

71 Such instances were exceptional but they served to demonstrate what could be achieved when a fortunate coincidence of individual motivation occurred with the right kind of course provision and the appropriate information and guidance to match them. **What was missing in all seven areas was the coherent planning of provision to ensure that this sort of progression was routinely possible and the commitment of the necessary level of resources to make that provision both attractive and accessible.** As post-16 services prepare to meet the requirements of the Further and Higher Education Act of 1992 it will be important for adults that LEA-funded provision and that made by colleges be co-ordinated in such a way that opportunities for access and achievement are extended.

Commentary

72 The cumulative picture of the standards of work and quality of the teaching emerging from this survey is very disappointing. Briefly stated, the incidence of satisfactory or better work is too variable both within and between institutions; consequently pupils have only a slim chance of receiving sufficiently challenging and rewarding teaching throughout their educational career. Often it is not a single link in the educational chain which is weak, but the entire process that is fragile. Poor levels of education and qualification among many parents complete a cycle of under-achievement which continues to affect the lives of their children. The community does not acquire sufficient numbers of people able to offer role models of educational success.

73 The picture is **not universally poor**. The survey also found generally good behaviour in schools, and instances of challenging work, effective teaching and support for learning and sound assessment procedures. There were examples of imaginative outreach work and well-planned routes of progression for adult students, successful schemes to encourage school leavers to continue their education and compensate for earlier low attainment and youth service projects that worked successfully with disaffected young people. These examples reflect the conscientious commitment of the teachers, school managers and other employees of the education services concerned. Their endeavours in often very trying circumstances deserve acknowledgement: working in more favoured areas they could expect to achieve better results for the same investment of time and effort.

74 Concern and commitment are necessary but not sufficient conditions for improvement. It is not enough to offer educational safe havens, secure against other social pressures and temptations. Raising the achievement of children needs to be acknowledged as the central purpose of schools, to become the systematic focus for their endeavours, and to set the targets for action by all. At present the performance of most institutions and services is patchy and poorly co-ordinated. Either some aspects have been developed and others ignored, or success has depended on individuals' strengths rather than on shared purposes and concerted teamwork. Often, policies and projects are not sustained long enough to make an impact.

75 There is no magic recipe for success in these circumstances. It is not a case of expecting schools and other services merely to try harder, to import ideas that have appeared to work elsewhere or to offer short-term funding

for projects. **A systematic programme of improvements is required; but the unique blend of difficulties, and also of strengths, in each institution and each locality means that strategies have to be tailored to need, well managed, and sustained over long periods of continuing educational change. Indeed the evidence of the survey is that the most successful initiatives occur when a particular need is precisely identified, strategies are designed and resources deployed specifically to meet it, and sustainable structures and processes are put in place.**

76 Some general issues nonetheless emerge as relevant to all sectors of education in urban areas. They reflect HMI findings in this survey and in a range of other inspections over the past five years. **They offer scope for action at the institutional, local and national levels:**

- the work of the different phases of the education service needs to be better co-ordinated within each area to tackle more effectively the common aim of raising achievement; links between schools and between schools and other community agencies and businesses need strengthening; post-16 providers need to co-ordinate provision and guidance; coherence needs to be given to the continuum of educational provision.
- curriculum planning in all sectors needs to make use of available assessment data so that projected work takes adequate account of pupils' previous experience and current needs; particular attention needs to be given to raising levels of literacy and numeracy;
- all sectors need to be able to secure and retain the services of skilled teachers and other workers;
- a higher level of teaching and classroom management skill is required. Thorough training is needed particularly in providing learning support and setting differentiated learning tasks for different individuals and groups; more attention needs to be given to the dissemination of good practice within and between subjects;
- better techniques of assessment are needed, both on children's initial entry to education and throughout their educational career so that learning can respond to identified need and so that feedback can reinforce achievement;
- institutional managers, especially headteachers, need to be able to free themselves from operational pressures and to concentrate on forward

planning, setting priorities, raising expectations, determining standards for all aspects of institutional performance and evaluating outcomes. These important management skills should, themselves, be the focus for a robust programme of in-service training.

- resources need to be allocated on a more consistent and long-term basis and bear a closer relationship to educational need.

