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TITLE

**Management of Change in Further Education:
Some Perceptions of College Principals**

by Joseph Eric Ashton MSc CEng FIEE FIMechE FRSA

A Doctoral Thesis Submitted in partial fulfilment of the requirements for the
award of Doctor of Philosophy of the Loughborough University of Technology

March 1995

Supervisor: Professor L M Cantor MA DLitt Department of Education

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Written and spoken material has been drawn from many sources and a list of these is included in alphabetical order in the bibliography or quoted in the reference footnotes.

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her continual help, loving patience and encouragement during the five years of the research.

ABSTRACT

Management of Change in Further Education: **Some perceptions of College Principals**

**A Thesis Submitted for the degree of Doctor of Philosophy of
Loughborough University of Technology March 1995
by Joseph Eric Ashton Msc CEng FIEE FIMechE FRSA**

The illuminative research gives an account of the reactions and opinions of college principals to changes in the English further education system effected through two major pieces of legislation: the 1988 Education Reform Act and the 1992 Further and Higher Education Act. The methodology included a postal questionnaire to 34 principals followed by intensive interviews with 15 principals in East Midlands colleges, in-depth interviews with 3 further principals of national standing outside the East Midlands and an examination of principals' meetings and literature relevant to the period. The research explored a number of areas including student recruitment; staffing; competition to colleges; administration, management and finance; issues arising from the 1988 and 1992 Education Acts; and other general areas affecting college principals. It charted the progress of five years of significant development of the English further education system and exposed considerable concern about the imposed speed of change, degree of turbulence and the paucity of training, help and guidance given to colleges during this period. It also revealed details of principals'

successes, failures and personal costs, as well as identifying considerable losses of staff and concomitant disquiet and unrest during the major attitudinal changes and management reconstructions which were taking place throughout a decade of significant development.

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JEATEXT1 - Full Text of 1991 Interviews Suffixed (.TXT)

JEATEXT2 - Full Text of 1993 Interviews Suffixed (.TXT)

VOLUME II

Contains Details of Analysis which could not be included in Thesis

LIST OF FIGURES AND COMPUTER FILES

Figures referred to in the thesis but not contained in chapter 7 may be found on attached computer disk labelled JEATHESIS4

Transcripts of the 1991 and 1993 interviews are contained on attached computer disks labelled JEATEXT1 and JEATEXT2

Computer equipment used in the preparation of the thesis:

<u>Wordprocessor Package:</u>	<u>Wordstar Professional Release 5.01B</u>
<u>Spreadsheet Package:</u>	<u>Lotus 1-2-3 Release 2.01 (files with suffix .WK1 & .PIC)</u>
<u>Hardware Configuration:</u>	<u>Opus PCV (IBM compatible) and Star LC24-10 dot matrix printer</u>

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Chapter 1

1. INTRODUCTION

1.1 The Question addressed by the research

At the commencement of the research the further education system was striving to come to grips with the effects of national and international changes of significant magnitude. These included technological advances; economic recession; demographic variations; perceived chronic skill shortages; the proposed formation of a Single European Community in 1992; the threat of involvement in a Middle East war; and potential adjustments in the wake of momentous changes wrought in Eastern Europe during 1989 and 1990.

Nearer to home a new Education Act¹ and 'anxieties' about Training and Enterprise Councils (TECs), performance indicators, National Vocational Qualifications (NVQs), benefits and the 21 hour rule, and new learners' funding proposals, also taxed further educationists' minds².

In 1989 it was anticipated that the number of school leavers in 1992-93 would be one-third down on the peak figure of 1982-83. The DES was planning for a cut of 10,000-14,000 further education lecturers by 1995, based on assumptions about YTS enrolments and age participation rates.

It was thought that the Single European Market planned for 1992 might pose a major challenge to the credibility of UK qualifications in Europe. There was a feeling that "highly qualified European workers could be much in demand here

¹ The 1988 Education Reform Act.

² See analysis text in Volume II for further details of these initiatives.

after 1992", and it was feared that "British workers may not find themselves quite so popular in Europe¹". A much debated concern of the period was that of qualifications. NVQs were originally portrayed by the National Council for Vocational Qualifications (NCVQ) to be employment not employer led. In principle it was felt by the Government that they should increase access to qualifications and encourage students, particularly adults, to take up further education and training opportunities. The NCVQ, because of its domination by employers and its virtual exclusion of educational interests, was considered by colleges to be utilitarian in its approach. There was however a growing feeling in further education (FE) colleges that NCVQ attitudes were changing, with knowledge and understanding being augmented with the concept of competence, and 'core skills' and 'generic units' were becoming recognised as essential broadening factors. Links being developed between vocational and academic qualifications were welcomed by many in further education. Pessimism coloured thinking about the effects of the 1988 Education Reform Act on the further education sector. The service was riven with tensions such as confusion over the roles of local education authority (LEA) and governors, formula based budgets, and employer dominated governing bodies. Some FE observers predicted a narrowing employment related income generating curriculum, increased competition between colleges and a trend towards corporate institutions². It was expected that the performance indicators recommended in the Department of Education and Science and the Local Authorities Association

¹ Greig 1989 reporting to a National Institute of Adult and Continuing Education (NIACE) Conference in December 1989, feelings which epitomised widely ranging concerns of that time.

² See Principals' comments in the detailed analysis contained in Volume II of the thesis.

(DES/LAA) Joint Efficiency Study (JES)¹, would be operable in the near future. However, it was feared that these had been developed for full-time 16-19 provision, and failed to take account of the needs of thousands of part-time adult learners. The establishment of Training and Enterprise Councils (TECs) highlighted a common trend towards giving employers major responsibilities for delivering education and training policy. It was felt that the Government was giving undue prominence to employers as trainers, despite their acknowledged collective failure to adequately train their workforces². There was concern that employers would dominate key areas of funding, planning, standard-setting and delivery. With individual budgets in the region of £15-£20m in 1989, TECs were taking responsibility in their localities for Youth Training Schemes (YTS), Employment Training (ET) and Business and Enterprise growth; issuing performance related contracts; and embarking on a broad planning remit for vocational education and training. It was thought that TECs would also take responsibility for the Technical and Vocational Education Initiative (TVEI) and Work Related Non-advanced Further Education (WRNAFE). "How long will it be", it was asked, "before these 'alternative LEAs' were responsible for the delivery of an 'alternative FE' and grabbed a lion's share of the action?"³ " These and other developments presented the education system, particularly the further education sector, with tremendous challenges which affected curriculum content and delivery, assessment procedures, monitoring and evaluation procedures, management, and staff development and appraisal.

¹ 'Managing Colleges Efficiently' DES 1987.

² 'Employment for the 1990s' Cm 540 1988 Chapter 4.5 p29.

³ Greig 1989.

1.2 Further Education's response to the challenge

As the arm of the education service most closely associated with industry and business, Further Education was required to respond promptly and adequately to change, and little exception was made for changes of the magnitude described above. The idea of a 'responsive college' programme emerged from a small exploratory project by the Further Education Staff College (FESC)¹. This exposed a wide range of perceptions, and the focus was shifted to overcome concerns that the programme should not only deal with employers' needs but those of students as well to encompass all work-related activity. From the beginning of the FESC project the emphasis was on action rather than research, and studies involved a wide range of colleges. The initial programme was further augmented by a Manpower Services Commission (MSC) decision to fund a second round of proposals. Formal work terminated at the end of 1988 but a number of projects continued for varying periods of time. The task of developing a formal marketing approach in further education had begun. A great deal had been learned but much remained to be achieved, and legislation in the form of the 1988 and 1992 Education Acts was implemented which forced the pace of Further Education's response to the Government's desire to inculcate a business philosophy in the further education system.

¹ Theodossin 1989 pp109-110.

1.3 The scope and aims of the research

The East Midlands group of college principals was chosen as a point of focus for the research. An ethnographic approach was adopted in order to follow the progressive patterns of applied legislation, and the characteristics of the policy employed are detailed in the chapter on methodology. As further legislation was introduced during the latter half of the five year period of the research, the chosen methodology enabled a longitudinal approach to be applied to the continuing investigations.

1.4 Definitions used in the research

The term Further Education refers to those institutions so defined in the 1944, 1988 and 1992 Education Acts, and the term colleges is constrained to the types formally referred to as colleges of further education, tertiary colleges, and colleges of agriculture, as defined in the Further Education Funding Council (FEFC) Circular 92/05 1992. Explanations of these and other institutions are given in the appropriate chapters of the thesis.

The term principal refers to the executive head of a further education institution as defined above.

Governors are those serving persons appointed to the governing bodies of the above institutions under conditions laid down respectively in the three Education Acts, and their designated Articles of Government.

Further definitions used in the research may be found listed in figure 7.1.101 on attached disk.

1.5 Layout of the research

The research generated an enormous amount of interview data, only a fraction of which could be incorporated into the main thesis. It was therefore decided that the full interviews should, with the help of computer technology, be made available to the reader and included as an appendix to the thesis in the form of computer disks. The analysed data were also considered too large to be included in full in the main chapter on analysis. Therefore summaries of the interview data comprise the main Analysis chapter, and the descriptive quotations are contained in a separate Volume II of the thesis.

Chapter 2

A GENERAL OVERVIEW **OF THE DEVELOPMENT OF FURTHER EDUCATION IN ENGLAND** **FROM 1976 TO THE INCORPORATION OF COLLEGES 1993**

2.1 Political, sociological and technological development

The context within which English further education developed is set against an historical backdrop¹ which this research attempts to address by reviewing the literature relevant to the subject². For several hundred years successive pieces of government legislation gave power to the generation of training and the further education system in this country³.

Although the 1944 Education Act probably provided the first firm foundation for the further education service as we know it today, colleges, in one form or another, had existed for well over a century prior to this. The linkage between further education and training was summed up in the statement 'further education has grown up as the handmaiden of employment'⁴.

Before 1976 few connected industrial performance with the education young people received, finding it hard to see any pattern of coherence⁵, a concept later

¹ See figure 7.1.203 in chapter 7 of thesis for concise details.

² A review of the appropriate literature revealed a dearth of formalised research into college management. See chapter 3.3.3 for further information.

³ See figure 7.1.201 on attached disk.

⁴ Crowther Report '15 to 18' 1959 para 488. See figure 7.1.203 in chapter 7 of thesis.

⁵ Sir Alex Smith in a lecture to the Royal Society of Arts in May 1978.

taken as accepted opinion¹.

The British system of education had evolved over many years in a series of jerks or impulses². A report³, not intended for publication, but leaked to the press in 1976, provided the main impetus for a twelve month debate and a green paper⁴. Discussion of these events focused on the then Prime Minister's Ruskin College speech⁵, bringing out the main headings under which a reappraisal of the education system would be conducted in what was described as the 'Great Debate'⁶. Meanwhile the Education Secretary of the day drew up an agenda for the 'Great Debate' on the form and content of school education⁷ in a paper which included the relationship between school and work, but the resulting transitional Education Bill was shed by the incoming Government in May 1979⁸. By the late 1970s a new series of factors had led to pressure for a review of the 16-19 provision. An economic crisis was forcing policies for curbing public expenditure, and facing the impending problem of the falling school population. Equally seriously for further education was the low staying-on rate⁹ which had

¹ Hencke 1979 pp1 & 3.

² Paper presented by Dr Haslegrave to the 'Engineers for the 21st Century' seminar in June 1977.

³ Yellow Paper - July 1976 'School Education in England: Problem and Initiatives'.

⁴ Government Green Paper Cmnd 6869 July 1977.

⁵ Speech at Ruskin College Oxford in 1976 by Prime Minister J Callaghan. The text was reported in the Times Educational Supplement on 22 October 1976 p35.

⁶ Maclure 1988 pp 153-154.

⁷ Shirley Williams paper reported in the Times Educational Supplement on Friday 19 November 1976 p23.

⁸ Cantor and Roberts 1986 p6.

⁹ The proportion of school leavers who either continued their education after the statutory leaving age in school or in further education.

risen only slightly since 1972.

In 1977 it was suggested that rationalisation of the 16-19 provision was necessary, using either the sixth-form college or the more novel concept of the tertiary college^{1 2}.

Throughout this period tenuous co-operation between schools and colleges of further education continued through the provision of linked courses³. There was, however, little consensus about the exact definition of a linked course⁴.

It was felt that to attain a truly integrated educational service in the country, relations between the secondary and further education sectors must be very close⁵. Research indicated considerable scope for improving this relationship⁶.

Use of co-operative resources was investigated by one local authority and recommendations included compatibility; greater use of existing equipment; rationalisation of future purchases; maximise level of acceptable standardisation; and for the Director of Education to continue to review link courses regularly to ensure the best use of accommodation and facilities in colleges and schools respectively⁷. A logical extension of the co-operation between schools and colleges was a proposal that the two streams of post-sixteen education should become one⁸, producing a tertiary college system⁹ which would probably have

¹ Slater in Hughes et al 1985 p151.

² See Ascough 1982 for details of research into a particular example of a tertiary college.

³ A system whereby school pupils were released from their school to attend part time vocational courses at a local further education college.

⁴ Davies J L 1968 p15.

⁵ See Murray 1989 for details about managing a TVEI scheme in a local authority.

⁶ Charlton, Gent & Scammells 1971 p19.

⁷ Notts County Council Management Audit Report 1976 p8.

⁸ King 1976 p126.

an economic advantage over other forms of separate education for this age group¹, including technical colleges².

Reorganisation in one such college, however, in which the "burghers traditionally sought value for money", was proving to be more expensive than expected. In 1970/71 it was reported that the internal organisation of the college was very similar to other colleges with a departmental and course structure, but by 1973 a number of changes had been made related to the changing nature of the student intake³.

The 1980s opened with a sense of foreboding in some academic circles⁴, as the Government prepared to reduce public spending⁵. During the early years of the decade the landscape of further education changed⁶. Within advanced further education finances diminished substantially leading to the closure of departments and in some cases whole institutions⁷. There was a proposal to remove higher education from local government, and attitudes towards the non-advanced sector provision also underwent substantial change⁸.

Manufacturing industry declined during this period leading to a diminution in apprenticeships and hence the traditional vocational courses which colleges had

⁹ Alexander Sir W 1969 p 53.

¹ See Williamson 1985 for further details about sixth form colleges.

² King 1976 p127.

³ Merfield 1973 p15.

⁴ See Theodossin 1982 pp 137-149 for further information about planning the management of the foreseen changes.

⁵ Times Higher Educational Supplement 'Review of the 1980's' 29 December 1989.

⁶ See Wragg 1982 pp111-117 for further details of changes.

⁷ Cantor and Roberts 1986 p9.

⁸ See Whetten 1984 pp 38-43 for further information about colleges as businesses; and Nutty 1985 about rationalising the approach to college budgeting.

provided for them¹.

A Department of Education and Science (DES) initiative, PICKUP², was launched, twinning education with business for updating courses, and overshadowing the Manpower Services Commission's £8 million Open Tech project³.

The Business and Technology Education Council (BTEC) was formed by merging the Business Education Council (BEC) with the Technician Education Council (TEC) in 1983. Also the Joint Board for Pre-Vocational Education was set up by BTEC and the City and Guilds of London Institute (CGLI), to establish a system of pre-vocational education on a national basis. The Certificate in Pre-Vocational Education (CPVE) was piloted during 1984-85⁴. A later Government initiative, Careership, created a single unified framework for all young people's foundation learning whether in full-time education or in employment⁵.

The Manpower Services Commission's (MSC) influence on the further education service increased during the 1980s⁶. Nineteen-eighty-four heralded the announcement that the MSC was to take over one quarter of the budget associated with work-related further education from local education authorities by the session 1986-87. The term work-related was vague and without definition, leaving concerns about which courses would be commissioned from

¹ Cantor and Roberts 1986 p10.

² For acronyms details see figure 7.1.102 on attached disk.

³ THES 'Review of the 1980s' 29/12/89.

⁴ Cantor and Roberts 1986 p222.

⁵ Nicholson Sir B. ACFHE speech at Royal Aeronautical Society London February 1990.

⁶ Cantor and Roberts 1986 p215.

colleges¹. This decision to transfer large sums of money was taken without discussions with local education authorities and educational institutions and in conditions of unparalleled secrecy².

During this period the REPLAN programme was established by the Department of Education and Science and the Welsh Office to improve educational opportunities for unemployed adults. Although the education sub-governments were exhorted to work harmoniously together³, it was clear that the partnership was an unequal one and remained so in the Youth Training Scheme (YTS)^{4 5}, successor to the Youth Opportunities Scheme (YOP). In 1985 a White Paper⁶ recommended the conversion of the Youth Training Scheme from a one to a two year programme⁷.

The fact that the two White Papers 'Training for Jobs' and 'Education and Training for Young People'⁸, were submitted to Parliament jointly by the Secretaries of State for Employment and for Education and Science, was seen by many as significant⁹. This reinforced the Government's declared intention that vocational education and training should be closely linked to the country's needs for trained manpower¹⁰.

¹ See Pearman et al 1986 for further information about work related non advanced further education (WRNAFE) planning in colleges.

² Hill 1988 p69.

³ MacFarlane Report 1980 para 63. See figure 7.1.203 for further details.

⁴ Slater in Hughes et al 1985 p159.

⁵ See also Raffe 1984 pp247-265.

⁶ DES White Paper 'Education & Training for young people' 1985.

⁷ See Finn 1985 pp 111- 125 for further information about the Youth Training Scheme (YTS).

⁸ See figure 7.1.203 for further details.

⁹ Robertson et al 1984 p54.

¹⁰ Cantor and Roberts 1986 p216.

The Audit Commission of the Department of the Environment increased its activities in the further education sector, examining how resources in colleges were utilised¹. The Commission, established in 1983 by the Government to advise on obtaining better value for money spent by local authorities, played an increasingly significant role in further education and welcomed the introduction of the Further Education Management Information System (FEMIS). It completed an examination of the use of resources of 165 colleges and published its report in 1985². Four main areas for improvement were identified:-

- * Marketing, improving links with schools and employers and extending the college year from 36 to 48 weeks.
- * Improving the Staff Student Ratio.
- * Tighter control of finances.
- * Greater control over non-teaching costs.

The Government established the National Council for Vocational Qualifications (NCVQ) in 1986 with the remit to design a more easily understood national framework of vocational qualifications³. A 1987 Report on the Youth Training Scheme recommended that all trainees should obtain appropriate vocational qualifications before they leave the scheme⁴.

More ambitious targets based on the Confederation of British Industry's (CBI) own criteria were set and agreed for young people in 1990⁵:

¹ See Minihane and Richards 1989 pp 3-14 for further information about the Audit Commission recommendations for further education.

² 'Obtaining better value from further education' June 1985.

³ Cantor and Roberts 1986 p135

⁴ *Ib.* 1986 pp130-132.

⁵ Sir Bryan Nicholson Chairman and Chief Executive of the Post Office and Chairman of the CBI Taskforce on Vocational Education and Training, speaking

1. Immediate moves to ensure that by 1995 almost all young people attain National Vocational Qualifications (NVQs) level II or its academic equivalent [ie 5 GCSEs at A-C grade].
2. All young people should be given an entitlement to structured training, work experience or education leading to NVQ level III or its academic equivalent.
3. By the year 2000 half of the age group should attain NVQ level III or its academic equivalent.
4. All education and training provision should be structured and designed to develop self-reliance, flexibility and broad competence as well as specific skills.

An emphasised first step of the Task Force was that each sixteen year old should have a cash credit to be spent on courses leading to nationally recognised qualifications up to NVQ level III or equivalent¹.

The transformation of national attitudes to industry continued to be the focus of a campaign initiated in Industry Year 1986, under the title Industry Matters. Its targets embraced the linking of business and education at all levels².

The Further Education Curriculum Review and Development Unit was established in 1977. Later, as the FEU, it acted as a focal point in the 1980s for

to the Association of Colleges for Further and Higher Education ACFHE in February 1990 at the Royal Aeronautical Society, 4 Hamilton Place London.

¹ Nicholson ACFHE speech at the Royal Aeronautical Society London February 1990, talking about the CBI Vocational Education and Training Taskforce 'Towards a skills revolution' 1989.

² Royal Society of Arts 1989 Annual Report to the Council, Introduction.

curricular matters in further education, during something of a revolution^{1 2}.

Colleges in the 1980s, operating in an increasingly competitive environment³, acquired a greater awareness of their markets⁴ in order to identify and meet skill needs and steer their strategic provision planning⁵.

The overriding impression of the character of further education gained during this period was one of a bewildering and seemingly exponential series of changes shaping the service⁶. Few, however, anticipated the massive scale of the imminent further changes confronting the sector⁷.

The Open Tech, which used open learning methods of study⁸, was launched by the Manpower Services Commission in 1982 for a five year period. This unique development progressed to the more ambitious MSC-funded Open College with its first courses in September 1987⁹, the year which also saw the introduction of the MSC Job Training Scheme (JTS) for young adults¹⁰.

Higher education was defined in 1988¹¹, as covering courses for degree and post-graduate qualifications; further training for teachers and youth and

¹ Cantor and Roberts 1986 p136.

² See Bennett 1984 for further information about managing a turbulent further education environment.

³ See Times Educational Supplement April 1 1994 pp 8-9 'Rivalry set to increase as colleges woo young', for continuing information about competition.

⁴ See Woodrow 1983 pp 209-215 for details of a college facing change.

⁵ Nicholson 1990 address to the 1990 ACFHE Annual General Meeting.

⁶ Cantor and Roberts 1986 p249.

⁷ Times Higher Educational Supplement (THES) 'Review of the 1980s' Special publication 29 December 1989.

⁸ See Birch and Latcham 1986 pp 31-37 for further information about open learning systems.

⁹ See Janes and Gartside et al 1989 for information about flexible college structures.

¹⁰ See Dale 1985 for further details about MSC Training schemes.

¹¹ Education Reform Act 1988 Schedule 6.

community workers; Diploma in Higher Education; BTEC Higher National/Diploma; Diploma in Management Studies; Certificate in Education and equivalent professional qualifications as well as comparable courses not leading to a qualification; and other courses normally requiring two GCE A levels, BTEC National Diploma/Certificate or equivalent for entry¹.

The position of the United Kingdom in the world 'education' league, published in 1989, showed it continuing to lag in terms of public expenditure on education, occupying an intermediate position at £240 per head of population².

The late 1980s saw changes affecting the further education sector in England, described as representing the most radical set of proposals for the reform of further education for many years³. At the turn of the decade the rate of change of further education was described as unprecedented⁴, facing its biggest upheaval since the war⁵.

According to the 1991 White Paper⁶, the last decade saw many improvements in education and training for young people in the transition from school to work⁷, including the national curriculum; the Technical and Vocational Initiative (TVEI); Youth Training (YT), and national vocational qualifications (NVQs)⁸.

¹ Locke and Pratt 1989 p19.

² Education Statistics published in 'Education' December 1989.

³ 'Further Education - a new strategy' Address delivered Mr Kenneth Baker, then Secretary of State for Education and Science, to the Summer Conference of the Association of Colleges for Further and Higher Education (ACFHE) in Nottingham June 1989.

⁴ D T Kingan Presidential Address APC Annual General Meeting 18 February 1992.

⁵ 'The Lecturer' No 2 NATFHE Journal December 1991 pp1&6.

⁶ 'Education and Training for the 21st Century' Cm 1536 Vols 1 and 2. May 1991.

⁷ See Theodossin 1986 for further information about the 'responsive college'.

⁸ Cm 1536 1991 Vol 1 pp8-21.

The research considered relationships between the 1988 and the 1944 Education Acts and some of the ways in which dominant ideas about education, society and the economy have changed in the four decades which separate the two major pieces of legislation¹. A raft of measures leading to the 1988 Education Act can be traced to DES policies which embraced such aspects². These, including the 1985 Education White Paper³, were elaborated in the years following Mr Callaghan's 1976 Ruskin College Speech^{4 5}.

During the early 1980s the Government's desired rate of education reform was perceptibly slowed, and conditions in the service were severely affected by 'political clumsiness'⁶ and long-drawn industrial actions about teachers' pay and conditions^{7 8}.

In the mid-1980s a report was issued by the Audit Commission for local authorities in England and Wales, which clearly indicated the Government's intentions for reform⁹. In its introduction¹⁰ it drew attention to long term difficulties in the management of the service^{11 12} and other problems on the

¹ See Maclure 1988 p149 for further information.

² See Dale 1985 for further information about these developments.

³ White Paper 'Better Schools' Cmnd 9469 1985.

⁴ See Figure 7.1.203 for concise details.

⁵ Maclure 1988 p158.

⁶ See Tweedie 1984 for details of research into staff reactions to the implementation of innovation.

⁷ Maclure 1988 pp159-161.

⁸ See Tipton 1985 pp 35-53 for details of a study of educational staff 'at work'.

⁹ Tipton 1985.

¹⁰ 'Obtaining Better Value from Further Education' 1985 pp5-7.

¹¹ See Mills 1988 for further details about how management and staff coped with change during the 1980s.

¹² See Hultman 1984 pp199-210 for further information about managers and their training.

horizon which included previously identified demographic changes. Between 1980 and 1994 the number of 16-19 year-olds was expected to fall by one third¹.

The Local Government Finance Act 1982 laid down requirements for local authority accounts, of which colleges were part. This provided a basis for the work of the Audit Commission which had two functions relevant to colleges²:

- 1) To appoint auditors for local authorities, who may be officers of the Commission or other individual firms.
- 2) To report on aspects of public services with recommendations for greater efficiency, economy and effectiveness and for better value for money.

Against this background in 1985 the Audit Inspectorate of the Department of the Environment devoted its attention to management problems facing individual colleges³. It advocated that next steps should include local education authorities and governing bodies facing the difficult task of implementing changes⁴ agreed as a result of local value for money projects⁵. With sound manpower planning and effective retraining programmes, it was considered possible in most establishments to accommodate any likely staffing changes without the need for compulsory redundancies⁶. In addition the Commission expected that LEAs would examine concerns in colleges about key management ratios⁷, and ensure

¹ 'Obtaining Better Value from Further Education' 1985 p5.

² Locke and Pratt 1989 Part II.

³ 'Obtaining Better Value from Further Education' 1985 Summary.

⁴ 'Obtaining Better Value from Further Education' 1985 p45.

⁵ Ib. 1985 para 21 p15 refers to Audit Inspectorate Reports 'Education : Polytechnic Expenditure', and 'Further Education Colleges : Guide to the Measurement of Resource Efficiency'.

⁶ Ib. 1985 para 87 p45.

⁷ Ib. 1985 p46 Table 17 'Selected Performance Indicators'. See also figure 7.1.283 in chapter 7 of thesis.

that 'Pilkington' guidelines¹ on class sizes for new courses were adhered to and that the teaching year was tailored to the needs of the local market. Whilst acknowledging the responsibilities of the Burnham Further Education Committee and the National Joint Negotiating Council (NJC) for negotiating changes in lecturers' terms and conditions of service, the audit review also suggested that a number of perceived anomalies and restrictive practices could be addressed with advantage².

The 1987 DES/LAA study³ was set up following, inter alia, the Audit Commission Report. Concerning itself primarily with practice in colleges and LEAs it overtly spelled out ways of securing greater efficiency in non-advanced further education (NAFE). The report stated that a high premium would be placed on the efficiency and effectiveness of the service⁴, including responsiveness to employer needs⁵. It recommended a common set of efficiency indicators for use in further education⁶ and emphasised the importance of effectiveness⁷. It also advocated the establishment of appropriate objectives⁸, a uniform costing system⁹ and methods for controlling the allocation and use of

¹ See figure 7.1.203 for further details.

² 'Obtaining Better Value from Further Education' 1985 para 90 p46.

³ 'Managing Colleges Efficiently' Report of a Study of Efficiency in Non-Advanced Further Education for the Government and the Local Authority Associations. DES and Welsh Office 1987.

⁴ 'Managing Colleges Efficiently' 1987 - Summary pV.

⁵ See Cuthbert 1981 p223-233 for further details about college corporate strategy.

⁶ 'Managing Colleges Efficiently' 1987 para 4.36.

⁷ Ib. 1987 para 4.4.

⁸ Ib. 1987 para 4.7.

⁹ Ib. 1987 para 4.20.

non- teaching resources¹.

The 1987 report set national targets for staff/student ratios², suggesting that LEAs should realistically review local demands for colleges³. It included strong recommendations that colleges should operate computerised management information systems⁴, and that all colleges should participate in national expenditure profiles⁵.

Finally it recommended that all LEAs should review the accountability for college resources, set budgets and delegate responsibility⁶.

Thus the pattern was established for the publication of the Government's proposals for reforming the further education sector in England, and in particular the way colleges were financed, the composition and role of their governing bodies, and the legal basis of further education provision⁷. Comments on the proposals were invited from all interested parties. The stage was now set for the implementation of the far reaching reforms and developments which transformed the further education service throughout the period of this research.

Prior to the 1988 Education Reform Act the two partners in the further education operation, described as a national system locally administered⁸, were the Department of Education and Science (DES) and the local education authorities (LEAs).

¹ Ib. 1987 para 4.31.

² Ib. 1987 para 5.19.

³ Ib. 1987 para 5.25.

⁴ 'Managing Colleges Efficiently' 1987 para 6.8.

⁵ Ib. 1987 paras 6.14; 6.16; 6.19; 6.23; & 6.25.

⁶ 'Managing Colleges Efficiently' 1987 para 7.17.

⁷ DES Consultation Paper 'Maintained Further Education : Financing, Governance and Law' 1987.

⁸ Cantor and Roberts 1986 p11.

The legal basis for the partnership was defined in Section 41 of the 1944 Education Act, but its precise meaning relating to further education was later called into question¹. In June 1981 a government report recommended that new legislation should be introduced to review the apparently unsatisfactory nature of the law as it stood and put further education on a sound legal footing². In August 1987 the Secretary of State for Education and Science published the consultation paper³ which encompassed three major areas, the roles of LEAs, the roles of governing bodies, and the statutory basis for the provision of further education⁴. Early in 1988, before the Bill's enactment, the Department of Education and Science asked the Further Education Staff College (FESC) to identify areas where authorities would welcome technical advice in drawing up schemes of planning and delegation for their colleges⁵.

2.2 The 1988 Education Reform Act

The Education Bill was brought before Parliament on 20 November 1987. As it stood at the time the Bill (referred to as GERBIL)⁶ was an extraordinary document. Various consultation texts had been issued in the summer of 1987 which attracted a staggering 16,500 replies. In spite of these unpublished

¹ Locke and Pratt 1989 p20.

² DES Working Part Report 'The Legal Basis for Further Education' June 1981.

³ 'Maintained Further Education: Financing, Governance and Law' DES Consultation Paper August 1987.

⁴ Melling 1988 Director of the Further Education Staff College in Coombe Lodge Report Vol 20 number 6 pp 333-343.

⁵ Libby 1989 Under Secretary Department of Education and Science, Foreword to Coombe Lodge Report Vol 21 Number 1.

⁶ An acronym which approximated to 'Great Education Reform Bill'.

responses, the Government made few changes to its proposals¹. Eight months later, after 220 hours of debate in the House of Commons and 154 hours in the House of Lords - the 1944 Act had 60 hours of debate² - and after discussing some 300 amendments (none of which were accepted) the Bill was presented with its central proposals largely intact. A major change was its size. From 147 sections and 169 pages in November 1987, it contained 238 sections and 284 pages in July 1988³.

The further education provisions were not afforded much time⁴. The Education Secretary commented that the proposals for the maintained further and higher education sector seemed to have attracted "least opposition"⁵.

Addressing the one day FESC seminars in 1988⁶, DES officials reported a muted response to the draft circulars issued in April and May 1988. These outlined the Government's proposals which required LEAs to exercise a strategic role in the planning of FE provision, to establish college budgets in ways which meaningfully related their size to the level of activity, and to delegate to colleges extensive control over their own finances⁷. It was also noted that changes in the age structure of the population, particularly the declining numbers of 16-19 year-olds, would require a strategic response⁸.

¹ Graystone 1988 p 664.

² Times Educational Supplement Special Review 5 February 1988.

³ Graystone 1988 p665.

⁴ Betts and McLeod 1988 p665.

⁵ Baker Rt Hon K Secretary of State for DES at a meeting of Local Authority Associations on 29 September 1987 and reported in AMA Circular 87/53 1 October 1987.

⁶ See Graystone 1988 p659 for further details of seminars.

⁷ Marston and Hull from DES 1988 Reporting to a One Day Seminar at FEFC and reported in Coombe Lodge Report Vol 20 No 11 p 665.

⁸ Melling 1988 pp333-334.

The Education Reform Act received Royal Assent on 29 July 1988, proposals becoming clearer as Regulations, Circulars and Administrative Memoranda were published¹. The Act was described as the "most important and far reaching piece of educational law-making for England and Wales since the Education Act of 1944" because it altered the basic power structure of the education system².

DES circulars 8/88 and 9/88, issued in September 1988, clarified the position of local education authorities in relation to further education colleges³.

Circular 9/88 covered planning and delegation, indicating procedures for the submission of schemes and the main criteria which the Secretary of State would use when considering them⁴. It gave guidance on delegation of college budgets to governing bodies⁵, described the powers and responsibilities assigned to governing bodies⁶ and outlined the allocation of responsibilities between LEAs and governing bodies for staffing matters⁷.

Attached to the Circular were model articles of government for maintained further and higher education⁸. These covered the conduct of the college; academic organisation; committees; appointments; grading and conditions of service; conduct, discipline and grievance; and student discipline. They took into

¹ DES Circulars 8/88 'Education Reform Act 1988: Governance of Maintained Further and Higher Education Colleges' 12 September 1988; and 9/88 'Education Reform Act 1988 : Local Management of Further and Higher Education Colleges : Planning and Delegation Schemes and Articles of Government' 13 September 1988.

² Maclure 1988 Introduction.

³ DES Circulars 8/88 - 12 September 1988, and 9/88 - 13 September 1988.

⁴ DES Circular 9/88 1988 Part 2 pp9-19.

⁵ Ib. 1988 Part 3 pp20-35.

⁶ Ib. 1988 Part 4 pp36-50.

⁷ DES Circular 9/88 1988 Part 5 pp51-55.

⁸ Ib. 1988 Annex pp56-66.

account governing bodies' new powers compared with those set out in Circular 7/70¹.

The Articles and the Scheme were approved by the Secretary of State to come into effect from April 1990 (1992 for Inner London). The Instruments and Articles of Government, when approved by the Secretary of State were made by order of the local education authority².

Circular 8/88 covered the reconstitution of governing bodies of maintained colleges, and the revision of their instruments of government. The Circular gave details about the size of governing bodies³; composition⁴; selection of governors⁵; and the need for governor training⁶.

The model instruments stated that the Chair was to be appointed at the first meeting (councillors were not to be excluded from taking the chair, as previously suggested in the consultation paper). It identified those eligible to serve and suggested that a quorum might normally be around forty per cent of members, of whom a certain minimum number must be employment interest governors or co-optees⁷.

The Authority, in consultation with the Governors, was responsible for determining the general educational character of the College and its place in the local education system⁸. The Governors were responsible for the general direction of the College, having powers to establish committees, which may

¹ Ib. 1988 Part 5 p51 para 5.4; and notes in Annex.

² Locke and Pratt 1989 Part I.

