things, the Government endorses the general aims of the Report including its statement

of desirable outcomes and the range of the curriculum as described in its "aspects of experience" (at least as the latter is reflected within the CCC's *Curriculum Design for Secondary Teachers : Guidelines for Headteachers*). This, in effect, means that there is a general endorsement for the Report's Chapter 3 (Directions and Desirable Outcomes) and Chapter 6 (Towards Curriculum Design : The Range of the Curriculum). Other Chapters of the Report which are acceptable to the Government would appear to be Chapter 10 (Recording and Reporting), Chapter 11 (Pupil Care) (although there is a special emphasis on Discipline and Relationships with other Agencies), and perhaps also Chapter 13, on Teacher Education, "which will be given careful consideration".

The Government's approval for Chapters 3 and 6 is especially noteworthy in view of comments made when the letter goes on to describe what it takes to be differences between the 10 - 14 Report and the Government's consultation paper *Curriculum and Assessment in Scotland : A Policy for the 90s*.

"DIFFERENCES"

i.   *The Prime Basis of the 10 - 14 Report*

The first of these differences is described as follows. "The 10 - 14 Report offers a view of the curriculum based primarily on the psychology and needs of the individual learner". This is quite untrue and represents at best a serious misreading of the Report. Of course, the Report does not ignore the individual learner, but it is no more concerned with this consideration than with others. The range of the curriculum, which is presumably "the view of the curriculum" which the Government accepts, is set out at length in

Chapter 6 of the Report. It covers understanding the self, society, the physical and natural world through science and mathematics. It calls for the development of practical skills including designing and making and using artefacts, for the development and understanding of physical well-being, for activities to be undertaken in the expressive arts, for the development of communication skill, for moral development and for religious awareness. That range of experience adds up to a response to the claims of society as a whole and is not a response to the needs of any single individual learner. These societal claims are, of course, presented in terms which the authors of the Report felt to be appropriate to the age range of the pupils with whom they are concerned. Additionally, the "desirable outcomes" set out at 3.21 are virtually all concerned with equipping young people to live effectively in the contemporary world and in a western democratic society. If these outcomes had been written for the education of children in a distinctively different kind of society (say, for example, a Muslim or Communist society), they would have been very different. The factor which principally formed these "outcomes" was the requirements of the society into which children are moving.

ii.   Claims on the Curriculum

The letter continues "... but there are other claims on the curriculum, especially at the secondary stages" (our italics). This is a misconception. The "other claims on the curriculum" which the 10 - 14 Report fully acknowledges are equally important at all stages of education. What may, of course, be argued, is

that later stages of the secondary school should show a more specific vocational bias or an element of job training. This is, in itself, a contentious proposition, but from the point of view of education from 5 - 14 is not one which need be addressed here, just as it was not addressed in the 10 - 14 Report.

The letter goes on "... these claims were identified and discussed in the Munn Report and the Government attaches importance to them". The Munn Report's contribution to this kind of thinking about the curriculum is fully acknowledged and endorsed in the 10 - 14 Report at paragraphs 3.8, 3.9, and 3.10. (The third claim on the curriculum identified in the Munn Report, but not explicitly referred to in Mr Lonie's letter, is the epistemological one. A significant amount of attention is given to this in the 10 - 14 Report, particularly at 5.4.7, 5.4.8, 5.4.9 and 5.5.0).

iii.   Enterprise and Competition

"The requirements and expectations of society", Mr Lonie goes on, "must be a main determinant of what schools teach". In fact, this is recognised and solidly built into the Report. The Government, however, has failed to notice this. The explanation for the failure lies, one surmises, in the Government's vision of society as one "where enterprise and competition must be increasingly valued if we are to maintain our place in the world community".

It cannot be the concern of this paper to engage fully with the educational implications of that statement, but Council may have need at some time to consider whether there is indeed a simple and

direct link, as appears to be suggested in the letter, between successful national economic performance (said to be satisfactory and improving) and the detail of curricular provision in primary and early secondary schools (said to be unsatisfactory and in need of improvement). Council may further have to ask whether the kind of competitiveness approved of is that of the whole nation in competition with other nations, whether it refers to businesses within the one nation in competition with each other, whether it is one individual competing with all other individuals, and how these different notions of competition relate to each other.

It is a just comment on the 10 - 14 Report that it did not limit its vision of society to "enterprise" and "competition". It proposed that skills and attitudes should be fostered in young people to enable them to "operate effectively and ethically in the environment". This certainly was intended to include the concept of enterprise.

