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The Development of Further  
Education Since 1956

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Definition

Throughout this paper the term 'Further Education' is taken to be all education beyond the school leaving age of sixteen, except those forms of education provided at both the Polytechnics and the Universities. It should be noted, however, that the term 'Further Education' as used generally, includes all post school education, except that provided at the Universities.

### Introduction

A brief examination of the area called 'Further Education' is quite sufficient to reveal a very complicated, and in several cases a totally bewildering provision of education. The expansion of education at this level has most certainly had a profound effect upon both its nature and its scope, so much so, that it may be stated that in the last twenty-five years or so, the system has changed from one which was relatively easy to understand in its provisions, to one which is totally confusing, due to its many facets.

This paper is a brief examination of the changes to be found in the system and of those influences which brought them about. In order to see these changes more clearly, mention is made of the rise of the Polytechnics in Chapter One, together with the relevant legislation. The reader's attention is also drawn to Appendix II which outlines in chronological order all relevant publications.

Within this study there are five major areas which have been examined. Firstly, change in the system is seen through both growth and expansion from 1956-73. Chapter Two considers change within the whole arena of Teacher Training 1973-79, whilst Chapter Three looks at the new form of 'Further Education', provided by the Colleges and Institutes of Further Education. Chapter Four looks at the area of 16-19 education and the growing provision of 'training courses' by the Manpower Services Commission. It is probably worth noting that it seems likely that this will be the most obvious arena in which to see future change. Recent calls in the Times Higher Educational Supplement (30th November 1984) for better youth training courses in colleges and of complaints regarding staff working time, point to interest and economic concern with 16-19 education. Chapter Five looks at the Administrative hierarchy of Further Education, whilst Chapter Six, by way of conclusion, considers some aspects of the future for 'Further Education'.

## 1. Growth and Expansion 1956-1973

### 1.1 The demand for scientists and technologists

Expansion of further education provision may be traced very largely to the perceived requirement for scientists and technologists during the 1950s and the various attempts which successive governments have made to fulfil this provision. The White Paper of 1956 was to designate eight Colleges of Advanced Technology and to provide for some expansion within the University sector. Subsequently the eight became ten, and instead of spearheading the technical college idea, became new universities in 1966, thus defeating their intended means (Locke, 1974). In 1959 the Crowther report '15-18' was published, which was to effect further education considerably, since the main argument contained in this report, was that there should be a great expansion of further education, but one which was to be available beyond the traditional 'academic' approach of the grammar school. Such education, that was envisaged, was to have a 'practical' bias combined with humane education, would be integrated with secondary education and be available through day release. There was also a call for the provision of county colleges to provide compulsory part-time education for all aged 16-17. This report was quickly followed by the white paper 'Better Opportunities in Technical Education' in 1961, which recommended setting up courses for training 'junior technicians', 'craftsmen' and 'operatives'. Very soon local colleges were concerned with this type of course.

### 1.2 The effect of the Robbins Report

The entire era of the sixties was to see several more major reports which have affected further education. The most obvious was that of 1963, the Robbins Report on 'Higher Education' being largely concerned with 'institutions for technological education and the system of further education' and recommended an increase in technological studies, the change from colleges of technology to technological universities (the ten above), the establishment of the CNAA and a suggestion that several Regional colleges might form the nucleus of other universities or become universities (Richmond, 1978). The Regional college idea was replaced in 1966 by the white paper 'A Plan for Polytechnics and Other Colleges', which was to see the emergence of the new polytechnics based upon existing regional and other colleges in higher education. The

Crowther report had identified the very small proportion of school leavers going into further education and this factor was examined and reported upon in the 1963 Henniker-Heaton report on Day Release. It mainly considered ways of obtaining a 'maximum practicable' rise in day release attendance for the under 18s, and recommended a doubling by 1970 of those then being released which was to be an annual increase of 50,000. This report failed, mainly because the physical resource base was then not available for its proposals and was therefore not implemented.

### 1.3 Industrial training, BEC and TEC

Also in 1963 there appeared the Industrial Training Act, following the 1962 paper 'Industrial Training', which had three major purposes. Firstly, it was to ensure a good supply of properly trained men and women at all levels of industry, secondly to improve the quality and efficiency of industrial training and retraining and finally to share the cost of training more evenly among firms by a system of levies and grants. This Act is of significance to further education because it notes that an adequate industrial training may not be left to the voluntary efforts of industry (Cantor and Roberts, 1972).

