

PRIME MINISTER

MEETING WITH MR. BAKER

You wanted to see Mr. Baker about the Architecture Course at Huddersfield Polytechnic. The papers on this are below. Could I urge that you read Kenneth Baker's letter to Michael Alison? I have amended the draft letter to Professor Durrands to try to make it more literate (immediately after Mr. Baker's letter).

This is also an opportunity for you to talk to Mr. Baker about his proposals for educational reform. A first instalment is set out in his minute below. This discusses his proposal to set up 12 to 20 schools in selected inner city areas.

Mr. Baker's proposal is specific and in many ways quite narrow, though perhaps none the worse for that. A particular point to note is that eight of the 18 possible locations listed in Annex B are included in the inner city initiative, and the other 10 also suggest that the schools in those cities will be located in quite deprived areas. As Mr. Baker explains (paragraph 20) he has done this to try to reduce likely opposition to the proposal. But is it wise to concentrate so exclusively on deprived areas, if that is what he intends? These are the most testing conditions possible in which to run experiments. Should there not also be some areas which are more mixed so that some at least of the schools can get off to an easier start, and show their potential?

Mr. Baker seeks your agreement to proceed with the plans to establish up to 20 city colleges and to sound out potential promoters informally during the Recess with a view to announcing the scheme probably just before the Party Conference. But the proposal has not yet been discussed with a wider group of colleagues and the Chief Secretary would no
/doubt

doubt have views on extra expenditure of £30-35 million a year. I would suggest that Mr. Baker be invited to discuss this in a very low key way with promoters during the next month, but that a meeting should be held with colleagues in September.

You might also ask Mr. Baker whether he has other work in hand. This initiative, though worthwhile, will help only a very small proportion of children. Where for example, does his consideration of the curriculum stand?

Lillian
(Garden Rooms)

p.p. DAVID NORGROVE

28 July 1986

INNER CITY SCHOOLS INITIATIVE

In general, an excellent proposal. But you may ask the following questions.

1. Why should the initiative be limited to the inner cities?

Certainly, have some of the schools in the inner cities; but why not others in the suburbs - including the conversion of existing LEA schools in sympathetic authorities?

2. Why the name "City Colleges"?

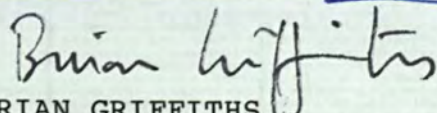
These are schools. My suspicion is that the DES have changed a proposal for Technology Plus Schools to Inner City Colleges to avoid explicitly producing greater variety among schools (hence the name colleges) and have restricted them to the inner cities to avoid giving offence to comprehensive schools in general. They would be much better referred to as Technology Schools.

3. Does the curriculum offer a genuine technological bias?

If you examine the curriculum in detail, it is still very broad.

4. Are the new schools producing applied scientists or technicians and hairdressers?

This is not clear. If the schools are to rival their German counterparts, their objectives should be made much clearer. The key difference between German and British schools is the focus of German schools on achievement: if these new schools are to be a success, it is this which is critical.


BRIAN GRIFFITHS

CONFIDENTIAL
and Personal

PRIME MINISTER

INNER CITY SCHOOLS INITIATIVE

1. At our meeting on 23 June I outlined my proposal for a new type of inner city grant aided secondary school which will offer a good education with a strong technological emphasis. In response to your encouraging reception for my idea I now enclose a paper explaining my proposals for the setting up of these "City Colleges", as we might name them.

2. Aside from the educational attractions of this initiative, which are detailed in the attached paper, there is also a political agenda. The political objectives of creating "city colleges" are: to set up schools not under the control of LEAs; to establish the principle of contracts; to establish per capita funding; to help deal with the problems of inner city youth. *Not restricted to inner city youth*

3. We may be asked "how are these schools different from existing comprehensives?" The answer is: they will be located in the inner cities; they will be alternatives to LEA schools, not replicas; they will accomplish the tasks which LEAs are not fulfilling; they will have a technological bias; they will have better motivated children and better motivated teachers; the Churches will be encouraged to participate; the Governing Body and the Head will be in a different position from that of an LEA school. *Quality - achievement*

4. We would want to establish the success of these colleges by such measurable outputs as: better examination results; less truancy; higher employment rates; more pupils entering further and higher education.