It is true that the word "enterprise" is used once only in the Report. This does not mean that the Report is in any way antipathetic to enterprise and it is certainly not antipathetic to enterprise in industry and commerce. What it does mean is that it was concerned with those qualities which make up enterprise. It is concerned, for example, with active and realistic communication, with co-operative work, with independent work, with the use of information and evidence, with learning to learn in the sense of being able to switch strategies to suit the ends proposed by any task, with problem-solving, with investigating, with critical reasoning, with developing competence in social interaction, with

decision-making and choosing. It is concerned with motivation. These are all qualities of mind and attitude without which "enterprise" is simply an empty word. The Report commends "activity", "collaboration", "inter-disciplinary work", "projects" and "topics" as effective forms of organisation of the learning experience. Government should recognise that these approaches are entirely consistent with "mini-enterprise" schemes which it accepts as promoting the attitudes and values it approves. It is a pity that, because the Report does not use the "buzz words" which a certain group of orthodox thinkers about education currently require, it is being so seriously misjudged or misunderstood by the Government. The Government is currently engaged, of course, upon a campaign to eliminate what it sees as a dependency culture in Scotland. The notion that there is such a dependency culture may be disputed, but is not a matter for the Council to engage with. What is important is that the Government should be encouraged to recognise that there is nothing in the 10 - 14 Report which would inhibit enterprise as against dependency. (The only inhibition on enterprise would come when a school or a teacher or pupils themselves recognised that there are ethical limits to what is acceptable. The Govenment's consultation paper and Mr Lonie's letter do not, of course, refer to such considerations.)

iv.   Structured Knowledge

Mr Lonie's letter proceeds as follows: "... knowledge must also be structured in a way which permits disciplined study and imparts to children the ability to marshal and utilise facts and experiences". It may be that we do here have a genuine difference of opinion

between the Governnment's view and the 10 - 14 Report's view. The 10 - 14 Report was concerned to structure the experiences of children in such a way as to maximise effective learning; and one of the issues with which the Report concerns itself is whether the logical structure of a fully developed intellectual discipline is the best basis for enabling children to come to understand that discipline. This is a very problematic area, but research suggests that it is a question which must be addressed. For present purposes, it is essential to know whether the Government actually does differ from the 10 - 14 Report in what it means by "knowledge" and "structure". Without a clear statement it is difficult to avoid the speculation that, the Government here is suggesting that the conventional division of the curriculum into 11 or 12 discrete subject areas as the best way to ensure effective learning. This may be the meaning of the surprising statement which occurs later in this paragraph of the letter that "there is a clear expectation that the curriculum P6 and P7 should be as purposeful, rigorous and stimulating as that in the secondary stages". If this means that the Government believes that Primary 6 and 7 should have its curriculum structured in a way that mirrors the dominant patterns in S1 and S2, it should say so clearly.

v.   Preparation for the Future

The letter continues "... by the age of 14 children should have a grounding which will lead naturally on to further and higher education and act as a preparation for adult life". It is difficult to know how to comment on a sentence like this in view of the 10 - 14 Report's major concern with preparation both for

further stages in schooling, by implication with tertiary education, and certainly and explicitly, over and over again, with the world outside education. Is this merely a repetition of the view that it is a mistake to reduce the amount of timetabled allocation of English and Mathematics in the secondary school? (The Report suggested, tentatively, 10% to each, quite in line with what is proposed for the National Curriculum in England and Wales).

The next sentence implies that the Report fails to provide a basis for "... a solid foundation of knowledge and understanding of key subject areas". The 10 - 14 Report may be wrong in what it proposes, but it certainly did not ignore or under-rate the importance of knowledge and understanding of all areas. Again, it is incumbent upon the Government to explain what it means by this sentence. If the processes of education (Chapter 5 and Chapter 9) and the range of the curriculum (Chapter 6) are inadequate, the Government must explain precisely why they are inadequate and what the alternative is.

vi.   Guidelines

The argument in Mr Lonie's letter shifts now from a critique of the 10 - 14 Report to a commendation of features of the Government's consultative paper and says that " ...the proposed curricular guidelines are seen as improving the definition of a basis (for a foundation of knowledge and understanding in key subject areas), not only by articulating the aims and objectives of each curricular aspect, but by giving an indication, where appropriate, of what would be taught ...". It is true that the 10 - 14 Report does not

seek to specify in detail how areas of the curriculum should be taught or what the specific content should be. This was consistent with the remit given to the 10 - 14 Directing Committee. The intention of the Report was to provide a general framework within which the detail could be constructed in particular areas of the curriculum. This is not inconsistent with much of what is said in the consultative paper. The authors of the 10 - 14 Report, however, took the view that for very much of the curriculum, adequate guidance at national and local level already existed. It saw the problem as one of implementation rather than the need to create new advice within established curricular areas. Where there was identified a need to develop advice or to up-date advice this was noted, as in the case of mathematics at 6.3.8.