Finally in 1969 the Haslegrave Report recommended the introduction of a new national pattern of technician courses and also the establishment of TEC and BEC, the Technician and Business Education Council respectively. These were not to appear until 1973 and 1974 but since then, have produced a very different pattern of technician training, embracing education for technicians in industry and business and also some aspects of art and design education. Indeed the 1970s were to see great changes throughout Further Education mainly due to the economic problems that were beginning to manifest themselves in 1973, and also a rapidly declining birth rate seen in the late 1960s and early 1970s.

## 2. The Demise of the Education Colleges

### 2.1 The James' Report

At the outset of the 1970s there was much debate concerning the nature and content of the training of teachers, which resulted in the report of the James Committee 'Teacher Education and Training'. This report was to recommend

that such Colleges of Education should diversify courses to avoid the single teacher training course, and offer a two year course of general education; the Diploma of Higher Education (DipHE). Also published at this time was the white paper 'Education: a framework for expansion' which envisaged continuing growth most notably in Higher Education. By 1981, student numbers in higher education were to be 750,000 with half the number to be in the universities and the further education sector respectively. This meant that 375,000 places were to be available in 1981 in the public sector colleges, and these would be made possible by merging many of the colleges of education, with polytechnics and other further education colleges. It was also realised that the demand for teachers was about to fall as a result of the decline in birth rate figures, hence the number of such training places was to be reduced to 75,000-85,000 by 1981.

## 2.2 Reorganization

Circular 7/73 was issued in 1973 by the DES (The Development of Higher Education in the Non-University Sector) which asked local authorities and such voluntary bodies concerned to produce detailed plans for the reorganization of the education colleges (Hencke, 1978). Most were expected to become part of the public sector. Figures then indicated that the planned increase to 1981 of available places would balance the decline of places in teacher training. By 1975 births had dropped to just over 600,000 from 832,000 in 1967 producing a revision of projected numbers by the DES (45,000 by 1981).

The present situation resulting from those factors has been, as could be expected, very far reaching. The whole college of education area has almost disappeared. In 1972 there were 155 such institutions and not one has been untouched. By 1981 fourteen had closed, sixty had merged with polytechnics or other further education institutions, some had joined or become part of universities and those which remain as single entities now offer a wide range of courses including teacher training, so that their role has changed. Such institutions, that is the newly amalgamated colleges and those free standing colleges are known as the Colleges and Institutes of Higher Education and are identified as the 'third force' in higher education. The DES now divides the institutions providing education, excluding polytechnics, by use of the number of students pursuing advanced courses, so that there are three categories, 90% and above, 30%-90% and less than 30%.

3. The Tertiary College, The Technical College and The College of Further Education

3.1 16-19 education

By following the legislative changes of the last twenty years, it will have been noted that attention is drawn to the most obvious of the higher education institutions, that is the universities, the polytechnics and the complete transformation of the College of Education. It is possibly because these areas have received so much attention that there is so much confusion concerning those other providers of further education, since these institutions have also undergone various changes. Probably the most obvious of these is the emergence of the Tertiary college and the whole area of 16-19 education (Morgan and Taylor, 1979).

During the sixties and seventies the proportion of 16-19 year olds staying on voluntarily for full time education rose from 16% in 1965-66 to 28% in 1976-77, and 51% by January 1982 (Cantor and Roberts, 1972, 1979, 1983). Similarly the actual physical distribution of students amongst institutions has changed, towards the tertiary college and the further education college. It is interesting to note that generally the proportion of people 'staying on' is much lower in the UK than most of Western Europe. In 1978 the DES announced an intention of introducing a system of means tested awards (mandatory) for 16-18 year olds, mainly as a result of the varying provisions available, for it was found that in 1974-75 only 2.5% of pupils of 16-18 received educational allowances of which the average was £250 a term. In the same year of those staying at further education colleges only 7% received a discretionary award. Due to the estimated cost of £100m for the 1978 DES scheme, the Secretary of State was forced to use a pilot scheme of £10m in several areas. All this legislature was lost in March 1979 with the dissolution of parliament. It is presumed that the reason for such thinking along the lines of EMAs was the attraction of grants made by the Manpower Services schemes for school leavers.

3.2 Courses

Those students of 16-19 who follow courses of full or part time provision find themselves under sets of regulations which are very often very different from those of school. Since the general tendency for staying on, most further

education establishments have attempted to provide for this demand by providing a wide range of both full and sandwich courses. In addition the LEAs themselves have shown a willingness to allow movement at 16 plus from school to further education.