77 Such an agenda for action is also apparent in educational services operating in more favoured settings. But the demands and needs are particularly compelling in the urban areas represented by this survey. The responsibility for addressing some of the issues identified can be taken on by the schools themselves. Schools, and other educational institutions, can do more to improve their own effectiveness, to plan to ensure that pupils have the curriculum to which they are entitled and can build on the learning they have gained. But most schools in these disadvantaged areas do not have within themselves the capacity for sustainable renewal. The rising tide of national educational change is not lifting these boats. Beyond the school gate are underlying social issues such as poverty, unemployment, poor housing, inadequate health care and the frequent break-up of families. Education by itself can only do so much to enable individuals to reach beyond the limiting contours of their personal and social circumstances and succeed.

Appendix A

Institutions visited during the survey

*published report issued following general inspection

**inspected October 1991

Bristol (Avon LEA)

Hartcliffe Nursery School	Bristol Stage V Unit
Hareclive Primary School	Fulford School
Perry Court Junior School	Hartcliffe School Support Unit
Teyfant Primary School	Whitehouse EBD Unit
Whitehouse Primary School*	South Bristol College
Hartcliffe School*	Hareclive Youth Centre
Bayswater Centre	Hartcliffe Youth Club

Derby (Derbyshire LEA)

Breadsall Hill Top Infant School	St Giles Special School
Roe Farm Infant School	High View Community Education Centre*
Beaufort Junior School	Breadsall Youth Club
Breadsall Hill Top Junior School	Chaddesden Youth Club
Derwent Community Primary School	Derwent Primary Community Centre
St Albans RC Primary School	Derwent Youth and Community Centre
Roe Farm Junior School*	High View Community Centre
St Giles Special School	
Lees Brook School (youth centre)	

Kingston-upon-Hull (Humberside LEA)

Court Park School	Holy Name Cub Scouts
Dane Park School	Schultz Community Learning Opportunity Centre
Holy Name School	Shaw Park Evening Play Centre
Shaw Park School	St Michael's Youth Project
Thorpe Park School*	York Road Youth Centre
Sir Henry Cooper School*	Youthlink Detached Project
Schoolgirl Mothers Unit	East Hull Adult Education Centre
White House Unit	North Hull Adult Education Centre
Court Park Youth Centre	

Manchester (Manchester LEA)

Gresty Nursery School
 Mayfair Nursery School
 Baguley Hall Primary School
 Benchill Primary School
 Crossacres Primary School*
 Haveley Hey Primary School
 Newall Green Primary School
 Northenden Primary School
 Peel Moat Primary School
 Poundswick Primary School
 Sacred Heart Primary School
 St Aidan's Primary School
 St Antony's Primary School
 St Elizabeth's Primary School
 St John's Primary School
 St Peter's Primary School
 St Wilfrid's Primary School
 Woodhouse Park Primary School
 Newall Green High School**
 Poundswick High School
 South Manchester High School
 St Paul's High School
 Glendene Assessment Centre
 Mill House Assessment Unit

Roundwood Upper School
 Woodside First School
 Birtless Centre
 Haveley Hey Parental Education
 Project
 Newall Green Parental Education
 Project
 Rackhouse Adult Education
 Centre
 Royle Green Adult Education
 Centre
 Sandilands Adult Education
 Centre
 Sharston Community Association
 South Manchester College
 Terry Dowling Centre
 Fielden Park Youth Centre
 Manchester Youth and
 Community Centre
 Sign Posts Counselling Centre
 Poundswick Youth Centre
 South Wythenshawe Youth Club
 Woodhouse Park Youth Centre

Slough (Berkshire LEA)

William Penn Nursery School
 William Penn First School
 Claycott Middle School
 Lynch Hill Middle School
 William Penn Middle School*

Beechwood School*
 East Berkshire College
 (Langley)
 Britwell Centre
 Haymill Centre

Thamesmead (Greenwich LEA)

Bishop John Robinson Nursery
 Heronsgate Primary School*
 Hawksmoor Primary School
 Linton Mead Primary School
 Waterfield School*
 Woolwich College

Waterfield Community Education
 Centre
 Archway Project
 Eynsham Youth Club
 Hawksmoor Youth Club
 Heronsgate Youth Club
 Waterfield Youth Centre

Thamesmead (Bexley LEA)

Riverside School

Thamesmead Youth Centre

Tilbury/Thurrock (Essex LEA)

Tilbury Manor Nursery and
Infants' School

St Chad's School*

Jack Lobley Primary School

Treetops Special School

Lansdowne Primary School

Thurrock College

St Mary's RC Primary School

Riverside Youth Club

Tilbury Manor Junior School*

Red Cross Youth Group

Grays Convent School

Grays Adult Education Centre

(3 outreach sites in schools)

In each area discussions were held with LEA officers and advisers, careers officers, special needs support services, educational psychologists and education welfare officers as well as with pupils, students, parents and governors and with teachers, lecturers, youth workers and senior managers of institutions and services. Where possible the local offices of other agencies such as the police, social services, housing and employment departments and town or district councils were consulted.