This is not, however, to deny the need now for national guidelines in all areas of the curriculum. The Government itself has changed the situation to which the 10 - 14 Report was addressed. It has done this by introducing mechanisms by which schools will be subjected to continuous external assessment - by school boards, by the inspectorate, and possibly by the publication of test results. There exists also the possibility of legislation to enforce the national curriculum. Clearly schools must have access to the criteria by which their efforts to educate children will be judged. Guidelines will attempt to provide that access.

Council will recognise that there is nothing, in essential principle, in the Government's proposition to provide national guidelines at odds with the Report's view that schools should enjoy "autonomy within guidelines" (12.28). It is true that the Report

gave a centrally important role to Education Authorities, as, for example, in recommending to Education Authorities that "curricular policies for the age range, interpreting and adapting national policies, should be made available for the guidance of groups of schools" (12.37) or in recommending to schools that they "should regard themselves as accountable to the local authority in terms of these guidelines, and, in negotiation with the local authority, should establish targets of achievement for themselves in the light of guidance" (12.38). In recognising the central role of the authority, the Report was acknowledging the statutory duties of Education Authorities, and can hardly be blamed for failing to anticipate the Government's desire (as it sometimes appears) to reduce the power of Education Authorities.

vii.   Implementation

Mr Lonie goes on to commend the "organisational machinery through which the Government proposes to further their aims". SCCC might ask: what machinery? What the consultative document proposes is that the SCCC produces guidelines for teachers and for parents. When these documents have been produced, the real work of implementation will begin.

There is no proposed machinery for dealing with this stage in the process. It may be intended that the references to school boards are to be taken to mean that they will supervise implementation. Even assuming that this is possible, this will leave untouched the primary-secondary "discontinuities" - unless there are to be joint meetings of school boards?

Much of the experience of Scottish schools reflected in the organisational proposals of the 10 - 14 Report was about adapting national guidance to the circumstances of a particular set of schools. The starting point of the Mintlaw (Grampian) exercise was the guidelines produced by the Scottish Committee on Environmental Studies and the published advice of Scottish Central Committee on Social Subjects. It may be that the CCC's new guidelines in this field will be such an improvement on what has gone before that it will make very much easier the task of adapting them for a group of schools aiming to achieve curricular continuity. But it is hard for officers and members who were involved in the 10 - 14 field-work to imagine that this end would be achieved without setting up systematic meetings between the staffs of primary and secondary schools on a pattern not unlike that proposed in the 10 - 14 Report.

Given, too, that schools will be at different starting points, it seems certain that it will be necessary to appoint on a short-term basis field officers to assist schools both individually and as consortia to come to terms with national demands. This again is similar to the organisational proposals made in the 10 - 14 Report (13.31). Is something of this sort implied in the statement that there will be deployed "cost-effective national support" to ensure that development is "even and consistent throughout the country"?

In the light of the factors affecting continuity as they were revealed during the field work on 10 - 14, the programme's directing committee will remain sceptical about the claim made in the last sentence of Mr Lonie's penultimate paragraph. Council

members may feel there is a need for a more explicit and detailed description of the implementation machinery together, of course, with a detailed costing such as was made for the 10 - 14 recommendations, before accepting that "the consultation document offers a more realistic means of improving education without imposing undue strain on national and local resources or significant new burdens on local authorities and teachers".

S B Smyth
F R Adams

SCCC Edinburgh Office

21st May 1988

APPENDIX 12 "CURRICULUM AND ASSESSMENT IN
SCOTLAND: A POLICY FOR THE 90s"

CURRICULUM AND ASSESSMENT IN SCOTLAND:

A POLICY FOR THE 90s

A CONSULTATION PAPER

SCOTTISH EDUCATION DEPARTMENT
November 1987

CONTENTS

CONSULTATION PAPER

CURRICULUM AND ASSESSMENT IN SCOTLAND: A POLICY FOR THE 90s

A. INTRODUCTION

1. We in Scotland are justly proud of our school system. Its traditions and the professionalism of its teachers have produced generations of young people equipped, as their aptitudes and abilities allow, to play a full part in society. The Government is fully aware of its responsibility for stewardship of that system. But responsible stewards must be open to change. There is no place for complacency if standards are to be maintained and improved.

2. The Government has therefore given very careful consideration to its policies for the school curriculum and for assessment in Scotland. There are aspects of policy which need to be strengthened; there are weaknesses in curricular and assessment practices which need to be remedied; and the basis on which curriculum and assessment policies in Scotland are determined needs to be clarified and developed.