³ DES Circular 8/88 1988 p3 paras 13-14.

⁴ Ib. 1988 pp3-5 paras 15-23.

⁵ Ib. 1988 pp5-7 paras 24-33.

⁶ Ib. 1988 p7 paras 34-35.

⁷ Locke and Pratt 1989 Part I.

⁸ DES Circular 9/88 1988 Annex para 2.2.

include a Finance and General Purposes Committee, and machinery for consultation with industry, commerce, professions and other relevant fields of employment¹.

Subject to the responsibilities of the Authority and the Governors, the Principal was responsible for the executive management of the College, including its financial management, internal organisation and discipline².

Subject to the overall responsibilities of the Governors and the Principal, the Academic Board was responsible for (advising the Principal on) the standards, planning, co- ordination, development and oversight of the academic work of the College, including arrangements for the admission, assessment and examination of students³.

Governing Bodies had to make arrangements for the Students' Union, or other body representing students, to conduct and manage its own affairs and funds in accordance with a constitution approved by the Governors⁴.

The Governing Body or the Principal could seek advice from the LEA's Chief Education Officer (CEO) and the latter could offer advice to the Governing Body or the Principal at any time. The CEO had rights of access to the College premises. A copy of the Instrument and Articles of Government was to be given to every Governor and every permanent member of staff on appointment and available on request to all other members of staff and students⁵.

For the first time since 1944, a firm legal basis underpinned maintained further

¹ DES Circular 9/88 1988 paras 2.3; and 4.1 to 4.4.

² DES Circular 9/88 1988 para 2.4.

³ Ib. 1988 Annex paras 3.1-3.4. See also Locke and Pratt 1989 Part I.

⁴ Ib. 1988 Annex para 14.1.

⁵ Ib. 1989 Part 1. See also DES Circular 8/88 1988 para 18 and Circular 9/88 1988 para 19 for details.

and higher education¹.

The LEA no longer had a duty² to secure provision for their area for higher education but only a power to do so.

Further education was now more clearly defined as 'full-time and part-time education and training for persons over compulsory school age, other than higher education, and any related organised leisure-time occupation'³. The definition broke new ground in insisting that to qualify as further education within the meaning of the Act, an 'organised leisure-time occupation' must be one which is provided 'in connection with' further education and training, restricting the range of permissible provision⁴.

Hence the 1988 Education Reform Act provided for the reform of funding and governance of colleges of further education which were maintained or substantially assisted by LEAs⁵.

Every local authority prepared a scheme for the Secretary of State's approval⁶ showing how the authority's provision of further education was to be divided up between its colleges⁷. The delegation schemes took account of the number of colleges in an authority, their size and mix of work, local needs and circumstances^{8 9}. The purpose of delegation was described as not to reduce over-

¹ Graystone 1988 p666.

² The author's emphasis.

³ See Education Reform Act 1988 Part II Chapter 1 Section 120 for further details.

⁴ Locke and Pratt 1989 Part II.

⁵ Birch et al 1989 p3.

⁶ 1988 Education Reform Act Section 139.

⁷ Birch 1989 Coombe Lodge Report Vol 21 No 1 p3.

⁸ Birch 1989 Coombe Lodge Report Vol 21 No 1 pp3-4.

⁹ DES Circular 9/88 1988 Para 1.15.

all expenditure in colleges but to promote the more effective use of available resources and thus to increase the quality of the education and training provided¹.

Governing bodies were delegated powers to select full-time and part-time staff for appointment by the local education authority and to determine their duties and grading², and local authorities had the right to put forward candidates for consideration before or at the time any post was advertised³. In practice Governors' powers in personnel matters were limited by a framework agreed with the local education authority. Financial delegation was not intended to affect the basic framework and provisions of national and local agreements currently in force on pay and conditions for college staff.

Subject to this big proviso, governors were able to determine their own complements and grading for college teaching and non-teaching staff⁴.

The Act introduced substantial changes in the work of governing bodies, 'good management' being promoted by delegating as much responsibility as possible to colleges⁵.

The particular powers, previously identified in the consultation document⁶, were those regarded as essential to the effective and efficient use of resources at college level⁷. These included freedom to vire across all current expenditure headings; the ability to purchase supplies and services on the open market;

¹ DES Circular 9/88 1988 Para 1.18.

² 1988 Education Reform Act Section 148.

³ Locke and Pratt 1989 Part I.

⁴ Maclure 1988 p105

⁵ Locke and Pratt 1989 Part I.

⁶ DES 'Maintained further education: finance, governance and law' August 1987.

⁷ Melling 1988 p336.

freedom to carry forward across financial years both surpluses and deficits, within the bounds of financial prudence; and the right to retain a sufficient proportion of direct income¹. It was felt that few LEAs or college managers would challenge this general appropriateness of extending local managerial discretion².

In 1988 the Education Secretary acknowledged that benefits and experience had been gained by local authorities through Work Related Non-Advanced Further Education (WRNAFE) planning with the Training Commission (previously the MSC and subsequently the Training Agency). The provisions of the Education Reform Bill which linked planning to the setting of college budgets were expected to reinforce and strengthen the planning role³. From 1985 formal work-related further education planning was achieved through a three year 'rolling development plan', and an 'annual programme' which incorporated details of the provision to be made in the first year of the 'rolling plan'. These processes, and procedures developed through this partnership⁴, formed a sound basis for strategic planning required under the Act⁵.

Such was the Government's confidence, that before the Bill received Royal

¹ DES 'Maintained further education : finance, governance and law' August 1987 para 2.6 p7.

² Melling 1988 p336.

³ Baker 1988 Secretary of State for Education in a speech to the Council for Local Education Authorities (CLEA), reported in Coombe Lodge Report Vol 20 No 11 p667.

⁴ See 'Work-Related NAFE - Best Practice in 1986 WRNAFE Plans ' 1987, published by the Manpower Services Commission (MSC) on behalf of LAA/MSC/DES/FEFC/FEU, Moorfoot Sheffield, for detailed examples of LEA /College planning at the time.

⁵ Birch 1989 p1.

Assent the DES had issued a draft Circular¹ detailing 47 items which authorities must cover in drawing up a 'scheme'. Each authority began by showing how it intended, each year, to make a comprehensive plan for its provision for further and higher education, taking into account what was provided by others, PCFC colleges, schools, private training institutions, and other local authorities.

Authorities then translated these plans into allocations of funds for their colleges.

The basic tenets of the operation were as set out in the paper, 'Maintained further education: financing, governance and law', and appeared to be drawn from 'Managing colleges efficiently'².

In assessing college performance the LEAs' attentions were focused at the programme area level. An initial question addressed was: did the college meet its agreed share of the authority's strategic plan? A first order test was the application of the ratio:

$$\frac{\text{actual FTEs}^3 \text{ in programme area X}}{\text{target FTEs in programme area X}}$$

and a ratio significantly less than 1.0 would be the subject of further discussion⁴.

At about the same time the Department of Education and Science published a short note on corporate status for maintained further and higher education colleges, but believed that this issue was not one of great importance at that time given the "great deal of work for authorities and colleges" as a result of the legislation⁵.

¹ The precursor to DES circular 9/88: DES Draft Circular 1988 'Local management of further education colleges: delegation schemes and articles of government'.

² Melling 1988 338-339.

³ Full time equivalent students.

⁴ Birch 1989 p13.

⁵ Graystone 1988 p669.

Throughout this period changes were taking place concerning the Manpower Services Commission, which was to become the Training Commission. It was known at the time that there would be an Autumn 1988 White Paper on new arrangements for training which would have a major impact on LEA strategic planning and on college course provision¹.

On 15 September 1988 the Government made the surprise announcement that it had decided to abolish the Training Commission, in favour of a Training Agency, a decision taken two days after the publication of DES Circular 9/88 which specifically referred to the Commission. Important trends, identified as affecting further and higher education which the 1988 Education Reform Act did not directly address, included the "visibility" of further and higher education; the "decline" of local education authorities; the move towards a "client centred" approach; and the new "managerialism"². An expressed view of the period, that educational institutions were for the customers rather than the producers³ was now becoming accepted by all concerned⁴. Students with special needs were in some cases integrated into mainstream courses and in others offered special courses⁵. The 1988 Education Reform Act required LEAs to secure adequate facilities for further education, having regard to the requirements of people over compulsory school age who have learning difficulties⁶.

Many commentators at the time felt that although the 1988 Education Reform

¹ Graystone 1988 p 672.

² Graystone 1988 pp670-672.

³ The 'producers' in this case being seen as college staffs and their unions. See Martinez P 1993 Coombe Lodge Report vol 23 number 9 p 679 for further details about the Government's expressed views on college inadequacies.

⁴ Graystone 1988 p671.

⁵ Locke and Pratt 1989 Part II.

⁶ Education Reform Act 1988 Section 120(2).

Act, giving rise to local management of colleges (LMC)¹, was the most important piece of educational legislation since the 1944 Education Act, further developments were still in train².

It was felt that considerable investment would be necessary if the right information systems were to be developed, and that full financial delegation would be meaningless unless expenditure and other factors could be monitored properly throughout the year³. Sophisticated resourcing models required far more detailed information than was currently gathered. Much more work was thought to be required before confidence in the sensitive use of performance indicators was achieved and there was an uneasy awareness of damage that could follow too crude an approach⁴.

Quality of provision was declared to be a priority by the Secretary of State for Education in 1989⁵, and several agencies were engaged in explorations of the application of formal techniques⁶. One reported study of an Educational Audit⁷ in 1986, which addressed issues of quality from the learners' point of view, included a list of client groups and their needs and suggested indicators of effectiveness which might prove helpful in making a rigorous examination of

¹ See 1988 Education Reform Act Section 222 : and DES circular 13/89 of 9 June 1989 for further details about local management of colleges (LMC).

² Coombe Lodge seminars June / July 1988 at the Further Education Staff College Blagdon Near Bristol.

³ See Coombes D 1994 p51 for details of a continuing wider perspective on MIS developments.

⁴ Whitbread 1988 p330.

⁵ Baker Rt Hon K 1989 in a speech to the Annual Conference of ACFHE in London on 15 February 1989 and subsequently published by the DES, HMSO, p12 paras 27-28.

⁶ The Higher Education Sector was also concerned with this subject. See for example Solomonides I P and Button B L 1994 pp131-136.

⁷ See Sallis E et al 1992 p33-41 for further information about quality audits.

potential groups¹. Further work² included a study co-ordinated by McAllister of the Blackpool and Fylde College, reporting under the title 'Towards an Educational Audit'. The Training Commission also sponsored work on quality and effectiveness. Entitled 'Quality in NAFE', the work was conducted through the FEU in 1987 in co-operation with the Avon, Devon, Bedfordshire and Nottinghamshire authorities, together with the Further Education Staff College, and was widely publicised within further education circles³.

Colleges' Articles of Government placed a responsibility on the local education authority to define the general educational character of a college and its position within the educational system. In fulfilling this role each authority needed to consider how its colleges could effectively meet the needs of the various client groups within the community. The planned provision, therefore, followed a proposed three dimensional model, programme area, client groups and mode/access, and the constituent colleges', schools' and institutes' planned provision reflected this pattern⁴.

Capital expenditure was described as expenditure on assets, the benefits of which were not fully used within the accounting period. With regard to the repair and maintenance of college buildings⁵, the Circular⁶ suggested that the LEA as landlord should take responsibility for major repairs and maintenance, whilst the college as tenant should be responsible for minor repairs and

¹ Skeats 1988 pp359-369.

² See also Houghton 1985 p30-32 ; and Johnston 1988 for further information on approaches to quality and quality audits.

³ Hawkins 1988 p724.

⁴ Hawkins 1988 p725.

⁵ See Kedney R and Kelly J 1992 p101 for further information about the neglected state of college buildings.

⁶ DES Circular 9/88 1988.

maintenance¹.

Commercial activities, for example customised training; consultancy; research and development; and testing, were dealt with "in accordance with good commercial practice".

Under-recruitment in one area ,however, was not offset by higher recruitment elsewhere but was taken into account when future allocations were set. A budget surplus arising out of failure to provide the planned range of provision or to recruit to the target FTEs, could be offset by a threatened reduction in future allocations².

Decisions on staff, finance and in fact all the colleges' policies were now described as governors' responsibilities and theirs alone³. Referring to monitoring and evaluation under the provisions of the 1988 Education Reform Act, governors were declared to be responsible for spending the budget allocated to the college for the purposes of the institution but within the framework of the scheme of delegation. Regulations indicated that a scheme must not constrain a college's flexibility⁴.

The concept of cost-effectiveness⁵ was based on an acceptance that some types of provision deemed worthwhile, but known to be costly, should be declared and evaluated. The identification in the resourcing phase of a weighting associated with a client group, or a "generous hour proxy" for a particular mode, helped to

¹ Birch 1989 'Planning and Delegation in Further Education ' p8.

² Birch 1989 p9.

³ Baker Rt Hon K 1989 'Further Education a new strategy' speech by the Secretary of State for Education and Science to the ACFHE anual conference in London on 15 February 1989, published by DES, HMSO, p21 para 55.

⁴ Hawkins 1988 p731.

⁵ See Kedney R and Jeans T 1993 p319 for further details about the relationship between finance and student recruitment.

develop a structured approach to the evaluation of cost-effectiveness¹.

Not all the indicators of effectiveness and efficiency recommended by the Joint Efficiency Study (JES)² could be aggregated to the programme area level³.

Completion, success and progression rates, and the cost per completing and per successful student, were meaningful only at course level of aggregation. These statistics were important to college managers but LEAs were involved with indicators at a higher level of aggregation, SSRs and costs per FTE student being computed at all levels of aggregation⁴.

Even a superficial inspection of the way colleges were managed at the time⁵ indicated that strategic decisions, forward planning, resource planning and curriculum development were based on the experience of college senior staff⁶ rather than on the availability to any significant degree, of management information⁷.

Perhaps the most significant further education elements of the 1988 Education Reform Act were contained in Part II, Chapter III, which provided for the funding and governance of the LEA sector of further education⁸.

Consideration of these important clauses showed that much of the responsibility for determining budgets and planning educational provision remained with local

¹ Hawkins 1988 p733.

² 'Managing Colleges Efficiently' DES 1987.

³ Programme in this context referred to an individual student's programme of study.

⁴ Birch 1989 pp13-14.

⁵ See Braddick 1984 for further information about 'how top managers really learn'.

⁶ See Eve 1985 and Masterson 1986, for further information about management structures in colleges.

⁷ Hamner 1988 pp372/373.

⁸ Education Reform Act 1988 Part II Chapter III Sections 139-147.

education authorities, and that their control and influence over colleges had been maintained¹. Whilst the Education Reform Act described delegation schemes and articles which were intended to give colleges as much freedom as possible to manage their affairs, and which should have promoted responsiveness by colleges to changing needs of students, employers and the local community², these initiatives were not perceived as reconcilable with some sections of the DES Circular on schemes of delegation³.

The pursuit of efficiency and effectiveness encouraged colleges to review their financial control procedures. Computerised management information systems were a requirement for all colleges⁴ as relatively complex ways of establishing unit costs were necessary, and the greatest problems for college managers were expected to lie in the financial areas of management⁵.

Information available from national statistics indicated that far too little was known about the manpower levels and distribution of non-teaching staff in colleges⁶. Local authority officers and college managers welcomed national guidelines for resource allocation, and the publication of criteria against which they could judge results⁷.

Section 148 of the 1988 Act stated that it was the governing body of a college with a delegated budget which determined when college staff should no longer

¹ Lewis C 1988 pp742-743.

² Education Reform Act 1988 Part II Chapter III Sections 139-152.

³ Brain 1988 p754.

⁴ Such systems were not immediately achieved and were still being developed during 1994 (see for example FEFC Circular 94/05 paras 22-25 p5).

⁵ Lewis 1988 p744.

⁶ Fletcher 1988 p388.

⁷ 'Managing Colleges Efficiently' DES 1987 appendix C para v p51.

be employed¹, and that the primary responsibility for meeting premature retirement and dismissal costs rested with the LEA².

This was an area which needed to be handled with great sensitivity and care. Previously, principals did not need to know or understand the complexity of labour relations legislation, and as such responsibility was to be undertaken by college management in conjunction with the governing body, principals and senior staff needed to be fully aware of the implications of their decisions³.

One college principal noted that details set out in previous administrative frameworks and regulations had become firmly established, and, reflecting on the origins of mechanisms which were influential, stated that it was not difficult to recognise the overt enduring power of the previously negotiated Burnham (Blue) and NJC (Silver) Books when considering any changes to staff conditions of service⁴.

A 1986 Circular had placed responsibility for providing and financing further education staff development in the hands of LEAs⁵, resulting in grant-related in-service training (GRIST) being developed in various forms in different authorities⁶. Little was said in the 1988 Education Reform Act and ensuing DES Circulars about staff training and development to improve pedagogic skills, managerial capabilities, and updating subject knowledge. Another area which occasioned much thought by principals and governing bodies was the fact that

¹ Education Reform Act 1988 Part II Chapter III Section 147.

² Education Reform Act Part II Chapter III Section 149.

³ Lewis 1988 p745.

⁴ Kedney 1988 p747.

⁵ See Blythe 1983 for details of research into staff development in colleges; and Pratt 1985 for details of investigations into staff appraisal and review.

⁶ Cantor and Roberts 1986 p138.

colleges were no longer obliged to make use of common services provided by the authority¹. These included cleaning, maintenance, repairs and minor building work, maintenance of grounds, catering and residence, purchase of goods and equipment, transport, security, uniform and laundry services².

Returning to the role of the new governing bodies, doubts remained in some parts of the country about whether local "captains of industry" would be willing to serve as governors³. Previously, governing bodies were perceived to have had little influence, most matters of importance seen as having been agreed between management and officials before the meetings⁴.

A Government inspection team remarked that further education governors had failed to get involved in monitoring the quality of education provision. Their survey, to show that FE was coming to terms with the 1988 Education Reform Act, said governors were more effective when dealing with staffing and student issues. Even then, they declared, governors acted too cautiously in dealing with poor lecturers and also in challenging decisions taken by the principal⁵.

The HMI survey carried out in June 1989 found that chairmen of governors and college staff governors had the best attendance record at meetings. There were no examples of meetings being inquorate at their start but some became so as members had to leave during the meetings. Only "modest" training provision had been planned for new governors. Some college principals, it was reported, "doubted whether the new governing bodies would necessarily be more effective

¹ Education Reform Act 1988 Part II Chapter III Section 142.

² Lewis 1988 p745.

³ Brain 1988 p755.

⁴ Charlton Gent & Scammells 1971 p49.

⁵ HM Inspectors Report surveying initial responses to the new legislation in six LEA's and 8 FE Colleges published in Times Educational Supplement 5 January 1990 p2.

than their predecessors"¹.

Often the perceived weight and inertia of the local authority system was reported to be blunting incentive and enthusiasm², and the amount of paper work was described as bewildering. It was not surprising therefore that the mortality rate of new ideas was said to have been high³.

Although much of the Education Reform Act had still to take full effect at the commencement of this research, the imminent legislation had prompted some administrative changes in LEAs. In one authority the number of officers directly involved with FE had been reduced, in another a senior official's work had expanded with the addition of FE planning and monitoring⁴.

The LEA of the 1990s was not accepted as simply a provider of support and advice but also as having a key role in budget setting, distribution and control, quality assurance, planning and providing the network of schools and colleges, and the provision of services to students and parents⁵.

In a study of FE administration it was indicated that close ties with industry, business and the professions were distinguishing characteristics of technical education⁶. Such ties were seen to affect all aspects of colleges' work including courses, syllabuses, staffing and equipment, and their importance had long been

¹ Ib. 1990 p2.

² A retrospective view still held in 1994 as reported separately to the author in discussions with two East Midlands principals on 24 June 1994 and 18 July 1994 respectively, both previously uninvolved in the research.

³ Charlton Gent & Scammells 1971 p50.

⁴ HM Inspectors Report surveying initial responses to the new legislation in six LEA's and 8 FE colleges published in Times Educational Supplement 5 January 1990 p2.

⁵ Morris 1990 p 9-10.

⁶ Charlton Gent & Scammells 1971 p50.

recognised by the Department of Education and Science¹. Some colleges drew students from as many as 500 different firms whilst others recruited from one or two large organisations. Whichever the case principals and heads of departments were seen to be liaising closely with local industry².

During the late 1970s and early eighties a number of social and economic changes made the identification and meeting of management training needs in further education a "complex problem"³. However, it was recognised that the hard reality of management problems in a changing environment had to be faced back at the home college⁴. It was also advocated that an understanding of management and function was essential for all teaching staff to appreciate that decisions⁵ were not made in a vacuum⁶.

Twenty years earlier it had been suggested that there were strong arguments for the establishment of a Further Education Council to provide a framework of policy and co- ordination for the further education sector as a whole. One of its main proposed functions was to ensure that the system stopped "growing like Topsy" and developed with a degree of cohesion and logic which the need for economy and cost effectiveness demanded⁷.

Throughout the 1980s there was growing pressure on colleges to become more

¹ DES Circular 7/59 'Governing Body Representatives and Advisory Committees' 1959.

² Charlton Gent & Scammells 1971 p51.

³ Twyman 1985 p338.

⁴ See Sinetar 1985 p8 for further information about developing and sustaining creative entrepreneurs.

⁵ See Pyle 1986 p110 for discussion of dilemmas facing college principals.

⁶ Twyman 1985 p339.

⁷ Richmond Sir A 1975.

businesslike¹. Increasingly they received income in fees for courses, consultancy and other activities, and were encouraged to seek new sources of income and to develop courses which were self-financing².

Schemes for delegating functions following the 1988 Education Act, now provided for colleges to keep surpluses from income generated by courses and by other activities charged at commercial rates³.

January 1990 brought a sea change into Cabinet thinking. Gone were the days when the Education Secretary was the only member of the Cabinet with responsibility for schools and colleges. By December 1989, the two ministers, Education and Employment, had put to the Cabinet an outline of far reaching reforms. The main recommendation was that the State should treat 16-year-olds who chose to go into jobs similarly to those who stayed on in full-time education.

This was to be achieved by providing all leavers with cash credits, with which to purchase part-time college courses or other training. The idea was kept alive by combining it with the Government ideology of linking funding to the consumer, to be tried out in one of the TEC pilot areas⁴. One East Midlands TEC, reviewing the situation of liaison between industry and the education service in January 1990, stated, "We will work closely with the LEA to promote further developments of these links"^{5 6}.

¹ See Frain Dr John PA 1993 p28-39 for further details of the changing context of further education provision.

² See Credland I 1993 p431-435 for further information about the factors initiating change affecting colleges.

³ Locke and Pratt 1989 Part II.

⁴ Jackson 1990 Times Educational Supplement 12 January 1990 p10.

⁵ Revised unpublished draft of the corporate plan for the North Nottinghamshire Training and Enterprise Council (TEC) January 1990, Introduction.

The Education Reform Act had little effect on the private sector of further education where contribution to the national system of vocational education and training was considerable and went largely unrecorded. The private sector expanded considerably in response to the growth of the Youth Training Scheme and other MSC initiatives. A 1986 MSC survey of 616 managing agents revealed that 108 (about 17.5%) were private training companies. In 1975 it was estimated that private providers enrolled about 13 per cent of all public sector trainees and about 18 per cent of full-time students. *To some extent private colleges were created, or expanded, in response to a lucrative market*¹.

2.3 The challenge of the 1990s

Hope was expressed that the 1990s would be a challenging and constructive decade for education, with the "turmoil" of the 1980s left behind². Having been offered a clear way forward in the 1988 Education Act, the work of restructuring the profession was perceived to have begun³.

Speaking at the North of England Conference in January 1990, the then Education Secretary, Mr MacGregor, admitted that Government reforms had been implemented without adequate consultation or the means to deliver them efficiently. In a wide ranging speech at the conference in Newcastle upon Tyne, he promised to "slacken the pace of his department's flow of circulars" and give

⁶ See chapter 4.4.3.6 for further information about relationships with local TECs.

¹ Cantor and Roberts 1986 p141.

² See Finlayson 1983 p389-451 for further details about management of contraction.

³ Bulman 1990 Head of Education in Industrial Society Education Bulletin Spring Term 1990, Introduction.

the education service "more time to consider the changes resulting from the 1988 Education Reform Act"¹.

The 1988 Education Reform Act was frequently spoken of as a charter for autonomy of institutions, but it was not generally accepted as such. At the time it was seen by many principals to sit uneasily, somewhere between schools, with their capacity to opt out of local authorities, and the higher education incorporated institutions².

The rapidly evolving structure of the British workforce in the late 1980s was influenced by technological, demographic and market changes. Changing European and World economic and social structures, as well as transitional skill requirements, were also active forces working towards the promotion of a new training strategy. Much had evolved since the 1973 Employment and Training Act and the 1984 White Paper 'Training for Jobs'³.

The 1988 Employment Department White paper⁴ anticipated that 'during the 1990s the working population would grow more slowly than hitherto, remaining broadly stable at a little over 34 million'⁵. This was expected to affect individuals and businesses, and employers and employees would therefore need to adopt different approaches to training, recruitment and management⁶. The Government adopted a tough approach to support this strategy, and presaged its training proposals with the declared intention of providing "any further legislative steps

¹ Reported in 'Education' 12 January 1990.

² Brain 1988 p753.

³ See chapters 2.35 and 2.46 of thesis for further details.

⁴ 'Employment for the 1990's' HMSO Cm 540. Presented to Parliament by the Secretary of State for Employment by Command of Her Majesty December 1988.

⁵ Ib. 1988 p5.

⁶ Ib. 1988 p13.

that are needed on... any aspects of industrial relations which constitute a barrier to employment"¹. This strategy was to have imminent repercussions on the FE service, for example in the form of the proposed Training and Enterprise Councils (TECs)².

A plethora of Government initiatives during the 1980s³ included: the 'Technical and Vocational Initiative' (TVEI); the 'Enterprise and Education Initiative'; the 'Enterprise in Higher Education Initiative'; the 'Work-Related Further Education Programme' (WRFE); the 'Youth Training Scheme' (YTS); and the 'Compact' initiative between employers, young people, schools and colleges. These were augmented by the 'PICKUP'; 'Small Firms Enterprise Initiative'; 'Business Growth Through Training'; 'Employment Training' (ET); 'Management Charter Initiative'; 'Open, Distance and Flexible Learning' initiatives. The schemes were supported by a number of information systems including: 'National On-line Manpower Information System' (NOMIS); a 'Computer Assisted Local Labour Market Information' (CALLMI); and 'Training Access Points' (TAPs). The Employment Department White Paper⁴ set out a number of key training objectives to be met by 1991⁵:

- * a National Training Task Force⁶
- * a national network of Training and Enterprise Councils (TECs)⁷

¹ Ib. 1988 p20.

² 'Employment for the 1990s' Cm 540 Chapter 5 pp39-43.

³ See Cm 540 1988 where they are recounted on pp45-53.

⁴ Employment Department White Paper 'Employment for the 1990s' HMSO December 1988.

⁵ Ib. 1988 summarised on p60.

⁶ Ib. 1988 p32.

⁷ Ib. 1988 pp33-34 and pp39-43.

- * to launch Business Growth through Training, via the Training Agency¹
- * to timetable the Industrial Training Boards to become independent non-statutory bodies²
- * to move the Skills Training Agency into the private sector³.

Work was set in hand through the Training Agency and the new Training Task Force to establish a framework to meet the perceived training needs of the 1990s' economy⁴.

A "truly radical step", giving leadership of the training system to employers, was achieved by the creation of the Training and Enterprise Councils (TECs) to "build a more coherent approach to training and enterprise at local levels"⁵.

In a foreword by the Prime Minister, the Rt Hon John Major, the 1991 DES/DofE White Paper⁶ declared that "over the last decade, there has been a revolution in Britain's education and training". Going on to state that "parents and children now have choices and opportunities that simply did not exist for previous generations"⁷, the White Paper set out its aims and Government achievements⁸. It outlined new qualifications in the form of NVQs, GNVQs and

¹ Cm 540 1988 p50.

² Cm 540 1988 pp34-36.

³ Ib. 1988 pp36-38.

⁴ Ib. 1988 p38.

⁵ Ib. 1988 p43.

⁶ Department of Education and Science; Department of Employment; and Welsh Office; White Paper 'Education and Training for the 21st Century' HMSO Cm 1536 Vol 1 & 2, May 1991.

⁷ DES/DofE and Welsh Office: White Paper Cm 1536 Vol 1 1991 Foreword.

⁸ Ib. 1991 pp2-13.

Advanced Supplementary (AS) levels¹; proposed equal status for academic and vocational education²; and stressed that employer commitment was central to Government policy³. It introduced the concept of training credits for youth training^{4 5}. It emphasised the need for independent careers advice through the TECs and a more 'relevant' school curriculum for 14 to 16 year-olds⁶; and envisaged higher achievement levels from young school leavers, and Education - Business Partnerships through local TECs⁷. Finally, it determined that all further education colleges and sixth-form colleges should leave local authority control and become responsible to a new council in a new sector and with a new system of funding rewarding expansion⁸.

Such was the magnitude of the proposed changes to the further education sector that a separate volume of the White Paper was published containing details of the proposals⁹. This set out Government plans which described the colleges' new independence, catering for almost two million students and mechanisms to achieve and sustain the new sector. Education for adults was defined and the structure, constitution and membership of the proposed new councils was outlined. A chapter was devoted to the status and governance of the new institutions, and another covered details of funding arrangements. The

¹ Cm 1536 1991 pp16-21.

² Ib. 1991 pp24-27.

³ DES/DofE Cm 1536 Vol 1 1991 pp30-31.

⁴ Ib. 1991 pp34-37.

⁵ See Fletcher 1990 p8-11 for details of accreditation of prior learning (APL) and competence skills.

⁶ Cm 1536 1991 pp40-44.

⁷ Ib. 1991 pp46-55.

⁸ Ib. 1991 pp58-61.

⁹ DES/DofE White Paper 'Education and Training for the 21st Century - The Challenge to Colleges'. Cm 1536 Vol II HMSO May 1991.

penultimate chapter itemised aspects of assets and staffing including interim arrangements, and the final chapter addressed the subject of quality assurance, to which the Government attached "great importance".

The White Paper stated that the changes would give colleges greater freedom to determine how to respond to the country's education and training needs, enabling colleges to raise participation¹ and boost achievement².

2.4 The 1992 Further and Higher Education Act and the incorporation of colleges

The 1991 White Paper achieved the status of law through the Further and Higher Education Act³, steered through parliament by the then Secretary of State for Education, the Rt Hon Kenneth Clarke. Thus the Further Education Corporations were identified⁴, established and vested with land and property⁵ as 'designated' by the Secretary of State⁶. Colleges were incorporated, following a commencement order, in the Autumn of 1992. Current governing bodies continued until 1 April 1993, officially classified as vesting day, the day when corporations became 'independent' institutions⁷.

The far reaching reforms of the F&HE Act significantly affected the governance

¹ See Times Educational Supplement April 8th 1994 p1&11 for details of discretionary grants problems for students.

² Cm 1536 1991 p42.

³ Further and Higher Education Act 1992.

⁴ See F&HE Act 1992 Part I Chapter II section 15 ; and the Further Education Funding Council (FEFC) circular 92/05 of 29 May 1992 for further details.

⁵ F&HE Act 1992 Chapter II Section 15-26.

⁶ DES/DofE White Paper 1991 Cm 1536 Vol II para 2.1 - 2.9 pp4-5.

⁷ DES Further Education Funding Council Circular 92/01 'Preparing for Incorporation' 28 February 1992. pp 2-3

and management of colleges in line with the recommendations of the 1991 White Paper outlined above. The Act transferred the duty and power of providing and monitoring further education, as well as assessing and allocating finance to colleges, from the LEAs to the Further Education Funding Council (FEFC)¹. It also conferred powers on the newly established corporations to:

- (a) provide further and higher education, and
- (b) supply goods or services in connection with their provision of education²,

together with supplementary powers to use the facilities and expertise of the institution, acquiring and disposing of land and entering into contracts for the employment of teachers and other staff³.

The governance of the new corporations was subject to new instruments and articles of government⁴, and principals (redesignated Chief Executives) were encouraged to assist new governing bodies with guidance issued from the FEFC⁵. In the meantime colleges were prepared for incorporation with the assistance of surveys conducted through consultants commissioned by the DES⁶. Colleges were invited to prepare strategic plans showing clear strategies for the efficient and effective management of funds allocated to them by the FEFC⁷.

These plans were intended to give preliminary consideration to the key issues: Institutional Mission; Strategy; Operating Statement; and Review and

¹ F&HE Act 1992 Part I Sections 1-9.

² Ib. 1992 Part I Chapter II Section 18 (1).

³ F&HE Act 1992 Part I Chapter II Section 19.

⁴ Ib. 1992 Part I Chapter II Section 29.

⁵ DES FEFC Circular 92/01 28 February 1992 p3.

⁶ Touche Ross . See DES FEFC circular 92/01 1992 p5 para 27 for further details.

⁷ DES FEFC Circular 92/01 pp5-6 paras 33-36.

Evaluation¹.

During the hectic months following the 1992 Act, and prior to incorporation, a veritable flood of advice, help and instructions flowed from the FEFC through a system of circulars², officers' advice and seminars. These dealt with a wide range of matters such as: preparing for incorporation; health & safety; directory of colleges; students with learning difficulties; external audit; establishment of the FEFC; transitional funding; college strategic plans; and internal audit.

The period leading to vesting day witnessed the colleges and their funding council addressing a number of topics including: FE early student statistics (FEES) 1992-93; mergers/new incorporations/designations; students with learning difficulties and disabilities; the Education Assets Board³; governors' liability assurance; FEFC appointments; sponsorship for external institutions; financial forecasts, cash flow profiles and capital funding. Throughout its long history education has been concerned with the quality of delivery of its products⁴. With these new measures formal measurement and monitoring of this quality had now been recognised by the Government and enshrined in an Act of Parliament⁵. The Further Education Funding Council (FEFC), to whom the responsibility of ensuring adequate supervision of quality was assigned, set about this task with alacrity⁶ and in December 1992 issued outline proposals of the

¹ See DES circular 92/01 p6 para 35 and annexe B for further information.

² For further details about the FEFC circulars see figure 7.1.203 in chapter 7 of thesis.

³ For further details about the 'neglect and indifference suffered by college buildings' see Kedney R and Kelly J 1992 p101.

⁴ For further information see Tannock J D T 1994 pp137-144.

⁵ See DES White Paper 1991 Cm 1536 Vol II p38-39; and F&HE Act Part I Chapter I Section 9.

⁶ See FEFC Circular 92/19.

council's Quality Assessment Committee for Colleges' consideration and comments¹. The subject of quality was addressed again in the 1993 Charter for Further Education, in which Mr John Patten, the then Secretary of State for Education, said: "but achieving high standards is, above all, a responsibility of colleges themselves, because they know their customers best"². The Charter set out information about standards which students had a right to expect from colleges and, with colleges' own charters³, it provided a basis for achieving improvements. During May 1994 a Government White Paper⁴ announced further measures to raise the attainment of those whatever their age who chose vocational education and training⁵, and introduced 'Modern Apprenticeships'⁶. It pledged to secure closer cooperation between the FEFC, colleges and TECs⁷ and to establish a new body to promote quality in the further education sector, with a major role in improving management training and development for college staff⁸. These measures, which were reinforced by Government Ministers in discussion with Corporation Chairs and Chief Executives, revealed Government

¹ See Times Educational Supplement 15 April 1994 'Update' p15 'Quality Control - Bearing on Standards' by Clare Jenkins, for further information on the subject.