Both of these types of courses are offered by colleges of further education, technical college and tertiary colleges, together with colleges of agriculture and several colleges of art. Vocational and Academic courses are available in the former three, whereas schools are generally tied to the academic, such as O and A levels. It is often found that the college sector is able to offer a much wider range of courses than the schools, which are limited to the resources of their own staff, but differences of provision, between colleges is often much more marked than that of schools, sometimes as a result of an LEA prohibiting any duplication of courses at school and college. The most distinguishing feature of course provision between school and college is the non-advanced vocational course. Most colleges provide a large number of these courses, which include Ordinary National Diploma courses, City and Guilds of London Institute Certificates and Diplomas, and wide ranging courses in Art, Agriculture and for Nursing together with the TEC and BEC courses (Fowler, 1979). The OND and the ONC are available in seven subject areas: Engineering and Technology, Food Technology, Mining and Textile Technology, Agriculture, Science, Business Studies, and Catering and Institutional Management. The locational and practical aspects of the OND courses have proved popular to many students and many leave school (and A levels) to proceed to technical colleges. However, some students do later find such courses too narrow with a very tedious subject matter and revert to A levels (Cantor and Roberts, 1979). In the future it is likely that the OND will be superceeded by the TEC and BEC courses. The CGLI courses are mostly followed part-time and cover a similar subject area to that of the OND courses. CGLI courses are only provided, providing the LEA will finance them, and there are sufficient pupils wanting to follow given courses, whilst consideration is also given to job prospects at the end of the course. Also of interest are the CGLI full time foundation courses, being broadly based with a vocational element, designed for people of average ability who have elected to leave school and opt for further education. Such courses are aimed at providing a preparation for occupational and industrial areas especially in the local area, and can be made available to school leavers who have no work prospects. Again one presumes that such courses have paved the way for the basis of the National Youth Training Scheme (Edwards, 1984).

### 3.3 The Tertiary College

During the last ten years or so the 16-19 age group have in some areas been able to consider attending the new 'tertiary colleges' or junior colleges. These have been designed to replace sixth form provision and technical colleges, by providing one single establishment which operates under further education regulations, and provides a whole range of non-advanced, academic and vocational courses. The first was opened in 1970 in Exeter and by 1978 there were sixteen, all being based upon further education colleges (except Cricklade, Hampshire and William Tuson College, Preston). Some LEAs have favoured these for various reasons. Firstly, there is a hoped-for economy resulting from their size which may become important with the decline in 16-19 numbers. Secondly, they are able to provide a much larger range of subjects than the sixth form or the further education college alone. Thirdly, by providing such courses under one roof, pupils may combine academic and vocational education in a way which was previously impossible. It also provides education for both full and part-time students.

## 4. The School Leaver

### 4.1 Government action: the Manpower Services Commission

The further education college sector is often criticised for its neglect of the less able school leaver and figures indicate that around 50% of school leavers at age 16 never enter further education. Many therefore find themselves in jobs for which they have received little or no training, whilst many others are facing the problems of unemployment and shifts in employment patterns. It is the increasing awareness of a need for a competent work force in order to compete with other countries that has partly stimulated government action in the field of youth training (see Moos in Gleeson, 1983).

Following the 1969 Haslegrave Report on technical education, came positive development in 1973 through an agency of the Department of Employment, the Manpower Services Commission, being formed of employer representatives, trade unions, local authorities and others with educational interests (Jennings, 1981). The Employment and Training Act of 1973 established the MSC, the Training Services Agency, TSA, and the Employment Services Agency, ESA.

Reorganization of the MSC came in 1978 with the emergence of three subdivisions; two of which corresponded to the TSA and the ESA whilst the third took responsibility for special programmes for the unemployed (Baron et al., 1980). It is generally regarded (Edwards, 1984) that the developments of 1978 have been a result of the 1975 TSA discussion paper 'The Vocational Preparation of Young People' and not from the educational establishment. This is an interesting point worthy of attention since it could be that in the future 'Education' as we have previously known it, is to be challenged and replaced by a new form of education which has not originated from the DES or the traditional educational entities. Indeed as finance continues to become a scarce commodity and with the Department of Employment having stronger resources it could be that 'he who pays the piper will call the tune'. However, industry has not been totally silent upon this matter since there have been claims that education has been irrelevant and education has not been preparing school leavers for the world of work.