Appendix B

Contextual data

1 Department of Environment 'z score'

The 'z score' is a single index adopted by the Department of the Environment (DoE) as a general measure of deprivation for each local authority. 'Z scores' are based on six indicators drawn from the 1981 census, covering unemployment, overcrowding, single parent households, pensioners living alone, households lacking basic amenities and percentage of residents where the head of household was born in the New Commonwealth or Pakistan. These six measures are 'standardised' and then summed to give an overall score for each enumeration district. Positive scores indicate levels of deprivation, negative scores the absence of deprivation, with zero representing the national average.

A new set of indicators of urban conditions based on 1991 census and other data is under preparation for the DoE.

2 Social background data from the 1991 Census

Figures 1-3 are based on selected ward-level 1991 Census 'Small Area Statistics' (SAS) data at both the 100% and 10% sample level. Each area consists of three or four adjoining wards, with data for England to provide a national comparison. In the figure drawn from the 10% sample data (Figure 1) some occupational categories have been combined to reduce the problems of sampling error where there are small numbers of cases. However, 10% census data for small areas may need to be treated with caution for this reason.

Figure 1 is drawn from the 10% sample: Table 90: Social Class of Households: 'Persons aged 0-15'. Some small categories have been omitted. Where the head of household is unemployed the classification is based on previous occupation. The 'other inactive' category applies to households where the head is not in the labour market (neither working nor unemployed), and excludes the 'retired' category.

In Figure 2, the unemployment data are from the 100% census. Unemployment in the census is based on 'self assessment' and therefore may differ from other methods of measuring unemployment. The percentage is based on the total economically active. 'Qualifications' are

from the 10% census. A 'diploma' is defined as an 18+ qualification higher than A level but below a first degree. The percentage is based on all adults 18+ whether economically active or not.

Figure 3 is drawn from the 100% data. The percentages are based on the number of children in the category and not the number of households.

Appendix C

Primary school indicators

	Number on Roll	Pupil/Teacher Ratio	Average Class size	Unit Cost* £	BME per pupil+ £
Pri 1	241	17 : 1	21.9	1,583	42
Pri 2	281	18.6 : 1	23.4	1,934	146
Pri 3	261	21.7 : 1	26	1,283	52
Pri 4	331	25.7 : 1	30.1	1,138	27
Pri 5	378	20.6 : 1	27.4	1,501	27
Pri 6	385	21.3 : 1	25.7	1,653	41
Pri 7	320	24 : 1	27	1,289	52

* average unit cost 1990/91 in shire counties £1244

in metropolitan districts £1282

+ Books and equipment expenditure per pupil average in 1990/91

in shire counties £43

in metropolitan districts £35

	% of pupils entitled to free school meals	% of pupils with SEN statements
Pri 1	69	1.9
Pri 2	40	2.1
Pri 3	46	0.8
Pri 4	42.5	0.6
Pri 5	41.5	1.3
Pri 6	57	0.5
Pri 7	62	0.0

Appendix D

Secondary school indicators

	Number on Roll	Pupil/Teacher Ratio	Average Class size	Unit Cost* £	BME per pupil+ £
Sec 1	653	14.7 : 1	22.5	1,918	39
Sec 2	529	14.3 : 1	N/A	2,169	123
Sec 3	659	13.7 : 1	22	2,575	143
Sec 4	727	16.9 : 1	25	2,029	39
Sec 5	468	14.5 : 1	22.6	2,744	32
Sec 6	884	17.1 : 1	22.4	2,008	61
Sec 7	720	15.3 : 1	20.2	2,126	N/A

* average unit cost 1990/91 in shire counties £1,898

in metropolitan districts £1,985

+ Books and equipment expenditure per pupil average in 1990/91

in shire counties £84

in metropolitan districts £68

	% of pupils entitled to free school meals	% of pupils with SEN statements
Sec 1	22	1.2
Sec 2	25	5.5
Sec 3	40	4.0
Sec 4	30	1.2
Sec 5	49	2.1
Sec 6	47	2.0
Sec 7	49	N/A



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