5. If we are to achieve visible progress with this initiative by the time of the next General Election then we should get it underway quickly. I would like to make progress during the recess with a view to presenting this initiative in the Autumn.

K.S.

K.B.

CONFIDENTIAL

Better schools in the Inner Cities

1. Many parents are looking for an alternative to local authority-run schools. The need is greatest in the inner cities. In this paper I propose an initiative to meet this need.

City Colleges

2. I believe that we should urgently set up 12 to 20 schools for 11-18 year olds in selected inner cities which will:

(i) Be subject to a contract with the Secretary of State, under which they undertake to comply with the requirements below in exchange for a per capita grant-aid. They might be called something like "City Colleges".

(ii) Be owned and controlled by trusts set up by individuals, foundations or groups, and managed by an appropriately constituted governing body.

(iii) Provide a good curriculum and a good ethos, with a strong technical emphasis which applies the lessons of the TVEI.

(iv) Cater for the whole range of inner-city pupils.

3. The schools would thus be independent free-of-charge institutions within the state system. They would be funded and staffed at a level which would bear credible comparison with county schools to show what can be done by good teaching and effective management rather than poor direction and a concentration on political irrelevancies.

*How
would the
costs per
pupil
compare.*

What kind of pupils and how many?

4. The principle on which pupils are chosen is critical for the character and success of a school.

5. I propose that:

(i) Each city college's catchment area should be defined so as to allow an intake which reflects the local population, for example in ability range and ethnic mix, while retaining good scope for choice of pupil by the school. The precise arrangements would need to be negotiated individually with each school.

(ii) Pupils will be selected by the Head and the Governing Body on the basis both of their general aptitude, for example as reflected in their primary school record, and on their and their parents' attitudes towards the special character of city colleges, and their commitment to full time education or training post-16. The families most committed to the school's ethos will secure admission for their children; such commitment can be tested by undertakings - for example to attend regularly, to go away to a camp during term or in the holidays, and to honour the school's homework arrangements. The prime consideration would be whether the pupil was likely to benefit from what the school had to offer.

(iii) The churches' involvement as sponsors would be welcome but admission should not be subject to denominational tests.

6. Balanced provision for boys and girls is desirable - and may be necessary to avoid falling foul of the Sex Discrimination Act. Subject to that, single sex schools are an option, especially if they can be paired.

7. A city college catering for the whole ability range and offering a good curriculum needs to have 750 to 1,000 pupils so that classes do not become too small to be stimulating and affordable.

Curriculum

8. City colleges will be required to offer a curriculum in line with our policy for raising standards in the maintained sector:

(i) There will be a strong emphasis on self-discipline and positive attitudes. I favour a longer working day and a longer school year than the minimum required for LEA maintained schools. Outward-bound type activities in and out of term will be compulsory.

(ii) There will be a strong technical and practical element within a broad and balanced curriculum, taught with an emphasis on practical application.

(iii) The curriculum will be applied and taught so that pupils of all abilities are challenged to the limit of their capability.

(iv) City colleges will where possible also be used to test the value and effectiveness of equipping a secondary school with IT hardware and software at the most generous level now found anywhere in the maintained sector.

9. A curriculum compatible with these requirements is at Annex A. It is illustrative only, but shows what can be done for an 11-18 school of 1,000 pupils with a pupil to teacher ratio (15.4:1) in line with current good practice for an inner city school. It provides a standard curriculum, which achieves breadth with a technical emphasis by reducing optional subjects in years 4 and 5 to 10% of the time-table. This will be unusually directive. But it should be no hardship for pupils who have chosen the school for its technical emphasis.

Staff

10. All staff at city colleges will be employed by the governing body. The governing body will be free to determine the pay and conditions of the staff - they would not be constrained by Burnham.

To secure the required curriculum effectively, I propose to require each city college to employ only teachers with "qualified teacher" status and to match their qualifications and experience to their teaching tasks.