#### 4.2 Getting ready for work (or unemployment)

The paper of 1975 was noted by the DES which responded in 1976 with a major conference '16-19: getting ready for work', in which it was proposed to make greater provision for those who leave school and go straight into jobs or, as was noted, unemployment. The Secretary of State for Education then noted that "part of the problem has been the development in this country of separate arrangements for education and training stemming from different traditions and different philosophies". Consequently, a programme of ten pilot vocational preparation schemes was announced which required new courses and teaching methods. It was to be a joint effort by the further education and training partners (Cantor and Roberts, 1979). Finance, however, was not available through the DES and the DES was unable to state how the monies (via rate support grants) should be used. The DES Circular 6/76 'A Government Statement on Unified Vocational Preparation' announced the intention to start the ten pilot schemes, of 12 weeks duration, starting with 300, but rising over five years to 1,000. This was revised in July 1976 to twenty schemes for eventually 6,000, due to the demand for expansion of the scheme. This entire concept marks the first link that training and education have been co-ordinated through two separate agencies, that is the DES through LEAs and the Department of Employment through the TSD.

#### 4.3 Failure?

The entire scheme was to fail in its aim, since it only managed to attract half the planned numbers, and drew upon the unemployed for whom the scheme was not planned. Cantor and Roberts (1979) suggest that there were two reasons for the failure. Firstly, employers did not see the value of these schemes and preferred their own, whilst smaller firms troubled by economic conditions believed the financial rewards or compensations by the government too small to justify releasing the employees. Secondly, there were basic difficulties within the programme which was new and intended to meet the demands of a wide range of occupations, where there was a lack of teaching experience and expertise to produce new programmes and teach them. Mostly based at colleges of further education, with some at skill centres or within industry, the scheme has steadily grown. The CGLI has been approached and has devised two schemes of vocational preparation which have been used in the general scheme. For colleges which wished to offer the UVP - Unified Vocational Preparation schemes, the Further Education Curriculum Development and Review Unit (FEU) has published a series of guidelines and principles, together with curricula considerations and teaching approaches. This scheme was extended until 1981 and its findings have been used subsequently in the New Training Initiative.

#### 4.4 TOPS and YOPS

The other area of 16-19 education provided under the arm of the Department of Employment is the Training Opportunities Scheme, although it should be noted that this scheme was originally only available to those aged 19 or over and who had been away from full time education for at least three years. Introduced in 1972, it was to replace and extend the previous Government Vocational Training Scheme. Again the available courses are provided in colleges of further education, skill centres and employers establishments. Although the scheme was to expand rapidly it was to be criticised because there has been a decline over time in the number of trainees obtaining employment at the end of the course. It has also been criticised because it has not been seen to provide the demand for skilled manpower in certain areas of employment (Fiddy, 1983; Cantor and Roberts, 1983).

Often regarded as a partner to TOPS is the much discussed Youth Opportunities Programme (YOP) which began in 1978 after the Holland Report 'Young people and work', 1977. It was the world's first national scheme for unemployed school leavers and was designed to run for five years. This has been the case, since the New Training Initiative started in 1983. The YOP schemes provided a two base course, one at the employer's premises and the other being the colleges of further education. Two forms of schemes were also available, the work preparation course, and the work experience scheme, both being aimed at providing an introduction to working life, the chance to try different tasks and to acquire skills and also to undertake an element of further education. When introduced it placed a great strain upon the colleges of further education since they very often had to provide courses of interest to those who had no desire for more education, and in many cases those to be 'educated' had quite willingly absented themselves from school anyway (Baron, 1980).

Also provided at colleges of further education are the 'linked' courses or tester/sampler courses. Aimed at 15 year olds they have also been followed by 16 year olds. The scheme allows a pupil still at school to attend a local college for a day or two days a week to gain an introduction to various vocational areas, and were designed to mix education and training, whilst introducing pupils to the possibilities at technical and further education colleges, and ease the transition of school to work.

#### 4.5 The Youth Training Scheme

This new scheme began in September 1983 and represents the latest attempt to provide a national scheme of education and training for school leavers, embodying three objectives (stated in the 1981 A New Training Initiative). Firstly it was to develop training in skills to an agreed standard whilst noting the difference in age and educational ability of the individual. Secondly, it was to provide the chance for all under 18s to continue full-time education or begin a scheme of planned work experience and education. Thirdly, it was to give adults the chance to acquire, to increase, or to develop skills and knowledge, throughout their working lives.

Running at around £1,000 million per year, this scheme guarantees a year of 'foundation training' for all who leave school at 16 without jobs and draws

from the experience of YOP and UVP. Such training should be of 'high quality' and should last a year including three months off-the-job training and/or relevant further education. The training also includes five elements, these being:

- (a) a period of induction and assessment;
- (b) the teaching of basic skills, such as numeracy;  
the development of practical competence in the use of tools and machinery, and, in some basic office occupations and the furthering of skills in communication;
- (c) the provision of occupationally relevant education and training, both on and off the job, including day or block release;
- (d) guidance and counselling;
- (e) a record and review of each person's progress.