3. This consultation paper outlines the Government's proposed programme of action. For the most part the Government believes that the machinery for establishing and implementing curricular policies which we already have in Scotland has been successful in securing and maintaining a cohesive and consistent curriculum; and that this machinery is the proper basis on which to carry forward the tasks outlined in this paper. The proposals outlined in this document are founded on widely accepted principles and on work already going on within the Scottish educational system; and they take full account of the distinctive character and traditions of that system.

B. THE NEED FOR ACTION

4. The Government's main aim is to secure substantial improvements in the quality and level of achievement of school education in Scotland. It intends to work with teachers, education authorities and parents to secure a much better understanding of the school curriculum and a more systematic approach to checking on the progress of children. Schools should offer a curriculum which is relevant, and which adequately stretches all children throughout their school life. The curriculum should derive from the professionalism of teachers but should take into account the experience and knowledge of parents. The Government believes that its proposals will take a further major step towards these ends. It intends that they should achieve:

    i. clearer definition than at present of the content and objectives of the curriculum;

    ii. the establishment and implementation of satisfactory assessment policies in all schools, an integral part of which will be a requirement to assess children in certain key skills on a nationally standardised basis;

    iii. better communication between schools and parents on the curriculum and assessment policies and practices of the school and better reporting on the progress of pupils;

Many children especially in Primary 6 and Primary 7, are insufficiently challenged. The Secretary of State believes that there is a need for more progression and rigour in the primary curriculum, especially at P6 and P7, in the light of the age of transfer to secondary schools in Scotland. It is also essential that the curriculum in both primary and secondary schools should meet the needs of the less able so that their potential can be developed fully.

iv.   Curricular discontinuity

There is a serious problem of curricular discontinuity, especially in the 4 years between P6 and S2. The curriculum in primary and secondary schools is significantly different; and there are few generally accepted guidelines to help ensure that courses in S1 and S2 will both build on an agreed basis in the primary school and provide a satisfactory foundation for S3 and S4.

v.   Inconsistency of approaches to assessment

The importance of assessment is generally recognised both in the primary and the secondary school. It is however an area where schools and individual teachers need a great deal of support. Many schools do not have consistent policies towards assessment. In primary schools in particular, much assessment work while good, is patchy and many schools do not give it the importance which pupils deserve and parents expect. The Government believes that every pupil should benefit from a properly structured programme of assessment which is part of the process of learning and teaching. This should challenge the more able, identify the weaknesses of the less able and form a satisfactory basis for reporting to parents on the progress of their children.

vi.   Poor communication with parents

Many parents suffer from poor communication from their children's schools, especially on curriculum and assessment matters. In many cases there is well developed communication between schools and parents, but unfortunately not all parents can rely on the same quality of information and guidance. The language of the education system is not easily understood and often the efforts made to explain it are inadequate. The Secretary of State believes that parents have a right to understand what the school is trying to teach their children and to be informed of the progress which children are making in the learning that is being offered. It is the duty of the schools and the wider education service to provide the information which parents need.

8.   The Secretary of State therefore invites those who share responsibility with him for the education system in Scotland to address as a matter of urgency the inconsistencies in the nature and quality of the national curricular guidance available in all the central subjects of the curriculum and, as part of this task, to clarify for parents and other users of the system what each main component of the curriculum is intended to achieve. He believes that schools should be encouraged and assisted to adopt coherent assessment and testing policies which will assist teachers in delivering the curriculum and which will enable them to provide more informative reports to parents; and that there should be a

elements in other relevant subject areas. The Secretary of State regards the issuing of the CCC's guidelines as an important element in the Government's overall strategy for curricular definition.

13. The primary curriculum was the subject of a position paper by the CCC's Committee on Primary Education "Primary Education in the 1980s" published in 1983. This describes the primary curriculum in terms of language arts, mathematics, environmental studies, expressive arts and religious education (including social and moral education). Environmental studies includes science, health education, technology and elements of geography and history and is frequently delivered through a topic-based approach. Physical education is included in expressive arts. Here again there is broad agreement on the subjects which should be taught but there remains a need for clearer and more structured advice on the balance between the different components. The CCC will be invited to advise on these aspects.

Content

14. Given general agreement on the balance of the curriculum, the key task is to establish for each aspect of the curriculum a nationally agreed set of guidelines setting out the aims of study, the content to be covered and the objectives to be achieved. The guidelines should include in particular the knowledge and skills to be taught. They should cover the nature of progression from year to year, including in particular progression from the primary to the secondary stage; and each set of guidelines should make clear what should have been studied by appropriate points at each stage of schooling. They should include a broad indication of the standards that pupils should have achieved at these points.