Location of city colleges

11. A city college's catchment area will be 2-3 times that of the 8 areas chosen for the Inner City Initiative. I propose that all these areas, suitably enlarged, should be considered for a city college, and that the colleges should also be considered for 10 other areas, mainly those which rank high in the Department of the Environment's index of deprivation, but with a view to a sensible geographic spread. An illustrative list is at Annex B.

Who would promote city colleges?

12. My preference is to go for selected individuals in business with the vision and enthusiasm to help education and the inner cities in this way. I am confident of finding promoters of this kind. But I would not rule out offers from established educational charities such as the churches or City Livery Companies. I am consulting the Haberdashers in confidence about an experimental scheme on grant-aided primary schools on lines agreed with colleagues.

Finance

13. I propose that the grant from the Secretary of State to city colleges should be governed by the following principles:

(i) The grant will meet all items of current expenditure at the college which would fall on a LEA for one of its own county schools. By covering external repairs, it would put the city colleges in a more favourable position than voluntary aided schools. The way we determine the amount of per capita grant will be a sensitive issue. We would be aiming at what a reasonable LEA would spend on a similar school in the locality. The formula will need to be both politically and financially defensible.

(ii) The grant would be augmented to take account of the experiment in a very high level of IT equipment proposed in para 6(3) above.

(iii) Promoters should have sufficient financial substance to meet the initial capital outlay. My aim would be to persuade promoters to meet the full capital cost of the premises and equipment, and preferably also to provide the college with an endowment to permit additional facilities, current or capital. Voluntary contributions from promoters and parents would allow further flexibility.

(iv) If the promoters did not meet the full capital cost, the recurrent grant would be augmented for the amortisation of the shortfall. I do not favour grants, loan subsidies or guarantees towards capital expenditure.

14. Annex C contains order-of-magnitude costings. 20 city colleges of 1,000 pupils might involve grant of some £30-35m a year, subject to the level of the promoters' contribution.

15. The cost of the grant will probably be offset only in part, and with a time-lag, from savings in LEA-maintained schools, because the consequential reduction in pupils in individual schools will tend to be relatively small.

The Secretary of State and the individual city college

16. The Secretary of State and the promoters will be embarking on a venture in which each has obligations to the other and each depends on the other. There will have to be a contract between them covering:

(i) the aims and objectives of the school.

(ii) The Secretary of State's financial commitment, which may have to be variable in the light of circumstances. The promoters may be well placed to drive a hard bargain.

(iii) The governing body's obligations on such things as pupil numbers, admission arrangements, curriculum and teaching approaches, and teacher qualifications and professional up-dating.

(iv) The constitution of the governing body, for example the possibility of governors appointed by the Secretary of State, drawn from the local business community, or elected by parents.

(v) Arrangements for ensuring financial accountability by the governing body, for example for audit.

(vi) Monitoring by the Secretary of State of the school's educational effectiveness, mainly through inspections by HMI.

(vii) The period of the contract - promoters might need a commitment for at least 10 years; and the circumstances in which the contract could be terminated. Termination in the case of an unsuccessful school may prove difficult when each party has invested so much political capital in success. A contract for 10 years should at least secure adequate compensation via the European Court of Human Rights for the promoter if a hostile government overrides it by legislation.

Preparation and build-up

17. New secondary schools are normally built up systematically, starting with the first year group and adding a group a year. But this is expensive: diseconomies of scale, which the grant would have to allow for, disappear only when the school is full. I also do not want to start by denying the city colleges to older pupils, nor wait 5 years for the school's first public examination results. I propose to press promoters to achieve a rapid build-up for as many age groups as practicable.

18. There would be a great advantage if at least one city college could open its doors in September 1987. This is an ambitious

target, and my proposals will require maximum speed and flexibility in negotiation by all parties. I am setting up a small team of Departmental officials to work on it full time. David Young is seconding a Principal from his Department to join the team. I propose to urge promoters to achieve this target if they possibly can, if necessary with only a few pupils in the first term. They will have to move very fast to succeed in finding existing buildings.

Legislation

19. Existing powers enable me to assist independent schools with a grant by means of new regulations, subject to negative resolution. I shall need to establish with promoters how far they would be willing to go ahead on the basis of regulations or require - in this or the next Parliament - the added protection of new primary legislation.