The Youth Task Group Report (1982) considering YTS recommended several proposals including the need for approved sponsors in each region to provide training places, and also managing agencies made up of sponsors in the regions to provide and manage programmes for trainees. The Report also proposed 50-60 Local Boards across the country which would draw up training plans for their areas and ensure the guarantee of places would be met. It also proposed a National Supervisory Board to advise the MSC on strategy and planning. In all, three major recommendations emerged. Firstly, that the MSC should establish a national group to provide technical and professional advice on areas such as standards, assessment, criteria and training processes, for the National Supervisory Board, whilst also developing model schemes for the benefit of sponsors. Secondly the MSC should have its own staff to advise and assist the Local Boards in the area of 'standards'. Whilst thirdly the MSC should promote in service training for instructors, supervisors and further education staff. It should now be noted that in response, the Youth Training Board was established in 1982 (Chairman, David Young) consisting of 17 industrial, union, local authority and educational representatives for the purpose of supervision, whilst co-ordination of the scheme is under the Training Division of the MSC (formed 1983).

The whole YTS scheme is now in operation and the effect is now seen in those further education colleges which under LEA agreement with the MSC, provide social and life skills. Such colleges are now having to provide courses which are interesting and relevant both for those out of work and for those on other courses, whilst individual teachers are faced with new problems,

including an entire group who have already rejected education earlier, and are being 'forced' to continue their studies again. Recent announcements in the House of Commons (18th December 1984) concerning entitlement to Supplementary Benefit by school leavers who refuse YTS places are bound to affect this entire arena.

## 5. Administration

### 5.1 Central administration

Not surprisingly the vast array of courses, together with the large number of institutions offering them, requires some form of administration to keep the system running. Canter and Roberts (1979) point out that the administration of this system in England and Wales has been described as a national system locally administered where the DES is a major operational partner rather than the sole controller with the LEAs taking the part of the other partners. Under the 1944 act the Secretary of State for Education holds full responsibility for education in England, as do the Secretaries for Wales and Scotland for their own countries respectively, whereas the daily administration of education falls into the hands of the LEAs. The 1944 act also placed a statutory duty upon LEAs to provide "adequate facilities" for further education within their areas.

#### 5.1.1 Structure

At the macro scale the administrative system operates at three levels: the national, the regional and the local. At the national level various departments and bodies have varying degrees of influence ranging from the DES, to other departments such as the Ministry of Agriculture and Fisheries and Food and the Department of Employment as well as bodies such as the Confederation of British Industry, the British Association for Commercial and Industrial Education (BACIE), the Industrial Training Boards, the TUC, together with validating bodies such as the CNAA, BEC and TEC and the CGLI. The regional level is characterised by the Regional Advisory Councils (RACs) (established 1947/48), the Regional Economic Planning Councils (now abandoned) and the various Regional Examining Boards. At the lowest level, that of the local scale, are found the LEAs which operate through their establishments under the direction of their respective Education Committees

and their further education sub committees. It should be noted, however, that the three level hierarchy is one of convenience and clarity, and the entire administrative structure of further education is a rather complex matrix. However, this framework allows us to examine the main administrative bodies and see them in their context.

#### 5.1.2 Policy

The DES influences both the LEAs and the teaching profession and although a small department (Cantor and Roberts, 1979), divides its work into four areas; schools and educational building, higher and further education, civil science, arts and libraries and educational planning, with each being sub-divided as necessary. Within the main section higher and further education lie four separate policy branches. The first concerns the planning and development of higher education in the main university sector, the second with the building programme for the whole of non-advanced further education, advanced further education (including Polytechnics), and a number of subject areas including art and design, agriculture, paramedical training and social work, and adult education. The third deals with further education for industry, including TEC, BEC, the Industrial Training boards and the Youth Service, whereas the fourth is mainly concerned with policy making for the universities but deals also with policy relating to financial support for all students in higher education.

Based at the DES in London are six chief inspectors (Chief HMIs), one of whom has specific concern with further education, and acts as a link between the DES and those inspectors based around the country within the eight territorial divisions (HMIs). The HMIs act as assessors on various bodies such as the CNAAs and the industrial training boards and amongst them are found Regional Staff Inspectors who advise the RACs and make various recommendations such as advice upon the viability and the location of advanced courses. At local level, inspectors act as consultants, who advise colleges on subject matters and various institutional problems.