15. The basis of such statements already exists in a number of aspects of the curriculum and for certain stages of schooling. Most obviously, the Standard Grade guidelines set out appropriate descriptions of each course for the 14-16 age group and the Secretary of State does not consider that any separate guidelines need to be developed for this age group or for the 16-18 stage where, as at 14-16, the detailed content of the curriculum is largely governed by Scottish Certificate of Education and National Certificate courses.

16. The programme of definition and development will therefore focus on the years 5-14. These formative years provide the basis for the study of examinable courses and vocational training in the years afterwards. Schools have a duty to ensure that each one of these 9 years is interesting and fulfilling in its own right for each child.

17. The Secretary of State will shortly invite the Consultative Committee on the Curriculum to review the curricular advice already in existence and, in the light of that review, to put in hand as quickly as possible the development of curricular guidelines covering all subject areas for ages 5-14 where satisfactory guidelines do not currently exist, or to supplement existing guidelines where necessary and possible. The CCC will be asked to give priority to English, mathematics and environmental studies including science.

18. This programme will build on the advice and teaching materials already available as a result of work by the CCC or through national developments such as the Primary Education Development Project in

24. In addition, the Government's proposals for school boards, (already issued for consultation in the discussion paper "School Management and the Role of Parents"), <u>include placing a requirement on headteachers to furnish boards with a statement of the curricular policies which are being applied in the school</u>. The boards will have the right to consider these statements and to make representations on them to the education authority and the headteacher. The education authority, and the headteacher, will be required to take account of these representations in determining policy and to reply to the points made. These proposals will give parents the right to be consulted, to discuss and to influence the application of curricular policy in the school although the final decisions will necessarily be taken by the education authority and the headteacher, in light of the national curricular policies and local policies and resources. The boards will provide a means of establishing parents' views on the nature, quality and acceptability of nationally and regionally developed curricular policies. <u>Headteachers will be required to send copies of their statements of curricular policy to HM Inspectorate of Schools to allow them to monitor the nature of the curricula being offered</u>.

25. HM Inspectorate will be asked to pay particular attention in their inspection of schools to the extent to which schools and education authorities have had regard to the national curricular policies, as defined in the guidelines issued by the Secretary of State.

26. The Secretary of State's purpose in putting forward the plan of action described above is to ensure that Scotland has a coherent, consistent and fully-developed school curriculum expressed in terms of nationally approved curricular guidelines which all schools will follow allowing for any appropriate adaptation to suit local needs and circumstances. The success of these developments will depend on co-operation and agreement between schools, education authorities, national agencies and the Scottish Education Department. The Secretary of State wishes to continue to rely on that co-operation, which has been so valuable a force in the Scottish educational system. It is however essential that the curriculum is fully achieved in every school. Parents, pupils and the wider community will expect no less. The Secretary of State believes that the measures he has outlined to improve the flow of information about the curriculum and to increase accountability should provide sufficient safeguards to ensure the delivery of the curriculum in full accordance with national guidelines. If there was evidence that education authorities were failing to ensure that schools fully observed national guidelines he would not rule out introducing legislation to ensure the proper implementation of national policy, but he has no proposals for legislation in this area at the present time.

D. ASSESSMENT PROPOSALS

27. In parallel with this programme for improvement in the school curriculum, the Government will develop and implement a systematic strategy for improving the quality of assessment in both primary and secondary schools through:

> i. developing and extending the range of advice and guidance on assessment available to teachers;

> ii. improving communication between schools and parents on assessment policies generally and on the progress of individual children;

National testing system

32. To assist primary schools in discharging their responsibilities in the assessment of pupils' progress, the core feature of the Government's proposals is the establishment of a national testing system for key aspects of the primary curriculum, to complement assessment taking place across the curriculum at all stages. At present, there is no formal requirement for testing to take place in primary schools, although in some the policy for the assessment of pupils' progress in key areas is well developed. There is no certainty, however, that those basic attainments in the field of language and mathematics which are so fundamental to the acquisition of other knowledge and skills, are being assessed consistently or accurately in Scottish schools. Parents, pupils and teachers themselves have a right to assurance about the progress that is being achieved, and to clear and definitive guidance about the means of testing it.

33. The Government therefore proposes that education authorities should ensure that all pupils at P4 and P7 are tested in a range of key skills in English and mathematics, and will initiate the development of national banks of test items to be used for this purpose. The type of items involved will build on the experience already obtained through the Government's Assessment of Achievement Programme and the work of other agencies. The banks of test items will be designed to match the central aims of the assessment programme as summarised in paragraph 28 above. In particular they will be designed to allow accurate and useful information concerning attainment levels to be communicated to parents, pupils and teachers and to provide a basis for constructive action related to the needs of the pupils. Many teachers are already applying tests of this kind but not all are doing so nor are consistent standards being applied. The Government believes that teachers will welcome the opportunity to improve the quality of their assessment and to be able to make use of a body of professionally developed assessment material.