Presentation

20. If our political opponents were to declare themselves totally opposed to the proposal, the prospects of taking it very far in this Parliament would be reduced. Their opposition, and that of the education service, is likely to be less if we present the proposal as an increase in parental choice in those areas where it is most needed, rather than as a criticism of the performance of the LEA-maintained sector.

Manpower

21. Successfully establishing and effectively supervising 20 secondary schools in a climate of political controversy will require a significant staff effort in the first few years. Altogether some 50 extra staff (including HMI) might be required.

Conclusion

22. I seek agreement:

- (i) to proceed with plans to establish up to 20 city colleges

in inner cities on the lines set out in this paper.

(ii) To sound out potential promoters informally during the Recess with a view to announcing the scheme probably just before the Party Conference, and publicly inviting proposals from promoters immediately thereafter.

ILLUSTRATIVE CURRICULUM

The model is of a 6FE 11-18 mixed comprehensive school with 180 pupils in each of years 1-5; 150 pupils in the sixth form, 60 students in each year on full A-level programmes, a 45% staying-on rate; teachers teach for 78% of their time on average; a 40 period a week timetable operates. With 1,050 pupils 67.9 teachers (including the head) on the staff the PTR will be 15.4. Modified arrangements would need to be made for schools serving other age ranges.

1. CURRICULUM

A. Years 1, 2 and 3

<u>Subject</u>	<u>Number of Periods</u>		
	Year 1	Year 2	Year 3
(1) HUMANITIES (ENGLISH, RE, HISTORY, GEOGRAPHY)	10	10	10
MATHEMATICS	5	5	5
SCIENCE (INCLUDING ASPECTS OF TECHNOLOGY)	5	5	6
(2) MODERN LANGUAGE	4	4	4
EXPRESSIVE ARTS (MUSIC, DRAMA)	2	2	2
DESIGN AND ITS REALISATION (ART, CDT, HE)	8	8	9
PE/GAMES	3	3	3
(3) ESSENTIAL MODULES	3	3	1

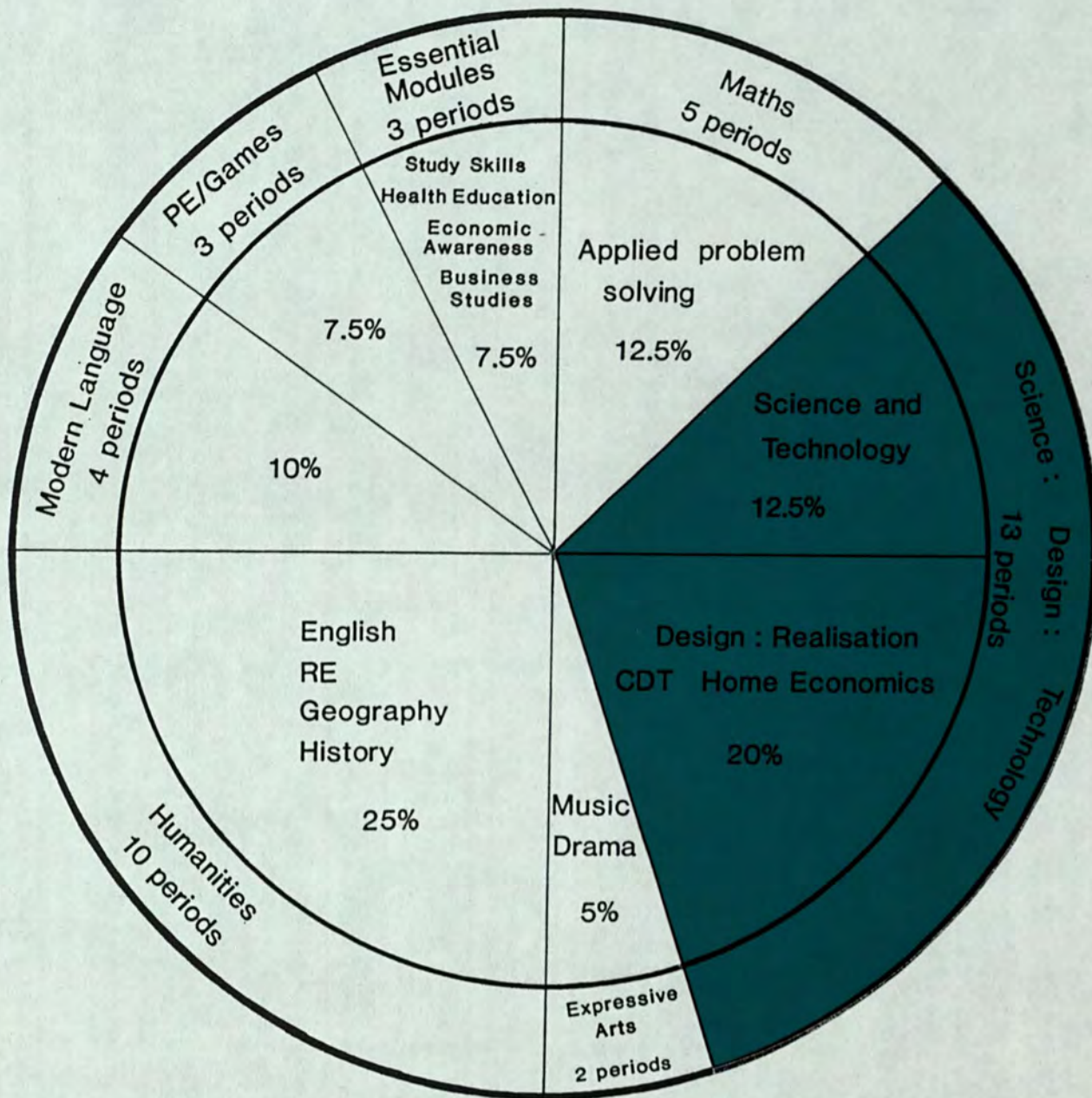
(1) Humanities will be taught by specialists in RE, English, Geography and History.