The DES also exercises its influence over further education through its finance branch, which must negotiate with the Department of Environment in order to fix the portion of grant available to education, with the Rate Support Grant (Westoby, 1979). In 1977-78 61% of local authority expenditure

came direct from central government, the rest came from local rates. The DES also controls the rate, nature and distribution of educational building since the DES must give approval before an LEA may borrow money for a major building scheme. Local Authorities are advised via circulars and memoranda on topics such as new vocational preparation schemes and the running of technical colleges. DES influence was seen in the establishment of the Further Education Curriculum Review and Development Unit (FEU) which acts as a focal point for matters regarding the curriculum in further education and liaises with the Department of Employment on the work of the Training and Further Education Consultative Group, being a forum for debate on matters linking the education and training services.

Central policy as dictated by the Secretary of State is often the result of significant contributions by the National Advisory Councils of which the most notable has probably been the National Advisory Council in Education for Industry and Commerce (NACEIC) with its function "to keep under continuous review and to advise the Secretary of State by means of reports and in other ways on the national policy necessary for the full development of education in relation to industry and commerce". However this body was dissolved in 1977 and left a significant gap in so far as it was a unique forum for the discussions of matters regarding further education. Similar bodies include the Advisory Committee on the Supply and Training of Teachers, with representatives from LEAs, the CNA, headmasters and the universities, and the Advisory Council for Adult and Continuing Education.

#### 5.2 Regional administration: the RACs

At the middle level of the administrative structure, are found the Regional Advisory Councils (RACs) which were established in 1947/48 by voluntary co-operation amongst the LEAs. Financed through the LEAs, they have responsibility for the co-ordination of further education throughout England and Wales with nine RACs in England and one in Wales. Strangely the areas covered by each council do not coincide with other regional units such as the regional divisions of Her Majesty's Inspectorate, nor do they coincide with local authority boundaries. Their main aim is to advise LEAs and the further education colleges within their region with regard to needs and provisions of further education, together with its co-ordination amongst the

given institutions. Functions covered by them include: regular reviews of further education provision to identify deficiencies so as to avoid gaps or duplications; the exchange of ideas among the further education institutions and industry, business and government agencies, together with the universities in their region; the publishing of bulletins, reports and directions regarding available facilities in the region (Cantor and Roberts, 1979). In addition the RACs organise short courses, conferences and seminars, and also encourage staff training and development amongst further education teachers. RACs form a crucial role in the procedure regarding course approval for the further education sector. It is required by the DES that all institutions within a RAC must submit proposals for advanced courses, previously approved by the LEA, those being of two kinds, full time, which when approved go to the DES (Secretary of State) for approval and the part time courses which may be approved by the RACs. Any approval, however, is based upon the provision of the necessary support and facilities, together with a viable number of students. As Cantor and Roberts (1979) note, this procedure has caused frictions between local authorities and colleges, especially the polytechnics which argue that any course may draw students from the country as a whole and not merely from their own region. Hence the whole procedure is seen as being very drawn out and unnecessary and in some cases local and individual interest predominates over academic judgements.

The RACs whilst suffering various criticisms as above, have made several useful contributions to further education especially with regard to TEC and BEC and the TSD of the MSC by stimulating regional discussion of their respective proposals. RACs also provide a forum for airing views of the FEU.

However, RACs do vary and each has its own problems, especially that of being under-staffed. Similarly, being financed through the LEAs, they tend to reflect LEA policy, inter LEA rivalry and become caught between the competition for resources. Their main criticisms are first, that they do not control in an objective way the required allocation of resources, and secondly, due to lack of manpower they have not given enough attention to forward planning. RACs do attempt to exchange views through the Standing Conference of Regional Advisory Councils (SCRAC). Seeing itself as an advisory and consultative body it provides a national forum for a wide range of education and training interests.

### 5.3 Local Administration

#### 5.3.1 Relationships with the LEA

The LEAs at the third level are required under the 1944 Act to provide adequate facilities for further education within their areas, and so each LEA has a sub-committee with special responsibility for further education. The whole of further education is regarded as being entirely separate from schools and is dealt with by a separate committee structure, together with its own FE advisers and a senior administrative staff member with responsibility for FE. Consequently FE has tended to remain in the limelight compared with schools, and this has led to problems with the co-ordination of 16-19 education. Staffordshire has recognised this problem and has appointed an advisor with responsibility for 16-19 provision.