34. The Secretary of State wishes to stress his expectation that teachers will continue to assess children's progress at all stages in the education system and in all aspects of the curriculum. English and mathematics have been chosen for inclusion in national testing because they are fundamental to the learning and application of most other forms of knowledge. Primary 4 has been chosen because at this age children ought to have mastered the key skills of reading, writing and arithmetic; Primary 7 because it is the last year of the primary school and it is important both to assess and record what has been achieved at the primary level and to provide a more systematic means of reporting to the secondary school on the attainments of their new entrants.

35. The Government does not propose to introduce testing on a national basis for pupils at the end of S2: this is because, in Scotland, pupils will have been tested as recently as age 12 at the end of primary schooling and, as Standard Grade is implemented over the next few years, formal national certification for all pupils will be available at age 16.

36. The Government also recognises that there will be pupils with special educational needs, the terms of whose record of need suggest that their inclusion within the arrangements for national testing would be inappropriate. It will be left to the discretion of the education authority, in consultation with parents, to decide whether particular pupils recorded

close association between the two tasks, reflected in the membership of the groups formed to carry them through. Since the CCC's statements of curricular content for English and mathematics should be completed by the end of 1989, the Government intends that the first tests, for both the P4 and the P7 age group, should be carried out in the 1990/91 school session.

42. As with the proposals for the clarification of the curriculum, the Secretary of State wishes to implement a national approach to assessment and testing by co-operation between the Scottish Education Department, the education authorities and the relevant national agencies. The Secretary of State is considering whether legislation would be helpful in this area and would be grateful for the views of interested parties before any decision is reached.

E. RESOURCES

43. The Government will ensure that the CCC has adequate resources to carry through the programme of curricular definition set out in section C. The Government will also assess what resources are needed for the development and implementation of the testing system. In particular, the Secretary of State will make resources available to fund the development, administration and maintenance of the national item banks and the system of sample moderation. The Government does not propose that education authorities should be charged for these services.

44. The central work involved in developing these new approaches will be phased over some years and the aim will be to build on existing curricular policies and practices. It is anticipated that in the light of the CCC's work of clarification and definition, teaching will for the most part continue to be based on the teaching materials currently available or, if not, on new materials which would become available in the normal course of events. The establishment of clear national guidelines on both curriculum and assessment, the provision of new guidance on these matters, and the availability of national testing materials will help teachers in their professional tasks rather than place new burdens on them. The Government recognises nevertheless that education authorities are likely at some stage to have to redirect some of their available resources towards the 5-14 period of education in order to secure real improvements in delivery. But the timetable proposed will allow this to happen gradually, taking into account the timing of current work on Standard Grade.

F. CONCLUSION

45. The Government believes that the initiatives outlined in this paper will result in a major improvement in the clarity and quality of the curriculum and of assessment practices in schools in Scotland. The aim is to develop an inter-related programme for both curriculum and assessment which should stretch and challenge pupils and ensure that those pupils who need additional help are identified at an early enough stage. The Government believes that these proposals will be widely welcomed not only by teachers but also by parents who need the best possible information about what their children are learning and achieving at school. The Secretary of State invites all those involved in the education service to join in developing these initiatives and making them a success.

G. CONSULTATION

board of the assessment policies operated within the school and of the attainment levels within the school and to send a copy to HM Inspectorate of Schools.

57. The Government intends that a new format should be developed for the Pupil Progress Record so that the report card can be a clear and comprehensive means of reporting to parents on the achievements of their children.

58. The Government proposes that education authorities should ensure the testing of all pupils in P4 and P7 in aspects of English and mathematics to complement and reinforce assessment taking place across the curriculum at all stages. National item banks of test materials will be produced for this purpose.

59. Schools will draw from the item banks according to a specification based on national guidance appropriate to the different age groups and ranges of abilities being tested.

60. Tests will be undertaken towards the end of the relevant stage at a time and in a manner judged appropriate by the school and the education authority. They will be marked by the teachers themselves.

61. The results of the tests will be reported in a standard manner to parents and to school boards and will indicate the levels of attainment at P4 and P7.

62. At the national level there will be a limited system of sample moderation each year, on the basis of which a report will be published on the quality and outcome of testing for that year.

63. A joint committee of the SED, CCC and SEB will co-ordinate the development of the assessment and testing programme. The creation of the national item banks, the maintenance and administration of testing and of the sample moderation system, will be delegated or contracted out to organisations with the relevant experience, such as the SEB.