(2) A choice of languages will be available.

(3) The first module for all pupils will be an introduction to IT. Other modules will be in Study Skills, Health Education, and other elements of Personal and Social Education, Economic awareness, Some Business Studies.

(4) There will be 6 teaching groups in PE and Essential Modules, 9 in Design and its Realisation, and 7 in all other subjects.

SECONDARY CURRICULUM EMPLOYING SCIENCE AND TECHNOLOGY, BASED ON A 40 PERIOD TIMETABLE WEEK.

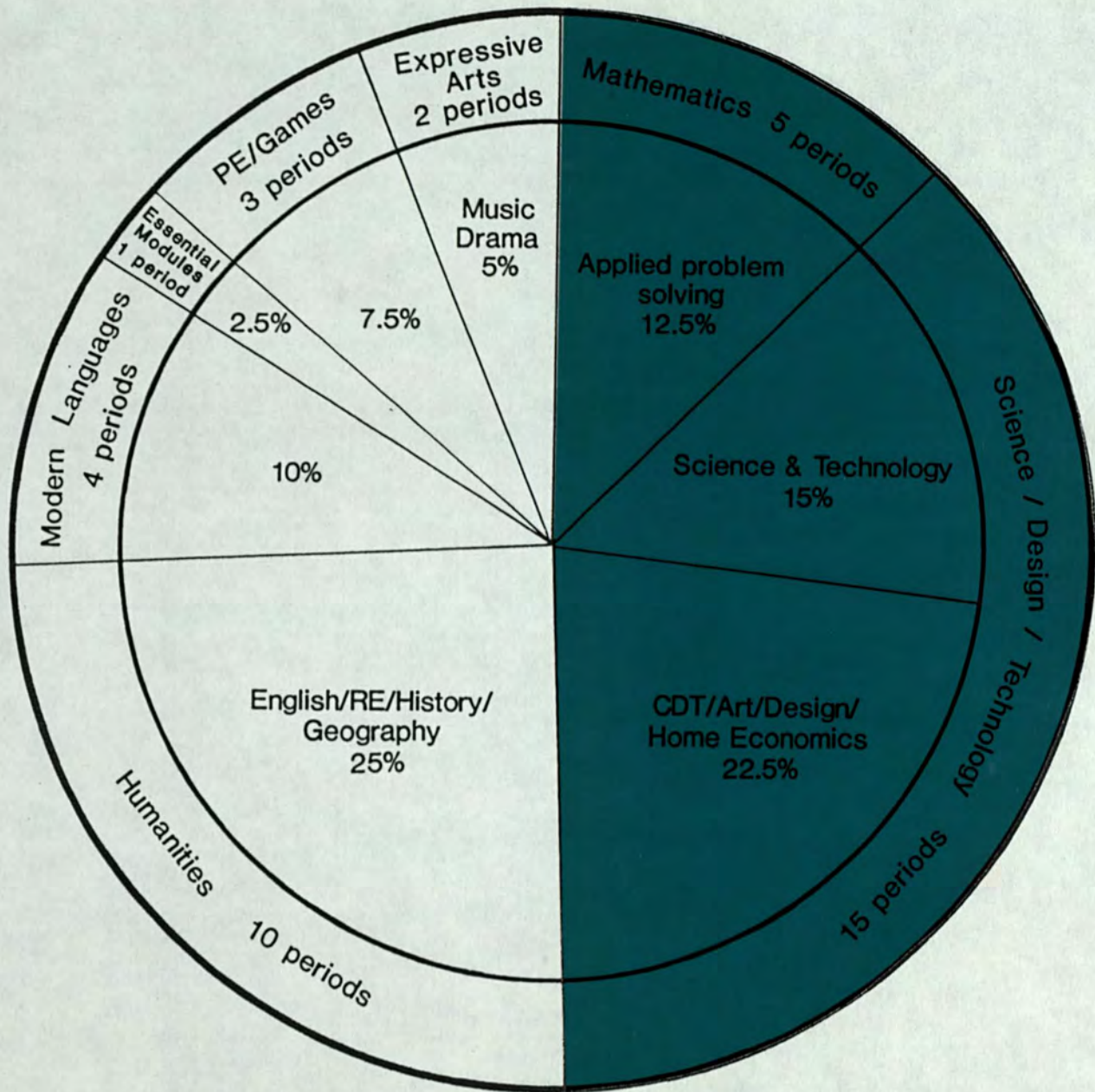


Years 1 and 2

40 period week

- (i) Together Maths, Science, Design, Realisation, CDT take up 18 periods (45%)
- (ii) Humanities consisting of English, RE, History & Geography take up 10 periods (25%)
- (iii) Modern language - 4 periods (10%)
- (iv) Expressive art consisting of music, drama, take up, including electronic music, 2 periods (5%)
- (v) PE/Games - 3 periods (7.5%)
- (vi) Essential Modules - 3 periods (7.5%)

SECONDARY CURRICULUM EMPLOYING SCIENCE AND TECHNOLOGY, BASED ON A 40 PERIOD TIMETABLE WEEK.



Year 3

Much the same curriculum as in Year 1 except that:

- (i) Maths, Science, Technology, Design now takes up 20 periods
- 50%
- (ii) Essential Modules have now reduced from 3 to 1 period
ie 2.5%