Clearly the work of an LEA is centred around its own boundaries, but their influence extends to regional and national levels. Provision of courses, involves LEAs with the RACs and also with inter-authority matters, such as payments to students living in their own authority but working in another LEAs college. At national level, LEAs express their views through the Association of County Councils and the Association of Metropolitan Authorities. In order to put forward their views LEAs have established the Council of Local Education Authorities (CLEA) which has been fairly active, for example in 1975 it put forward proposals regarding new and larger RACs to be known as Further Education Advisory Councils for the Regions (which were later dropped). Relationships between LEAs and further education colleges obviously vary with each LEA and each college. In recent years, whilst always enjoying more autonomy than Headmasters, Principals have gained even more freedom, partly due to the growth of the colleges in size and complexity and partly due to changes in attitude by staff and students. The DES has encouraged this by showing itself keen to ensure staff are treated as responsible and professional individuals with a voice in determining the policies of their own college. This was seen in the circular 7/70 which called on LEAs to submit new draft articles of government for their colleges for DES approval, and recommended the establishment of Academic Boards. Such events have changed the role of the Principal, so that he is no longer as autonomous as in the past, and must now be good at personnel management and a good financier, as well as being a good negotiator. In the case of each college, the Principal must work with and through the

the Board of Governors who are given general responsibilities for the directions of the college, its educational provision, its staffing, financial control and course approval. The Governing body may typically include local authority appointed members, local industry representatives, various professional and trade union representatives, staff members, students and members of the Academic Board.

#### 5.3.2 Other influences

At the three administrative levels there are also other bodies which influence the administration of further education, these being divided into four groups. Firstly come the validation and examining bodies such as the CNAA, CGLI, TEC, BEC, the Regional Examining Bodies and the Royal Society of Arts. There are secondly the professional bodies including the Institute of Chartered Accountants, the Royal Institute of Chemistry and the Hotel, Catering and Institutional Management Association. Thirdly there are teachers' colleges and administrator organizations such as the Committee of Directors of Polytechnics and the Association of Principals of Colleges, with fourthly, bodies representing industry and business such as trade unions and the MSC.

This study of the administrative structure regarding further education reveals that just as there is a vast range of opportunities within the system the system itself is subject to many and often very wide ranging influences. Whilst the wide provision is obviously a main strength of the system, the degree of overlapping and conflict in its administration is one of its weaknesses. The lack of a rational structure it is agreed (Cantor and Roberts, 1979) creates a 'binary line' between higher education provision in public sector colleges and in universities and hence retards the proper integration of education and training.

#### 6. Conclusions

By way of conclusion, in attempting to foresee new directions and consequences, it is only necessary to look back to the 1950s to realize that prediction at its best is a very hazardous ploy. It would seem necessary to ask, that if we were to foresee our present economic problems and changes in the birthrate, would the further education sector as a whole have been expanded

to its present size? Indeed, recent cut backs indicate that we clearly cannot afford in pure economic terms to maintain the further education sector in its present form. The entire change in the College of Education arena has primarily been a response to the need to answer various critics as to the economics of the system. The present thrust of policy thinking appears to be one of being answerable to those who actually pay the bill (THES, 30 November 1984). Such thinking will probably lead to a much more cautious attitude to any changes to come in the further education field.

It is highly unlikely that we have seen the end to changes in the entire further education arena, and it seems likely that the most interesting developments will come in the area of Youth Training and the re-emergence or the disappearance of the sixth form or tertiary colleges (Saran, 1979). There are those who still strongly disagree with the idea of a non-academic sixth form in the traditional sense, arguing that the vocational elements should be accommodated at colleges of further education. The more economically minded argue that there is a strong case to answer with regard to all courses being under one roof for 16-19 year olds, thus removing all sixth formers away from school. This of course is not popular to those who teach in schools (11-18 years).

It may be that with the continuing problems of unemployment, the Youth Training Initiative will give a large boost to 16-19 education by being extended to all those who do not pursue an academic course of 16+ education. If this is to be the case then it would seem that it will be necessary to evolve some solution to the financial antagonism, between those still at school, who get nothing and those who follow the Training Initiative and receive an allowance (ACACE, 1982). For those wishing to undertake advanced courses in further education, below degree level, it would seem that the new proposals with regard to education grants could have serious effects on the future numbers and the ability of students to take up those places available. It may be, however, that such proposals are a disguised way of reducing what is clearly an increasing demand for fewer places throughout further education. If this is the case then there will undoubtedly be those critics who point to the Robbins principle of education being available to all. The answer will clearly be based upon economic considerations.