² Department for Education (DFE) 'Further Choice and Quality' The Charter for Further Education 1993 p2 Introduction.

³ Ib 1993 p22. see FEFC circular 93/12 'The Council's Aims' which included the aim: to promote improvements in the quality of further education p3. See also FEFC circular 94/01 annexe A p9. Colleges were reminded that responsibility for quality rested with them, asking them to describe their arrangements.

⁴ 'Competitiveness, Helping Business to Win' Cm 2563 London HMSO May 1994.

⁵ Ib. p30 para 4.5.

⁶ Ib. pp38-39 para 4.30.

⁷ Cm 2563 1994 p46 para 4.54.

⁸ Cm 2563 1994 p46 para 4.53.

plans for further expansion and change in the further education service¹.

As has been indicated, a study of the relevant literature revealed a paucity of formal research material dealing with the management of the further education service, a sector which emanated from classes for workers started over a century prior to the commencement of the research. This overview picked up the development at a significant historical point when Prime Minister Callaghan delivered his Ruskin College speech in 1976 on the subject of a reappraisal of the education system in this country. During the subsequent two decades successive Governments gave impetus to this discussion, each superimposing its own political ideologies and reactions to internal and external stimulants. The research commenced in 1989 with an investigation into college principals' reactions and responses to the challenges of the 1980s culminating in the 1988 Education Reform Act. These changed dramatically as new proposals unfolded in 1991, evolving into the 1992 Further and Higher Education Act and the subsequent Incorporation of Colleges in 1993. The study was expanded to take principals' later reactions to this legislation, as well as their experiences of the introduction of incorporation, into account. The picture which emerged was one of mixed perceptions and consequences. These, as the research uncovers, ranged from relief and exultation, to sadness and in some cases outright failure to cope with what were described as the most far reaching and radical changes to colleges of further education in the history of the service.

¹ For example Mr Boswell's speech to the Colleges Employers Forum CEF Annual General Meeting Friday 17 June 1994 paras 1-5.

Chapter 3

METHODOLOGY

3.1 Some Theoretical Considerations

3.1.1 Quantitative and Qualitative Research

Most educational research studies are planned as either surveys or experiments¹, surveys being used to describe existing situations, their variables measured within the normal setting. Basic epistemological assumptions held by researchers, we are told, shape the methodology adopted, resulting in a choice from two distinct perspectives²: positivistic and interpretative³. Moreover the aim of methodology as writers on the subject have declared⁴ is to assist in the understanding of the process, not merely the products, of scientific enquiry.

3.1.2 The nature of quantitative research

The quantitative or positivistic stance argues that the establishment of causal relationships is of limited use outside the scientific method⁵. This model uses research tools which include statistical procedures, experiments and social

¹ Nisbet and Entwistle 1970 p15.

² Hitchcock and Hughes 1989 p15.

³ For further details see figure 7.1.321.

⁴ Cohen and Manion 1989 p42.

⁵ Examples include Nisbet and Entwistle 1970 p11 and Anderson 1990 p127.

surveys¹. Having a natural science base the scientific method hypothesises solutions to a problem and using quantitative, objective techniques,² tests the hypotheses and if supportive reports the findings, otherwise looks for alternative explanations³. Within this method the use of questionnaires to large numbers of people simultaneously offers considerable potential advantages, providing the investigator with an accumulation of data⁴.

The debate about sample size depends on the nature and purpose of the study⁵, large numbers being respected by quantitative researchers⁶. It is pointed out that statistical probabilities of unity can rarely be achieved in small scale social science investigations⁷. However, whereas the natural sciences deal with subject to inactive objects, social science has a subject to subject basis⁸.

3.1.3 The nature of qualitative research

The perceived purpose of educational research rests on investigating and explaining human group behaviour⁹. Individuals, rather than behaving passively,

¹ For further details of social research traditions see figure 7.1.322.

² For further details see figure 7.1.322.

³ Further details about research design and process may be seen in figures 7.1.323 and 7.1.345.

⁴ Walker R 1985 p91. Further explanation of 'data' in figure 7.1.315.

⁵ Cohen and Manion 1989 p104.

⁶ Hitchcock and Hughes 1989 p24.

⁷ Keeves 1988 p22.

⁸ Cohen and Manion 1989 p26.

⁹ Further explanation of educational research characteristics may be found in figure 7.1.319.

being conscious agents, make decisions with regard to their actions¹. The qualitative model tends to accept this and avoids the rigid controls demanded of an experimental, quantitative approach². The research techniques, including participant observation, ethnography, life history and unstructured interviews, lend themselves to subjectivity and interpretation of language and meaning³. Interpretive researchers seek explanations from descriptive, analytical or conceptual data. Hence the anticipation of a universal theory, characteristic of normative research, capitulates to the achievement of multifaceted varied images of human behaviour within the situations and contexts supporting them⁴. It is suggested that data collection in an interpretative, ethnographic design, using a range of qualitative techniques, involves three basic processes: observation, interrogation, and documentary and oral data collection⁵. These create first order accounts, then by means of analysis become secondary sources.⁶ The interpretative model concentrates upon research in 'natural settings'⁷ and the qualitative techniques employed develop situations in which researchers are 'involved'⁸. Such involvement influences the behaviour of individuals under review, affecting the original ideas and concepts of the research⁹. It is emphasised that, in contrast to the universality of the laws of

¹ Keeves 1988 p23.

² For details of interpretative research design see figure 7.1.324.

³ Further details of social research traditions are contained in figure 7.1.322.

⁴ Cohen and Manion 1989 p39.

⁵ For further details on data collection see figure 7.1.326.

⁶ Hitchcock and Hughes 1989 p43.

⁷ Further details of interpretative research design contained in figure 7.1.324.

⁸ Hitchcock and Hughes 1989 p41.

⁹ Keeves 1988 p25.

science, the nature of generalisations established in interpretative research is limited¹. Other commentators also advise caution in interpreting and generalising such data². The complexity of the social environment is however accommodated within the open ended approach of interpretative research, prepared to change direction or take a developmental view and using a variety of sources of data³. We are informed that inappropriate levels of analysis⁴, or limitations to one level when multiple levels would be more meaningful, are inadvisedly used in some research⁵. The problem of language influencing individual actions and cloaking reasons for individual decisions is also recognised⁶. Caution in accepting a possible discrepancy between what people say and actually do and think has been advocated⁷, results being treated with appropriate scepticism⁸.

3.1.4 The complementarity of normative and interpretive paradigms

An expressed view is that the 'humanistic' and 'scientific' approaches should be seen as complementary to each other⁹. Although the differences described above¹⁰ are acknowledged, some authors indicate that variations may be exaggerated depending on whether the researcher chooses the methodology

¹ Ibid. 1988 pp22 and 25.

² For example Powney and Watts 1987 pp189-190.

³ Hitchcock and Hughes 1989 p29.

⁴ For further information about triangulation see figure 7.1.312.

⁵ Cohen and Manion 1989 p273.

⁶ Keeves 1988 p23.

⁷ Powney and Watts 1987 pp190-191.

⁸ Anderson 1990 p206.

⁹ Keeves 1988 p21.

¹⁰ See figure 7.1.347 for further details on research design differences.

from an epistemological standpoint, or through technique¹.

Accepted aims of the two methods² delineate between the involvement of the researcher on the one hand, and on the other the exclusion of the researcher to the point of establishing a neutral and objective position³. It is however suggested that advantages may be gained by creatively combining qualitative and quantitative methods⁴. For example, techniques such as structured interviews are simultaneously seen as sources of both qualitative and quantitative data⁵. Social scientists exhibit greater confidence in findings derived from more than one method of investigation⁶, using the strategy of triangulation⁷. The more methods contrast, the greater the researcher's confidence⁸. Cohen and Manion demonstrate examples of the use of triangulation techniques, reinforcing their belief that many correlating operational definitions support the validation of projects⁹. They go on to recommend that, where possible, studies combining several levels of analysis¹⁰ are orientated towards testing rival hypotheses¹¹.

¹ For example Bryman 1988 p105.

² For further information about the two research designs see figures 7.1.323 and 7.1.324.

³ Additional information about the aims of qualitative techniques is contained in note 3 figure 7.2.324.

⁴ Bryman 1988 p108.

⁵ Bryman 1988 p128.

⁶ Details in Bryman 1988 p131 and Cohen & Manion 1989 pp269-286.

⁷ See figure 7.1.312 for examples of triangulation.

⁸ Further explanations about triangulation are given in the notes to figure 7.1.331.

⁹ Cohen and Manion 1989 pp272-275.

¹⁰ See figure 7.1.312/3 for additional explanation about levels of triangulation.

¹¹ Cohen and Manion 1989 p274.

3.1.5 Considerations for choice of methodology in the present research

Later¹, the methods used in the present study are discussed in finer detail. When considering the methodology to be used in this research, the interpretive model was thought to have advantages over the scientific model². The basic tenets of research³ were borne in mind, as were the limitations of resources, time and money at the researcher's disposal. Many practical factors were considered during the preparation of the research⁴ and the specific methodological approaches were contrived by referring to examples of alternative methods⁵. Characteristics of the research problem⁶ were discussed with a number of senior educationalists not involved in the surveys, to obtain their views. As it became evident that changes to the further education system were accelerating at a rapidly increasing rate and that some of the original aims and hypotheses were being overtaken by events or could not be adequately covered in the time or with the resources available, it was thought that the evolving aims of the research would be best served through an illuminative study⁷ of East Midlands college of further education principals⁸, following an ethnographic design⁹. The research was planned to chart the progress of further education college

¹ See chapter 3.2 - Projects contained in the research.

² Illustrated details of these two models are contained in figure 7.1.322.

³ See figure 7.1.319 for further details about educational research characteristics.

⁴ An example of such a checklist is outlined in figure 7.1.325.

⁵ Examples of this thinking are given in figure 7.1.338.

⁶ Further information about research problems is illustrated in figure 7.1.340.

⁷ For further details see Walker 1985 pp1-2.

⁸ Having regard to the advice on practical issues with respect to informants (for further information see figure 7.1.330).

⁹ Further details of the design are contained in figure 7.1.324.

management thinking and reaction throughout the late 1980s and early 1990s. Plans included an initial postal questionnaire to all East Midlands college principals in 1989, followed by semi-structured interviews in 1991-92 with a representative sample of the East Midlands cohort. These surveys were supported by attendance and informal observation at principals' meetings in the Midlands area, in-depth reading of current literature pertaining to the subject of college management¹, and (in later thinking) by semi-structured in-depth interviews with a small, wider selection of Midlands college principals having national responsibilities and others who were not otherwise previously involved in the research.

¹ A fuller account of the data collection checklist is illustrated in figure 7.1.326.

3.2 Factors Affecting Change and Development

From the outset it was apparent that ongoing legislation and its effects on the further education service had introduced important factors which would have an influence on the methodology and techniques used in the research.

3.2.1 Proposals during the late 1980s

The 1988 Education Reform Act and preceding consultations and advice throughout the 1980s were seen as profound engines for change in the further education system¹. In 1985 the Audit Commission's² recommendations were overt indicators of proposed change, demonstrating the Government's desire to reform the further education service³. The Commission advocated changes which stemmed from their local value for money projects and suggested that LEAs should look into the use of performance indicators⁴. Colleges were exhorted by the Commission to strengthen their marketing techniques, streamline their resources more adequately to meet local needs and control⁵ non-teaching costs. The proposals had a far reaching effect on the further education system, giving much cause for concern about efficiency, and culminating in the

¹ For further details about the Act and the Reports see chapter 2.2 of thesis.

² 'Obtaining Better Value from Further Education' 1985.

³ Ib. 1985 p7.

⁴ 'Specific Aspects of Change in Colleges' see chapter 2.2 of thesis for additional information.

⁵ See Audit Commission Report (1985 - Summary).

1987 DES/LAA study¹. This Report, following in the wake of the Audit Commission Report, clarified the Government's position in the eyes of the further education community and focussed attention on the current practices in the colleges and LEAs² with regard to efficiency, effectiveness, and responsiveness to employer's needs. It recommended a platform of efficiency indicators for use in further education which included student/staff ratios (SSRs) based on full-time-equivalent (FTE) enrolled students and academic staff; non-teaching and FTE student costs; completion rates; students' qualifications; and student progression rates³.

3.2.2 The effects of the 1988 Education Reform Act

Government proposals published in 1987⁴ continued the theme of reforming the sector, emphasising the methods whereby the service was financed, governed, and its basis in law. The culmination of these proposals came as an Act of Parliament in 1988⁵.

¹ 'Managing Colleges Efficiently' Report of a Study of Efficiency in Non-advanced Further Education for the Government and the Local Authority Associations, DES and Welsh Office 1987.

² Ib. 1987 - Summary pV.

³ Ib. 1987 - para.4.36 (for further details see chapter 2.4 of thesis).

⁴ DES Consultation Paper 'Maintained Further Education : Financing, Governance and Law' 1987.

⁵ Education Reform Act 1988 Chapter 40 Part II Higher and Further Education.

3.2.3 Proposed legislation during the progress of the research

During the course of the research further major legislation was being discussed¹ indicating additional radical changes to the further education system. This resulted in a Bill put before Parliament, which was enacted in 1992² just prior to a general election.

Thus, coinciding with the commencement of the research the groundwork for significant changes to the further education system was laid and subsequently executed and further major changes were proposed, enacted and implemented during the progress of the research. The agreed methodology therefore was designed to capture the reactions and responses of college principals throughout a period of continuous change, promulgated in the main by Government plans and actions.

¹ White Paper 'Education and Training for the 21st Century' Cm 1536 Vols 1 and 2. 1991.

² Further and Higher Education Act 1992 Chapter 13. 'An Act to make new provision about further and higher education.' [6 March 1992].

3.3 The Projects Contained in the Research

3.3.1 Preliminary aims of the research

Bearing in mind the stages of planning a survey¹, the preliminary aims of the study were outlined:

- * To investigate how principals of East Midlands colleges of further education managed the changes in further education during the late 1980s and early 1990s.
- * To identify the relationships between responses of college managements and changes in the declared objectives of national and local government with regard to further education.
- * To research the background and the forward planning of principals of further education colleges in the East Midlands.

3.3.2 Hypotheses - formulation and testing

It was considered that focussing on the above aims might enable the testing of hypotheses² which included the following, during the period of the project:

1. That the Education Reform Act 1988 (and later in the project the 1992 Further and Higher Education Act) enabled college managements to react, such that their management styles, organisations, and management

¹ See figure 7.1.316 for further details on survey planning.

² See figure 7.1.315/2ii for additional information on hypotheses in interpretative studies.

systems were considerably affected.

2. That LEA policies would continue largely to determine the course of progress in FE colleges.
3. That other factors affect college management styles, organisations and systems, eg:-
 - (a) demographic trends,
 - (b) Training Agency control through NAFE plans,
 - (c) changing industrial technology,
 - (d) changing expectations of industry,
 - (e) changing expectations of students,
 - (f) changing assessment techniques,
 - (g) changing conditions of service of FE lecturers,
 - (h) competition from private providers, other LEA colleges and local school sixth forms.
4. That it is the college itself which largely determines the pace and character of its own development.
5. That the role of the governors is mainly to act as a 'rubber stamp'.
6. That the dominant role in policy making is played by the senior academic staff.
7. That college principals have the following as their main objectives, to:-
 - (a) maximise their college size
 - (b) provide courses to cover the needs of their locality,
 - (c) manage their resources effectively,
 - (d) obtain the best possible results from their students,

- (e) obtain the best possible conditions for their students,
 - (f) obtain the best possible conditions for their staff,
 - (g) improve personal performance to manage own job/time effectively,
 - (h) improve the performance of staff in order to maximise their personal job satisfaction,
 - (j) involve staff and students in the management process.
8. That the participation in management by staff is increasing.
 9. That the participation of students in management is increasing.
 10. That students' performance is rising.
 11. That the job satisfaction of college principals has improved as a result of the recent changes in legislation.
 12. That the job satisfaction of other college staff has improved as a result of recent changes in legislation.

3.3.3 Balance of research preceding present study

Following a review of relevant literature¹ [including Hill (1988) and Pyle (1986)]² it became apparent that there was a dearth of pure research into the management of non- advanced further education "which was not unanticipated but which was not realised initially to be so extreme"³. "While over the past ten years, a growing interest has been taken in the government of education, this has

¹ See figure 7.1.324 for further information about research design.

² These two recent researchers into college management also noted a paucity of research into this area of further education.

³ Pyle 1986 p310.

occurred mainly in the schools sector, and the government of further education institutions still remains a much neglected area"¹. Twyman also disclosed a deficiency of research material in the field of further education management². These views were confirmed by reviewing the published research outlined in educational management abstracts³ from 1982 to the time of this research. The present study was concerned to redress this imbalance by examining the management of colleges of further education, with particular reference to principals' decision making during a period of nomothetic, socioeconomic, demographic and technological change.

3.3.4 Methodology and chronology of study

With this background in mind the following methodological programme was adopted⁴:

1. Review current literature relevant to the research.
2. Preparation of questionnaire to be sent to principals of colleges of further education in the East Midlands.
3. Test draft questionnaire with a group of principals who were not going to be in the receiving cohort.
4. Send questionnaire to principals of all colleges in the East Midlands.

¹ Hill 1988 p43.

² Twyman 1985 p325.

³ 'School Organisation and Management Abstracts' (1982 - 1991) Editor David Smetherham Published quarterly by Carfax Publishing Company PO Box 25 Abingdon Oxfordshire ISSN 0261 - 2755.

⁴ For further details about survey planning see figure 7.1.316.

5. Analyse questionnaire sent to East Midlands college principals.
6. Following a suitable time interval, conduct personal interviews with selected principals in the East Midlands using a follow-up questionnaire as basis for semi-structured discussion.
7. Interviews with selected principals (national officers) in other authorities.
8. Analysis of interviews in 6 and 7 above.

A judicious balance of normative and interpretative models guided the methods employed in the present study¹, and considerations of accuracy of observation, description and analysis² were foremost in the mind of the researcher at each stage of the project. Questions concerning the sources of data, availability of access to those data and ethical issues arising from their nature were addressed³. Research problem characteristics such as a clear and concise statement, the generation of research questions, its basis in theory and in the research literature, and the availability of new data, were also reviewed as a basis for decisions about the research design⁴.

3.3.5 Selection and collection of data

There was previous evidence of an in-built reluctance on the part of principals to

¹ For further information on the opposing traditions see figure 7.1.322.

² Further information on educational research characteristics is given in figure 7.1.319.

³ For further details about checklists see figure 7.1.325.

⁴ See figure 7.1.340 for further details on research problem characteristics.

be 'evaluated'¹, consequently it was thought that observation or measurement (in the pure research sense) would be perceived by principals as a form of evaluation, resulting in a potentially poor response. It was therefore decided that collection of data would be achieved by questioning and discussion, and designed to be within the resources available. Consideration of recommended 'data gathering methods'² and the basic 'data collection' processes mentioned earlier³, led to the decision to question all East Midlands college of further education principals, by means of a postal questionnaire, before the 1988 Education Reform Act proposals for FE were fully implemented. In ensuing months follow-up interviews were arranged with a representative selection of this cohort, to elicit further evidence and clarify any uncertainties arising from earlier responses. Information from these surveys was supplemented by additional data and details obtained from colleges, principals' meetings and seminars, technical literature, and by further discussions with other experts in the field of further education management, as detailed in the following paragraphs. The 'shifting sands' of the 1991/92 legislation⁴ further encouraged the adoption of data collection methods capable of responding flexibly to ongoing change.

¹ Pyle 1986 pp194-195.

² See Fox 1969 for further information on this subject.

³ See Hitchcock and Hughes 1989, and figures 7.1.325 and 7.1.332 for further details.

⁴ The 1991 White Paper, an impending general election and the 1992 Further & Higher Education Act.

3.4 The Sample

3.4.1 The East Midlands area cohort

For the purposes of this survey the East Midlands area comprised the administrative counties of Derbyshire, Leicestershire, Lincolnshire, Nottinghamshire and Northamptonshire. All thirty-four major establishments for further education¹ in the East Midlands were included in the 1989 questionnaire survey. The distribution of colleges included in the survey at the commencement of the research is illustrated in figures 7.1.350².

3.4.2 Anonymity of cohort members

In order to preserve the agreed anonymity a seven digit significatory cipher was ascribed to each member of the cohort, with randomised sectors to allow for computer database analysis which, in the event, time and resources did not permit. The adopted identification is detailed in the report³, and a complete list of these allocations is included in the thesis⁴.

¹ Colleges of further education officially recognised by the DES (later DFE) for local authority support.

² See chapter 7.

³ See chapter 7 figure 7.1.351 for details.

⁴ See chapter 7 figure 7.1.352 for further information.

3.4.3 Parameters used in choice of follow-up interviewees

The decision to follow up the first questionnaire through personal interviews with fifteen college principals was pursued in the Autumn of 1991. Subjects were chosen with the object of achieving a balance of views between:

- * the five local authorities engaged in the project,
- * large and small colleges,
- * city, town and rural colleges,
- * long serving and recently appointed principals,
- * gender of principal.

The principals, their associated colleges and LEAs involved in the follow-up interviews, were selected by the researcher to approximate as closely as practicable to the characteristics of the main cohort in gender, age, length of service and profile¹. It was assumed that due to their position within the educational hierarchy, all members of the sample would be knowledgeable about and articulate on the subject of further education management. It was also recognised that their views would vary due to their individual personal backgrounds, experiences and college environments. Care was exercised to ensure as wide a spread of views (known attitudes) as possible. These included the above characteristics and in addition factors such as membership/non membership of principals' groupings and whether or not principals were perceived to be overtly 'visible on the further education scene' as leaders or followers².

¹ As indicated in chapter 7 figures 7.1.356, 7.1.357 and 7.1.358, also see paragraph 3.4.4 of thesis.

² As seen by the author : whether or not they attended meetings and seminars arranged by outside bodies, attendance at Regional Advisory Council meetings,

3.4.4 Profiles of principals and college environments¹

The initial survey of cooperating principals showed that they were predominantly male, fairly evenly-balanced above and below the age of fifty, slightly more than half having been principal for more than five years². Their colleges fell into categories which showed that slightly more than half were large institutions in cities or large urban environments, one-third were situated in smaller towns and five were rural crafts colleges³. The associated LEAs were fairly evenly divided between large, medium and small, and in political persuasion. A little over half showed an inclination towards a delegatory style of administration. Three of the five LEAs had control of a large city and four had a fairly evenly balanced mixed economy⁴.

3.4.5 Conduct of follow-up interviews

Interviews conducted by the author took place at the college of each interviewee. Twelve were undertaken in the respective principals' offices, one in an adjoining interview room, one in the college librarian's vacated office and one in the principal's house adjacent to the college. The three 1991 interviews with

examining bodies and other regional events which attract the attention of senior college managers; and whether or not they took active and leading roles in these activities.

¹ See chapter 4.2 of the thesis for further analysis of principals and colleges.

² See chapter 7 figure 7.1.353 for further information.

³ See chapter 7 figure 7.1.354 for further details.

⁴ See chapter 7 figure 7.1.355 for further information.

Midlands principals having national standing also took place in their offices within their colleges. All were performed on a one to one basis using an audio tape recorder to record the interview. Later informal discussions during 1994 took place in respective principals' colleges and notes were made immediately following the conversations.

3.5 Sequence of Events

3.5.1 Review of Literature and preparation of 1989 questionnaire

Before preparing the first draft of the 1989 questionnaire the researcher commenced a review of the relevant literature. The limited amount of formal research literature on the subject of further education management soon became apparent and the review was widened to include published work and official documents allied to the area under research. Simultaneously a number of people associated with further education management, but not otherwise involved in the research, were approached with a view to obtaining support at various stages. Several people¹ assisted with the formulation of 'important issues' questions to be inserted in the questionnaire, which was then piloted with uninvolved principals². The literature review continued throughout the period of the research.

3.5.2 Dispatch and return of questionnaires

Thirty-three of the 34 questionnaires were sent by post to principals of the chosen colleges (one was absent due to prolonged illness, but thought to be returning shortly) on 15 November 1989. The 34th questionnaire was sent to the reappearing principal on 29 November 1989. The timing of the operation was

¹ These included retired principals, TEC members, LEA officers and industrial governors.

² One was a retiring East Midlands principal, the other a serving principal from the South of England.

arranged in order to anticipate major changes to college governance and management wrought by the 1988 Education Reform Act which, among other reforms, introduced local management of colleges (LMC). The completed questionnaires were documented and processed as they were received¹.

Three principals who did not return a completed questionnaire included the 34th subject, who again succumbing to a period of illness, eventually retired through ill health. The other two non-responders included a newly appointed principal, and a long standing principal (sometimes heard publicly to declare a negative attitude to any form of questionnaire). Attempts to encourage completion of these questionnaires failed, but one subsequently offered help with the project.

3.5.3 Changes of emphasis during the project

During the period between the two surveys², a further piece of major government legislation was heralded in the 1991 Government White Paper³.

Towards the culmination of the surveys these proposals were largely incorporated in the Further and Higher Education Bill, presaging far reaching effects on further education governance and management. This impending legislation and its enactment gave added impetus to the research, which was mirrored in the responses during the follow up interviews in 1991. A further complication in this changing political scenario was a looming general election, with the perceived possibility of a change of Government and consequent loss of

¹ As tabled in figure 7.1.359 chapter 7.

² The 1989 questionnaire and the 1991 follow-up interviews.

³ 'Education and Training for the 21st Century - the Challenge to Colleges' Volumes 1 and 2 1991.

the proposed legislation. In the event the legislation proceeded and the ruling party subsequently remained in power.

3.5.4 Preparation for the follow-up discussions

The follow up questionnaire¹ was intended to guide the discussion in each case but not to constrain it. The questions were scripted in annotated form for ease of reading and reference² and a copy was sent to each interviewee for prior information several days before the discussion.

3.5.5 Conduct of the 1991 interviews

Interviews took place over a period extending from 7 June to 11 November 1991³. All fifteen principals approached agreed to be interviewed and although some original dates and times were altered to accommodate other pressures on principals' time, none refused, nor objected to any of the information requested. Each discussion was estimated to take about three-quarters of an hour. In practice none lasted less than one hour, most one and a half hours and some two hours. In all cases, save one, the questions were adequately covered during the discussion and in every instance the format outlined by the protocol was voluntarily adhered to. The incomplete case was due to an unavoidably delayed start by the principal concerned, and lack of subsequent time excluded parts of

¹ Included in chapter 7 figure 7.2.6.

² See chapter 7 figure 7.2.8 for details.

³ The order of interviews is shown in figure 7.1.360 chapter 7.

question 7. Although the researcher made every reasonable effort to 'keep to the script', there was an element of deliberately built in freedom during the interviews to allow respondents to expand issues, and to encourage an uninhibited flow of information on themes which could be developed (or checked) by the interviewer. This technique was recognised as potentially prone to providing material which would be more difficult to subsequently transcribe and to analyse, but it was felt to be advantageous to the quality of the interviews and hence the research as a whole.

3.6 The Information Available

3.6.1 Maximisation of data collection opportunities

Changes in current legislation, in addition to forces created by other pressures on the further education system, led to the need for a research design¹ flexible enough to allow for these variations and to maximise the possibilities offered to the researcher. It was apparent that advantages could be gained by collecting data² which preceded and succeeded the impending effects of the Education Reform Act of 1988, in order that comparisons of a before and after nature might be obtained. It was important therefore that the genre of collecting instruments³ characterised this aspiration. It was also considered essential to inform respondents of this aspect of the inquiry and to advise them in advance of the follow up procedure⁴.

3.6.2 Data objectives utilising the 1989 questionnaire

Following discussions with colleagues in the further education sector⁵ it seemed meaningful to obtain information via the 1989 questionnaire which covered the following areas:

1. type and size of college,

¹ See figure 7.1.325 for further details on research design.

² Further details about data given in figure 7.1.315.

³ For further details on fieldwork see figure 7.1.329.

⁴ See figure 7.2.2 in chapter 7 for further details.

⁵ These included principals not involved in the inquiry, together with LEA and TEC officials and industrialists connected with college governors.

2. some details about the principals heading these institutions,
3. details of college management structures,
4. college plans and LEA strategic plans,
5. college funding arrangements,
6. college information systems,
7. relationships with local schools,
8. college developments eg marketing, access, etc,
9. staff appointments and staff development,
10. principals' perceptions of academic boards,
11. principals' perceptions of governors' advisory committees,
12. college development (growth or decline) and SSRs,
13. views on LEA and work as principal,
14. views on future development of FE service,

3.6.3 Status of the researcher

Contemporaneous with the collection of these data, the author was principal of a college of further education in the East Midlands and thus had access to additional information which, if treated cautiously¹ could supplement the views expressed in the questionnaire. Familiarity, according to some researchers², is simultaneously an advantage and a disadvantage..."all in all, though", they say, "there are considerable advantages where access, entry, and the establishment of a role are concerned..." They also found from their experiences that there were positive benefits to be gained in developing data collection and analysis side by

¹ Further comments on caution contained in figure 7.1.315/2 and its note 2.

² Hitchcock and Hughes 1989 p59.

side as "it enables one to try out different explanations of the fit between data and theory as one proceeds"¹.

3.6.4 Data objectives utilising the 1991 interviews

Interviews with fifteen East Midlands college principals were scheduled to provide further information in support of the earlier questionnaire returns, or to obtain denotation of points arising from the 1989 survey if required. Again discussions with senior colleagues² indicated that the following information sought through the 1991 discussions could best be achieved through semi-structured interviews covering the following areas³:

1. whether and by how much student recruitment had altered during the previous two years,
2. what interviewees thought of various aspects of academic staffing, such as remission, recruitment, reasons for leaving and conditions of service,
3. the views principals held about competition between their colleges and local schools, neighbouring colleges, local industry and private providers, and the state of relationships with these bodies,

¹ Hitchcock and Hughes 1989 p42.

² Principals from outside the geographical area of the research were consulted.

³ For a complete list of areas covered see chapter 7 figures 7.2.6 and 7.2.8.

4. a discussion on various aspects of college management including budgets and other monetary issues; meetings with the LEA and other bodies; senior management teams, academic boards, governors and their advisory committees; support from LEA, HMI, RAC, examination boards and NCVQ; expectations of the newly proposed FE funding council, and LEA departments such as personnel, treasurers, FE officers and advisory and inspection service; and whether a college formal quality control system existed, questions about the 1988 Education Reform Act (ERA), including: senior staff leaving post; management freedom; growth of college; state of college buildings; internal management structure; changes in college curriculum; training for LMC; the main difficulties faced by principals since ERA enactment,
6. a number of general questions, for example: factors affecting the development of FE and changes in the service; personal job satisfaction; principals' salaries following ERA and LMC; personal feelings since ERA; and thoughts on the college's future during the next five years,
7. several 'quickies' (if time permitted) resting on the fresh proposals unfolding as the research

progressed, including:- the Government's new proposals for adult education; the future of tertiary colleges; sixth-form colleges as part of FE; the new proposals for the careers service; any other relevant points.

3.6.5 Some external influences on data collection

During the period between the surveys, national and world events were altering the course of many aspects of the education and training scene. It was deemed important to include in the evolving study some perspectives on these transitions, as several facets impinged directly on the further education environment, and hence on the current research, viz:

1. the implementation of the 1988 White Paper 'Employment for the 1990s' and the formation and development of TECs,
2. the 1991 White Paper 'Education & Training for the 21st Century Vols 1 & 2',
3. the 1992 Further and Higher Education Act,
4. the changing political systems in Europe and other parts of the world,
5. the economic recession and its influence on education and training,
6. changes in the examination systems particularly

- NVQs¹ and APL,
7. the 1992 United Kingdom general election
(pending at the time of the 1991 interviews).

3.6.6 Change in status of researcher

During the period between the two surveys the author retired from the East Midlands college principalship alluded to earlier, but retained access to many aspects of information through formal and informal contacts with colleges and organisations and through continued membership of professional associations. This status change was taken into account in the later research design, and considered opinion was that it did little to impair access to principals and other sources of material required for the research. In fact, in view of the instantaneity and degrees of mutation influencing the service, it positively stimulated interest in many colleagues on the boundaries of the project, bringing additional offers of help, information and assistance if required. Furthermore the author was accepted openly as a researcher in formal principals' meetings, opening up further avenues of information opportunities which were transmuted to the benefit of the research.

3.6.7 A further dimension to the research, in the quest for validity

During the Autumn of 1993 the author elicited interviews with three principals²

¹ See figure 7.1.102 for further information about acronyms.

² Three principals from different LEAs in the West Midlands. See figures 7.2.10 and 7.2.11 in chapter 7 further details.

not hitherto involved in the project, each having interests, access and contacts at national level in the field of further education management, to bring another dimension to the results of the two surveys. This form of time and space triangulation¹ was adopted to further the authenticity of the project. It was felt that obtaining the erudite views of principals from outside the geographical area of the research, who had a national perspective on the changes taking place, two years or so after the comments received during the 1991 interviews, should strengthen the design and add validity to the findings.

3.6.8 Addressing the problem of interview bias

Information from the interviews was treated with the assiduity demanded through a rigorous appraisal of the data provided. Although bias through interviewer characteristics, motives, and behavioural factors during the conduct of an interview was known to be inevitable², every effort was made to adopt a consistency of style and balance of approach between probing and taciturnity, to gain optimum credence for the responses. Within judicious limits, care was taken with the choice of material to be included and excluded in order to obtain a balanced perspective³. In order to give a high level of credibility to the data, and to ensure that as far as possible valid examples were chosen, a recommended analytical technique⁴ was followed. This consisted of listening to each tape in a prescribed order, using a series of operations and a typed transcription to

¹ For further details on triangulation see figure 7.1.312/1 and 2.

² See figure 7.1.305 for further details of interview bias.

³ For further details on processing narratives see figure 7.1.342.

⁴ See figure 7.1.336 for further details on oral transcription.

achieve as accurate an analysis as possible¹.

3.6.9 Supportive material utilised in the research

Published material used in the research included information from the following sources:

1. Local Education Committee and Further Education Sub-committee minutes
2. Association of Principals of Colleges (APC) minutes, notes and publications
3. Association of Colleges of Further and Higher Education (ACFHE) minutes, notes and publications
4. National Association of Teachers in Further and Higher Education (NATFHE) minutes and publications
5. Department of Education and Science (DES) [and later (1992) Department For Education (DFE)] memoranda, circulars and publications
6. Department of Employment (D of E) memoranda, circulars and publications
7. Colleges' governors' minutes, senior management team minutes, college development plans, and other college management organs
8. Training & Enterprise Councils (TECs) minutes, development plans and publications

¹ See section 3.9.12 of thesis for further details.

9. Further Education Staff College (FESC) papers and publications
10. Further Education Unit (FEU) papers and publications
12. Further Education Funding Council (FEFC) circulars and publications.