64. The new system will be phased in gradually to take account of the other pressures and priorities facing the school system. This means that the first tests for both the P4 and P7 age group should be carried out in the 1990-91 school session.

65. The Secretary of State is considering whether legislation would be helpful in securing the implementation of the testing system and would be grateful for the views of interested parties.

66. Comments on the Secretary of State's proposals are invited, by 26 February 1988.

Scottish Education Department
November 1987

APPENDIX 13 ARRANGEMENTS FOR NATIONAL TESTING

5-14 DEVELOPMENT PROGRAMME

ARRANGEMENTS FOR NATIONAL TESTING

A CONSULTATION PAPER BY THE SCOTTISH OFFICE
EDUCATION DEPARTMENT

THE SCOTTISH OFFICE

MAY 1992

REVIEW OF ARRANGEMENTS FOR NATIONAL TESTING

CONSULTATION PAPER BY THE SCOTTISH OFFICE EDUCATION DEPARTMENT

Purpose of Paper

1. This paper seeks comments, by 31 August 1992, on proposed changes, which the Government would aim to have in place during Session 1992-93, in the arrangements for the assessment of pupils' progress against national standards between the ages of 5 and 14.

Introduction

2. The Government launched its review of Curriculum and Assessment for the 5-14 age range in November 1987. The principles underpinning the Development Programme which followed are:

> to achieve on a national basis clearer definition of the structure, objectives and balance of the curriculum;

> to assist in the development of coherent and systematic assessment policies and practices in schools;

> to achieve better communication with parents and better reporting on pupil progress.

3. The 5-14 Development Programme is intended to improve the quality of learning, teaching, assessment and reporting, by offering advice and support to teachers in structuring and delivering the curriculum, in assessing the attainment of pupils as they progress through the curriculum and in reporting that attainment to parents in a helpful way.

4. National testing was first launched in Session 1990-91 as an integral part of the overall assessment strategy of the 5-14 Development Programme. The Government remains firmly of the view that national tests related to agreed attainment targets in Reading, Writing and Mathematics have a valuable role to play in a well-based, reliable system of assessment. The Parents' Charter in Scotland recognises that parents want regular reports on how their child is getting on, and gives a commitment that parents will receive reports, including the results of national tests, to help them to judge their child's performance and progress.

5. The Government undertook to review the arrangements for testing following the first, pilot round in April/May 1991 and published the report of the Moderators appointed by the Primary Assessment Unit (PAU) of the Scottish Examination Board in July 1991. The Moderators' report generally endorsed the value of testing as a component of the 5-14 assessment strategy and, while approving of the main principles of the testing arrangements, and in particular the quality of the material, proposed a number of changes to improve the organisation and administration of testing in response to representations made by teachers. As a result, a Framework for National Testing (Working Paper 8) introduced revised arrangements for Session 1991-92. The main change was to enable teachers to determine when pupils should take the tests in Reading, Writing and Mathematics in Primary 4 and Primary 7.

6. The current arrangements have revealed a number of areas of substantial agreement about the role of testing within the 5-14 assessment

strategy but have also attracted considerable criticism. As a result, the Government has reviewed the position and proposes a revised approach.

7. The intention from the outset was to introduce testing without recourse to legislation if that seemed to offer a helpful way forward. That remains the position. The Government has no wish to maintain regulations in force if it can secure general agreement on the arrangements for national testing and be assured that these arrangements are implemented.

Principles of National Testing

8. The principles underpinning the current arrangements for national testing are that:

   a. the tests assess pupils' progress in Reading, Writing and Mathematics against nationally agreed attainment targets which are set out at Levels A-E in the 5-14 National Guidelines in English Language and Mathematics;

   b. the tests, based on materials produced by teachers, support teachers' continuous assessment and are carried out, at present in P4 and P7, when a teacher judges the pupil to be ready;

   c. the arrangements for testing give schools as much flexibility as possible in choice of content, application and timing as is consistent with an effective system of testing which does not put pupils under undue pressure;

   d. the tests are selected, administered and marked by teachers themselves to ensure that they are an integral part of the teacher's professional judgement of a pupil's progress;

   e. an individual pupil's performance in the tests is communicated only to the pupil and the parent, and recorded in the Pupil Progress Report.

The Purpose of the National Tests

9. It is the expectation that teachers will continue to report on pupils' learning and attainment across the whole curriculum against the targets set out in the 5-14 guidelines using their professional judgement and the evidence available to them from their own continuous assessment throughout the year. The national tests will provide an additional and important source of evidence of pupil attainment in Reading, Writing and Mathematics in relation to nationally agreed and understood standards. That allows teachers to check their own assessments and should assist more consistent interpretation by teachers of what particular levels of attainment mean.