B. Years 4 and 5

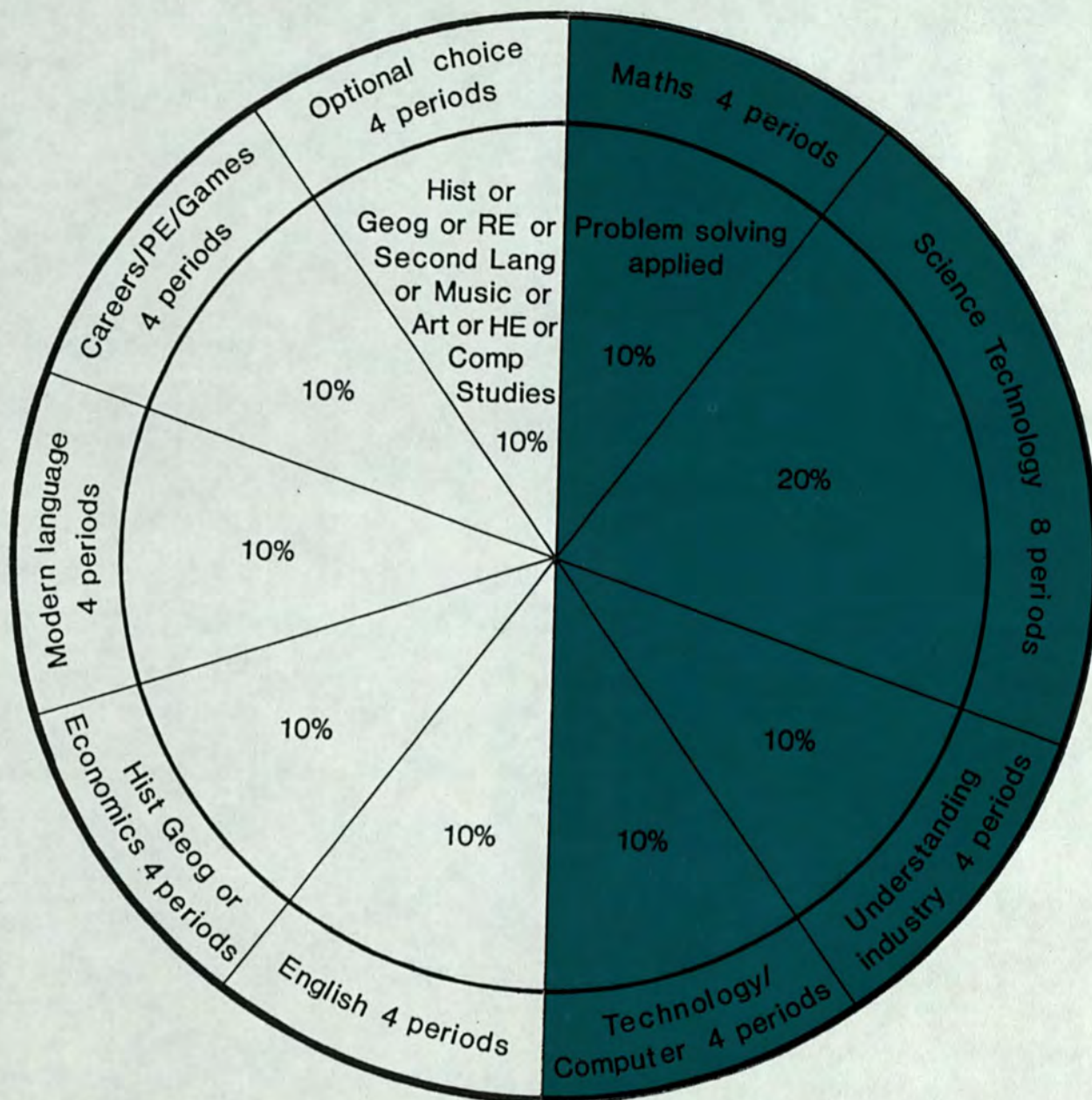
<u>Subject</u>	<u>Number of periods</u>
ENGLISH	4
MATHEMATICS	4
DOUBLE SCIENCE	8
MODERN LANGUAGE	4
UNDERSTANDING INDUSTRIAL SOCIETY	4
TECHNOLOGY ⁽ⁱ⁾ OR COMPUTER STUDIES	4
HISTORY OR GEOGRAPHY OR ECONOMICS	4
(ii) OPTIONAL CHOICE	4
PE/RE/CAREERS EDUCATION AND GUIDANCE	4

(i) The contents of this course will include microtechnology, or craft, design, technology.

(ii) Choice of HISTORY, GEOGRAPHY, RE, SECOND MODERN LANGUAGE, MUSIC, ART, HOME ECONOMICS, COMPUTER STUDIES.

(iii) There will be 10 teaching groups for optional subjects, 9 for Technology/Computer Studies, 8 for Science and Modern Languages, and 7 for all other subjects. Work experience will take place late in year 4, to avoid disruption to teaching programmes.

SECONDARY CURRICULUM EMPLOYING SCIENCE AND TECHNOLOGY, BASED ON A 40 PERIOD TIMETABLE WEEK.



Years 4 and 5

1. This is a very directed curriculum with little optional choice (10%) available.
2. Maths, Science, Technology account for 50% with the addition of extra computing for some pupils via the Hist, geog, computing choice (10%)
And the choice of computing in the optional slot (10%)
3. For individual pupils a reasonably broad curriculum would ensue but with a pronounced emphasis on the scientific and technological.
4. Within all courses there would be an emphasis upon practical, applied problem-solving work.