Meetings, seminars and conferences organised by the DES, ACFHE, APC, FESC, LEAs, examining bodies, TECs and colleges also provided supplementary material used in the research in the form of briefing papers and presentations. Major benefits were also gained from notes taken during such presentations, as were conversations with speakers and other delegates during and after the events (credits shown as footnotes in the thesis).

3.6.10 Summary of information used

Summarising, the adoption of an illuminative design, using ethnographic techniques, involving an initial questionnaire followed by in-depth interviews with East Midlands colleges of further education principals, was thought to provide the most rewarding model for collecting the information available to the research project. Support for this material was provided through additional discussions with principals from further afield in the Midlands area and observation at meetings, seminars and conferences organised by regional and national bodies, together with an in-depth study of relevant published information.

3.7 Comments on the Preparation and Collection of Information

3.7.1 Strengths and weaknesses of the designated methodology

Considerable care was taken to minimise procedural weaknesses and build on strengths in the chosen methodology. Having given thought to recent research carried out into methodological systems¹, the ethnographic approach adopted and field techniques included a postal questionnaire, semi- structured in-depth interviewing, observations and informal discussions, and a study of relevant written documents.

3.7.2 Background to the methods chosen

A number of authors indicated potential pitfalls associated with the preparation and collection of information (data)²; for example, sources of data, access to sources, how data were to be collected, and ethical issues. As questionnaires were to be used, decisions included: question content and wording, forms of response required and the sequencing of questions. As interviews were also utilised, judgments included: the kind and context of interviews, type of interviewees, interviewer(s), purpose of the interviews and methods of data collection, analysis and reporting³.

¹ For example Bryman 1988 & Cohen and Manion 1989.

² Examples include Powney and Watts 1987, Cohen and Manion 1989 & Hitchcock and Hughes 1989.

³ For further details about preparation for questionnaires and interviews see figures 7.1.306, 7.1.317 and 7.1.325.

Selection of methods may be an act of faith, we are cautioned¹.

Choices considered were aimed at providing flexible research tools, the perceived need being to investigate the reactions of college principals to the changes being created throughout the further education system. These changes, predetermined by Government action, culminated in greater part in the 1988 Education Reform Act, subsequently compounded by further Government legislation promulgated during the period of the research. Surveys were intended to be more than mere recording of information. Imaginative uses of survey methods were aimed at providing evidence on questions which could not be treated by experimental procedures². One limitation recognised in the survey approach was the lack of evidence of causality in the relations detected³. However, although ethnographic research shares many of the limitations of historical research⁴, there was the assurance that the ethnographer has some control of access to data. Moreover, it has to be accepted that people see situations differently.

3.7.3 Continuity of survey material

Following the guidance of researchers in the field⁵, the initial research strategy adopted included two complementary surveys:

1. a questionnaire survey in 1989 in order to

¹ Walker 1985 p46.

² Nisbet and Entwistle 1970 p8.

³ Ib. 1970 p8.

⁴ Anderson 1990 p154.

⁵ For example Kinneavy 1989.

quantify some details about the East Midlands colleges of further education, the principals, and their perceptions of internal and external stimuli and constraints on the colleges and themselves as managers,

2. a follow-up study in 1991 comprising interviews with selected members of the above cohort in order to supplement and give depth to the questionnaire data and compare aspects of further education management during a period of change initially encompassing a major piece of further education legislation - the 1988 Education Reform Act.

3.7.4 Planning the surveys

Any survey, it is stated, must be thought of as having two main parts¹:

1. the design of the survey and collection of data,
2. analysis of the data.

When the two surveys were planned the process as a whole was considered, acknowledging that aspirations at later stages might be influenced by developments and by the outcomes of earlier stages². It was accepted that errors could occur at any stage during the surveys, therefore editing and checking were deemed essential throughout³, every effort being made to detect and correct

¹ Jolliffe 1986 introduction.

² Jolliffe 1986 p6.

³ Ib. 1986 p8.

their existence before analysis proceeded¹. Four main reasons why the construction of new variables and establishment of sub- files frequently occupied a large part of the survey analyst's attention² were also contemplated:

1. The questions one can ask in a survey generally may not have a one-to-one correspondence with the concepts one wishes to study, thus new variables must be constructed.
2. There are good reasons for coding and storing data in a detailed form, preserving as much of the original information as possible.
3. Reformatting and alterations of the basic data are typically required in order to use the statistical techniques and computer programs available (where applicable).
4. New variables sometimes have to be added to the data file based on information not collected during the interviewing process.

3.7.5 Construction of questionnaire

The 1989 questionnaire³ was constructed in a style intended to keep questions to a minimum, and simple and relevant to the research. In a chapter devoted to

¹ Ib. 1986 p17.

² Ib. 1986 p33.

³ Copy in chapter 7 figure 7.2.3.

questions, Moser's advice¹ was: to be clear and concise - vague questions encourage vague answers - and not presume anything about the respondent².

This advice was particularly noted in view of the researcher's peer group connections with the East Midlands respondents. The problem of dealing with respondents who may be embarrassed to discuss private matters was also one of some importance in these circumstances and again Moser suggests ways of dealing with the objection including³:

1. reducing the threatening nature of questions, e.g.
express in the third person (asking about others),
2. using the method of sentence completion.

The risk of pre-coding however was recognised, in that answers may be forced into a category to which they did not properly belong but might generally be easier to answer. Theodossin⁴ described the objective of a questionnaire to gather information about customer needs and perceptions, and listed a series of do's and don'ts⁵ for the Further Education researcher. This down to earth advice, supplemented by hints on the placing of questions within the questionnaire, together with other helpful suggestions such as wording, content, sequence and layout⁶, was considered during the design and subsequent stages of the 1989 questionnaire.

¹ Moser and Kalton 1979 p48.

² A topic emphasised in Moser and Kalton 1979.

³ *Ib.* 1979 p53.

⁴ Theodossin 1989.

⁵ For details see figure 7.1.343.

⁶ For further details see figures 7.1.317 & 7.1.318.

3.7.6 Distribution of the questionnaire

A carefully constructed accompanying letter¹ on College headed paper was sent with the 1989 questionnaire² by post under confidential cover to each principal in the East Midlands cohort. A stamped addressed return envelope was also included to encourage responses. All this was undertaken in the belief that by adopting a professional approach in this way a supportive and full reaction would be elicited from the respondents³. A high degree of confidentiality to be attached to the survey material was advised during preliminary discussions⁴, in order to avoid generating bias through reluctance to reply. Consultations with other principals outside the area under surveillance also reinforced this need for confidentiality in order to obtain the desired response. This was later borne out in principals' responses during the surveys⁵. During the preparation stage a number of principals indicated a firm reluctance to respond to questionnaires, since so many were 'dropping on principals' desks' at the time. However, in the event most did reply. Finally, before approaching individuals in the project, support was sought and obtained from the Midlands branch of the Association of Principals in Colleges (APC) and from the researcher's Chief Education Officer, Deputy Chief Education Officer and Chief Inspector for the Local Education Authority.

¹ Copy in chapter 7 figure 7.2.2.

² Copy in chapter 7 figure 7.2.3.

³ See figure 7.1.314 for further details about questionnaire properties.

⁴ One a retiring East Midlands principal, the other a serving principal from the South of England.

⁵ See full transcript of interviews on attached disk for further information.

3.7.7 Constraints of questionnaire

The questionnaire layout and wording¹ was thus assiduously constructed to avoid as many of the known difficulties as possible² and to attract decisive, positive replies³. In this respect it seemed particularly important to avoid bias or misleading questions, but above all, if possible, to avoid a poor response. The timing of administering the questionnaire was also vital to this process. There was a need to avoid 'busy periods' when principals were known to show a marked aversion to any extraneous demands on their time. There was also a desire to question the cohort before the main further education sections of the 1988 Education Reform Act were fully implemented. These considerations were also subjected to close scrutiny by researchers and uninvolved principals and their recommendations incorporated⁴. The trial run of the draft questionnaire also enabled the completion time (published to recipients) to be tested and adjusted, and the approach to analysis of the results and subsequent follow-up techniques⁵ (also published to recipients) to be considered. The covering letter and postal arrangements were also subjected to assessment, and recommendations to give a fuller explanation of the project, its timing and guarantee of anonymity, were incorporated.

¹ For further comments on survey planning see figure 7.1.316.

² Further details about questionnaire construction in figure 7.1.317.

³ Further information about effective questionnaires contained in figure 7.1.318.

⁴ See section 3.7.6 of thesis for further details.

⁵ Further details contained in figure 7.1.307.

3.7.8 Preparing the follow-up survey

Discussions at the preparation stage conceptualised the policy to augment the questionnaire information by conducting ensuing in-depth discussions with a representative sample of the initial respondents. This was reinforced following further consultations with non-involved educationalists and principals¹. A semi-structured interview approach was envisaged as being most likely to provide opportunities to probe and expand on interviewee responses, allowing depth to be achieved². It was acknowledged that there were deficiencies in this approach. Previously reported efforts to sustain an objective style to the collection of valid and reliable data revealed that structured or semi-structured interviews needed to ignore, by-pass, or pay lip service to the socially organised practices which must be managed in order to actually get the interview completed³. However, the consequence of establishing rapport, sympathy and understanding between interviewer and interviewee was recognised to be of fundamental importance. People not always saying what they mean, generate responses which may not be easily subjected to mechanical 'coding' to reveal patterns for subsequent analysis and the formation of theory⁴. It was considered vital, therefore, that pre-interview work should be undertaken at a meticulous level, considering in some detail beforehand the nature of the encounters to be explored. It was accepted that the preferred technique would in practice proximate to an unstructured interview, with its extensive value of helping to throw light on aspects of further

¹ For further details see section 3.7.6 of thesis.

² Hitchcock and Hughes 1989 p83.

³ Ib. 1989 p84.

⁴ Ib. 1989 p85.

education principals' experiences of college and of national changes. The unstructured interview, it is claimed, assumes the appearance of a natural interesting conversation, "but to the proficient interviewer it is always a controlled conversation which he guides and bends to the service of his research interest"¹. Extra special thought was given to the suggestion that the task of both interviewer and respondent should be made as easy and enjoyable as possible².

Within the limitations outlined, the interview questions were drawn up and agreed³ and sent to each interviewee several days before the agreed interview date⁴. Attention was also paid to the arrangement of the interviews in terms of approach, data collection method and quality of interview sessions⁵. To this end it was decided to tape record all interview sessions with the interviewees' approval. In the first instance individuals were approached by post by means of a personal letter giving a full explanation of the research and containing a request for a personal and private discussion⁶. This method was thought to contain as little pressure and as much encouragement as possible to respond positively. Response to the request was made as easy as possible by means of a reply slip⁷ and a stamped, return addressed envelope. Final arrangements for each interview were made as suggested via the principal's secretary, to include date, time, venue, and request to use a tape recorder to capture the interview. These

¹ Palmer 1928 p171.

² Sudman and Bradburn 1982 p17.

³ See section 3.7.6 of thesis and chapter 7 figure 7.2.6 for details.

⁴ Details contained in chapter 7 figure 7.2.8.

⁵ See figure 7.1.307 for further details on interview analysis.

⁶ Copy included as figure 7.2.4 in chapter 7.

⁷ Copy in chapter 7 figure 7.2.5.

arrangement details were then confirmed a week or so before the interview in a further confidential letter from the researcher¹ to the principal, together with a copy of the interview questions².

3.7.9 Confidentiality of information sources

In order to preserve the petitioned anonymity, correspondence, questionnaires and audio tapes were marked with the allocated individual identification numbers³, all other identifying characteristics being removed. The full transcripts of the obscured but *otherwise authentic taped replies were word-processed on* to computer disk and appended to the thesis for subsequent reference and examination as necessary.

3.7.10 Quality and quantity of oral dialogue

Speaking about a taped conversation, Lomax observed that it was difficult to transcribe the quality of the encounter to indicate the importance of those fundamental feelings and non-verbal signals that enlivened the discussion, giving the outcome its richness and value, "a problem we have adopted as educational action researchers"⁴. One other identified problem, attested by the author in 1991, was that surveys were time consuming undertakings.

¹ Copy in chapter 7 figure 7.2.7.

² Copy included in chapter 7 figure 7.2.8.

³ For details see section 3.4.2 of thesis.

⁴ Lomax 1989 p1.

3.7.11 In pursuit of accuracy and authenticity

Questions of validity, reliability and representativeness¹ were considered very early in the design of the project and continuously borne in mind throughout the research. In the case of research design and implementation, efforts were made to ensure that questions were framed and arranged to encourage as true and accurate a response as possible; that the methods of data collection were replicable; and that the individuals approached were representative of the cohort under investigation. These aims were appraised by means of diligence in the design, and application through consultation with uninvolved parties having various degrees of expertise in research and further education management², and from specialised literature on the subject³.

3.7.12 Validation techniques used in the research

The practice of triangulation, the use of more than one set of data, or multiple or mixed strategies⁴, was one attempt to ensure the transcripts were further authenticated and validated. One practical example of validation practised in the research was to send a tape transcript back to an interviewee for comments, this was then treated as a further source of data, triggering new lines of inquiry⁵. With the realisation that respondent numbers engaged in the project would be of a low order, triangulation to enhance the validity of any findings was considered

¹ Further details contained in figure 7.1.328.

² See section 3.4.2 for further details.

³ For example Cohen and Manion 1989.

⁴ Hitchcock and Hughes 1989 p131.

⁵ This idea was later extended to three members of the 1991 interview survey.

to be of major importance. Triangulation across the projects was exercised by:

- * using differing techniques - questionnaires, interviews and observation,
- * observing and noting similar questions being addressed at formal principals' meetings and seminars,
- * informal discussions with principals and others involved in further education¹ but not hitherto or subsequently involved in the research;
- * studying nationally and regionally produced official publications and minutes from the Department of Education and Science (DES) (later the Department for Education (DFE)), the Association of Principals of Colleges and the National Association of Teachers in Further and Higher Education,
- * studying the educational and technical press: Times Educational Supplement, Times Higher Educational Supplement, Education, Engineering and RSA publications,
- * conducting semi-structured finalising interviews with principals of national standing, not previously involved in the projects.

¹ For example recently retired principals, other members of college teaching and non-teaching staffs, DES (DFE), TEC and LEA staff, and college governors.

Triangulation within the interviews survey was implemented by:

- * spreading the separate interviews over several weeks,
- * choosing a representative sample of respondents,
- * asking basically the same questions in the same order, using the same techniques, with as uniform a style as possible and pursuing questions as far and as deeply as time would allow.

In order to test the validity of interview responses, three members of the sample were asked to cross check the information they had given:

- * One read, modified and agreed the transcript of the interview.
- * A second submitted the pre-recorded notes used throughout the interview.
- * The third was sent a copy of the recorded tape for comments and reply - no observations were received.

Material from the first two depositions was incorporated into the final analysis.

3.8 Numerical Methods Used

3.8.1 Consideration of available techniques

Descriptive studies, we are informed¹, usually concerned with complex phenomena such as needs, attitudes and opinions, seeking to develop hypotheses or increase familiarity with a phenomenon, or while clarifying or modifying concepts, use empirical quantitative measures as well as more informal and qualitative exploratory methods. This was supported by Nisbet², who suggested that the most effective research employs a variety of strategies across the spectrum³. It is claimed⁴ that the power of flexibly used multiple methods should not be underestimated. This advice was embraced using various techniques to tease out information during the research. It was fully appreciated that quantitative methods used in this particular context, with small numbers involved, were unlikely to reveal anything of statistical significance. Moreover, it has been argued⁵, such methods are technically inadequate in the face of real problems; usually inappropriately used and failing to explain most of the variance they reveal.

¹ Sonquist and Dunkelberg 1977 p14.

² Nisbet 1980 p7.

³ For further details about triangulation between methods see figure 7.1.313/2.

⁴ Walker 1985 p83.

⁵ Ib. 1985 p88.

3.8.2 Consideration of the use of computers

In a paragraph entitled 'when not to use the computer', Sonquist and Dunkelberg¹ observed that for small surveys (less than 100 observations and 10 variables) it was considered a waste of time to use the computer for anything except the computation of statistics. For studies of 50 and fewer observations there were many difficulties they claimed, and recommended using a high quality electronic desk calculator or a time-shared environment using a statistical package. The development of personal computer technology and 'off the shelf' software packages has however, they acknowledge, eased this problem somewhat for the small survey research.

3.8.3 Computer usage in the research

The 1989 questionnaire offered an opportunity within the research to quantify responses. To this end data were fed into tables constructed within a computer spreadsheet² and the mean values of the variables, graphs, bar charts and pie charts as appropriate were produced. These spreadsheets were retained and committed to computer disk enclosed with the thesis and catalogued in the list of computer files for ease of reference³. A word processing package⁴ was also used for producing all Figures and the manuscript for the thesis.

¹ Sonquist and Dunkelberg 1977.

² Lotus 1-2-3.

³ Lotus 123 Release 2.01.

⁴ Wordstar Professional, Release 5.01B.

3.8.4 The limitations of numbers in the surveys

Limitations imposed by the numbers involved in the surveys: N = 34 (1989 questionnaire survey) N = 15 (1991 follow-up interviews) N = 3 (1992 finalising interviews) were not allowed to suppress the quantification of results where it was felt desirable, but it was fully appreciated by the author that generalisability would be impossible to sustain. Nisbet¹ advised that although careful selection of a sample is essential, even with a representative group causality cannot be proved, though it might be inferred where one event is invariably followed by another. Surveys, he suggested², enable us to measure the relations between important educational and social variables in a realistic setting. With care, he concedes, it is possible to choose sub-samples in order to introduce into surveys an element of the experimental method. It is accepted that the reliability of an ethnographic study is difficult to quantify. Results rely on the astuteness of the observer, the only researcher, implying that their reliability depends on the reliability of the observer - the primary data collection instrument - and his ability to triangulate methodologies to add weight to the tentative explanations of his findings³. To substantiate this point, the full (depersonalised) data are retained and available for examination on computer disk attached to the thesis.

¹ Nisbet 1970 p15.

² Ib. 1970 p16.

³ Anderson 1990 p154.

3.9 Non-Statistical Material

3.9.1 Key questions

As has been suggested much of the data concerned with this illuminative research is by definition non-statistical¹ its quality depending on what, how, when and where specific questions were asked. The key question for the qualitative researcher according to some commentators² is, is it possible to obtain an authentic account without forcing the data into a theory or avoiding the temptation of 'hammering reality into shape'? Research following an interpretive, ethnographic design they suggest³ and using a range of qualitative techniques, involves:

- a) listening to and looking at what people are doing;
- b) talking to them about meanings they attach to their actions;
- c) interpreting meanings from written or oral data.

3.9.2 Additional comments to the 1989 questionnaire

Questionnaire returners produced few additional comments, thus limiting the representation of any subjective values nurtured by principals during this period. However, concomitant with this survey the author was closely involved in the changing further education management domain and was therefore able to

¹ Further information on educational research levels in figure 7.1.320.

² Hitchcock and Hughes 1989 p42.

³ Ib. 1989 p43.

address these qualities via other channels, adding a triangulation stratum to the formal questionnaire approach. It has to be said though that comments made in the questionnaires were generally to the point and in some cases revealed an underlying reaction or attitude worthy of inclusion in the analysis and report¹.

3.9.3 The structure of the 1991 interviews

Structured interviews are accepted as being most valuable to educational researchers when basic straightforward data are needed quickly for purposes of evaluation². However in this research use has been made of less structured interviews, allowing depth to be achieved by providing opportunities for the interviewer to probe and expand the interviewees' responses³. This technique also allowed the interviewer greater scope for asking questions out of sequence where it was felt desirable, and for the interviewees to answer questions in their own ways providing for a greater, freer flow of information. The procedure called for exhaustive pre-interview preparation, considering beforehand the nature of the encounter and of the general ideas and specific detail to explore⁴. This resulted in the prepared follow-up questions on which the interviews were to be based being sent to interviewees in advance. Anderson illustrated several steps to help organise the process and guide through the requirements for an effective interview protocol⁵. As he admitted this would not

¹ For further comments about questionnaire construction see figure 7.1.317/c4.

² Hitchcock and Hughes 1989 p83.

³ Further information about interview types contained in figure 7.1.332.

⁴ Hitchcock and Hughes 1989 p87.

⁵ Further information on the interview protocol contained in figure 7.1.344.

eliminate all the problems in this form of data collection¹ but it helped and supported action taken by the author to assist the interview procedure.

3.9.4 Non-transcript data about colleges visited

Details of the colleges visited in 1991 were noted as essential background information to the quality of the interviews². These varied in size, location, style, character and complexity³. Their catchment areas⁴ included large and small cities and towns and rural districts with some colleges dealing mainly with land-based industries⁵.

3.9.5 The interviewed college principals

College principals surveyed came from many academic disciplines and backgrounds⁶. The distribution of principals by age and gender is shown in figures 7.1.353 and 7.1.356. All those taking part in the survey without exception did so enthusiastically. Each expressed approval of the project and extolled particular support for conducting what was explicated by them to be appropriate and timely research in what they perceived to be an inadequately reported area of education, particularly at management level.

¹ Anderson 1990 p234.

² See figure 7.1.308 for further details about non-transcript data.

³ See chapter 4.2.1 of thesis for further details.

⁴ The nominal geographical area from which students were drawn.

⁵ These colleges offered mainly courses in agriculture and/or horticulture but in some cases had widened their curriculum to include other subject areas.

⁶ See chapter 4.2.4 of thesis for further details.

3.9.6 Reactions to the interviewer

The first interview, according to Anderson¹, is always the most difficult because one is not yet immersed in the subject. However, pre-interview apprehensions experienced by the author were largely unfounded. Receptions afforded by principals were in every case warm and welcoming, although as was to be expected reactions were different, styles varied and information given was rich in diversity of views and presentation. All were eager to know more about the research and why it was being conducted. Further explanations² helped to 'break the ice' for the ensuing discussion, an essential prerequisite. Setting up the tape recorder - explaining its use, siting it 'correctly' and testing it for correct volume and optimum quality was also used to effect in helping the settling in process³. In a number of cases principals helped physically with this procedure. Although nearly all interviewees exuded the impression of 'being at the interviewer's disposal' many were under considerable chronological pressure. Experienced examples of this included one instance where the principal was engaged in a series of meetings (one of which was with the interviewer) within a day during a holiday period. In another the principal was appraising senior staff either side of the interview. A third had to leave immediately after the interview for an arranged meeting with the local Member of Parliament in a nearby town. Other instances included the principal's attendance at a governors' meeting immediately

¹ Anderson 1990 p234.

² Further details on interview guidelines contained in figure 7.1.334.

³ Further information about data collection methods contained in figure 7.1.306/4.

following the discussion, and one principal discounted attendance at a senior staff conference in order to accommodate the interview.

3.9.7 Reactions to the interview questions

In most cases the interviews were unhurried although a few were tightly scheduled to accomplish the stipulated objective declared by all interviewees - to respond to all the questions in the protocol. The author was somewhat surprised to discover from unambiguous comments and attitudes how *all the interviewees* regarded the protocol questions as important to them during the contemporary state of the further education service, a disposition reflected in the length and depth of the responses¹.

3.9.8 Before and after interview discussions

Before the commencement of the recorded interview a number of principals spoke at some length about the challenges facing them, their college and the service, and most continued the conversation after the recording had finished². In addition to the official language of any organisation there exists an informal specialised language, a slang, shorthand vocabulary, or argot used by members themselves³. In attempting to understand meanings and interpretations, researchers share a number of techniques and, as has been pointed out⁴, a focus

¹ See full responses, recorded on attached computer disk.

² Further information on guidelines for interviewing contained in figure 7.1.334, especially No 10.

³ Hitchcock and Hughes 1989 p70.

⁴ *Ib.* 1989 p71.

upon and analysis of argot in education offers a rich potential. In this instance the author had the advantage of knowledge of the further education argot. It was, therefore, conspicuous to the interviewer that some of the interviewees' more confidential remarks were made during these two periods; and although these have not been included verbatim in the report for reasons of anonymity, the personal timbre of the commentator and the gist of the comments were taken into account in the analysis¹.

3.9.9 Style of interviews

In line with recommended practice, the interviewer *adopted a consistent style of* introduction to the protocol and its detailed contents². Throughout the interview process conscious thought was given to the dynamics of the interview situation³, and techniques moulded through the expertise of experienced interviewers were applied⁴. In addition to 'leading words', Moser reminds us⁵, there is the risk that the general context of a question, the content of those preceding it and the tone of the whole interview can lead the respondent in a particular direction.

Interviewees, we are told, react readily to the interviewer's stance and questions asked should not, generally speaking, presume anything about the respondents⁶.

Although there were obvious difficulties due to the interviewer's previous

¹ For further details of interview dynamics see figure 7.1.333.

² See figure 7.1.309 for further information on approaches to interviewing.

³ Further details about interview dynamics in figure 7.1.333/5.

⁴ Further details about interviews contained in figure 7.1.310.

⁵ Moser and Kalton 1979 p 38.

⁶ Further information about interview assumptions contained in figure 7.1.303.

status¹, as far as possible every effort was made to observe the principle that questions should not necessarily imply any knowledge possessed by the interviewer, nor opinion on the survey subject, nor engagement in the activity about which the respondent was being asked². The indications are that the interviewees responded irreproachably to this situation³, thereby enhancing the internal validity of the recorded data.

3.9.10 Principals' preparedness for the interviews

Responses indicated unquestionably that although most interviewees had studied the protocol questions beforehand, some very thoroughly, others had not, with explanations that pressure of time or other exigencies had limited their opportunities⁴. Many cited previously made notes to aid their responses whilst others needed some cautious guidance and prompting to assist the process, having in mind published guidelines⁵.

3.9.11 The effects of change on the inquiry

Earlier, the fact was pointed out that throughout the research changes of unprecedented magnitude were affecting the further education service⁶. It would

¹ See chapters 3.9.20 and 3.6.3 for further information.

² Moser and Kalton 1979 p41.

³ See draft of complete replies on disk.

⁴ See full details on attached disk for further information.

⁵ Further details of interviewing guidelines included in figure 7.1.334.

⁶ See chapter 3.2 of thesis for further details.

not be an overstatement to say that these had a profound effect on the nature of the inquiry as it proceeded. During the 1989 survey major consequences to the service materialised as an undoubted result of the Education Reform Act and its preceding investigations¹. Uppermost in further education managers' minds were the problems of converting to the radical new organisations conceived in the Act. As the research progressed a further White Paper was introduced presaging even more radical transformations. The 1991 survey coincided with the arrival of these proposals and the reflexes of principals during this period were mirrored in their responses during the follow-up discussions. As these progressed with the fifteen colleges, the White Paper proposals materialised as a Parliamentary Bill and again reactions featured in the discussions, the unfolding scene generating comments delineating aspirations and apprehensions of respondents.

In the face of this changing landscape of further education management it became necessary to clarify ambiguities in the wording of two questions in the protocol², and interpret the author's intentions in order to solicit consistent responses. One advantage of this minor variation was the ability to progressively develop the theme of transforming conditions of service of teaching staff, as the conditions themselves developed. It was, however, necessary to control this process and maintain homogeneity in the replies by the basic task rules of consistency outlined by Brenner³ and listed in the research⁴.

Initially the projects covered by this research were set against the backcloth of a developing European Community and the proposed culmination of many of its

¹ See chapter 2.1 for further information.

² See question 2 in figure 7.2.8 - staffing, and details in full draft on disk.

³ Brenner 1981 p42.

⁴ See figure 7.1.309 for further details about interviewing consistency.

objectives in 1993. As the research progressed these faltered and other even more formidable events significantly affected the scenario. Massive political transfigurations in Eastern Europe and the integration of East and West Germany; the collapse of Communism in the USSR and the disintegration of this once great power; and a brief but violent war in Iraq; all had their influence on Britain's outlook and plans. Nearer to home, the unseating of the United Kingdom Prime Minister Mrs Margaret Thatcher (later Baroness Thatcher) also had a profound effect on political thinking and aspirations. This was followed by a period of political uncertainty culminating in a surprise fourth consecutive electoral victory for the Conservative Party in the impending elections. These episodes left their imprints on the further education management arena in different ways and prevailed upon the thoughts, plans and in some cases the actions of principals, influencing the progress of the research.

3.9.12 Decisions on choice of data

Choice of data for analysis and inclusion in the report presented a number of challenges, not least the sheer volume of recorded material. The initial task of analysis in the qualitative, ethnographic research was the organisation, sorting and coding of the data¹ together with the development of a system for the retrieval of information on particular topics². The essence of published advice lay in the keywords 'patience' and 'care', searching through the material in order to see what features and issues consistently occur and what topics appear more

¹ See Hitchcock and Hughes 1989 p74 for further details.

² For further information on interview reporting see figure 7.1.306/5.

than others¹.

The techniques initially adopted during the 1991 survey included listening through each of the fifteen tapes twice, indexing the sections but not making extensive notes; then listening again, making notes of main points or characteristics. A fourth hearing was then used to transcribe selected details to fit the main points, one section at a time, stopping, starting and reversing the tape to ascertain accuracy of the transcription. The tapes were then listened through a fifth time to gauge nuances and to detect any important omissions in the transcription².

Finally reading through the full text on the word processor disk, established any further points for inclusion (or exclusion) in the transcription³. After the first three questions this laborious method was modified and a full typed copy was produced at the fourth hearing. The "hard copy" was then used to transcribe the selected details. This was found to be a much less cumbersome and more reliable means of obtaining and checking the data⁴. It was frequently necessary throughout the later period of the research to re-check details of taped comments and the index system helped to accomplish this in an efficient manner.

3.9.13 Precautionary measures

Precautions were taken to offset any problems which might occur on arrival at,

¹ Hitchcock and Hughes 1989 p75.

² Further details about the mechanics of oral transcription in figure 7.1.336.

³ For further information on research characteristics see figure 7.1.319/8/10.

⁴ Copy of computer disk included in the thesis.

or during, the interviews¹. Tapes were tested before setting out and again at the beginning of the interview. A spare (pre-tested) tape was included and the tape recorder cleaned and tested before leaving for each interview. An extension lead was also taken in order to be able to conveniently site the recorder near to the interview, even from remote socket outlets. In spite of these precautions some recordings were ultimately more difficult to listen to than others and one 'faded' to a low volume a quarter of the way from the beginning. This was not discovered until after the conclusion of the interview. Reasons for these problems were thought to include a fault in the quality of one tape; inconsistent control settings on the recorder; variations in the tonal quality, intensity and direction of speech; and on one occasion the recording machine developing a fault (which was attended to in situ). The tapes were all transcriptional irrespective of these complications, although they added difficulties to the task².

3.9.14 Cooperation from interviewees

The experience of the author was that principals throughout were willing collaborators, frank, open, highly articulate and eager to cooperate fully. Each put forward views from a personal standpoint (adding wider perspectives if requested to do so), some displaying more caution than others. Most demonstrated a sound understanding of the nature of the research, the education system and the roles played by local and national governments in the provision. There was a lucid awareness of party politics and election results at both local

¹ Further details about data collection in figure 7.1.326.

² Further information about oral transcription demands contained in the notes to figure 7.1.336.

and national levels and of how these matters affect the further education situation. Some intoned their perceived ability to influence decisions at these levels but also exhibited a conscious need to remain unaffiliated to any particular political philosophy. All principals demonstrated an understanding of the environments interfacing their college, how these affected the college, and their own parts played in this dimension of activity. Such expressed openness does not, however, rule out possibilities of exaggeration, objectification or mendacity in the intercommunications¹. The interview situation allowed the author the facility for further interrogation if any doubt emerged, but this in itself presupposed a depth of knowledge of the subject under discussion which was not always felicitous. Homogeneity of approach across the fifteen interviews was applied to help stabilise such possibilities as far as possible². Awareness of the subject matter, cognisant use of the senses, and a knowledge of many of the people interviewed also assisted, in order that questions could be pursued or rephrased to tease out details. It was appreciated that this knowledge in itself could also be a drawback, and care was taken not to pre-empt responses or guide answers in any particular direction³.

3.9.15 Reliability of information

For all their strengths, surveys are known to have weaknesses. People may agree the facts of a situation but not necessarily their meanings, and reliability of

¹ For further details about the organisation and nature of talk see figure 7.1.335/8/9.

² Further details about triangulation included in figure 7.1.313/2.

³ Further information about interview situations and bias is contained in figures 7.1.305 and 7.1.333.

information can be a cause for concern¹. It is difficult to record responses and, their quality, reliability and validity depend on the interviewer. It is also accepted that different interviewers may obtain different answers. The context also, which may have the advantage of providing useful non-verbal information², may have some of the disadvantages of a catalyst affecting responses; due for example to interruptions or pressure of time³.

3.9.16 Relationships between interviewer and interviewee

Questions on sensitive topics, it is reported, may lead to the respondent hesitating to continue⁴. Also, in an effort to obtain objectivity some approaches may not be amenable to the social contexts of the interview, the characteristics of the interviewer, the interviewee, or the topic under investigation; nor flexible enough towards questions of design and wording, nor congenial to the problems of recording⁵. It was accepted throughout that interviews depend heavily for their success on relationships developed between interviewer and respondent⁶.

3.9.17 Other sources and meetings attended by the researcher

One further weakness of surveys is that of being 'snapshots in moments of time'. This was counterbalanced by disseminating the interviews over several weeks,

¹ Anderson 1990 p154.

² Further details on data in figure 7.1.315.

³ Anderson 1990 p223.

⁴ Moser and Kalton 1979 p53.

⁵ Hitchcock and Hughes 1989 p85.

⁶ Ib. 1989 p86.

extending the discussion via the 1993 interviews and maintaining contact with the service through meetings and other sources throughout the research. Principals' meetings, seminars, conferences and discussions attended fell into two main categories. Firstly, formal meetings with official minutes and procedures were usually arranged on a regional basis five or six times each year, and occasionally on a national basis two or three times per year. These formal meetings, invariably held in colleges of further education in the Midlands, covered a wide range of topics including staff pay and conditions; education and administrative matters; TECs; the Education Reform Act and the Further and Higher Education Act; representations on other bodies and committees, White Papers on education, training and other relevant matters; NVQs; local management of colleges including funding and units of resource; and the future of the service. Secondly, less formal discussions, seminars and conferences were held in many different locations and types of accommodation ranging from colleges to hotels or board rooms in industrial premises. Focussed topics, usually covering a single subject, invariably began with one or more 'keynote' speakers with specialist knowledge to impart. For example, an officer from the Department of Education and Science might address the meeting, followed by less structured but usually well organised discussions in small groups. The author was a frequent attender at many meetings of both types during the research. Many principals and other staff from within (and outside) the project area were also more than willing to comment fully and provide additional substance on aspects of the service covered by the research; help which was welcome, updating material and providing lines of thought for further investigation.

3.9.18 Background of the interviewer

The author makes no claim to being an expert interviewer or researcher. Trained in the Midlands as an engineer, then, entering further education as a lecturer, retrained through a further education certificate course and a professional management course. Some years later he was appointed head of department then promoted to vice-principal in a South of England college, finally spending twenty-three years as principal of a college in the East Midlands. During this time the author conducted part-time research over a four year period studying causes of student failure in East Midlands colleges, and was awarded a masters degree. It was thought that this type of training, experience and position, with all its disadvantages, would provide a background which could enhance the research process¹. As an interviewer the author was conscious of the need to be aware of the pitfalls to which practitioners are prone², to take into account assumptions to which involved parties are particularly susceptible³ and to avoid bias⁴. The need for a rigorous approach to the collection and analysis of data was recognised to be of paramount importance⁵, and again the author's background and experience were thought to be of practical value in this respect.