Proposed Revision of Testing Arrangements

10. The proposed arrangements set out in this section can be in place from January 1993 and would in consequence be available to support Assessment and Reporting for School Session 1992-93.

11. Instead of being tested only in P4 and P7, pupils would take a test in Reading, Writing or Mathematics when the teacher's own assessment indicated that the pupil had largely achieved the attainment targets at one level, and was ready to move from that level to the next in that aspect, irrespective of the stage or time of year.

12. Pupils would therefore be tested in Reading, Writing and Mathematics when they were ready to move from Level A to Level B, from B to C, from C to D, from D to E and on completion of Level E. Pupils who were still working towards completion of Level A would not be tested.

13. Pupils move from one level to another at their own pace; for most pupils testing in each of Reading, Writing and Mathematics might happen, therefore, at most 4 times during P1-P7 and perhaps only once in S1-S2. The tests would confirm or not the teacher's view that a pupil was ready for the next level of work.

14. Teachers would decide when each pupil or, preferably, a group of pupils was ready to be tested at a particular level in Reading, Writing or Mathematics by reviewing the evidence of attainment collected or recorded over a period; advice would be given to teachers about judging the appropriate timing of the test. The teacher would be required to be able to provide this evidence of attainment to the headteacher and, if requested, to the parent, to support the decision that a pupil was ready to be tested. No pupil would be put under pressure to attempt a test before the teacher considered the pupil ready to be tested.

15. Test results would be reported to parents at the same time as the teacher's own assessment of a pupil's progress was reported; if a teacher was reporting that the pupil moved, in Reading, Writing or Mathematics, from one level to the next during the period since the last report, it would be expected that this had been confirmed by the appropriate national test and this information would be included in the report. A summary showing how many pupils had been tested and at which levels would be included as appropriate in the headteacher's report on attainment to the School Board.

16. Participation of pupils with a record of needs would be left to the discretion of the headteacher in consultation with the parent as at present.

17. Education authorities would be responsible for the operation of testing in their areas. As at present, there would be no central collection of test results. The procedures and results of a small sample of schools would be moderated each year by the PAU.

Principal Consequences of the Revision

18. The proposed arrangements would link the time of testing to specific points in a pupil's progress through the 5-14 attainment targets in English Language and Mathematics.

19. The proposals build on the features about which there is a large measure of agreement: that testing has an important part to play in the assessment of a pupil's progress; that the units are of good quality and of value within classroom assessment; and that there is a need for external monitoring of pupils' progress during the first 9 years of school education. The proposals also extend the principle, introduced to the arrangements for Session 1991-92, that teachers should be given more control over when a pupil is ready to take the test.

20. Pupils with special educational needs, as well as those for whom English is a second language, would not be tested until they had largely completed work at Level A; this would remove from the process a group of pupils for whom testing was widely seen to offer few benefits and for whom tests were difficult to construct and time-consuming to administer.

21. By spreading testing out across the stages, these proposals would enable schools to incorporate their plans to test pupils into their regular assessment arrangements. All teachers, not just those at P4 and P7, would share the tasks of administering and marking tests at times chosen by themselves.

22. The testing arrangements would also apply in secondary schools at S1-S2. This would help to ensure that assessment and reporting of pupils' progress was continuous and coherent across P1-P7 and in S1-S2.

23. Test units would be prepared by teachers as at present. With the co-operation of education authorities for a limited amount of pre-testing of units, the continued validity and reliability of the units would be ensured.

24. It would be possible in due course to develop test units in other areas of the curriculum if teachers considered that this would be helpful to their assessment of pupils' progress.

25. The arrangements already announced to develop diagnostic materials for English, Mathematics and Science within the 5-14 Development Programme are well advanced and will complement the national tests and the other assessment procedures used in primary and early secondary classes.

26. The arrangements described in this paper would track more closely the progress of individual pupils through the years P1-P7 and S1-S2; and help teachers to identify the nature of differentiated provision required to ensure steady progress and appropriate challenge for all pupils in the school.

Conclusion

27. The Government will now welcome reactions from interested parties to the proposals outlined in this consultation paper. Views should be sent, by 31 August 1992, to

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28. In the light of the views expressed, Ministers will determine how best to adapt the present arrangements for assessing pupils' performance against national standards.

29. The Department intends to follow its normal practice of making available to the public, on request, copies of the responses received to this consultation paper. The Department will assume, therefore, that responses can be made publicly available in this way. If respondents indicate that they wish all, or part, of their reply excluded from this arrangement, its confidentiality will be strictly respected.

Scottish Office Education Department
May 1992

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