It may be that we have yet to see a new central place system of further education in the form of the Youth Training Scheme with centres of learning and training emerging for given regions and localities. This arena is one of clearly growing power and resources, and it would seem that it would be very unlikely despite the cooperation so far achieved that the DES is to hand over all responsibilities for vocational education to the MSC and the Department of Employment (Small, 1979). However, what must be an important factor which as yet does not seem to have been adequately dealt with is the problem of regional and local differences in economic structure and prosperity. Only by attempting to link national policy to local conditions and the use of local resources, will local needs in education and training to those at the national level be revealed on a more secure and clearer basis. Whatever the direction further education will take in this area, there is no doubt that an increasing share of responsibility will go to the MSC and indeed it is also likely that so will more public funds, probably at the expense of other layers of further education. However, there still remains the debate concerning whose responsibility it is to provide education and training. If training is to be 16-19 or 19+ based then employers will still need to be convinced. Much of their objection has been based upon the argument that they do not have the resources, and it is not really necessary anyway. It is therefore a possibility that both industry and the government have a long way to go yet, before there is a real solution to what has and is a fundamental problem of manpower provision and economic opportunity.

Meanwhile as resources dwindle, we can see the continuing demise of the former specialist colleges, such as those of Agriculture and Art. Having already been cut back, there are now only a handful of each left, and it seems likely again that for reasons of economics, they and their courses will be brought under some suitable centralized college roof. Indeed this is what happened in Northants with the National Leathersellers college which became lost on the emergence of Nene College.

In this brief review, the most obvious point to note is that the boundaries of further education are very wide, and the range of opportunities which it provides is considerable, it has no specific age limits and one may proceed as far as one is able. The overlap between school and college has already been mentioned, but the future size of the further education sector will largely be determined by economic and demographic factors, but any

planning must also consider the needs for manpower in industry and business (Shipman, 1984). The problem of unemployment (which is unlikely to change significantly in the foreseeable future) brings into focus the problem of what to do with those in this situation. It may be that resources should be made available to expand the provision of recreational courses in this sector, and that we could see such an expansion take place. If this should take place then we could see a new policy of continuing education that is the idea of individuals being able to return at any time, to education of any form, along the lines of 'education permanente'. In general terms the future for further education is unclear, it seems to lack policy and leadership, it has emerged largely as a result of political decisions and not those based upon educational need and future provision. Apart from the area of Youth Training the future looks bleak, with increasing cut backs and limits on resources. It will indeed be interesting to follow future developments and the way in which local authorities and individual institutions adapt to these constraints.

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Appendix I

Common Abbreviations

|        |  |
|--------|--|
| ACACE  | Advisory Council for Adult and Continuing Education              |
| ACSTT  | Advisory Committee on the Supply and Training of Teachers        |
| AFEC   | Advanced Further Education Council                               |
| ATTI   | Association of Teachers in Technical Institutions                |
| BACIE  | British Association for Commercial and Industrial Education      |
| BEC    | Business Education Council                                       |
| CBI    | Confederation of British Industry                                |
| CGLI   | City and Guilds of London Institute                              |
| CLEA   | Council of Local Education Authorities                           |
| CNAA   | Council for National Academic Awards                             |
| DES    | Department of Education and Science                              |
| DipHE  | Diploma of Higher Education                                      |
| DOE    | Department of Employment   |
| EMA    | Education Mandatory Award  |
| ESA    | Employment Services Agency                                       |
| FE     | Further Education  |
| FEU    | Further Education Curriculum Review and Development Unit         |
| HE     | Higher Education   |
| HMI    | Her Majesty's Inspectors   |
| HND/C  | Higher National Diploma/Certificate                              |
| LEA    | Local Education Authority  |
| MSC    | Manpower Services Commission                                     |
| NAC    | National Advisory Councils                                       |
| NACEIC | National Advisory Council on Education for Industry and Commerce |
| NYEC   | National Youth Employment Council                                |
| NYTS   | National Youth Training Scheme                                   |
| OHD/C  | Ordinary National Diploma/Certificate                            |
| RAC    | Regional Advisory Councils                                       |
| REPC   | Regional Economic Planning Councils (now scrapped)               |
| SCRAC  | Standing Conference of Regional Advisory Councils                |
| TEC    | Technician Education Council                                     |
| TOPS   | Training Opportunity Scheme                                      |
| TSA    | Training Services Agency   |
| TSD    | Training Services Division                                       |
| TUC    | Trades Union Congress  |
| UVP    | Unified Vocational Preparation                                   |

|      |                                       |
|------|---------------------------------------|
| WEP  | Work Experience Programme             |
| WEEP | Work Experience on Employers Premises |
| WIC  | Work Introduction Course              |
| YOP  | Youth Opportunities Programme         |
| YTS  | Youth Training Scheme                 |

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