¹ For further details on educational research characteristics see figure 7.1.319/7.

² Further information about interviews is contained in figure 7.1.310.

³ Further information on research assumptions contained in figure 7.1.321.

⁴ Further details about interview bias in figure 7.1.305.

⁵ For further details on interview analysis see figure 7.1.331.

3.10 Limitations on the Investigation

3.10.1 Selectivity and size of the project

At an early stage in the research the necessity to be selective in such a potentially large subject became apparent. In addition to restrictions created by the choice of research area, the chosen methodology, and the ability of the researcher; factors such as choice and availability of subjects, resources and materials, costs, and limitations of time also imposed controls on the boundaries of the project.

3.10.2 Limitations on the scope of the research

The research touches on the effects of allocation and utilisation of resources, changing student populations, changing staff conditions of service, and the impact of two major pieces of Government legislation on the further education service, local education authorities and college governing bodies. However, deeper studies of these particular aspects were beyond the scope of the research.

3.10.3 Further education interfaces

More profound studies into the environment of further education and its relationships with other environments were curtailed. Interfaces such as schools; industry and business; TECs; the careers service; LEAs and the DES (later DFE); and the Council for funding and regulation following the distancing of colleges from local authority control (FEFC); all suffered the imposition of limitations, although the research revealed dynamic relationships existing

between them.

3.10.4 Groups not covered by the project

Studies of reactions of groups other than college principals, including other college staff, students; governors; DES, FESC and LEA personnel; were inhibited through the difficulties of obtaining sufficient reliable evidence in a project of limited scale.

3.10.5 Management staff training

Consideration of training for management staff in further education did not produce enough reliable evidence to form more than tentative conclusions, time and cost causing this area to receive little more than a minimum of attention. Again, the research could barely skim the surface of this important topic.

3.10.6 Constraints within the research project

Apart from the limitations of time and the resources of a sole researcher, the nature of the study itself and the subjects involved in it imposed constraints. One inescapable restraint was the information interviewees and respondents wished to impart, what they decided to omit and the frailties of each person's perspective. The small numbers involved in the 1989 cohort and the 1991 and 1993 samples and the constrained geography of the research were also inherently limiting. To conduct a larger survey was estimated to be outside the limited budget at the author's disposal and also of dubious value if the experience of

other researchers was taken into account¹.

3.10.7 Limitations caused by the focus of the research

Concentration on certain matters inevitably induced the curtailment of others, but it was felt that focusing the study on further education principals would secure the depth of observation needed for the success of the project. This decision unavoidably meant limiting incremental studies of conduct of meetings - senior management team, academic board, advisory committees, and governing bodies; and further investigations of day-to-day college affairs such as education and training issues, administration, technician services, library and learning resource services, refectories, and caretaking and building services.

3.10.8 Limitations on developments as the research progressed

The research impinged on aspects of national and local government policies. At national level these included Education and Training Acts, White Papers, Regulations, Circulars and Administrative Memoranda. At local level, they encompassed cooperation with other colleges, schools and private providers, and issues such as college developments: closures, amalgamations and new colleges, building projects, and negotiations about transfer of land, buildings and other assets in readiness for the incorporation of colleges under the 1992 Further and Higher Education Act. Desirable though it might have been to pursue these issues in greater detail, time, finance and resources limited the extent of

¹ See Pyle 1986 p130 for further information.

involvement.

3.11 Areas Meriting Special Attention

3.11.1 Proposed changes to the FE system in the 1980s

As mentioned earlier¹ it was obvious from the commencement of the research that Government actions during the years prior to the Education Reform Act were having a profound effect on the further education service and on the thoughts and actions of college principals. For some time the efficiency and effectiveness of the service had been challenged², leading to pressures on principals to increase staff/student ratios (SSRs) and monitor staffing resources more effectively.

3.11.2 Competition, assessment and demographic trends

Concomitant with the progression of the 'Great Education Reform Bill' (GERBIL) through Parliament, other forces were also acting on the further education system. A forecasted demographic decline in the population of sixteen year-olds was having its effect on the sector and school sixth-forms. Private providers of training were extending their remit to include services hitherto provided by the FE service. The newly established National Council for Vocational Qualifications (NCVQ) was undertaking a radical review of vocational learning delivery systems and assessment procedures.

¹ See chapter 3.2.2 for further information.

² See chapter 3.2 for factors affecting change.

3.11.3 Market forces and the further education system

The 1988 Education Reform Act, with its emphasis on changing college government and the management of college resources, amalgamated and reinforced previously expressed views¹. The new era established by the Act and declining student populations encouraged competition between colleges, between schools and colleges, and between colleges and private training providers; and marketing of products became a promoted 'important' activity.

3.11.4 Advances in office technology

Computer developments and extraordinarily rapid advancements in information technology were revolutionising not only the teaching environment but also the administration systems in colleges. The development of specialist management information systems (MIS) received much Government encouragement.

3.11.5 Economic pressures

Significant reductions in college budgets accompanied the 1988 Act. Many colleges needed, for the first time, to consider making staff compulsorily redundant in order to meet financial commitments.

¹ See section 3.2.2 of thesis for further details.

3.11.6 Changes in college governance

Newly formed governing bodies, with greater proportions of industrial representatives as members, and vastly increased powers and responsibilities, discovered both freedoms and constraints in their colleges. In tandem with these new responsibilities came greatly enlarged workloads for college governors and managements.

3.11.7 New responsibilities for college principals

Responsibilities of college principals dilated with the new legislation and accompanying these changes was the perceived need to radically alter the management structures in many colleges. These variations often resulted in significant transfers of responsibility within colleges, from smaller top management tiers to middle management sectors at senior lecturer level. Powers of academic boards and governors' advisory committees were diminishing, and the newly created governors' finance and general purposes committees were in the ascendancy as powerful and potent forces in college management.

3.11.8 The 1991 White Paper, Education Bill and 1992 Act

The 1991 White Paper 'Education and Training for the 21st Century' contained recommendations for removing the control of colleges from LEAs to a newly proposed central funding council. This became a central issue in discussions during the later stages of the initial research. It highlighted matters of import to principals, such as responsibility for control and monitoring of college budgets,

ownership of land and buildings, the powers and duties of boards of governors, and the proposed additional responsibilities of becoming employers with attendant personnel and allied issues previously dealt with through LEAs. The 1992 Further and Higher Education Act implemented the White Paper proposals. Thus all the issues introduced now became matters of imminent concern and college planning continued in earnest. These issues more than any other reshaped the substance of the objectives of the research, becoming an imperative for inclusion.

Chapter 4

ANALYSIS

4.1 Statement of Results

The results may be considered to consist of three main sections:

1. The analysis of the 1989 questionnaires to East Midlands college principals. (See chapter 4.3)
2. The analysis of the follow-up interviews conducted with a sample of this cohort. (See chapter 4.4)
3. The analysis and inclusion of final discussions with a small selection of principals having national status in the further education echelons, together with further information from published sources. (See chapter 5)

4.1.1 The 1989 Questionnaire to college principals

The East Midlands college principals' questionnaire was designed to secure reactions to what were thought to be important issues affecting college managements at the beginning of the research. The questions were constructed such that the follow-up survey of a smaller sample of principals could be undertaken eighteen months to two years later, following the fuller implementation of the 1988 Education Reform Act.

Questionnaires were sent to principals of all further education establishments in

the East Midlands on 15 November 1989¹. A copy of the questionnaire and the covering letter sent to principals is included in figures 7.2.3 and 7.2.2 respectively².

An identification chart of questionnaires and responses is given in figure 7.1.359. Figures 7.1.401 to 7.1.449 contain the synthesised returns of the 1989 questionnaire to principals in tabular format and figures 7.1.401G to 7.1.449G show these values graphically³. Chapter 4.3 of the thesis contains a summary, and volume II details of the analysis of the questionnaires.

4.1.2 The 1991 interviews with college principals

Fifteen representative East Midlands college principals selected⁴ from the 1989 cohort were visited by the author in 1991 and interviewed following a predetermined pattern, with the assistance of an accepted questionnaire⁵. All fifteen agreed readily to the format and details of the discussions, giving very full replies to the questions asked. The protocol outcomes were recorded and word-processed on to computer disk attached to the thesis. Figures 7.1.451 to 7.1.491 contain the synthesised responses and a summary and details of the analysis are given in chapter 4.4 and volume II of the thesis respectively. Quotations from the interviews are shown as indented paragraphs. Words shown in parentheses are the author's interpretations of poorly articulated, muffled or omitted

¹ See chapter 3.4.4 for further information about cohort.

² See chapter 7 for details of figures.

³ See LOTUS 123 figures on attached computer disk for details.

⁴ See chapters 3.5.5 and 3.9 of thesis for further details of selection process.

⁵ See chapters 3.6.4; 3.7.8 and 3.9.3 of thesis for further details of the 1991 protocol.

responses on the audio tape.

4.1.3 Concluding discussions with 'figurehead' principals

Findings from the above projects were finally pursued individually with a small number of Midlands principals having connections with national organisations¹ and embodied in the observations in the culmination of the research².

¹ See chapter 3.6.7 for further details on this additional validation process.

² See chapter 5.1 to 5.8 for details of this process and attached disk for full transcripts.

4.2 Details of Colleges and Principals Covered by the Research

4.2.1 The East Midlands colleges of further education¹

Colleges visited by the author during the research in 1991 varied in size, location, style, character and complexity². Some were purpose built establishments, others conversions of buildings previously used for other purposes. A few were housed in buildings constructed in late Victorian times, others in modern multistorey blocks. Most colleges were multi-site institutions and some had buildings situated in more than one town. Nearly all were located near to the centre of the town or urban area they served, a few some little way (in some cases a mile or two) from such centres. In some instances managements had gone to considerable lengths to ensure that the college was well signposted in the vicinity.

Some colleges were about the size of medium secondary schools, with a few hundred students. Others were very large organisations having several thousand students in huge campus settings stretching over many acres of buildings and grounds. The magnitude and complexity of the courses of study were examined in a review of some of the college prospectuses collected during the 1991 visits. These indicated that an average of some eighteen different course areas were offered including such spheres as:

Adult Education; Business/Management/Professional;

¹ See figure 7.1.350 in chapter 7 for list of colleges covered by the research.

² See figure 7.1.354(chapter 7) and chapter 4.3.1 for further details of the colleges associated with the 1989 postal questionnaire survey.

Computing; Construction & Wood Crafts; Electrical, Electronics, Engineering and Associated Crafts; Floral Crafts; Food Studies; Hair and Beauty; General Interest and the Humanities; Modern Languages; Motor Vehicles; Music, Dancing and Drama; Personal Development; Recreation, Sports and Leisure; Science and Mathematics; Secretarial Skills; Social Work and Caring; Textile and Soft Crafts; and Visual Arts, Photography and Pottery.

One college listed 45 different full-time courses on offer to students.

A few shared teaching and social facilities with other colleges, schools, polytechnics, and universities. Many had excellent student and staff service facilities in the form of refectories, libraries, resource centres, and common rooms; others managed with less than these extremely high standards. Some boasted large, clearly signposted, well staffed and opulently appointed reception areas, others had small, discreetly sited, college offices.

4.2.2 College visitors' reception areas

The researcher was so struck by the diversity of visitors' reception facilities and styles that additional comment was thought to be appropriate since this is the 'shop window' of any college. The utility ranged from being a welcoming receiving area in most cases to, in others, that of almost serving as a filter, protecting the institutions from intruders. In most instances the service was congenial and efficient, but in some it fell short of these aspirations. In appearance some reception areas resembled high class business organisations, in

others they were difficult to find, sometimes behind closed doors, and the press of the bell did not always attract immediate attention. Most had made considerable efforts to improve this aspect of their organisation but a few had not foreseen any need to alter what appeared to be their traditional approach to visitors to the college.

4.2.3 Some lasting impressions of colleges

Most colleges had an aura of busy, well organised institutions; some extremely so. All left one with the impression that they were heavily used but clean and adequately cared for in work areas, offices, corridors, social areas, toilets and eating places¹. Although many were in need of decoration in parts, others were actively engaged on 'self-help' refurbishing projects. Car parking appeared to be a major problem in nearly all the institutions. Some had purpose built car parks (even some of these were inadequate), others used what space was available to them in sometimes very cramped sites. Most relied on parking in adjacent streets to 'top up' their own facilities. In one case a walk of about half a mile was necessary, having failed to find a facility in the college vicinity. Some made special provision for visitors' parking. In all cases the interviewer found college staffs, in this and other respects, helpful and in most cases hospitable.

¹ As colleges' student numbers increased throughout the research, this situation became exacerbated by the more intensive use of buildings. (Further information on this subject may be found in the Times Educational Supplement Dec11 1992 p4, in an article based on the survey conducted by KPMG Peat Marwick).

4.2.4 The East Midlands college principals¹

A profile of East Midlands college principals is given in figure 7.1.353² and those covered by the 1991 survey in figure 7.1.356. Principals' backgrounds covered a number of academic disciplines, training and experience. Contrary to popular belief, only two of the fifteen interviewed were from industrial backgrounds, the remainder more or less equally divided between business studies, humanities and sciences. Most were male³, although two further female East Midlands principals were appointed and in one case a female leaver was replaced with a male during the period of the surveys. Principals' ages ranged from mid-thirties to over-sixties, and length of principalship divided fairly evenly either side of five years⁴. Some were known to the author by virtue of attendance at meetings, conferences and seminars; others were little known and in some cases (mainly new appointments) unknown.

¹ See also chapter 4.3.2 for further details of the 1989 cohort.

² See chapter 7 of thesis for further details of figure.

³ For further details see chapter 7 figures 7.1.353 and 7.1.356.

⁴ See figure 7.1.353 for further details.

**4.3 Summary of the Analysis of
Responses to the 1989 Questionnaire
to East Midlands College Principals¹**

4.3.1 The East Midlands Colleges

1(a) What is the group size of your college, 1(b) What is the size of your college in FTEs, 1(c) How many teaching staff do you employ in your college, 1(d) Is your college a tertiary, FE, other ...²

From replies to the above questions it may be seen that most colleges were officially designated (major) colleges of further education irrespective of the various titles used by them. There was a small number of tertiary colleges and an equally small number of rural colleges. The 'Average' college was one having a 'Burnham' category 5 to 6 or a DES (AMS)³ category 1500 to 2000 FTEs, with a full-time teaching staff of about 120 and utilising the services of some 100 to 200 part-time teachers. The policy of changing college size designations from the Burnham grading of courses to the AMS system, using full-time equivalent students instead of student-hours, indicated a shift of funding parameters which no longer supported the concept of course grades and their length in hours per week. This policy change in due course encouraging the growth of student numbers (particularly full-time students) and the reduction of taught hours⁴.

¹ See full analysis in volume II for further details.

² See figure 7.2.3 for details of questions.

³ Annual Monitoring Survey. See figure 7.1.102 for further information on acronyms.

⁴ See chapters 4.4.1.3 and 4.4.4.2 for further information on growth and student numbers.

4.3.2 Details of college principals

2(a) How long have you been Principal in your present college, 2(b) What was your previous post, 2(c) Did you receive any formal training in Management before taking up your present post...¹

From this part of the study it may be deduced that the 'average' East Midlands college principal at the time was predominantly male, in post for approximately seven years, with immediate previous experience as a vice-principal and with some, though probably not extensive, prior formal management training. Recent appointments were reportedly more highly formally trained in management techniques than their earlier counterparts, particularly those in post from 5-10 years. The normal route to a principalship in the majority of cases for all types and sizes of college in the East Midlands was via FE teaching, followed by experience as a head of department and then a vice-principal's post. Some progressed from principalships in other, possibly smaller colleges.

Other routes, for example directly from head of department, HMI, or LEA posts were rarely used, and no cases of appointments being made from outside the service were reported in the cohort.

¹ See full analysis in volume II for further details.

4.3.3 College management structures

3(a) What is your college management structure, 3(b) Has your management structure been changed recently, 3(c) Are you considering changing your management structure..

From the replies to the questionnaire it was observed that although the majority of colleges in the East Midlands had recently changed their internal management structures, the 'average' East Midlands college structure at the time of questioning was still predominantly traditional departmentally orientated. Most changes in internal management structure were to a non-departmental system. Others were planning to do so and some even planned further changes following an interim change (the interim change in the main had been to an intermediate type, combining departments to make fewer, larger units). Few principals indicated an intention to perpetuate the traditional departmental structure of internal college management.

4.3.4 Timing and membership of senior management team (SMT) meetings

4(a) How often does your senior management team meet, 4(b) Who is in membership of your senior management team

From the survey replies it may be concluded that all East Midlands colleges at the time of the survey had senior management teams (or their equivalents) which in most cases met regularly and frequently (on average at two weekly intervals). These teams usually comprised the principal, vice-principal, chief administrative officer and heads of departments or their equivalent and in some cases other promoted members of staff with management responsibilities in the college.

4.3.5 College development plans

5(a) Have you drawn up a college development plan, 5(b) If you have a college development plan were your senior management involved in its preparation, 5(c) Has your plan been submitted for support/approval to SMT, academic board, governing body or LEA...

The results of this section show that most colleges had development plans but these, in many cases, were almost certainly WRNAFE plans required by the Training Agency. In some colleges in-depth planning had taken place, indicated by the involvement of senior management teams, and in some cases plans had been submitted to college academic boards and governing bodies for their support. In a number of cases LEAs had been involved in development plans, particularly those for submission to the Training Agency, sometimes submitting such plans on behalf of their colleges.

Some colleges had prepared detailed development plans, fully discussed in the college and which had the support of staff, governors and the local authority, which were believed to be intended as tools for the use of management within the college. Colleges differed in their approach to development planning and a distinct lack of cohesion and control was evident. The question who, other than senior management teams, should be partners in the planning process, remained an unanswered one at this stage.

4.3.6 Strategic planning¹ and funding in colleges

6(a) Have you been involved in selecting the new governors for the college under ERA, 6b) To what extent were you personally involved in drawing up your LEA strategic plan before its submission to the DES, 6(c) In drawing up the LEA strategic plan would you have liked more personal involvement, less personal involvement, the same involvement, 6(d) Will the proposed ERA funding for your college be more than adequate, adequate, less than adequate, don't know yet, 6 (e) Who manages the 'full cost courses unit' in your college..

It may be concluded from this section that whilst most principals had been involved in the selection of new governors for their colleges as required by the 1988 Education Act, nearly 20 per-cent expressed some dissatisfaction about the depth and type of involvement allowed. In many cases authorities and/or colleges selected the nominating bodies rather than individuals. The questions in this section proceeded to identify those principals who had been personally involved in assisting their LEAs to draw up strategic plans for submission to the Department of Education and Science following the Education Reform Act. A substantial minority of principals were 'very much involved' but the majority of principals replied that they were only involved 'to some extent', some having 'very little involvement'. This point was pursued in more detail and it was disclosed that many principals would have liked more personal involvement. However, over half the cohort expressed satisfaction at their degree of

¹ For further information about strategic planning see chapter 4.3.6.2.

involvement in the process. Everyone agreed about not wanting less involvement and a number of principals indicated satisfaction with their limited involvement. Most principals were unsure whether the proposed ERA funding to colleges would be adequate, the remainder were divided equally about whether the proposals would be adequate or inadequate. There was felt to be a wariness in the replies to this question which manifested itself in the ambiguity of the response. The replies indicated that there was virtually a total involvement in attracting full-cost courses to colleges and again the questionnaire exposed a variation of management approaches to the organisation of this area of colleges' work. These ranged from the principal being responsible, to a separate area of work under the supervision of a discreet appointment of 'manager'. The importance of this work to colleges was recognised by the fact that in most cases the manager responsible was a senior member of academic staff, often of head of department or equivalent rank.

4.3.7 Computerised Management Information Systems in Colleges

7(a) Are you using computers for your FESR returns, 7(b) Are you using computers for other college management information systems, 7(c) What admin' computer system(s) are you using, 7(d) How useful do you find computer information, 7(e) Are you a computer user yourself...

The conclusions to be drawn from these responses are that there was probably a less than full understanding by principals of the usefulness of computers for management purposes at this stage in their development. There appeared to be some doubts about the ability of these aids in their present state to produce the desired results, although extensive use was made of computers for some areas of

college management information. The survey provides evidence that some authorities showed a firm lead on the type of computers used for college administration. It also indicates that some authorities and individual colleges were much further advanced than others in the use of this equipment.

4.3.8 Colleges' capacities for diversification

Questions **8(a) Is your college a managing agent for YTS and ET, 8(b) Is your college part of a consortium of schools and college, other colleges, TVEI partners, 8(c) Do you operate link courses with local schools, 8(d) Does your college operate a college company (or companies), 8(e) Do you have access to a marketing manager at LEA level, at college level, no one designated yet, 8(f) Does your college offer an open learning facility, 8(g) Does your college offer access (to HE) courses, 8(h) Does your college offer open access workshops on a 'drop in' learning basis..** sought information

about the colleges' capacities to offer opportunities to students from a wide diversity of backgrounds. It may be concluded from these replies that over half of the colleges in the sample managed YTS schemes, including all of the rural craft colleges. Only a very small number of colleges managed ET schemes and some principals appeared to have very little information about such schemes. Replies showed that there was much co-operation between colleges and local schools although inconsistencies indicated that different interpretations of the term 'consortium' were applied. Most saw themselves as partners with local schools, many of these through TVEI schemes and most, if not all, through link courses. It was interesting to note that 9 of the 20 colleges who were TVEI partners did not perceive themselves as part of a consortium with schools. There

were very few acknowledged partnerships with other colleges and some of these were cautiously presented as "loosely". Few colleges operated college companies and of these even fewer were registered. There was, however, evidence that colleges were developing this aspect of their work. It was clear from the returns that marketing the college was considered very important in nearly all colleges in the survey. One of the East Midlands LEAs offered a marketing service to all its FE colleges. Only three colleges did not appear to have a clearly defined 'marketing staff responsibility' at either college or authority level, two of these being colleges in the same large city. A high proportion of colleges had extended their delivery systems to include open learning facilities and 'Access to HE' courses, with over 77% offering open access workshops on a 'drop-in' learning basis.

4.3.9 Staff appointments and induction procedures

From question **9(a) Do you appoint the staff to your college**¹ it may be concluded that although a number of different approaches to the appointment of new staff prevailed in the colleges, 84% involved governors in senior appointments and all colleges involved other senior staff in varying degrees in other teaching and non-teaching appointments.

Some college principals delegated teaching and non-teaching appointments to other senior staff in the college. In no cases did principals admit to appointing staff of any grade in their colleges without the involvement of other senior (and

¹ Set to investigate the differing degrees of responsibility held by principals or shared with others in the task of staff appointments in colleges. Further information about staff appointments following the 1988 Education Reform Act may be obtained from DES circular 9/88 sections 5,6,7 and 8.

in some cases junior) staff. The majority of colleges indicated that they offered a formal induction programme for new staff. All colleges who replied to the questionnaire stated that they had designated staff development officers (SDOs), who differed in seniority. In many colleges the task was undertaken by a senior member of staff in addition to other managerial responsibilities.

4.3.10 Academic boards and governors' advisory committees

10(a) Is your present academic board advisory to the principal, advisory to the governors, decision making, 10(b) How often does your academic board meet, 10(c) Do you feel the quality of advice from your academic board is very good, good, reasonable, poor, 10(d) How effective do you anticipate the Board will be after ERA, 10(e) How often do your governors' advisory committees meet, 10(f) How good do you feel the quality of their advice is, 10(g) How effective do you anticipate they will be after ERA...

Conclusions which may be drawn from these replies include information that academic boards appeared to meet regularly, most termly and some more frequently, with many governors' advisory committees convening as the need arose. Most college principals showed less than high regard for the advice received from college academic boards¹ and governors' advisory committees, some being described as ineffective. They indicated few expectations that the situation would improve following ERA. Although most principals described academic boards as advisory, some boards had executive powers and in at least

¹ Following Circular 7/70 their formation in the HE sector brought strong union pressure for them in FE colleges. In the authors recollection this was treated with caution by FE principals. In spite of difficulties, academic boards played an important part in the democratisation of college decision making in the 1980s.

one case the principal ascribed executive powers to the college board where none was prescribed by the Articles. Periods of distrust¹ were felt to be a contributing factor to many of the adverse reactions to academic boards registered in the responses.

4.3.11 College development factors

The two questions **11(a) How is your college developing at the moment and 11(b) What is your current college SSR...** were designed to ascertain the directions of some contemporary trends in college size.

It was observed from questions 11(a) and 11(b) that most principals saw their colleges expanding, some expanding rapidly. In fact only one principal reported a decrease in college size. All colleges were growing in one LEA, which had also achieved an SSR greater than 10 in all its colleges except the rural craft college, which shared the highest SSR for its type. Nearly half of the colleges had SSRs less than 10, a problem for their development given the government expectations on SSRs. Three-quarters of the respondent colleges with SSRs greater than 10 were in growth categories, and 70% of large city colleges had SSRs greater than 10.

4.3.12 LEA support for colleges

Question **12** asked, **How would you describe your LEA support at the moment** and it may be concluded from the responses that most colleges did not

¹ The perceived difficulties with academic boards were pursued further in the 1991 interviews.

rate their LEA support highly. Over half described it as less than good. All but one of the colleges in one authority declared LEA support as less than good and in another LEA all but one thought it good or very good. Three of the colleges who described their LEA support as poor were from one LEA.

4.3.13 Personal perspectives of the job of principal

Question **13** asked, **Do you enjoy your work as a principal...**

The results of this question tended to indicate that 58% of principals showed considerable enthusiasm for their work. Further investigation revealed less than positive tendencies in the relationship between job enjoyment and length of time in post. There was however a strong positive relationship between principals who enjoyed their work a great deal and the perceived quality of support from their LEA.

4.3.14 Principals' personal views of the immediate future

Question **14** asked, **How do you personally view the next two years...**¹ It would be reasonable to conclude from this section that many principals were very worried by the prospect of developments over the forthcoming two years, but the great majority saw this period as an exciting challenge. Interestingly, the longer serving principals (over five years in post) were more optimistic about the future than their more recently appointed colleagues. This possibly suggested confidence bred from experience or stability of tenure, or even simply a greater

¹ Referring to the academic years 1989/90 and 1990/91.

knowledge of the hierarchical system. Again there was a strong positive relationship between optimism for the future and support from the responders' LEAs, and conversely the reverse was the case where LEA support was seen as less than good.

4.3.15 Principals' identification of main factors of FE development in the immediate future

Question **15** asked **What do you think are the main factors which will affect the development of further education during the next three years...**¹

It was ascertained from these replies that the major concerns of principals in 1989 about the approaching three years were demographic trends and the Education Reform Act. These were followed considerably down the order by: other Central Government policies, LEA policy changes, labour market trends and changing assessment techniques. An interesting result of these findings was that all the colleges except the rural crafts college in one LEA seemed less inclined to primarily consider demographic trends and the ERA than their colleagues in other LEAs. One further interesting observation to emerge was that 60% of the rural crafts colleges chose demographic trends as their main immediate concern, the other 40% choosing the ERA. Many principals expressed their reluctance to confine their choices to 'only three', considering all ten to be main factors which would affect further education during the following three years.

¹ A more general term indicating the foreseeable future.

4.4 Summary of the Analysis of
Responses to the 1991 Follow-up Interviews with
Selected East Midlands College Principals¹

4.4.1 Students

4.4.1.1 College recruitment

First, interviewees were asked about students: **(1.1) has your college recruitment increased/decreased during the last two years? and can you explain why.** A quantitative assessment of their responses is illustrated in figure 7.1.45¹². Ten of the fifteen answered in the affirmative. Five explained that numbers were about the same [Ints 4,5,6,7,15]³ and these included most types and sizes of college, four of the five principals being in post for fewer than five years. None reported that numbers had decreased over the two year period, with one possible exception who claimed that this year's decrease equalled the previous year's increase.[Int 4]

Many East Midland colleges had expanded rapidly in numbers and types of student during the two years 1989-91. This growth had occurred within the new freedom afforded by the 1988 Education Act, during an economic recession and an era of rapid technological change, in a competitive market within a period of demographic decline. Some had grown more than others, with smaller ones,

¹ See full analysis in volume II for further details.

² See chapter 7 for figure.

³ References to interview comments or views are indicated in the form [Int 1,2...], with interlocutions indented, numbers have been ascribed in itinerary order.

particularly on the fringes of larger cities [Ints 1,8,9,14], expressing a vulnerability to the predatory entrepreneurialism of larger and inner city colleges. Most colleges in the sample had made specific efforts to market their courses and improve their environments and delivery systems, with others indicating an awareness of the need to do so. The interviewer was left in little doubt that enterprise and marketing activities were regarded by most as imperative, their efforts being rewarded by the influx or retention of full-time and other students in what was perceived to be an increasingly volatile education and training climate. In spite of this college development there was little evidence of growth in industrial or commercial training, and the changed college expectations in this respect were polarised in the following comment:

It does not fit what the Government said would happen. What we have not seen is the 'great take off' in employment training; it's not happened. The culture change has not taken place and all attempts to impose it have failed. What we have seen is that the youth training funding has declined, so has the level of post-sixteen training - even including the YT bit. I would question whether most employers have ever had a (training) policy anyway. There are the traditional areas - apprenticeship etcetera - and these have changed. Works training schools have closed down and (firms) now look to colleges, shop around several and choose the one that provides what they require. What used to happen was they would always go to the local college and ask: 'what course do you think is right...?' or, 'give me a City and Guilds number!' But we are (now) not talking of vast numbers, we're talking about ten, whereas ten years ago this would have been 30/40/50. So, yes, they are looking at their production methods. They are looking at a very specialised sort of

training and they will go and get it wherever they want it, or you've got to put it together for them [Int 13].

4.4.2. Staffing

4.4.2.1 Staff remission from teaching duties

The second series of questions dealt with aspects of staffing in the colleges.

Leading with question (2.1) which inquired **what do you think is the future of college staff remission**¹. Again there were full answers to this question² which had manifestly exasperated managers in further education establishments over many years³. Synonymous expressions used by interviewees during this aspect of the study included the terms abatement and reduction. Figure 7.1.452⁴ shows a synthesis of aspects of the responses.

Strong reactions indicated antipathetic and some sympathetic attitudes to the system of awarding remission. Whilst the pattern of allocating remission was transforming at the time of the research, implementation was confined to cautious nuances which were intended to attract few adverse reactions from staff. In the prevailing climate of rapid change there was a marked reluctance on the part of most to make immediate and elaborate alterations to existing custom and practice of remission allocation levels. However significant future reconfigurations were anticipated. There was unambiguous evidence that colleges were using the encouragement of remission to foster development and change within the system. At the same time they were conscious of assuaging what was perceived by most to be a strong staff wish to retain this perquisite.

¹ Remission in this context means an agreed reduction in teaching hours for individuals within guidelines negotiated by unions and management.

² See volume II for analysis details.

³ See full text on disk for further comments about this issue.

⁴ See chapter 7 for figure.

Few were fully supportive of remission as a long term strategy and in one case staff were reported:

reluctant to accept such a policy against the advice of the management [Int 8].

Perhaps one summed up the overwhelming feeling about remission which most respondents propounded:

This is an old chestnut and I think it will go [Int 9].

4.4.2.2 Teaching staff recruitment

Next, each was asked **(2.2) have you recruited the maximum number of teaching staff for your college** in the categories full-time and part-time. At each interview it was clarified that this question also sought to discover whether a formula for staffing was used, and if colleges had reduced full-time staffing in the light of budgetary considerations since the implementation of local management of colleges (LMC) in 1989¹. Figure 7.1.453² indicates an outline of their responses.³ No college interviewed increased its full-time staff establishment during this period of unprecedented student growth. In fact two-thirds of the sample decreased their numbers of full-time staff, some significantly, many through early retirement schemes, others by imposing compulsory redundancies. No formulae for calculating teaching staff appear to

¹ As the further education scene was changing at such a rapid rate and new conditions were being implemented for teaching staff, it was felt that some clarification of the wording of this question was needed.

² See chapter 7 for figure.

³ See volume II for analysis details.

have survived the overriding pressures of the 'one line budget'¹. A few admitted trying to maintain a balance of 80% - 20% between full-time and part-time staffing but none treated this as a major objective.

Many expressed relief about their new found freedom to vary staffing according to the perceived needs of the institution, and pointed to governors' support for management led decisions in this aspect of college work, particularly where acknowledged overstaffing was identified. All the signs were of reluctance to engage new (or replacement) staff for any other than urgent reasons and then only after careful consideration and review. Anomalies in some colleges had been addressed over the years by prudent leaver replacement policies. Others had been forced to make hasty staff reductions, sometimes involving compulsory redundancies. In some cases, particularly where there had been a degree of inertia to the necessity of reducing staff, harsh subsequent action was taken by governors. One clearly enunciated awareness from a number of interviewed sources was the need to maintain a sensible balance between educational and economic issues, and the judicious use of staffing as a scarce, valuable and costly resource.

4.4.2.3 Staff conditions of service

Finally on staffing the question was asked **(2.3) have you implemented the 1988 staff conditions of service.. eg averaging, front loading timetables..**².

¹ The total budget allocated to the college and controlled by the college governors.

² During a 1988 salary negotiating round between employers' and employees' representatives, staff conditions of service were changed, including the practice known as averaging, whereby staff were expected to increase work loads during

At the first and subsequent interviews this was widened to include the newly introduced further conditions and changes, particularly with regard to management spine appointments¹. A distribution of comments² is indicated diagrammatically in figure 7.1.454³. The questions referring to averaging and front loading elicited comparatively straightforward responses showing that although averaging to some extent was an established method of timetabling across the sample, front loading was not so widely embraced and five of the eight adopting it were situated in LEAs sympathetic to the proposed changes [Ints 4,10,11,13,15].

Conditions of service in the further education sector were undergoing substantial modification, causing added complications for both management and staff in a period of general change and unprecedented growth. Most principals were managing this aspect with considerable caution, many believing that by so doing they were maintaining stability and encouraging staff to undertake more responsibilities for the general development of the college. There appeared to be differing degrees of cooperation from staff to this tactic, colleges undergoing high growth generally faring better.

Many did not feel their LEAs particularly helpful in this respect, accusing them and unions of procrastination. It was noted that rural crafts colleges worked under different conditions of service from those in mainstream further education.

some periods of the year in 'exchange' for lighter teaching loads during other periods. 'Front loading' was an extension of the above in which staff taught extra hours at the beginning of the year in anticipation of lighter loads later.

¹ The 'management spine' was created in 1990 as a means of reimbursement on a sliding scale to any member of staff in a college designated as management, up to and including the rank of vice principal. Persons engaged on such a contract also agreed a smaller leave entitlement.

² See volume II for analysis details.

³ See chapter 7 for figure.

This seemed to enable them to adapt more easily to the changes, these principals perhaps suffering fewer repercussions than their FE counterparts. One heartfelt comment seemed to epitomise much of what was felt by many in further education:

The dedication, excitement and professionalism is still there but diminished with the changes taking place.