C O N F I D E N T I A L

C. Year 6 and 7

<u>Subject</u>	<u>Number of Periods</u>	
<u>A-levels</u>		
ENGLISH	8 periods available for teaching in each year	
MATHEMATICS		
FURTHER MATHEMATICS		
PHYSICS		
CHEMISTRY		
BIOLOGY		
GEOGRAPHY		
HISTORY		
COMPUTER SCIENCE		
ECONOMICS		
TECHNOLOGY		
FIRST MODERN LANGUAGE		
ART		8 periods per week available for teaching years 6 and 7 together
SECOND MODERN LANGUAGE		
HOME ECONOMICS		
<u>AS Levels</u>		
5 Subjects (bias towards keeping up technology)	4 periods a week available for teaching in years 6 and 7	
<u>CPVE</u> 2 courses with a	Each taught for 40 periods a week	
BUSINESS STUDIES RSA & AS level course	40 periods a week course	
GENERAL STUDIES a week	8 teaching groups taught for 3 periods	
RECREATION	8 teaching groups for 2 periods a week	
CAREERS/GUIDANCE	8 periods allocated to this work	

Some students will move to vocational courses in local FE colleges.

2. STAFFING

There will need to be about 52 front line specialists on the staff of 66.9 teachers.

<u>SUBJECT</u>	<u>NUMBER OF TEACHERS</u>
ENGLISH	5
MATHS/COMPUTOR STUDIES/SCIENCE	8
SCIENCE	8 (including at least) including 4 one from each) technologists main science))
CDT	6
ECONOMICS	1
BUSINESS STUDIES	1
HOME ECONOMICS	2
ART	2
MUSIC/DRAMA	2
PHYSICAL EDUCATION	3
GEOGRAPHY	3
HISTORY	3
RE	2
MODERN LANGUAGES	6 (FRENCH, GERMAN, ETC)
	—
	52
	—

3. ACCOMMODATION/RESOURCES

Large demands will be made in this area if the curriculum is to be delivered properly eg laboratories/ workshops for technology/CDT/DESIGN; IT equipment throughout the school; residential centre and funds to use it; 8 science laboratories.

POSSIBLE LOCATIONS

London, North Peckham*
London, Notting Hill*
London, Hackney
London, Newham
Leicester, Highfields*
Birmingham, Handsworth*
Coventry
Sandwell
Wolverhampton
Nottingham
Manchester, Moss Side*
Liverpool
Knowsley
Leeds, Chapeltown*
Hull
Middlesborough, North Central*
Newcastle/Gatehead
Bristol, St Paul's*

* Included in Inner City Initiative

CITY COLLEGES: ASSESSMENT OF COSTS

For purposes of illustration, it is assumed that there will be 20 colleges with 1,000 pupils in each, or 20,000 pupils altogether.

Recurrent costs

On the basis of the illustrative model curriculum in Annex A, the PTR would be 15.4. At about £13,750 per head (for salary, employer's NI contributions etc at current prices), teaching costs might amount to some £18-20 millions altogether. Teaching costs are generally found to account for about 70 per cent of net running costs, so if that proportion is applied here the total for ordinary running costs would be approaching £26-28 millions a year.

If the experiment in a high level of IT equipment proposed in para 6(3) were pursued, a further £50,000 per college might be required annually, adding another £1 million a year to the overall recurrent bill.

Capital costs.

The cost of premises would vary with land values and, in the case of existing buildings, with the amount of work required to make them suitable. The total outlay might be anything from £5 millions to £10 millions per college. The aim would be to persuade the promoters to carry the whole of this cost, but any shortfall would be met by the Secretary of State in the form of an addition to the recurrent grant to reflect its amortised cost. As an illustration, if the costs of 10 colleges were met in full by the promoters, but only 50 per cent of the costs were found in the other 10 cases, the shortfall to be amortised via the grant might be about £35-40m. The annual cost of amortising such a sum might be about £4m, and this would need to be added to the total of annual recurrent grants.