Small colleges were very much family colleges but this has now changed [Int 6].

Budget considerations were not always adequately managed and principals seemed aware of this shortcoming in their staffing systems. Most colleges relied heavily on voluntary attendance by management during college vacation periods rather than formally implementing the recently introduced management spine conditions. Colleges in LEAs 'sympathetic' to the changes had more freedom, and with few exceptions appeared better prepared and equipped to implement the new staff conditions of service than those in 'antipathetic' LEAs.

4.4.3 Competition

4.4.3.1 Relationships between college and local schools

The third section asked questions about relationships with other organisations and competition for colleges, starting with question **3.1 which inquired: what are current relationships like between college and local schools.** Figure 7.1.455¹, showing the distribution of their responses in general terms, indicates that nearly three-quarters of respondents rated the relationship as less than good. Six of the nine respondents who described relations with schools as 'good' or 'reasonable' were from large city conurbations and two were from rural crafts colleges. All six who gave 'poor' accounts of this relationship were from colleges in towns or in one case on the outskirts of a city. It has to be said that those replying that relations were 'reasonable', did so for the most part grudgingly. The responses to this question² gave the interviewer a strong impression of a litany of descriptions of uneasy truces between colleges and their local schools. In a number of instances this had been stretched to and beyond reasonable working limits, relations in such cases being severely strained to the detriment of many students. The reasons for this tension seemed manifold but appeared to be mainly focussed on the competitive elements of alternatives at the 16-19 age group level. Where schools did not offer a sixth-form curriculum, or where colleges offered vocational courses and no academic A levels, strains were considerably lessened and tension was minimal. Tertiary and rural crafts colleges, exemplified in some interviews, seemed to escape these major sources

¹ See chapter 7 of thesis for figure.

² See volume II for analysis details.

of friction. Where good relationships existed outside these two categories they appeared to owe much to the diplomatic endeavours of principals, heads and college and school staffs, and in such cases all parties seemed to benefit from the hard won partnerships achieved.

4.4.3.2 Relationships between college and neighbouring colleges

A similarly phrased question was then put to each interviewee: **3.2 What are current relationships like between college and neighbouring colleges.** Figure 7.1.456¹ shows how 60% of respondents intimated that inter-college relationships were not good. The six principals who stated that they were good, were from delegatory LEAs² *supportive of the current changes*. Those who considered relationships poor included two from a centralised³ LEA and another from a small college on the fringe of a large city within a delegatory LEA. The remaining principals who had mixed feelings about relations with their further education neighbours included two in rural craft colleges, two in large city colleges (from different LEAs), and two in smaller colleges on the periphery of their respective LEA areas and prone to competition from colleges in adjacent authorities.

The symmetry of these responses was set against a backdrop of strong arguments highlighting satisfaction, concerns and tensions⁴.

¹ See chapter 7 for further details of figure.

² The LEA's having declared policy, gave considerable freedom of action to their colleges.

³ These LEA's exercised firm control through their officers, giving little freedom of action to colleges.

⁴ See volume II for analysis details.

The survey uncovered considerable competition between colleges which appeared to undermine much of the collaborative aspects of inter-college relationships. The part LEAs and other bodies played in the encouragement of competition and cooperation between colleges also became apparent during the interviews. Although there appeared to be a trend towards delegatory authorities having colleges satisfied with inter-college relationships, this was overridden in cases where institutions felt threatened by larger neighbours. Some respondents in centralised LEAs also indicated feelings of security with their neighbours, although in one such authority a number were considerably disquieted about LEA developmental activity within their areas of concern. Most agreed, in one form or another, that institution leaders' personalities figured highly in the neighbourliness debate. There was wide agreement also that the proposed introduction of incorporation did little to enhance the relationships between colleges, and some thought that there was at least a partial intention on the Government's part to infuse a further element of competition into the equation. A number felt strongly that the new Government measures were designed to remove further the powers of LEAs from the management of colleges and, although this was welcomed by many, the objective did not meet with universal approval in all its aspects. Some expressed concern at the diminution of rational planning which could result from such a development. Whilst there appeared to be little competition between rural crafts and further education colleges, there was no doubt about the depth of competition between rural crafts colleges. CTCs¹, and TECs² also contributed to the competitive relationships mentioned above and in some instances strong feelings were expressed about these players

¹ City Technology Colleges.

² Training and Enterprise Councils.

and the influences they exerted on inter-college relationships.

4.4.3.3 Relationships between college and local industry

Each principal was then asked the related question: **3.3 What are current relationships like between college and local industry**¹. Figure 7.1.457²

illustrates how interviewees responded generally to the question. Two-thirds gave a clearly positive response.

No-one responded in a totally negative manner and the 27% who indicated that relationships were 'reasonable' seemed to shy away from a totally unequivocal response, perhaps on the grounds that the question was too general.

One respondent did not reply to this question. Interruptions to the discussion at about this point in the proceedings may, it was thought in retrospect, have contributed to this inadvertent omission. However the general tenor of this interviewee's other responses gave the author reason to think that such an answer would have been in the category 'reasonable', with the possible added caveat of 'patchy'³.

This speculation has not been included in the presentation in figure 7.1.457. In addition to the primary responses categorised as 'good' or 'reasonable', secondary reactions illustrated in the figure show that 47% thought that relationships with local industry were 'patchy'. Sixty-per-cent of principals also

¹ A generic term used to describe all commercial organisations in the catchment area of the college.

² See chapter 7 for further details of figure.

³ 'Patchy' is the description adopted by the author about responses which indicated that some individual firms, or some sectors, responded well to the college whilst others did not, often in varying degrees.

indicated that the relationship between college and local industry had recently significantly changed for the better. A number of specific facets of the relationship were identified during the discussions¹ and individual comments were made by way of explanation or in defence of a situation.

Although there was almost unanimous support for the view that college relationships with local industry and business were generally good, it was accepted that this was not a homogeneous pattern and that there was, in most cases, closer liaison with a small number of larger firms, than the larger number of smaller businesses. Massive changes in the patterns of industry and business throughout this period necessitated developments in colleges in recognition of the changing market for training and further education. These changes sometimes meant the closure of whole tracts of work in some colleges, a feature that was met with remarkable resilience in those colleges visited. The survey showed that industrialists on the new governing bodies were proving to be very supportive of colleges, bringing a positive dimension to the college/industry relationship. There was strong evidence that changing management and staff attitudes in many colleges was helping to foster a closer liaison with local industry, bringing benefits for both and for a large number of students and trainees who might not otherwise have attended a college of further education. Most principals interviewed were reluctant to accept that there were any major differences of opinion about industry's view of the colleges' roles. It was conceded however that some criticism of colleges was justified, and that changes in some staff attitudes had served to improve this image.

¹ See volume II for analysis details.

4.4.3.4 Competitors to colleges

As a check on previous responses and to carry these discussions further, each principal was then asked the question **3.4 Which do you perceive as competitors to your college.. local schools, other neighbouring colleges, private providers, other... none.** Figure 7.1.458¹ shows the general response given by interviewees to this question². As this shows, there was broad agreement that colleges regarded themselves as being in competition with local schools, other colleges and with private providers³ in varying degrees. Forty per cent of interviewees also cited other examples of competition, ranging from developing CTCs⁴ to local 'crammers'⁵. Discussions developed such that emphasis on one or other of these competitive elements became evident in most responses⁶. It is also evident from the figure that the weight of feeling lay in private providers presenting the greatest challenge to colleges at the time, although recent Government action through funding mechanisms was acknowledged to be weakening this sector of competition. All colleges though pronounced private providers as the principal competitive threat, nearly half placing added emphasis on this perception. The interviews inferred, as did principals' emphases on this type of competition, that the ubiquitous private

¹ See chapter 7 for further details of figure.

² See volume II for analysis details.

³ Agencies financed through the Training Agency (TA), later superseded by the Training and Enterprise Councils (TECs), to provide Youth Training (YT) for local young people and training for other unemployed persons..

⁴ City Technology Colleges. Secondary technical type schools, established with government funding supported by local industrial (and/or LEA) sponsorships.

⁵ Private schools or colleges offering concentrated GCSE and A level courses or practical subjects eg. shorthand and typing.

⁶ See full transcript on disk for further details.

provider permeated city, small town and rural area alike.

Almost three-quarters felt that competition from local schools was a significant force and an equal number, but not the same group of individuals, thought that other neighbouring colleges presented a competitive threat.

Those who did not draw attention to competitive schools included three from large city settings and a tertiary college where post-sixteen work for the area was largely offered by the colleges. The 27% who did not offer comments about other colleges as competitors included two tertiary colleges, a city college and a rural crafts college.

A number mentioned other competitors, including two who drew attention to newly developed CTCs. Another referred to a number of different competitors but stressed that such competition was useful to the college. The TEC¹ philosophy was drawn to the author's attention as being one more source of competition. Yet another identified local firms offering jobs to young school leavers and also mentioned local 'crammers'. A large city college principal outlined the organisation's own 'alter ego' as one of the main competitors to the institution's progress. Not one interviewee replied that 'none' of the discussed alternatives posed a competitive threat to the college. The survey showed that interviewed principals recognised that local schools, neighbouring colleges and private providers presented strong competitive elements to further education colleges. Interviewees who declared this universal competition included those from all types of college, city, town and rural crafts, implying that

1. colleges were inherently competitive organisations, or that
2. none of these environments in themselves sheltered colleges from

¹ Training and Enterprise Council.

such competition.

Those who identified competitive schools included some who were disturbed about the quality of information about colleges given by schools to school leavers. Many also demonstrated concern about perceived pressures on youngsters to stay at school after statutory school leaving age, for what seemed to them in many cases to offer less than adequate programmes of further education.

Principals who stated that neighbouring colleges were competitors also indicated that this competitive element would increase with the advent of incorporation of colleges. The aspect of private providers raised extra strong feelings, so much so that a number of principals augmented their entrepreneurial activities considerably to combat what they discerned to be a serious threat to their colleges. Most principals gave every indication of coping well with the stresses of competition, some even using these pressures to exhort college staffs to extra efforts.

4.4.3.5 Progress of relationships with schools following ERA¹

In an effort to bring together reactions of college principals about local schools and to determine whether these associations had altered as a result of recent legislation, question **3.5 asked: Have the relationships between your college and local schools following ERA.. (improved) (worsened) (remained the same).**² As may be discerned from figure 7.1.459³ over half the respondents

¹ The 1988 Education Reform Act.

² See volume II for analysis details.

³ See chapter 7 for details of figure.

replied that there appeared to be no change in the relationship. However, of these, 37% [Ints 4,5,8] stated that they could find no further comments to make on this topic, referring to information already submitted in response to previous questions. It was necessary therefore to glean information about this question from these interviewees' earlier responses where possible. Very full replies to associated earlier questions¹ made this task easier leading to the 'remained the same' conclusions in these instances.

Colleges who saw no change in the relationship included institutions of all sizes from all LEAs covered by the survey. The 27% of principals who offered no further comments² also included one [Int 1] where the situation had worsened³. Those proclaiming improved relationships included one inner city college, one large town college and one rural crafts college, from different LEAs. Principals who reported worsening situations, were from peripheral city, large and small town and rural crafts colleges and different LEAs.

This question did not lend itself quite so readily to simple analysis because the very full responses given earlier encouraged respondents to believe they had previously communicated this information, and some did not wish to add to these comments. On checking it became clear from the aggregated responses that less than one-third of interviewees thought that relationships between colleges and local schools had improved following implementation of the 1988 Education Reform Act. Moreover a number of principals were reluctant to categorise such changes as wholly occasioned by the Act, and other factors

¹ See chapters 4.4.3.1 and 4.4.3.4 of thesis and full transcription on attached disk for further information.

² See figure 7.1.459 for further details.

³ See transcript on attached disk for further information.

suggested included demographic trends; "competition in the market place"; withdrawal of Government funding for TVEI projects; and the possibility of schools achieving the newly sanctioned grant maintained status. The majority of principals implied by their comments that ERA had not yet worsened the situation. However it was felt that ERA, together with impending legislation foreshadowed in the 1991 White Paper, coupled with the additional factors mentioned above, could have serious future repercussions on this fragile relationship.

4.4.3.6 Principals' views on the local TEC¹

The final item in this group was one which perhaps resided less easily in a section about competition but, like previous parts, was associated with developing relationships. Question **3.6 What are your views about your college and the local TEC...** asked about an institution at a formative stage in its development which, it was anticipated, would probably provide much of the future funding for further education:

Certainly, as they're laid out in the 'White Paper'² they're going to become a very dominant body [Int 6] They will control loads of FE

¹ Training and Enterprise Councils, set up by the Government as outlined in the 1988 White Paper Cm 540 Chapter 5, were launched by the then Prime Minister Mrs. Margaret Thatcher on 10 March 1989. They were intended to restructure Britain's approach to training and enterprise development and offer employers and the broader community, opportunities to reskill the workforce and stimulate business growth. (Skills Bulletin Issue No 9. Training Agency Moorfoot Sheffield Summer 1989 p1).

² 'Employment in the 1990's' Cm 540 1988, pursued in the newly published White Paper 'Education and Training for the 21st Century' Cm 1536 Vol 1 1991 chapter 5.

money... [Int 15]

Again, they have some of our funds now don't they...¹ [Int 8]

The genesis of TECs was to be found in the movement which spawned the Manpower Services Commission and its training arm the Training Agency. This provided funding which initiated the growth of many private training providers, an anathema to public sector colleges². It was against this background that the question was sited in this part of the discussion, and efforts made to pursue emerging details. Response distributions may be seen in tabular form in figure 7.1.460³. This shows 20% generally satisfied with the development of the local TEC, 47% dissatisfied, and 27% felt that their views were, as with the TECs themselves, in a formative stage. Again these stances were supported with much vigour, qualifying the feelings of many of those questioned.

The 47% who expressed dissatisfaction included principals from city and town, larger and smaller colleges. Rural crafts colleges although apprehensive about outcomes preferred to wait and see how the new units developed before committing themselves more firmly on the issue. Others, whose views were 'at a formative stage' included a large town college and a fringe city college. The principals most satisfied with TECs were responsible for one large town, and two inner city colleges. All but one of the smaller town colleges interviewed seemed to opt for the dissatisfied disposition, although they were not unique in

¹ At the time of the research there was a general feeling that most if not all, of the funding for FE might be channelled through the TECs when they were formed. As the research progressed the F&HE Act clarified the situation somewhat, although according to a later survey conducted by the London School of Economics (see TES 4 December 1992 p12), the arguments continued throughout 1992.

² See also chapter 4.4.3.4.6 for further comments about the TEC philosophy and private providers.

³ See chapter 7 of thesis for details of figure.

this stance. One interviewee inadvertently omitted the question, and in retrospect the author can offer no explanation other than that this appears to have been simply an oversight on the parts of both interviewer and interviewee¹. From the interviewee's other responses² it might be deduced that the most probable reaction would have been 'in a formative stage,' but in an effort to adhere to factual information, this has not been included in the analysis.

The responses to this question indicated mixed feelings about the newly emerging TECs³. Most respondents showed caution, even apprehension, and the developing scheme met with less than complete enthusiasm. There was a display of determination and in some instances vigour, in order to capitalise on any opportunities offered. Many principals were unsure of the eventual outcome but demonstrated initiatives in their approaches to the local TEC which in most cases met with considerable success. It was emphasised that a great deal, perhaps too much, was expected from the high ranking industrialists recruited to the TEC Boards. Evidence of a large turnover in this respect was claimed, which was causing a great deal of instability in the emerging organisations. The lack of corporate vision, erroneous expectations and poor content within indecisive meetings was apparently discouraging very busy people from industry and commerce from continuing the task.

Most interviewees indicated that there was little knowledge of further education, and in some cases training, within TEC staff or Boards, and efforts were made

¹ The author accepts full responsibility for this omission, and is not seeking to apportion blame whilst trying to analyse the situation for a possible reason. There were other occasions when either interviewer or interviewees offered advice when a question seemed in danger of being overlooked.

² See text on attached disk for further details.

³ See volume II for analysis details.

by principals individually and in groups to overcome this deficiency. In a number of cases the local TEC's ignorance about further education appeared to be underpinned by an unwillingness to accept its appropriateness for the emerging objectives. In some cases this was aggravated by perceived direct antagonism towards FE.

Many principals felt that their TEC's predecessor's earlier propensity for supporting private training providers might be continued by TECs themselves, an anathema as far as the public sector was concerned. There was also a feeling that constraints from Government were limiting the flexibility which TECs needed in order to make headway in the virtually unattainable objectives which had been set for them.

Finally, there was considerable doubt in some discussions that the staff appointed to the newly formed bodies were ideally suited to achieve the declared expectations. Some disappointment was declared about this and about the high levels of bureaucracy which were also seen as inherited from predecessor training organisations.

4.4.4 Management

4.4.4.1 Principals' views on college management

During preliminary discussions at the outset of the research¹ it was envisaged that questions about management would attain great relevance in any surveys of further education, this being particularly so at a time of significant change to the service². Following the 1988 Education Reform Act, the subsequent 1991 White Paper and resulting 1992 F&HE Act further accelerated these transitions, fundamentally altering the governance, administration and management of colleges³. The discussions with college principals in 1991 were noticeably affected by these current and impending transformations. Reactions varied from excitement to disquiet. Uncertainty about the possible shelving of the F&HE Bill caused by the approaching election, also revealed feelings of resignation, frustration and trepidation⁴.

A large part of the devolution of power to colleges as a consequence of the 1988 Education Reform Act came in the form of transference of budgeting controls from LEAs to college governors, with corresponding delegated powers of management to principals. The results of the discussions indicated the degree of

¹ See section 3.7.6 of thesis for further details.

² See sections 2.4; 3.2 and 3.11 of thesis for further information on the factors affecting change.

³ See 'Education Reform Act 1988' chapter III section 142; 'Education and Training for the 21st Century - the Challenge to Colleges' Vols 1 & 2 1991; and 'Further and Higher Education Act 1992' chapter I sections 7 & 11 and chapter II sections 15 to 43, for further details.

⁴ See full transcript on attached disk also 'Opinion' cartoon "Platform" TES 7 February 1992 No 3945 p18 for further details.

impact this change in legislation had, and was having, on the direction and management of colleges of further education.

The first question in this section **4.1 Do you feel your college was prepared for managing college budgets...** concentrated on the budgetary aspects of these developments. Figure 7.1.461 shows the general distribution of principals' replies¹, indicating that 73% were not disposed to agree that their colleges were fully prepared for this major procedural change; a response which came from all sizes and types of college. The 27% responding firmly in the affirmative again included principals from all types of college from four of the five authorities covered by the survey. One-third of the respondents who indicated decisively that they were not prepared for the event, also included colleges in all categories from four of the five LEAs. This interesting aspect: of colleges from within each authority indicating that some were prepared and others not, and that 40% of respondents were undecided, was qualified by the wider comments received². The whole question of the accelerating metamorphosis of college management increased in significance as the research progressed, influenced by rapid change and development brought about largely by immediate and impending Government legislation. New powers and responsibilities transferred from LEAs to governing bodies and principals, presented colleges with tremendous challenges, not the least of which was the control and operation of college finance and budgets. It was clear from replies to this question that most colleges felt that little help had been received from outside agencies in preparation for the transfer of these new obligations and responsibilities. There was a broad consensus of opinion that preparation had been achieved largely through

¹ See chapter 7 of thesis for details of figure.

² See volume II for analysis details.

initiatives displayed by competent college principals and staffs. Much concern was intimated about the dilatoriness of LEAs and county treasurers in supplying essential information for controlling college budgets, income and expenditure. However a number of principals shared the view that currently there was little evidence of a viable alternative system, particularly for dealing with payroll - approximately 80% of the total college budget. The state of development of management information systems (MIS) was also considered to be out of synchronism with events, their reliability falling short of what was considered desirable for monitoring college finance under the now speedier decision-making bodies - the governors' finance and general purposes (F&GP) committees.

4.4.4.1.1 Responsibilities for Budget management

Pursuing this theme, **question 4.1.1 Do you manage the college budget.. yourself, with SMT or delegated... (eg to the CAO)** was designed to discover the apportionment of financial management responsibility in colleges and to gauge the amount of personal involvement of principals in the procedure. Figure 7.1.461(4,5,6)¹ contains the distribution of responses² showing that 80% of principals either delegate to, or share the responsibility with, other senior staff. Twenty per-cent saw themselves as retaining a firm direct control on the budget, personally keeping and/or checking records [7.1.461(4)], 20% had the assistance of a team [7.1.461(5)] and 60% claimed they delegated responsibility to another senior member of staff [7.1.461(6)].

¹ See chapter 7 for details of figure.

² This simplistic division was distilled from comments which were quite complex in their fullness and detail. (See full transcript on attached disk for further information)

Interviewees seen as personally supervising budgets led three large institutions in inner city, rural area and large town. Those principals assigned as 'team orientated' were responsible for three smaller colleges in outer city, town and rural areas. Those who intimated a delegatory policy represented various types and sizes of college from all LEAs covered by the project.

It was clearly evident from the responses¹ that the overwhelming majority of principals questioned shared the responsibility of managing college budgets with other senior college staff. In most cases this was the chief administrative officer (CAO), sometimes referred to as the college registrar. In an increasing number of colleges this post had changed in character if not in personnel, to accommodate the increasing pressures and responsibilities imposed by changes in legislation. Many colleges had also appointed or were about to appoint senior academic staff with specialist roles impinging on budget and financial issues; responsibilities for example for resources, finance or personnel. These changes were encouraging teamwork on budget allocation and monitoring issues. Most if not all principals personally supervised various aspects of the college budget, some impelled by potentially career damaging experiences witnessed or suffered by themselves. Even in institutions where budget responsibility was delegated the urge personally to monitor vulnerable aspects, such as full-time and part-time staffing, was prominent.

¹ See volume II for analysis details.

4.4.4.1.2 Units of resource - principals' responses

Question **4.1.2 What is your 1991 Unit of Resource¹/weighted student...** was inserted in order to obtain comparisons between colleges and LEAs with regard to funding following the implementation of the 1988 Education Reform Act². It was not surprising to discover that the majority of principals interviewed³ wished to amplify this with additional information⁴. From Figure 7.1.461(7,8,9)⁵ it can be observed that 60% of interviewees responded with precise details of the unit of resource *per weighted student*⁶, 40% indicated that they knew the approximate amount and subsequent information sent to the author⁷ identified the accuracy of these replies. The average displacement of the approximations was of the order of 6%, with some principals very close at about 2%, and others nearly 10% adrift of the actual allocation.

It was of interest to note that two-fifths of the interviewees had not checked this figure prior to the interview despite earlier receipt of the detailed questions.

However, from comments received⁸ it appeared that the discussion itself

¹ The concept of further education Units of Resource was introduced in the 1988 Education Reform Act. See chapter III of the Act, paras 139, 140, 143, and the 1988 DES Circular 9/88 Part 3 Chapters 3.51 to 3.59.

² See figure 7.1.504 for further details about strategic planning in further education.

³ See full transcript on attached disk for further details.

⁴ See volume II for analysis details.

⁵ See chapter 7 for further details of figure,

⁶ Allocations were based on units of resource x 'weighted' FTE's. Weighting (see DES Circular 9/88 chapters 2.28 to 2.30) included mode of attendance, type of study and 'steering' (see DES Circular 9/88 chapters 3.56 and 3.57). There was little consistency between LEAs (see note 3 of figure 7.1.502).

⁷ See chapter 4.4.4.1.2.(a) for further details.

⁸ See full transcript on attached disk for further details.

triggered an awareness of the future need to have knowledge of such information, for example:

I should have looked this up... [Int 6]

and in a moment of personal reflection:

This is the kind of question which I ought to be able to answer, but I can't... [Int 7].

or in a tone of self-effacement:

So I have to admit... you know, the fact I can't give you a break-down on that, shows you that's a weakness.

Continuing, the interviewee commented:

So when you say resourced, I was interested why you asked that because... I suppose what I should have done... made me think we have looked internally at what we are doing. I don't think we did... because we haven't really got down in this college, and that's the next thing, you've got to really be into unit costing [Int 9].

Others considered this knowledge to be vital. Asked the question: "Is this a figure that you're very much aware of?" one who had previously given a punctual and correct response, replied:

Oh very much aware of, it is the key to my whole life [Int 8].

All interviewees were asked if they were willing to send confidential information about allocations and budgets to the author. Figure 7.1.461(10,11,12) shows a 73% response to this request. Only two interviewees declined to send such information, one on the grounds that it was published and available in public libraries. The other two agreed but in spite of reminders did not comply. It was thought that this 27% refusal reflected the measure of caution displayed by some principals when formally requested to disclose traceable information about their

colleges. It also has to be said though that within the 73% many willingly responded with a more than adequate reaction to the request, sending very interesting and in some cases highly confidential information pertaining to the research. As a result of the 1988 Education Reform Act each LEA determined the unit of resource for its colleges. From information received for the year 1990/91¹ the distribution of responses was established for the LEAs involved in the research and shown in quantitative order in figure 4.4.4.1.2.001² as a comparison with West Midlands information collected by Dr Avery³.

There were wide variations of allocations to colleges throughout the region. These variations, together with comments made⁴ about widely differing applications of the formulae implemented under the 1988 legislation, tended to support the hypothesis that LEA policies dominated progress in colleges⁵.

Three-fifths of those questioned gave prompt, accurate replies about the unit of resource allocated to the college. The remainder were somewhat hazy about this important factor of their college budget, some self-deprecatingly so.

The results of this part of the research were compared with a survey of units of resource in the West Midlands, and the spread of 25% (least to greatest) in the East Midlands was overshadowed by the West Midlands spread of 68%.

Combining the two regions however gave an average unit of resource for

¹ Published documents for each LEA, in most cases sent by interviewees and in others from the appropriate LEAs or from documents kept in public libraries.

² See chapter 4.4.4.1.2.(b) in volume II for details.

³ Dr. Eric Avery, a West Midlands college principal, was requested by the Midlands branch of APC to survey Midlands colleges to obtain information about units of resource for comparative purposes. See also figure 7.1.502 for further information about Dr. Avery's survey of West Midlands LEAs' units of resource and weightings.

⁴ See full transcript on attached disk for further details.

⁵ See chapter 3.3.2 for further information on hypotheses.

1990/91 of £1941.80, compared with £1972.54 for the East Midlands, a differential of only 1.6%. A number of principals mentioned the weightings used by authorities to categorise modes of attendance and types of course followed or desired, but it was recognised that the outcome of these calculations did not influence the total further education budget (the quantum) which in every case was determined by the LEA. Many colleges did not initially achieve their expected budgets as calculated by the LMC formula because of the policy of amelioration, the phasing of enforced reductions to colleges over a period of up to four years from the commencement of the scheme. This had the 'knock-on' effect of reducing other college budget increases until a state of parity was achieved within the LEA.

4.4.4.1.3 Development of units of resource, principals' responses

This section about college budgets continued with the question **4.1.3 Has your college's Unit of Resource in real terms this year, increased, decreased or remained the same.** The shape of the responses outlined in figure 7.1.461(13-16)¹ indicated that over half the respondents thought that their unit of resource² for the second year of LMC³ had decreased by comparison with the initial allocation in 1990/91. Twenty-seven per-cent thought it had increased, thirteen per-cent were of the opinion that little change had taken place and one interviewee openly admitted to a lack of specific knowledge about the unit.

¹ See chapter 7 of thesis for details of figure.

² The amount of money allocated by the LEA to colleges for each planned full-time equivalent student.

³ Local Management of Colleges, following the 1988 Education Reform Act (see figure 7.1.102 for further details on acronyms).

What became clear from the discussions¹ was that principals within the same LEA saw the development of the value differently, and that many² were not basing their judgments about money supply to the college on a precise intelligence of the unit but on an elaborate set of money management mechanisms adopted by LEAs.

Nearly three-quarters of the interviewees were convinced that their units of resource for the second year of LMC had not increased. However the picture was complicated by the reported sophistication of the calculations which took place at LEA level to determine the quantum for further education, followed by equally complex Authority assessments of college allocations. Many colleges referred to the convoluted computations clouding this issue; including the added factors of inflation, allowable growth, excepted items, and anticipated income in their replies; and it was far from clear to some how these in many cases had been derived.

4.4.4.2 Principals' responses about budget increases/decreases

Pursuing the theme of comparisons and creating an opportunity to double check previous responses and attitudes, interviewees were next asked **4.2 Was your budget last year (1st of ERA) increased/decreased compared with the year before ERA**³. This taxed minds considerably as they were cast back to consider

¹ See volume II for analysis details.

² See full transcript on attached disk for further details.

³ The two financial years under comparison were 1989/90 (year before ERA) and 1990/91 (first of ERA). Budgets were declared sometime before April - so these two budgets would have been known in April 1989 and April 1990. The interviews were conducted during the period June to November 1991.

the period before ERA when historical funding techniques adopted by LEAs bore little resemblance to the formula funding designated to follow ERA¹.

The question elicited considerable detail from some, punctuated by brief to-the-point comments from others². The shape of the replies outlined in figure 7.1.462³ indicated a huge 87% feeling that budgets had not decreased under LMC funding, with 60% actually believing they had increased.

However there appeared to be considerable disquiet among interviewees about the efficacy of these allocations⁴, graphically illustrated in some of the responses.

It was interesting to note the comparisons of this response with previous responses about budget allocations⁵. For example 50% of the principals who thought their 1989-90 budgets had remained static also believed that their 1990-91 units of resource were stable [Ints 4,15]. Of the 53% who thought that the 1991/92 unit of resource had decreased from the previous year⁶, only one had considered that the previous year's budget had also decreased [Int 11]. The 60% who felt that the 1990/91 college budget had increased following ERA also included three-quarters of those who had indicated an increase in the 1991/92 unit of resource [Ints 3,6,12]. The largest statistical swing included those who declared the 1990/91 ERA budget an increase, where 56% of these [Ints 5,8,9,13,14] had previously identified a decrease in the 1991/92 unit of resource. This tended to imply a reversal of a former generous allocation to colleges, or

¹ The Education Reform Act approved schemes were introduced on 1 April 1990 (see Part II Chapter III Section 145 of the Act, and DES Circular 9/88 paras 3.73 -3.74 and 4.57 - 4.58 for further details).

² See volume II for analysis details.

³ See chapter 7 for details of figure.

⁴ See full transcript on attached disk for further information.

⁵ See figures 7.1.461 and 7.1.462 in chapter 7 for comparisons.

⁶ See figure 7.1.461(13-15) in chapter 7 for details.

possibly a re-allocation of the disposable funds under amelioration¹. The former was stridently postulated by one who reprehensively commented:

The budget increased last year because the Authority made a cock-up of the calculations.

Going on to allege what had been hinted at by others²:

We told them they'd made a cock-up. They said we can't cope with this, take the money and run [Int 8].

From comparisons with previous questions it was possible to detect not only growth in the funding received by colleges during the first year of ERA but also a reversal of this trend during the second year. Again, from this question it was apparent that LEA methods of calculating these allocations appeared to many principals to be vague, sometimes devious, leaving much to be desired and very much the butt of criticism by those interviewed. From the discussions it was clear that most principals were very much aware of the detailed costs of operating the services within their colleges but some were unsure of the details by which these monies for their institutions were determined.

4.4.4.3 Major savings areas identified by principals

It was apparent from previous conversations³ that financial savings were

¹ Further references to amelioration may be found in chapters 4.4.4.1.2.(d) and 4.4.4.2.2.

² The author was left with the impression that this problem was not confined to one authority only (See full transcript on attached disk for further details).

³ See chapters 4.3.2; 4.4.2.2 and 4.4.4.1.1 of thesis for further information on savings.

scheduled in order to achieve the new objectives contained within LMC¹ and laid down by the 1988 Act². The question **4.3 Where did any major savings come from..** was designed to determine which main college areas bore the brunt of this exercise. Figure 7.1.463³ shows the distribution of responses resulting from this question, identifying two direct and six subsidiary areas. The figure illustrates a decisive 87% who made savings of money in their colleges, and the breakdown of responses clarified which college areas were most affected. The answers to this question⁴ indicated that most principals made major financial savings in their colleges following implementation of the 1988 Education Reform Act. The majority of interviewees inferred that most savings came as a result of cuts *to their staffing budgets in the form of not filling vacant posts or by* offering inducements to serving staff such as early retirement, or in some cases declaring staff voluntarily or compulsorily redundant. The financial situations most principals declared about their colleges, following the Act, seemed to leave them no alternative to making major savings in expenditure. This element of compulsion was faced with apparent fortitude and, in many cases ingenuity, bringing examples of savings which not only achieved the desired aim of increasing efficiency but sometimes also aspired to bring educational effectiveness and motivational benefits to colleges, students and staffs.

¹ Local Management of Colleges as defined by the 1988 Education Reform Act and DES Circular 9/88.

² The Education Reform Act 1988.

³ See chapter 7 of thesis for details of figure.

⁴ See volume II for analysis details.

4.4.4.4 Extra expenditure identified by principals

Last in this section on college finance was the question **4.4, Where were any extra monies expended...**¹ This question requested information on how the newly funded colleges, now free from local authority control in this context², were spending surplus monies on items which hitherto were strictly supervised and controlled by LEA officers. Figure 7.1.464³ shows generally how extra finance was acquired and interviewees' priorities for any additional expenditure. Although the figure indicates a fairly even division between extra monies arising from LEA funded savings and from special provision for industry, the author felt that there was a much more complex overlap of recovery from both sources being used. Evidence for this manifested itself in some interviews which may also be compared with previous discourses⁴ in which income and savings were discussed⁵.

It was felt that there was a coyness in some responses to this question, particularly from those primarily 'not really' admitting to any additional expenditure [Ints 5,6,7,8,9], an attitude not accepted at face value.

Replies to this question⁶ showed that within the newly-found freedoms allotted to colleges as a result of the 1988 Education Reform Act, the dispensation to

¹ The question assumed to some extent that savings had been made (see chapter 4.4.4.3 for details of savings) and that these were used to benefit the college in some way.

² See Education Reform Act Chapter III Sections 139 to 147 and DES Circular 9/88 Part 4 'Delegation' pp 36 - 50 for further details.

³ See chapter 7 of thesis for details of figure.

⁴ See, for example, chapters 4.4.4.2.2 and 4.4.3.4.

⁵ See full transcript on attached disk for further details.

⁶ See volume II for analysis details.

spend any saved monies on what were perceived to be college necessities was well understood and widely used, as was the ability to carry funds over from one financial year to the next. Although one-third of those interviewed felt they had 'not really' spent any extra funds, closer questioning revealed that most had made additional spending in many areas, particularly on self-help accommodation. Five areas of 'extra' expenditure were identified by the research; self-help accommodation refurbishment and development being the most prolific. Strong feelings about the paucity of previous LEA spending on college accommodation were expressed, shortcomings being energetically addressed by internal college action. A further reason given for refurbishing college accommodation was to raise low staff morale in colleges. Other spheres covered by spending extra monies included developing teaching and learning facilities, developing marketing facilities, growth and increased staff support.

4.4.4.5 Meetings of college principals and LEA Officers

Attention was next turned to the question **4.5 Did/do principals and LEA regularly meet together...** which was inserted to ascertain the degree and style of formal contact maintained between principals and LEA officers during a critical period of fundamental change. Figure 7.1.465¹ shows that at the time of asking² all responding colleges and LEAs were involved in such meetings. The figure also indicates that 40% of interviewees mentioned meetings of principals without officers. An in-depth analysis revealed that principals in three of the five

¹ See chapter 7 for details of figure.

² The interviews took place between June and November 1991. See chapter 3.5.5 and figure 7.1.360 in chapter 7 of thesis for further details.

authorities met regularly in this manner, in a fourth irregularly, whilst it was stated categorically that principals in the remaining LEA did not meet without officers.

The discussions revealed¹ that all the principals participating in the survey were involved in regular meetings with colleagues and LEA officers in their respective authorities ranging from monthly to once per term. This established pattern, however, was transforming significantly at the time of the research as a direct result of the 1988 Education Reform Act and Local Management of Colleges. These changes were accelerating under the added pressure of the 1991 White Paper. It was discerned from the interviews that whilst some LEAs appeared to be acting almost hastily to break the formal ties with college principals, others were reacting much more defensively to try to preserve these formal relationships between colleges and the authority, some aggressively so. In many LEAs the Further Education Section had all but disappeared, dissipated or merged into the general education service. Some disquiet, even anger, was expressed by some principals about the way further education was perceived to have been "left in the lurch" by their authorities [Int 14] in the potential run up to incorporation in 1993. Others, however, were still holding regular meetings with their LEAs and wished to continue doing so, a patchy picture of evolution lacking uniformity but gathering impetus during this rapidly developing period.

¹ See volume II for analysis details.

4.4.4.6 Changes in size and composition of Senior Management Teams (SMTs)¹

Next, the question **4.6 Has your senior management team altered in size since ERA..**² was put to each principal and figure 7.1.466³ shows that more than half of these groups had altered in size. Forty-seven per-cent of respondents declared no change in size, but over 70% of these did so in the attested light of substantial alterations within the teams. Although one, who responded negatively without explanation, said:

No, it hasn't [Int 12].

And another conversely stated:

Yes, it has. I mean, it's even changed last week [Int 7].

Others were more forthcoming, giving reasons for their decisions:

No. But we are currently restructuring with a view to starting the new system in January⁴ [Int 4].

Another, whilst recalling the costs of staffing, particularly senior staffing, in the college⁵ emphasised the need for changes with the following representative comment:

¹ These groups of senior staff brought together by principals achieved considerable power during the 1970's and 1980's. They traditionally included principal, vice principal, heads of department and chief administrative officers and ostensibly advised the principal on college management matters, their recommendations often assuming executive status, typically amounting to decisions (see full transcript on attached disk for further details).

² The object of this question was to ascertain whether and what changes principals had made to their senior management teams as a result of ERA.

³ See chapter 7 of thesis for details of figure.

⁴ Referring to January 1992.

⁵ See full transcript on attached disk for further details.

Going back to what I said to you before¹, when we're looking at what we're spending on our... budget currently; if you look at it we're spending 69% on full-time staffing, 16% on support staffing, 6% on premises, 5% on supplies and 4% on others. And I believe that's the norm nationally isn't it... that pie-chart is disastrous, look at it², you've got to do something about that³ Int 9].

The question showed that more than 50% of senior management teams had altered substantially in size and types of membership since the 1988 Education Reform Act. A number of others changed before the passing of the Act and others were planning change, some undergoing further changes. Most respondents referred to the need to reduce the numbers of senior managers with the subsequent delegation of departmental (or programme) responsibilities to middle- management tiers at senior lecturer level.

There was a strongly held view that vice-principals without functional responsibilities were not needed and that staff of head of department level should be responsible for college rather than departmental functions.

Respondents seemed acutely aware of the need for flexible college management structures and flexibility of attitudes including those of principals. This awareness was reflected strongly in the views expressed about college management functions and management teams⁴.

¹ See attached disk for details

² The pie-chart referred to was shown to the author during the interview and a full explanation given (see full transcript on attached disk for further information). Subsequently copies of this and other relevant documents were sent to the author.

³ Meaning one has to take corrective action.

⁴ See volume II for analysis details.

4.4.4.7 Effectiveness of changes in college governing bodies and other college committees

Question **4.7 Do any of the following function better/worse/same since ERA..¹ (i SMT) (ii Academic Board) (iii Governors) (iv Gobs Advisory Committees)** together with the rider: **4.7.1 In what ways are they**

better/worse, was fashioned to investigate principals' responses about perceived changes in the effectiveness of college governing bodies and other committees since the 1988 Education Reform Act. Figure 7.1.467² illustrates the general direction of their replies. The table indicates that the majority of principals (in general terms two-thirds)³ expressed improvement in the performance of governors' and other college management committees, and one-third⁴ saw improvements in all of these bodies in their college.

Very few responded baldly or simply⁵. This question evoked more discussion than any of the preceding questions⁶ and an attempt to capture the spirit of these conversations is promulgated in the following summary and the analysis.⁷ Most respondents fought shy of the proposition that the perceived improvements in their college committees were solely associated with the inception of the 1988 Education Reform Act. A number of other factors presented for this success included reorganisation within colleges; long felt need for change to some

¹ The 1988 Education Reform Act.

² See chapter 7 of thesis for details of figure.

³ See figure 7.1.467 (E) in chapter 7 for further details.

⁴ See figure 7.1.467 (F) in chapter 7 for further details.

⁵ See volume II for analysis details.

⁶ Full details of these discussions may be observed in the TEXT files on the attached computer disk. (See files named TEXT47A.TXT and TEXT47B.TXT)

⁷ See volume II for analysis details.

committees; senior staff leaving and being or not being replaced; and managements over a period feeling that changes in style and substance were necessary. However it was acknowledged that many of the key changes in the effectiveness of these committees were for the better and were directly attributable to the ERA together with the anticipated 1992 F&HE Act which became fully effective in 1993.

About three-quarters of the principals claimed that their SMTs had functioned better and with improved effectiveness and efficiency since ERA, *feeling that* ownership of their decisions was associated with their new-found freedom. Changes in middle management attitudes to new responsibilities had, however, been more difficult to achieve in some instances than others.

Over half of the respondents reported effectiveness improvements in college academic boards. It could not be said that there was overwhelming support from principals for these organs. Much effort had been expended on diverting the aspirations of elected members from assuming management functions and towards monitoring academic quality in colleges, coupled with principals' insistence on the advisory rather than executive roles of the boards. Nearly three-quarters of the sample noted improved functioning of governing bodies, emphasising their different attitudes, atmospheres and commitments. There were divided opinions about the value of governors' training for the new tasks but there seemed to be a consensus of opinion that supportive development rather than a reliance on formal training was more effective. Most interviewees commended the performance and commitment of finance and general purposes committees, many claiming that they had become extremely knowledgeable about colleges and decisive in their executive functions.

Governors' advisory committees came in for a great deal of criticism. Nearly all

had been abolished and replaced with less formal, more flexible groupings, allied more closely to the primary academic functions of departments or programme areas in the college. It was clear from discussions that the proliferation of college committees had placed considerable extra burdens on principals and other senior staff. It was also apparent that most principals appeared to be coping adequately with these additional obligations.

4.4.4.8 Support received by colleges since ERA from LEA, HMI, RAC, Exam boards and NCVQ¹

Very full replies were received² to the compound question **4.8 What sort of support since ERA do you get from LEA, HMI, RAC, Exam boards, NCVQ**, from which figure 7.1.468³ was constructed. Again, many interviewees were reluctant to give a simple response, variations in type and content being recorded in the full analysis⁴.

It is noted that in general over three-quarters of the interviewees found their LEAs less than helpful during the implementation phase of the Education Reform Act. Nearly all declared HMI unhelpful during this period. Only one found the RAC helpful and none said that examination boards and the more recently formed NCVQ had been helpful at this juncture. The responses deliver an indictment on these bodies which was all the more surprising in the light of what appeared in most cases to be a fairly successful, though difficult,

¹ For acronyms details see figure 7.1.102 .

² See attached disk for full details.

³ See chapter 7 of thesis for details of figure.

⁴ See volume II for analysis details.

transitional period in the development of colleges¹.

Responses to this question firmly indicated a paucity of support for colleges during this highly turbulent transitional period. The fading but still tenacious power of LEAs was made apparent in the discussions which disclosed their variable but not very supportive role. Most surprising, perhaps, was the almost jocularly negative replies about the support received from HMIs. The Regional Advisory Council in question was undergoing a metamorphosis towards a more businesslike organisation at the time of the interviews, giving little support to its colleges. Examination boards were not expected by the colleges to provide support, nor was the NCVQ, reportedly fulfilling these low expectations with few exceptions. In short, very little support or assistance for colleges was forthcoming from any of these institutions, organisations or agencies at a time when it might have been welcomed during a period of unprecedented college change and development.

4.4.4.9 Principals' perceptions of what recently had most affected their colleges

The more general question **4.9What recently has most affected your college...** was designed to encourage an open response about what principals believed to be the single most important issue facing them in the post ERA period of 1991. It was noteworthy that no single issue arose². Six major areas emerged and are outlined in figure 7.1.469³. This shows 27% feeling that the 1988 Education Act

¹ See full transcript on attached disk for further details.

² See chapter 3.3.2 of thesis for further details on hypotheses.

³ See chapter 7 for details of figure.

reforms were uppermost.

Twenty per-cent indicated that reorganisation had the most effect; the same number anticipated the effects of the impending impact and the preparatory phases of the 1991 White Paper proposals¹. Thirteen per-cent in each of two sets felt that changes to the assessment and performance systems, and growth were main factors. Finally 7% indicated that staff training had been the main issue. Figure 7.1.469(iii)² together with the analysis³ also demonstrated how concern about the White Paper grew during the interviews following its publication during this part of the research. The discussions illustrated the change of emphasis its emergence imposed on the further education community. It was evident from the replies that so many changes were affecting the colleges that it was difficult for principals to select a single element, although the changes associated with the ERA and proposals contained in the White Paper dominated the responses. Undoubtedly the financial aspects of the ERA, including delegated budgets, staffing and property issues, were high on the list of reported factors concerning college managements. So too were the newly published White Paper proposals for further radical reform with anticipated, and in some instances already created, effects on college management plans. In the midst of this kaleidoscope of activity and change, it was interesting to receive comments from principals who indicated that other factors such as staff training, curriculum matters and quality control were high on their agendas, albeit in some cases constrained through force of current circumstances.

¹ 'Education & Training for the 21st Century...1991'

² See chapter 7 for details of figure.

³ See volume II for analysis details.

4.4.4.10 Principals' preferences for future control of colleges

Question **4.10 Would you prefer to stay with your LEA...**

or be controlled by the District Authority

or be part of a regional authority

or be part of a national education service.

was set, among other things¹, to test principals' reactions to the style of direction following the 1988 Education Reform Act. Responses are summarised in figure 7.1.470² which shows two-thirds of those interviewed in favour of remaining with their LEAs following the new conditions of delegated management. Some however lacked complete enthusiasm and the discussions revealed these variations³.

None was in favour of district authority control of colleges. Regional authority was associated with the National Education Service which a minority favoured. An element of confusion was depicted by the 13% 'don't knows'. Replies were supported by additional comments analysed fully in the attached paragraphs⁴.

The question showed that at the time, during publication of the 1991 White Paper leading to the 1992 Further and Higher Education Act, the majority of the interviewees favoured staying with their local education authorities. It was stressed that this disposition followed the implementation of the 1988 Education Reform Act together with its subsequent delegation to governors and principals.

¹ This question was initially formulated before the 1991 White Paper was published (but being discreetly discussed in principals' circles) and later redesigned to incorporate the additional concepts this proposed change embraced, prior to sending to the interviewees.

² See chapter 7 for details of figure.

³ See full transcript on attached disk for further details.

⁴ See volume II for analysis details.

With none showing enthusiasm for district authority control of colleges and few opting readily for the newly proposed regional/national authority, the thirteen per-cent don't knows were probably more representative of the sample than the figures suggest. Many respondents hesitatingly supported the alternatives, possibly reflecting the massive state of flux promulgated by the legislative transformations of the time.

4.4.4.11 Principals' initial thoughts about the proposed Further Education Funding Council (FEFC)¹

Next the question **4.11What are your expectations of the proposed new FE funding council.**² was asked in order to ascertain principals' reactions to the proposals for a centralised system of funding for FE colleges outlined in the 1991 White Paper³. Directional outcomes of the discussions are tabulated in figure 7.1.471⁴, which indicates that 27% were optimistically anticipating Council support for their colleges. However, two-thirds of respondents were less than hopeful and over half sceptical, some showing very low expectations. In one case interviewer and interviewee inadvertently omitted the question which was not discovered by the author until the tape was checked later. It was

¹ The function of LEAs to provide post-school full-time and part-time education was destined to be passed to the FEFC under the impending legislation (See 'Education & Training for the 21st Century...1991' Cm 1536 Vol 1 Chapter 9 for details, and sections 2 & 3 of the 1992 F&HE Act for subsequent action).

² The Government introduced the concept of a Council in the May 1991 White Paper 'Education & Training for the 21st Century' Cm 1536 Vol II chapter 4. The name 'Further Education Funding Council' was formally adopted in the March 1992 Further & Higher Education Act Part I chapter 1 and its constitution was detailed in schedule 1 of the Act.

³ 'Education & Training for the 21st Century...1991'

⁴ See chapter 7 for details of figure.

thought that this principal's previous answers indicated a leaning towards the cautious end of the spectrum although this interpretation has not been recorded in the tabulations¹. It should be noted that the proposal to set up FEFC was at the time of the interviews a very recent innovation and, *coming at a time when* the 1988 Education Act reforms were still being consolidated in colleges and when the current Parliament was nearing its end, was undoubtedly treated with a degree of caution by all respondents. There were some doubts at the beginning of the 1991 interviews about whether or not the newly published White Paper would pass into law. Towards the end of the sequence however this prospect was becoming more realistic, creating variations in the responses which mirrored the urgent political progress.

It was clear from the replies that most principals were at least cautious and many were openly sceptical about any benefits which the new funding mechanism might bring to their colleges. Some were hopeful that the proposed changes would materially enhance their institutions but the majority were of the opinion that new financial pressures would limit their provision. Several were apprehensive about applying the adopted concept of efficiency and endeavouring to reduce costs, which might deplete staffing and further compromise industrial relations in their colleges. Promise of greater funding was foreseen by some with a perceived lack of LEA support. Others tempered their expectations with images of colleges closing in the face of increased competition concomitant with anticipated funding reductions, although some dismissed this threat as unrealistic.

Concerns were voiced about deterioration of strategic planning but there were

¹ See figure 7.1.471(5) in chapter 7 of thesis,

also declared anticipations of potential improvements to this aspect of the service.

4.4.4.12 Principals' feelings about the LEA personnel department

Question **4.12 Do you find the LEA personnel department¹ helpful or otherwise...** was incorporated as part of a suite of questions² about the helpfulness or otherwise of LEA departments³ to colleges during 1989, the implementation phase of the 1988 Education Reform Act. In most authorities the personnel department was a small department which assumed increasing importance to colleges as the finance, flexibility and mobility of staffing⁴ became one of the crucial issues following the Act. Responses⁵, which also captured related reactions to the 1991 White Paper, were generally distributed as depicted in figure 7.1.472⁶. This shows that a third of the respondents found personnel staff helpful or very helpful, whilst a further 27% indicated a fairly helpful attitude. However 40% felt that the LEA personnel departments were not helpful, a number stating they had found them obstructive in dealings with colleges.

¹ Local authorities divided their personnel functions prior to the 1988 Education Reform Act, teachers were administered through Education Departments and non-teaching staff through Personnel Departments. Following the Act the functions for all FE staff tended to be undertaken by 'Personnel' as Education Departments shed their further education responsibilities.

² See also questions 4.13, 4.14, and 4.15.

³ See also chapter 4.4.4.8 for additional comments about LEA support.

⁴ See chapters 4.4.4.3.2 and 4.4.4.3.3 for further information about staffing issues.

⁵ See full details on attached disk.

⁶ See chapter 7 for details of figure.

Opinions varied¹ about the value of services received from LEA personnel departments during the 1988 Education Reform Act implementation period. Although the majority found them helpful a sizeable minority did not, some delivering scathing comments about them and their obstructiveness. It was obvious from many of the responses that personalities within personnel departments played a significant part in the way their counsel was perceived by principals. Although attitudes were softening on both sides, historical factors still affected the reactions of some respondents, openly criticising personnel department staff for using outmoded local council practices in situations that were now clearly seen as needing more dynamic advice and action.

In many cases relationships were cordial and cooperative at a time when the colleges were most in need of advice and support in the wake of LMC, rapidly changing staffing scenarios and budget considerations. A number of colleges however were building their own teams of expertise to deal with personnel matters, requiring only little help from the LEA.

4.4.4.13 Principals' feelings about the LEA treasurers² department

The question³ **4.13 Do you find the LEA treasurers department⁴ helpful or**

¹ See volume II for analysis details.

² The County Council Treasury or Treasurers Department in most local authorities was the most powerful of the departments, responsible to the Finance Committee (a very powerful committee of locally elected coucillors) for the entire local authority budget. In large authorities Treasurers might have a specialist section looking after the Education Department (often the largest spending department) and sometimes even specialists in further education.

³ See also questions 4.12; 4.14 and 4.15.

⁴ The question implicitly refers to officers within the department who were responsible for overseeing the further education aspects of finance.

otherwise...¹ delivered the responses arrayed in figure 7.1.473². This indicates that 47% of the interviewees felt that treasurers departments were, in varying degrees, helpful. Over half however declared that the department was not helpful and of these some reported obstructive behaviour or systems. In general most described *changed or changing treasurers' attitudes in the run-up to 1993*³, as a result of LMC⁴ and the 1991 White Paper proposals⁵. A number of respondents expanded on these themes in their replies⁶.

This second question in the suite of four about LEA services generated a liturgy of descriptions of fragile relationships. It produced a profile which indicated that less than half of those interviewed felt that the Treasurers Department was helpful with over half holding the opposing view. Treasurers Departments reportedly provided the LEA further education officers with financial information which did not always correspond closely with that sent to colleges and was generally too late to aid college management decisions. This led to a number of difficulties.

It became clear as the interviews progressed that nearly all had misgivings about the ability or will of Treasurers to deliver a service of the desired quality.

Commentators described an inability to adapt outmoded systems better suited to the accountability of county council departments than to the emanating entrepreneurial genre of the emerging further education sector. There was

¹ See also chapters 4.4.4.8.1 and 4.4.4.10.1 for further views on local authority support.

² See chapter 7 for details of figure.

³ See full details on attached disk.

⁴ Local Management of Colleges (For acronyms details see figure 7.1.102).

⁵ 'Education & Training for the 21st Century...1991'

⁶ See volume II for analysis details.

considerable doubt about whether Treasurers' management, staff or systems had the ability to adjust to suit the demands as outlined in the newly published 1991 White Paper proposals. However it was acknowledged by some that the payroll processing aspect of colleges was more soundly based in the Treasurers' system and would be difficult to immediately replace. No real enthusiasm was detected for adopting any other aspect of the Treasurers' services after 1993.

4.4.4.14 Principals' feelings about the LEA FE officers¹

The penultimate question in this suite of four: **4.14 Do you find the LEA FE officers helpful or otherwise...**² sought responses which are tabulated in figure 7.1.474³. This shows that in general two-thirds of those questioned declared their LEA FE officers to be helpful⁴ and over a quarter described them as very helpful. There were few totally dissenting comments about this category of local authority staff, most interviewees speaking very highly of their assistance to

¹ In this context 'LEA officers' refers to various levels of FE assistants to the Chief Education Officer. Mainly education graduates, they were responsible to the Education Committee, through the Further Education Sub-committee, for administering the further education section of the education department, responsible for colleges and sometimes other matters such as awards, adult education, careers advice and youth work.

² At the time of the interviews many of these posts were being disbanded following the 1988 Education Reform Act with its delegation of powers to college principals and governors.

³ See chapter 7 for details of figure.

⁴ It was noted from discussions (See full transcript on attached disk for further details) that whilst links between colleges and LEAs were considerably weakened during this period, the desire to help and be helped remained virtually undiminished.

principals¹. The question was unintentionally omitted in one case. A review of previous discussions² suggests that this interviewee might have joined the 27% who felt that LEA officers were less than helpful but this observation has not been incorporated into the analysis³.

Despite the enormous variations within colleges and LEAs created by economic and political action culminating in the 1988 Education Reform Act and subsequent proposals, most principals indicated that LEA FE officers were helpful to them; in some cases very helpful. It was evident from the responses⁴ that further education sections in LEAs were depleted, sometimes virtually to the point of extinction, yet in many of these instances officers' help for colleges was still forthcoming. There were references in some discussions to the strength of local political control, which continued to exert pressure on colleges through FE officers but, in the main, relationships between colleges and LEA FE officers remained sound and help received by colleges was unquestionably appreciated.

4.4.4.15 Principals' feelings about the LEA Advisers/Inspectors⁵

Finally the question: **4.15 Do you find the LEA Advisory /Inspection Service helpful or otherwise...** completed this suite about the helpfulness or otherwise of LEA services and the tendency of these discussions is outlined in figure

¹ See full transcript on attached disk for further details.

² See full transcript on attached disk for further details.

³ See figure 7.1.474(6) in chapter 7 for details.

⁴ See volume II for analysis details.

⁵ In most authorities recently introduced 'specialist' advisers were employed in the further education sector, and at least one authority employed FE inspectors per se. In most cases inspectorial roles were utilised infrequently, efforts being largely directed towards advising colleges.

7.1.475¹. This shows that 80% of those interviewed felt that LEA advisers were helpful in varying degrees. In a number of instances differentials between advisers and inspectors² were observed which dramatically altered the direction of replies. Inspectors were not held in the same esteem in this context³. Again impoverishment in the numbers of LEA staff came under scrutiny, in some cases resulting in replies being made retrospectively about the service. No one described their advisers as very helpful. On the other hand, although twenty per cent of interviewees felt that they were not helpful, none found them obstructive. Most principals⁴ felt that on the whole advisers were helpful to colleges. More pragmatic views were contributed when discussing inspections, and general inspectors in particular, where although serious shortcomings about their disposition, credentials and proficiency were identified, there was often a clearer understanding and acceptance of their roles.

It was felt that although the small and sometimes shrinking workforce of further education advisers, with their infrequent visits to colleges, was helpful, it would not match the future expectations of colleges without considerable redirection towards recruiting advisory staff who have suitable background experience, updating their training and improving attitudes. In spite of reported shortcomings most principals felt that their LEA FE Adviser(s), where they existed, offered welcome assistance and were helpful to colleges particularly where internal college reorganisation had taken place. As far as inspections were concerned, che sara sara seemed to be the accepted short term reaction, whilst

¹ See chapter 7 for details of figure.

² See full transcript on attached disk for further details.

³ See full transcript on attached disk for further details.

⁴ See volume II for analysis details.

negotiations continued for longer term improvements for the benefit of colleges.

4.4.4.16 Formal quality control¹ systems in colleges

The final question in this section on management **4.16 Do you have a formal quality control system² in your college** was designed to discover the extent of principals' preparedness, or awareness of the need, for adequate quality control systems in colleges.

The degree of importance attached by principals to the subject was apparent,³ as endorsed in the remark: "Most important that; 4.16 is a most important question" [Int 1] and by the generous time most allocated to their responses⁴.

Their consensus tabulated in figure 7.1 476⁵ shows nearly three-quarters of the interviewees reportedly having, or in the process of developing, formal college quality control systems. High degrees of awareness or exploratory work were also achieved by the 27% who had no stated formal arrangements. This subject was treated as of paramount importance by those interviewed, spurred by the

¹ Although quality assurance was mentioned specifically in the 1991 White Paper (chapter 8 p38) this concept was not unique at the time, mention also being made in the 1987 DES Circular 3/87 'Providing for Quality: The Pattern of Organisation to Age 19'; and college performance was recognised in DES Circular 9/88 para 2.31 which also referred to the 1987 DES Report 'Managing Colleges Efficiently' in this context.

² The two foremost formal industrial systems in vogue at the time of the interviews were based on British Standard 5750 (BS 5750) and the system entitled Total Quality Management (TQM). However, other systems were being developed in the further education sector based on the above but taking into account its service nature compared with the manufacturing characteristics of the two standard models.

³ See full transcript on attached disk for further details.

⁴ See full transcript on attached disk for further details.

⁵ See chapter 7 for details of figure.

impending legislation. The awareness was touched upon in the comment: "And the new funding councils, the one thing they will demand, they will demand evidence of our quality assurance monitoring systems, right?" An encouraging "Yes, Hm hm", prompted the further information: "When the college HMI came to do his annual visit with me a few weeks' ago he said what are you doing on quality assurance, you must get your systems up and going because he said the funding councils will definitely require them¹" [Int 9].

A barely concealed enthusiasm for the subject was conveyed by respondents to this question. This was not totally unexpected of people equally responsible for the excellence of their product and the effectiveness of the service they offered, as they were for the efficiency of their institutions. Moreover although not all were familiar with the technical terms currently in use, most were well informed about the underlying concepts and fully supportive of the senior staff holding responsibility for quality assurance within the college. Many also initiated the process. Most interviewees professed to having formal systems and many of those without were either at various stages of development or at advanced stages of preparation. Not all systems fitted the mould generated by the commercial sectors of industry: the British Standard - BS 5750 and Total Quality Management (TQM), variants of these being adapted for use within the service environment of colleges. A small number of principals felt unable to proceed far down this road until other crucial issues had first been addressed in their institutions. For the most part however a considerable amount of planning,

¹ This subsequently proved to be the case (see 1992 FEFC Circular 92/19 and the 1993 DFE Charter for Further Education 'Further Choice and Quality' - Introduction by the then Secretary of State for Education John Patten - who charged the FEFC with "monitor(ing) colleges' performances against the commitments in this Charter and their own" p3).

direction and energy had been, and was being, put into achieving workable formal quality control systems in all the colleges surveyed.

4.4.5 Education Reform Act

4.4.5.1 Senior staff leaving colleges following the ERA¹

Section 5 contained a series of questions linked to issues arising from the 1988 Education Reform Act and LMC². The first of these: **5.1 How many senior college staff have left posts since ERA..**, together with the sub-question: **5.1.1 Was their leaving linked with ERA?**, was framed to uncover connections between senior staff leaving and the new management responsibilities or budget constraints associated with the Act³. Figure 7.1.477⁴ illustrates the breakdown of responses in tabular form. This shows that nearly three- quarters of the colleges represented declared senior staff had left during the period in question, though only 20% admitted an association with the Act. Thirty-three per-cent did not reply directly in response to the sub-question⁵, four-fifths of these were analogous with a 'no staff left' answer. Replies loosely corresponded⁶ with earlier reports of senior staff leaving for budgetary reasons. However no further

¹ Education Reform Act 1988 (See particularly Part II Chapter III Section 148).

² Local Management of Colleges : a system of delegating power to colleges for managing their own affairs, advocated in the 1987 Joint DES/Local Authorities' study 'Managing Colleges Efficiently' - chapter 7 and the 1987 DES consultation paper 'Maintained Further Education : Finance, Governance and Law' chapters 2.6 - 2.9; culminating in the 1988 Education Reform Act Chapter III Sections 139-147 and modified in Circular 13/89 under Section 222 of the 1988 ERA.

³ See DES Circular 9/88 Parts 4 & 5 for further details.

⁴ See chapter 7 for details of figure.

⁵ See chapter 7 figure 7.1.477(8) for details

⁶ See full transcript on attached disk for further details (see also chapters 4.3.3.2; 4.4.4.3 and 4.4.4.6 for further information about major savings and on senior management team changes).

arithmetical account of this has been taken in the analysis¹.

In nearly 75% of cases senior staff had left colleges, over a quarter losing three or more senior managers, during the two years following the 1988 legislation. Although there seemed to be a reluctance in some instances to ascribe credit to the Act for any improvements in efficiency or effectiveness resulting from these depletions there were accepted associations in 20% of replies. It might reasonably be concluded that many interviewees had anticipated the need for smaller senior management teams as a result of Government initiatives preceding the 1988 Act and saw this as an act of good management on the part of the college rather than directly attributing credit or blame to ERA. There is very little doubt, however, that the legislation encouraged or even enabled college governors and principals to achieve many of the management reductions that took place.

4.4.5.2 Principals' feelings about management freedom following the ERA²

Next the question: **5.2 Do you feel you have more management freedom, post ERA**, brought the anticipated response illustrated in figure 7.1.478³, showing that 80% of respondents felt they had more freedom to manage their institutions since the 1988 Education Reform Act came into force. One

¹ There was no satisfactory way of substantiating this slight doubt in spite of close questioning (see full transcript on attached disk for further details); but an intuitive feeling prevailed that disclosures had been vague in some cases in order to imply credit for the colleges' efficiency initiatives rather than ascribe 'savings' to national stimulants (See chapter 4.3.3.2 for further details about senior managements).

² 1988 Education Reform Act (See notes to chapter 4.4.5.1).

³ See chapter 7 for details of figure.

inadvertently omitted the question¹, one was not sure whether more freedom had been acquired and one was sure it had not. There was clearly overwhelming support for the feeling that there was more management freedom in colleges following the 1988 Education Reform Act. In one or two cases this feeling was queried or reversed, allied to pre-ERA LEA non-interference and generous delegation procedures. Some principals were quick to indicate that hand in hand with this freedom went responsibility and accountability and that the freedom enjoyed was also shared with other senior grades of staff in colleges. It was also pointed out that the freedom in some cases did not go far enough, that national and local bureaucracy impeded progress; and that some LEAs, still reluctant to accept the delegated powers to colleges, pursued a diligently unwavering course of control on college managements.

4.4.5.3 Principals' perceptions of change in college size since ERA/LMC²

This question, which was designed to double-check the perceptions of principals about the development of their institutions with particular reference to the 1988 Education Reform Act, asked: **5.3 Has your college size³ grown /diminished⁴**

¹ From previous data it was originally assumed that this interviewee would have felt more freedom following the ERA but this was reversed by a belated question (See chapter 7 figure 7.1.478(iv) and question 5.5 in the full transcript on attached disk for further details).

² 1988 Education Reform Act and consequent Local Management of Colleges (see notes to chapter 4.4.5.1 for further details)

³ This was clearly understood by all to mean the personnel aspects - students and staff - with emphasis on students.

⁴ See also chapters 4.3.11 and 4.4.1 for further information about college development and recruitment.

since ERA/LMC¹ an illustrative representation of the responses is given in figure 7.1.479². This shows that nearly three-quarters of the sample announced that their college had grown in size since ERA/LMC³, one indicated that it had diminished in size and three that it was similar in size to that of the period prior to the Act.

Brevity was a salient feature of the responses to this question ⁴which correlated closely with the replies given in the sister question (1.1) in chapter 4.4.1.

Responses show that a clear majority of the sample felt that their colleges had grown in size since the 1988 Education Reform Act and the subsequent introduction of Local Management of Colleges (LMC). Most replies implied modest growth but a few overtly claimed large expansions from the start of the 1989/90 period.

Although only one directly associated growth with ERA/LMC it was covertly implied in a number of instances. Some principals identified growth as a compound issue within the wider context of development, consisting of gains and losses in programme areas in their colleges and over a period of time - for example increases one year followed by decreases in the succeeding year [Ints 4,5,6].

It was felt that interviewees were anxious to report growth rather than decline, which was intuitively viewed as anathema in the light of Government expectations of an expanding further education service.

¹ See DES Circular 9/88 p50 para 4.58 for details about implementation of the Act.

² See chapter 7 for details of figure.

³ Meaning from the beginning of the 1989/90 academic year.

⁴ See Vol II for analysis details.

4.4.5.4 Perceptions of ability to maintain¹ /improve²

Section 142 (6) of the 1988 Education Reform Act placed on college governors and principals new responsibilities for college buildings³ and question : **5.4 Have you been able to maintain/improve your buildings since ERA/LMC⁴** was included in order to discern principals thoughts about what progress had been made in this area. ⁵ Figure 7.1.480 ⁶ contains a tabulated combination of responses showing that principals were fairly evenly divided about their abilities to maintain buildings but overwhelmingly confident of their abilities to improve parts of them.⁷ Assertive dispositions adopted by principals in their approach to this task were displayed in response to the question, captured in the analysis of replies reported in the thesis ⁸

This question encouraged fulsome replies from most interviewees. They firmly outlined not only the magnitude of the problems of maintaining and improving their buildings but also their determination and inventiveness in attempting to

¹ Meaning general maintenance of the fabric and decoration both inside and outside the buildings but not major items of expenditure.

² Meaning general improvements to the internal and external fabric and decoration of the college buildings but not major projects.

³ See DES Circular 9/88 para 4.11(v) which outlined the power of governing bodies to arrange for repairs, maintenance and alterations to college premises and equipment and para 4.12 (vii) which outlined governors' duties to maintain colleges in a fit state of repair.

⁴ See chapter 4.4.4.4 for further details about expenditure.

⁵ See DES Circular 9/88 paras 3.17, 3.18 and 3.19 for an outline of the proposed 'landlord and tenant analogy for the division of the responsibilities between college governors and LEA for the purposes of major and other structural repairs maintenance.

⁶ See chapter 7 for details of figure.

⁷ See DES Circular 9/88 for an outline of the powers which may be delegated by the governors to college principals under Section 142(6) of the 1988 Education Reform Act.

⁸ See Volume II for analysis details.

overcome perceived insuperable difficulties when improving college environments in order to improve 'marketing' of their products.

The results showed that principals considered they had achieved more success in improving the appearance of college buildings than in maintaining the quality of their fabric. Some felt that the discerned backlog of neglect presented a formidable obstacle to swift progress, particularly where large, possibly old, poorly constructed college buildings were inherited.

Some colleges had made, and were still making at the time of the survey, considerable efforts to upgrade the condition of their college buildings. This, particularly in the years following the announcement of LMC, was by no means universal and there were reports of continuing unsatisfactory co-operation between some LEAs and their colleges after the implementation of delegated powers to colleges.

4.4.5.5 Principals' changes to college internal management structures since ERA

The issue of changes to internal management organisation structures within colleges was addressed in the next question: **5.5 Have you changed your internal management structure since ERA...** which was inserted to chart the progress of college management configurations since the 1989 questionnaire¹. Figure 7.1.481e² contains an integrated table of responses. This showed that two-thirds of the sample had changed their management structures

¹ See chapter 4.3.3 for further information about principals' views on 1989 college management structures. See also Theodossin E 1984 for further evidence of earlier restructuring.

² See chapter 7 for details of figure.

since the 1988 Education Reform Act, although a number of interviewees stressed that the changes were not in themselves attributable to the Act¹. Twenty per-cent reported no change had taken place and 13% indicated that changes were imminent. The notes to the table² illustrate the degrees of complexity which surrounded some of the responses, and further information about details of the variations is contained in Chapter 4.4.5.5.3.³ Replies to the question indicated that subsequent to substantial changes from traditional departmental structures in 1989⁴, 67% of those interviewed made major changes to their management structures (half being initial changes and half additional changes) during the ensuing two years.

At the time of the interviews most colleges were operating some form of *matrix* management structure. This usually comprised a top tier of cross-college functional heads, sometimes referred to as directors or assistant principals, and a middle tier of programme delivery heads at senior lecturer or lower management spine levels to administer the academic sections or schools of study. A few colleges operated faculties, a system of larger (or groups of) academic departments and functional cross-college directors.

Although these changes appeared to be associated with the freedoms afforded to colleges by the enactment of the 1988 legislation, there was a certain reluctance on the part of some principals to accept this as the immediate cause of the developments, which they perceived as being desirable before ERA. This

¹ See full transcript on attached disk for further details (see earlier chapters, particularly 4.4.5.1, for further examples of this reaction to the causes for change).

² See chapter 7 figure 7.1.481 (notes 2 & 3) for details.

³ See volume II for analysis details.

⁴ See chapter 4.3.3.2 for further information.

attitude implied that college management changes were brought about through earlier coordinated action. Alternatively it suggested that the aforementioned pressures¹ were communicated simultaneously to college principals and national politicians, or perhaps promoted by either, or both. Whatever the origins, most respondents welcomed the opportunity to change their management structures, seeing in the changes opportunities to incorporate developments which they perceived as enhancing not only college administrations but also improving services to their students. Some interviewees declared the need to alter their college management structures incrementally in view of the impending legislation forecast in the recently published 1991 White Paper. Many of those interviewed took the opportunities afforded by senior staff leaving the college to reorganise their senior management echelons.

This implied an avoidance of compulsory reorganisation wherever it was achievable using less rigorous means. It may also have been a tactic used to make additional changes.

4.4.5.6 Principals' perceptions on whether college specialisms had changed since ERA

The question: **5.6 What are your college specialisms... Have you changed them since ERA** was included to gauge the developments and movements in college courses which had taken place since freedom for colleges to develop and expand was encouraged as a result of the 1988 Education Reform Act². By their

¹ For example see the DES/LAA Joint Efficiency Study: 'Managing Colleges Efficiently' HMSO 1987.

² See DES Circular 9/88 Part 2 particularly chapters 2.11; 2.17; 2.32 and 2.35-2.39 (see also DES Circular 3/87 'Providing for Quality: The Pattern of

very nature further education colleges were ever pioneering and entrepreneurial¹ and this new encouragement merely served to enhance the rate of this proclivity. Figure 7.1.482² portrays the general perceptions of principals who were very informative in their replies³. The figure shows that 40% thought their college specialisms had changed since the 1988 Act⁴, and the 60% who reported no significant changes included many who highlighted some very impressive developments⁵ within their colleges. Forty-seven per-cent⁶ thought that though changes had been made, they were of limited substance⁷, again some of these comments are included in the Volume II analysis.

Contained in the interviews was evidence of a considerable amount of development. Some of this was the result of *expanding the range of courses* offered, changing the emphasis of specialism in a number of cases, probably more than the admitted 40%, and much of this attributable to the entrepreneurial activities of college principals. However, many interviewees felt that their remit was sufficiently broad to embrace the planned developments within the college's specialist range without changing the direction of college specialisms or its policy.

A number of those interviewed envisaged change within their specialisms but of

Organisation to Age 19' May 1987, for details about the consideration of LEA provision for 16 - 19 year olds as a whole).

¹ See chapter 2 of thesis for further evidence, also chapter 4.3.11.1 for information in the 1989 survey about college developments.

² See chapter 7 for details of figure.

³ See volume II for analysis details.

⁴ See also chapter 4.4.1 for further information about student numbers and their growth.

⁵ See chapter 4.4.5.6.3 in volume II for further details.

⁶ See chapter 7 figure 7.1.482(3) for details.

⁷ See full transcript on attached disk for further details.

insufficient magnitude to merit attention under this question. Examples of this included imaginative developments into higher grades of courses such as higher national diplomas or degrees, and elaborate training facilities for employees in local industry. Others felt that development work such as work with disadvantaged groups merited special mention as it generally required staff retraining programmes of some intensity.

4.4.5.7 Principals' perceptions of whether college governors had received adequate training¹ in readiness for LMC²

Turning to the subject of preparation for the changes actuated by the passing of the 1988 Education Reform Act, question **5.7 Do you consider that your governors have received adequate training for LMC following ERA** probed principals about these arrangements. Figure 7.1.483³ illustrates the magnitude of the problem. Only about a quarter of those interviewed felt governors had received adequate training for their new responsibilities. Whilst a further 20% felt that they had at least received marginal training, over half the sample declared that less than adequate training had been received. This picture was supplemented by explanatory remarks which are disclosed in the attached analysis⁴.

Differing degrees of support by individual governors for their own training for

¹ See DES Circular 8/88 Sections 34 and 35 for details of the government's declared intentions on the matter of training for college governors in preparation for implementation of the 1988 Education Reform Act proposals, and of Education Support Grants to assist its development.

² Local Management of Colleges (see chapter 4.4.5.1. for further details).

³ See chapter 7 for details of figure.

⁴ See volume II for analysis details.

LMC was evident from the interviewees' replies. In general governors' responses to LEA training programmes were reported as less than enthusiastic, often derisory. Simultaneously, principals acknowledged governors' difficulties, particularly the major factor of governors' time, although more universal reactions of disappointment, disdain, even resentment of LEA training were discerned. Several principals demonstrated initiative and ingenuity in overcoming this obstacle by offering special in-house training sessions, sometimes with 'sweeteners', or the subtle use of governors' meetings and attractively presented information.

Principals' comments: "I haven't heard them complain that they wanted more, but I think it's the time factor you see" [Int 9], or on the other side of the coin: "They are very supportive and yet closely involved, with a superb chair of Governors as well" [Int 3], epitomised most principals' reactions to the situation. These bore testament to the dedication, forbearance, and to the general quality of governors' services to colleges, with or without training, during this difficult transitional period.

4.4.5.8 Principals' perceptions about whether they, themselves, had received adequate training¹ in readiness for LMC²

The penultimate question in section 5 of the 1991 survey **5.8 Do you consider that you have received adequate training for LMC following ERA**

¹ The definitions of 'adequate' and 'training' in this context were challenged by a number of interviewees (see full transcript on attached disk and also the following chapters 4.4.5.8.1 to 4.4.5.8.3 for further details).

² Local Management of Colleges (see chapter 4.4.5.1 for further details).

elicited some very informative replies¹.

The general tenor of these opinions is exhibited in figure 7.1.484² which embodies the setting for some enlightening insights into the needs, aspirations and disappointments of principals with regard to their own training for the momentous changes which faced them following the 1988 Education Reform Act and LMC. Only 13% felt they had had adequate training, whilst a further 33% admitted to some form of training. However over half the sample³ declared that they had not received adequate training for the tasks they were expected to undertake. The majority of those questioned, although accepting that they had not received adequate training for LMC, did not feel the need for personal training from agencies external to their colleges, particularly training arranged by their LEAs. However, many prepared for LMC by attending a wide range of courses of their own choosing. A question mark was placed over universal training for principals. It was thought by a number to be impossible to arrange given the varied backgrounds, experiences and responsibilities of those engaged in managing differing types and sizes of institution. However it was accepted by some that specialist training in resource management, help with accounting or, as one put it, more hands on experience as a case study could have been helpful. Some illuminating insights were gained during the discussions which took place around this question. The frailties, feelings of vulnerability and isolation of some were reportedly met with stoicism, determination and resolve. This balanced the self-confidence of others who appeared to optimistically face the challenges of LMC and beyond with inventiveness and vision. It was also observed that

¹ See volume II for analysis details.

² See chapter 7 for details of figure.

³ See chapter 7 figure 7.1.484(2) for details.

underneath many bluff exteriors, some bordering on omniscience, lay limitations which were neither alleviated nor ameliorated by the paucity of training available to principals at the time. Moreover, as one interviewee explained, problems were surmounted by reacting to circumstances and thinking on one's feet.

4.4.5.9 Main difficulties experienced by further education college principals following the Education Reform Act

Finally in this section investigating aspects related to the Education Reform Act¹, question **5.9 What do you personally consider your main difficulties to have been since ERA...** inquired of principals what they personally felt to be the most difficult facets of their jobs during the two years following the enactment of the 1988 legislation.

Although the question was stated in the plural, most individuals responded with their single most importantly discerned *bête noire*, explaining in expanded detail the reasons for their choice². Figure 7.1.485³, illustrating the distribution of the responses, shows that one-third of respondents felt that matters to do with their budgets were uppermost in their list of difficulties. Considering the responses to previous questions⁴ the author thought that this particular problem was also probably paramount in other interviewees' minds⁵ but that some injected

¹ See chapter 7 figure 7.2.8 for further details of questions.

² See full transcript on attached disk , and the following chapters for further details.

³ See chapter 7 for details of figure.

⁴ See full transcript on attached disk for further details.

⁵ A subjective feeling of the author gained during this stage of the discussions through observed reactions of the interviewees and by inconsistencies of

additional importantly perceived variables into the discussions at this stage by suggesting further factors. The question was inadvertently omitted during the discussion with one interviewee¹.

Although five separate areas of concern were mentioned in the context of this question², a significant minority of those interviewed reported that budgets and problems associated with local authority treasurers' departments posed their main difficulties during the two years following the passing of the 1988 Education Reform Act. Others also touched on aspects of these problems during discourses about other major difficulties³. There was little doubt among the interviewees that carrying staff with them in the quest for changes following the Act was of paramount importance, as was the speedy acquisition of reliable information for monitoring and planning purposes. Both of these gave rise to serious concern among principals. Limitations on time available to principals was highlighted and stressed as being at a premium throughout this period, in the increasingly volatile environment of the transitional further education sector. Difficulties associated with college accommodation were also mentioned as the major problem in one case, and surprisingly one interviewee admitted to being confronted by no main difficulties at this juncture.

The discussions again showed that resentment among principals was high concerning the lack-lustre performance of local authority treasurers' departments, particularly in the context of inadequate provision of vital information required by principals for the efficient management of their

emphasis with previously articulated problems; not, however, detracting from the importance or the relevance of the comments included here.

¹ See chapter 7, figure 7.1.485(7) for details.

² See volume II for analysis details.

³ See full transcript on attached disk for further details.

establishments following the Reform Act.

4.4.6 General and Personal Perceptions

4.4.6.1 Predominant factors affecting change in the further education service

The first question in this general section referred interviewees back to responses received to the 1989 questionnaire¹:

6.1 Responses to my questionnaire in November 1989 indicated that the majority of principals in the East Midlands thought that the following five factors would most affect the development of further education between 1989 and 1992..

- i. Demographic trends**
- ii. The 1988 Education Reform Act**
- iii. Other Central Government policies**
- iv. LEA policy changes**
- v. Labour market trends (eg employment/unemployment)**

Going on to inquire:

What do you now think is the predominant factor affecting change in the FE service?

The results of the answers to this are tabulated in figure 7.1.486² showing that the order of principals' priorities had fundamentally altered since 1989. In fact they were actually changing during the course of the interviews, largely influenced by the newly published White Paper and its proposals for fresh

¹ See chapter 4.3.15 together with figures 4.3.044 ; 4.3.045 and 7.1.437 (G) for details of the original 1989 question and responses.

² See chapter 7 for details of figure.

legislation¹ promising to affect dramatically the management of the service.

Two-thirds of the sample now concentrated on the effects other Central Government policies would now have on change, leaving 13% considering that the 1988 ERA was a predominant factor and only 7% for each of three other factors affecting change: labour market trends, demographic trends and LEA policy changes. Many answered the question by commenting on each of the 1989 responses in turn, reconsidering their own current positions in the process².

It was apparent from the responses to this question³ that in spite of the intervention of a further major Government policy initiative, the priorities declared by principals in the 1989 survey were still held as valid concerns by many principals. However the publication of the 1991 White Paper just prior to the interviews was having an increasing influence on thinking. This resulted in a swing towards 'Other central government policies', three-quarters of the sample indicating this as their new predominant factor. The rank order of 1990 thinking by East Midlands college principals was:

1. Other Central Government Policies
2. The 1988 Education Reform Act
3. Labour Market Trends
4. Demographic Trends
5. LEA Policy Changes

These were additionally complicated in some cases by residual anxieties arising following ERA, particularly in the form of whether college staffs and

¹ 'Education & Training for the 21st Century...1991'

² See full transcript on attached disk for further details.

³ See volume II for analysis details.

managements could cope with further changes of the orders of magnitude perceived in the 1990 White Paper proposals. This was not a common feature however, most principals indicating their preparedness and willingness to approach the new, 'exciting challenge' with positive determination and in some cases enthusiasm. There were also some strong feelings expressed that LEAs should still have a role to play in the future proposed for further education.

4.4.6.2 Feelings of personal job satisfaction following ERA

The first question in this general section: **6.2 Has your job become more/less satisfying following ERA...**, elicited a not unexpected response¹, recorded in general terms in figure 7.1.487². This shows that nearly three-quarters of those interviewed expressed more personal job satisfaction since the inception of ERA and whilst only 7% dissented from this view, 20% were uncertain as noted in the analysis details. Seventy-three per-cent of those interviewed unerringly and unreservedly declared increased satisfaction with their jobs since the implementation of the 1988 Education Reform Act, supporting the findings of the 1989 questionnaire survey. Of those who wavered only one attested less satisfaction, 20% expressing ambivalences which suggested that some remained to be convinced on this issue.

It was clear from the responses that most considered that freedom from LEA control and being responsible to the college governors for their decisions and actions added most to the feeling of greater job satisfaction. Harsh comments

¹ See chapters 4.3.13 and 4.3.14 which indicated that in 1989 58% of principals in the questionnaire sample showed enthusiasm for their work and 74% saw the near future as an exciting challenge.

² See chapter 7 for details of figure.

were made by some about the pettiness of local authority bureaucracy during the preceding years although it was acknowledged that LEAs also added protection and security, the loss of which would be regretted by colleges if the 1991 White Paper proposals were implemented.

4.4.6.3 Principals' feelings about the fairness of their salary since ERA¹ & LMC²

This simple question **6.3 Do you consider you are getting a fair salary for your job following ERA and LMC** attracted an avalanche of criticisms of a remuneration system which no longer appeared to match the expectations of principals who considered their current jobs as covering much greater areas of responsibility than before ERA. Figure 7.1.488³ illustrates the general pattern of responses. This shows that nearly three-quarters of those questioned felt that their salaries following ERA and since the inception of LMC were at least questionable and in a third of the cases surveyed, unacceptable. Over a quarter of the sample, covering a variety of colleges, expressed satisfaction with the salary they received but were concerned in some cases about relativities with other professions and heads of some schools. Once again the answers to the question were full and varied and extracts from them, both for and against, are

¹ See 1988 Education Reform Act chapter III Sections 152 para 5, 142 para 6, and DES Circular 9/88 para 4.13 and to the Annex : Model Articles of Government, particularly para 16; for further details of governors' powers of delegation to college principals.

² Local Management of Colleges (for anacronyms details see figure 7.1.102).

³ See chapter 7 for details of figure.

included in the appended paragraphs¹.

Answers to this question indicated strong feelings among principals about their current and imminent remuneration. Most were disappointed with the reactions of Government, LEAs and their governing bodies to the collective cases being made for principals' salaries to match their new responsibilities following ERA and LMC. The survey also produced anecdotal evidence illustrating the reluctance of many governing bodies to increase principals' and other senior managers' salaries unless or until the management structures of the colleges concerned had been reviewed.

Principals' feelings ran both high and deep on the subject of their own remuneration and some wondered how best to present their cases, which in the past had been carried out through national negotiating machinery, to governing bodies now adopting much tougher stances on the relationships between changing management strategies and organisations and corresponding additional payments to principals.

4.4.6.4 Principals' feelings of personal elation/depression since ERA

The fourth question in this general section **6.4 Are you personally more elated/depressed since ERA** was designed in order to try to establish the degree to which principals' personal feelings were affected by the changes which had taken place in the further education sector. The table in figure 7.1.489² indicates that pleasurable feelings were expressed by four-fifths of those questioned, although 20% felt dissatisfied if not depressed about the job they

¹ See volume II for analysis details.

² See chapter 7 for details of figure.

were currently undertaking. Once again the blandness of these scores was embellished with fairly full accounts of principals' feelings, recorded in the detailed analysis¹.

Replies to this question indicated that the overwhelming majority of East Midlands principals interviewed felt some form of elation following the passing of the 1988 Education Reform Act. However, some of them were reluctant to describe it thus², preferring good naturedly to use terms such as satisfied, or as expressed in one case: enjoying oneself. Twenty per-cent however felt that they were somewhat depressed or, as most would have it, dissatisfied. This attitude again appeared to be linked to disappointments over budget allocations, strategic planning procedures, or persistent interference from local authority treasurers' and personnel departments. Several interviewees again refuted suggestions of association between ERA and feelings of elatedness or depression but the majority accepted the inferred relationship. It was felt that although some principals indicated that the presented expressions 'elation' and 'depression' were perhaps strongly formulated terminology, the vocabulary did excite the imaginations of interviewees. Most responded readily with full interchanges on the elusive subject of principals' personal feelings during the hectic maelstrom of activity within an unprecedented period of change throughout the further education sector³.

¹ See volume II for analysis details.

² In retrospect it is thought that the terms used : 'elated' and 'depressed' were probably pitching the discussion a bit too high and a bit too low.

³ See full transcript on attached disk for further details.

4.4.6.5 Principals' feelings about how their college will progress in the foreseeable future

The final question in this general section **6.5 Do you think your college will expand/survive/decline during the next five years** was an invitation to interviewees to elucidate during the discussion their visions for the future of their colleges. The expectations from such a question might reasonably have anticipated little more than a collection of subjective opinions but the evidence is of a collection of more carefully thought out evaluations based on historical and practical considerations¹.

Figure 7.1.490² shows the general distribution of respondents' replies. These indicated that nearly half of those questioned cautiously insisted that their college's survival was paramount in their forward planning. Forty per-cent were confidently expecting expansion. Few forecast decline, simultaneously declaring a determination to avoid this if at all possible. Analysis of the responses to this question indicated that on the whole there was a positive attitude on the part of principals towards planning for the future³. Optimism about survival was displayed in over 80% of cases, half of these anticipating expansion, some on a large scale. There was little doubt in most minds that survival meant additional exertions from colleges and many principals visualised themselves in the vanguard of any such entrepreneurialism. A number envisaged danger for some less efficient, possibly city based colleges, but few recognised themselves in this

¹ See full transcript on attached disk and the following chapters 4.4.6.5.1 to 4.4.6.5.3 for further details.

² See chapter 7 for details of figure.

³ See volume II for analysis details.

category. It was also ascertained during the interviews that most principals were aware of the need to make headway against inefficiency, whilst being conscious of the responsibilities of the service for maintaining educational standards and effectiveness. Some foresaw problems in achieving funding or accommodation in order to realise any major expansion; obversely many did not necessarily regard such factors as impediments to growth.

4.4.7 Principals' comments on newly published proposals

The final four questions in this survey were only posed, with the agreement of each interviewee, if sufficient time was available. In the event only two declared time too short to continue, both having other appointments waiting. The composite table 7.1.491¹ shows the general distribution of responses to the questions. Each set of responses was dealt with under separate chapter headings in the detailed analysis². *In spite of shortages of time many interviewees* generously offered detailed and sometimes expansive responses to questions which had an added relevancy due to the recent publication of the 1991 White Paper³ and its implications for further radical changes to the further education system. Responses to these questions showed that over half the interviewees felt some concern about the Government's intention not to fund non-vocational education through the proposed new central agency (FEFC). This was a significant part of many colleges' work, through the proposed new central agency (FEFC); and the suggestion that it should remain the responsibility of

¹ See chapter 7 for details of figure.

² See volume II for analysis details.

³ 'Education & Training for the 21st Century...1991'

local education authorities was not accepted kindly. The Labour Party's proposals for a considerable expansion of tertiary colleges met with support from more than half of the respondents. Some thought that events had overtaken such a long term development whichever party came to power in the forthcoming general elections. Only one-fifth of those surveyed supported the concept of sixth-form colleges joining in with FE colleges to form the new sector. However, some saw an enhancement of FE's status being gained by the increased academic intake to the enlarged service. Eighty per-cent showed concern about the proposals for a greater TEC involvement in the role of the careers service, perceiving in this a potential attenuation of their neutrality which was highly valued by most principals.

Chapter 5

OBSERVATIONS & CONCLUSIONS

5.1 The current research

The research resolved to investigate some aspects of *management of change* in the further education sector within the twin contexts of historical perspective and contemporary legislation. Perceptions of college chief executives were mapped against a rapidly evolving sequence of events¹ from the inception of the 1988 Education Reform Act and the metamorphosis of Local Management of Colleges (LMC) to the 1992 Further and Higher Education Act and incorporation of colleges in 1993. These trends were embodied in a long history of scholastic entrepreneurial activity within a diverse LEA network², set alongside nationally negotiated remuneration agreements and conditions of service. Their details, though difficult to quantify, were qualitatively discernible as reported in the 1989 survey³, the 1991 interviews⁴ and the 1993 'figurehead' interviews⁵. The thesis sets out to describe the related events of this era, attempting to derive conclusions from the study which will add to the

¹ {Chapter 3.3.5} The convention refers to the relevant chapter/s in the research containing material pertaining to the subject under discussion.

² {Chapter 3.4.4}.

³ {Chapter 4.3}.

⁴ [Ints 1-15] The convention refers to the 1991 interviews analysed in chapter 4 of the thesis. For further information see full transcript on attached disk.

⁵ [Ints 16-18] Throughout this chapter, material from the 1993 interviews with three 'figurehead' college principals, denoted by this convention, is used to supplement, support or oppose the East Midlands findings (For further information see {Chapter 3.6.7} and full transcript on attached disk).

accumulation of knowledge and further inform the debate about the relevance and future of further education. During this period of unprecedented change, colleges were subjected to decisive national legislation as well as to substantial local variations in their technological, economic and sociological environments¹. Although not intended to imply typicality of the management of further education generally, the narrative endeavours to cast light upon the sector through the related experiences of East Midlands college principals. There was, however, anecdotal evidence to suggest that a degree of commonality existed with colleges in other English towns and cities².

The East Midlands colleges varied considerably in size, location, style, character and complexity³, matching the diversity of other colleges visited by the author⁴. The total number of colleges in the further education sector had declined from a peak of some 555⁵ in the 1950s, to 465⁶ listed as transferring to the new sector on 1 April 1993⁷. Some 41 of these colleges were also designated for further changes, ranging from their name or address, to amalgamation or closure⁸.

Interest in the research was demonstrated by the ready responses from principals to requests for information⁹. There was a willingness on the part of all surveyed

¹ {Chapter 4.3.15}.

² [Ints 16-18].

³ {Chapter 4.2.1}.

⁴ For further details of college environments see Kahn S.A. et al 1993 p792.

⁵ National Institute of Adult Education 1955 p4.

⁶ This number included 230 FE; 56 Tertiary; 34 Ag & Hort; 106 Sixth-Form; 10 Voluntary Controlled; 15 Art & Design and 14 Designated colleges (see FEFC Circular 92/05 for further details).

⁷ "There are 498 Institutions and sinking fast" - a salutary reminder from Stuart Hoare, Education Assets Board (EAB), addressing a Midlands APC seminar at Bournville College Wednesday 30 September 1992.

⁸ See FEFC Circular 92/05 for further details.

⁹ {Chapter 3.5}.

to impart personal and official intelligence about themselves and their colleges¹. Many also expressed a wish for information about the outcome of the finished project².

It has been said that if one expects to see the final results of one's work one has not asked a big enough question³, a statement borne out by this research. The study has been able to observe only the tip of the iceberg of developments in a further education sector proceeding at a rate surpassing the optimism, or concern, of the most radically thinking principals⁴. As the research progressed, the inevitably shortening perspectives left many of the issues discussed subjects of continuing speculation, optimism, controversy and scepticism⁵.

5.2 Development of colleges

Growth and diversity have been the hallmark of the further education sector throughout its history⁶, passing through stages which included the development and decline of evening classes, the support and withdrawal of day-release courses, and the increase of full-time courses and tailored programmes for business and the individual⁷. The advent of the 1988 Education Reform Act

¹ [Ints 1-15]; [Ints 16-18]. See attached disk for details.

² [Ints 1-15 (4.7.5)] [Ints 16-18 (5.5.7)]. This nomenclature denotes the relevant chapter within the interviews (See attached disk for details).

³ Stone I F (1992) RSA Journal p352.

⁴ [Ints 1-15]; [Ints 16-18]; {Chapters 4.4.1.1-1.6 & 4.4.6.5}.

⁵ [Ints 1-15]; [Ints 16-18].

⁶ {Chapter 2} (See also figures 7.1.274 in chapter 7. and 7.1.281 on attached disk).

⁷ The number of students in colleges rose by some 46% during the decade 1981-91 from about 1.8 million to 2.7 million (See figure 7.1.274 in chapter 7 for further details).

brought further impetus to this proclivity. Following the 1992 Further and Higher Education Act, colleges and principals were positively encouraged to increase student numbers considerably¹ whilst simultaneously enhancing the productivity² of their institutions. This was to be achieved through financial incentives³ cultivating their natural entrepreneurial zeal⁴ and competitiveness⁵, together with efforts to allay their developing wariness of Government training departments⁶.

Much criticism from politically aware principals was directed at the training policies of employers and Government agencies⁷.

The 25% growth, scheduled by Government⁸ to be achieved in three years, was destined to be "patchy and not easy"^{9 10}.

Colleges rising to this challenge funded through the Further Education Funding

¹ Enrolments on vocational courses were expected to rise to 2.9 million students in 1992-93 (See FEFC Statistics Bulletin Issue No2 June 1993 p5 for further information).

² {Chapter 4.4.2.2} See also FEFC Circulars 92/10; 92/13; 93/09; 93/14; 93/20; 93/24; 93/32; 93/39; 94/02 and Draft Guidance 23 December 1993 (See {Chapter 6.3.1} for further details).

³ FEFC Council Report No 11 23 December 1993 p1.

⁴ {Chapters 4.3.11; 4.4.1.1}

⁵ {Chapters 4.3.8; 4.4.3.1; 4.4.3.4}; [Ints 16-18 (5.2.1)].

⁶ {Chapter 4.4.3.6}.

⁷ {Chapters 4.4.3.3 and 4.4.3.6}; [Ints 16-18 (5.2.1 and 5.2.3)].

⁸ See Association for Colleges (AFC) Annual Conference Presidential Address by Sir Bryan Nicholson p2 and speech by Tim Boswell (Minister for Further and Higher Education) p4 at Cafe Royal Tuesday 23 February 1993 for further details. Published by The Times Supplements. See also FEFC Council Report No 11 23 December 1993 p1.

⁹ Terry Melia, FEFC Chief Inspector, addressing the Midlands branch of APC at Mackworth College Derby 21 May 1993.

¹⁰ See also Woolf G (1991) 'FE Proposals - welcome if...' NATFHE Journal No 2 April/May 1991 p4, who argued for "a period of stability".

Council (FEFC) from 1993¹, continued to attract additional students to a broader range of courses and training programmes offered by the sector². Enterprise³ and marketing⁴ were assigned high levels of importance by those interviewed⁵ who controlled annual budgets of several £million⁶ in highly competitive colleges. Traditional apprenticeships and day release schemes, the 'bread and butter' of the FE sector and described as "well matched to local needs"⁷, were seriously affected by the current recession and other technological factors and had all but disappeared in some colleges⁸. These and other socio-economic elements forced colleges (for the most part successfully) to investigate and aggressively, sometimes ruthlessly, exploit other markets⁹. Developments included programmes for adults seeking employment or entry to HE; higher education courses¹⁰, particularly those enfranchised with nearby universities¹¹,

¹ [Ints 16-18 (5.1.1)].

² {Chapters 4.3.1.5; 4.3.6.5; 4.3.8.7; 4.3.11.3; 4.3.15.1 and 4.4.1.7}.

³ A chairman of governors reported on the acquisition of considerable private funds for a new building programme for a Midlands college (Discussion with author on 11 November 1993).

⁴ A lesson still to be learned by many. See Ian Nash Times Educational Supplement 'Adults Find Doors Closed to Learning' 9 September 1994 p2.

⁵ {Chapters 4.3.8.5; 4.4.1}

⁶ The largest college in the sector registered 46000 students in 1993 and had a workforce of 3000 (1800 teaching staff) and an annual budget of £50 million (Reported in the NATFHE Journal Vol 19 No 1 Spring 1994 p12).

⁷ As reported by HMI in 'Engineering in Further Education' DFE Ref 430/92/NS 1993 Summary.

⁸ {Chapter 4.4.5.1}; [Ints 16-18 (5.2.3)].

⁹ {Chapters 4.3.11; 4.4.1}.

¹⁰ See TES April 29 1994 pp1&10 for details of CBI survey encouraging further development of HE courses in the FE sector.

¹¹ [Ints 16-18 (5.2.3)].

training programmes for local and national employers¹, 'drop-in' 'flexible' workshop facilities for individual students; distance learning packages; programmes for students with learning difficulties and disabilities², and courses, training, consultancy and advice for overseas markets, particularly those in emerging Eastern European countries³.

Budgets were a source of major concern throughout the research⁴ and an Association of Principals of Colleges (APC) survey of Unit Costs⁵ in Midlands Colleges⁶ in 1991 supported principals' fears, indicating that there were fundamental difficulties in comparing units of resource between Local Education Authorities (LEAs). Income targets associated with formula-funded programmes were also shown to vary significantly and the total resource available for FE was indicated as being withheld from colleges⁷. Units of resource, described as misleading when used for comparative purposes⁸, were criticised by principals in the present research⁹. As a result of these and other findings, including asset stripping by LEAs¹⁰, the FEFC was encouraged to investigate and duly

¹ See Holdsworth N, Maxwell E, & Nash I, TES 23 September 1994 for articles reporting on progress of pilot modern apprenticeship schemes.

² See FEFC Circulars 92/06; 93/05 for further details.

³ {Chapters 4.3.8; 4.4.1; 4.4.5.6}

⁴ {Chapters 4.6.3.4; 4.4.4.1; 4.4.4.2} [Ints 16-18 (5.4.4)].

⁵ For further information on unit costs see {Chapters 4.4.4.1.2; 4.4.4.1.3}.

⁶ See figure 7.1.491 in chapter 7 for further details.

⁷ It was reportedly said in jest, many times before ERA, that the 'Whichever Bypass' was built out of FE capital money [Int 18 (5.3.1)].

⁸ One APC member reported to a Midlands conference at Loughborough College on 10 March 1993 that: "students can be double and even triple counted under present rules" imploring the FEFC "not to allow this to happen in future".

⁹ {Chapters 4.3.6.4; 4.4.4.1.2; 4.4.4.1.3; 4.4.4.2}.

¹⁰ "A potential minefield" (Gordon H, addressing APC seminar, Cannock 21 January 1992). See also [Ints 16-18 (5.3.4)]; also 'Newslink' Issue 3 Volume 1 p3 published by APC, for further information.

implement a different method of funding colleges based on initial assessment and guidance; programme completion and achievement; the complexity and quality of provision; a cost-efficient expansion; financial and planning stability for institutions; and increasing responsiveness to student and employer expectations^{1 2}. An interim funding system was tolerated until the implementation of the proposed agreed scheme in 1994³. Only then would there be an acceptance that the 1992 Act had achieved the main objectives perceived by principals, the transfer of budget control to colleges which the 1988 Act was unable to fully address⁴.

5.3 Staffing

Acknowledging the Audit Commission statements in the mid- 1980s⁵, criticisms directed at college management structures were reported⁶. These included staffing levels⁷, conditions of employment⁸ and remission from teaching duties⁹ -

¹ See FEFC Circulars 93/20; 93/24; 93/32; 93/39 and Draft Guidance 23 December 1993 for further details.

² Roger McClure FEFC Director of Finance 'promised' a Midlands APC conference that there would be "constant and steady funding- not a flash in the pan" Cannock Staffordshire 19 January 1993.

³ FEFC Circular 93/39 and Draft Guidance on Recurrent Funding Methodology 1994-95 23 December 1993.

⁴ {Chapter 4.4.4.13}; [Ints 16-18 (5.3.1)].

⁵ {Chapter 2.4}

⁶ {Chapters 4.3.3; 4.4.4.6}.

⁷ A NATFHE survey estimated a 30% increase in average staff workloads in the year 1992/93. (Reported in NATFHE letter to college governors published in CEF Bulletin No 105 21 February 1994).

⁸ {Chapter 4.4.2.3}.

⁹ {Chapter 4.4.2.1}.

"still the sacred cow of unions"¹. The consequent massive reductions^{2 3} and changes⁴ (one college reported 43% of its full-time teaching staff leaving between the two Education Acts)⁵ (another described how a college senior management was reduced by 57% over the three year period)⁶ were described as stabilising towards the end of the research⁷.

Principals occupied the middle ground between political pressures⁸ and uneasy staff reactions^{9 10}, epitomised in union battles to retain Silver Book conditions¹¹¹². They were finding it increasingly difficult to meet the Government mandate to enhance college productivity, efficiency and effectiveness through reductions in class- hours, expanding flexible working arrangements¹³, and larger classes¹⁴,

¹ [Int 16 (5.1.2)].

² {Chapters 4.3.1; 4.4.2.2}; [Ints 16-18 (5.1.1)]

³ A staff member of a Midlands College, in discussion with the author on 23 May 1993, graphically describing staff leaving the college that year as "like the massacre at Hangman's Creek".

⁴ {Chapters 4.3.3; 4.4.5.5}.

⁵ [Ints 16-18 (5.1.1)].

⁶ [Int 16 (5.4.1)]. See also FEFC Circular 93/07 for further information about restructuring.

⁷ [Ints 16-18 (5.1.1)].

⁸ {Chapters 4.3.6; 4.4.4.1}.

⁹ See figure 7.1.505 for example. See also Megan Matthews TES Section 2 May 8 1994 p11 for a senior staff viewpoint on college management.

¹⁰ There was undoubted staff stress at all levels during this period, as noted in a survey conducted by NATFHE and published in the NATFHE Journal Spring 1994 pp15-17.

¹¹ {Chapter 4.4.2}; [Ints 16-18 (5.1.2)].

¹² See also TES April 15 1994 p3 'NATFHE Split Over Contracts' for further information about local bargaining.

¹³ See CEF Bulletin No 124 6 May 1994 paras 4.1 to 4.4 for details about CEF Model Contract "designed to eliminate the 'restrictive practices' contained in the Silver Book".

¹⁴ College Employers Forum (CEF) Bulletin No 102 paras 2-6.

without engendering serious disruption. Many colleges appointed specialists to their staffs to administer personnel matters during this period¹. Although most college managements appeared to avoid outright individual confrontation² with unions³, such conflicts were exemplified in the reported attempts of one college to implement the new conditions and, meeting the refusal of staff to comply, issued them with dismissal notices. This measure prompted an immediate well publicised reaction and threats of strike action⁴, causing management to retract their manoeuvre⁵.

Staff development aspects⁶ of the changes were, however, safeguarded and in some cases enhanced, using the 'Investors in People' (IIP)⁷ initiative, a 'kitemark' for improving quality⁸ of provision in colleges⁹.

Personal appraisal, lengthily and cautiously discussed, met with mixed responses

¹ Reported by a Midlands college chairman of governors in discussion with author on 11 November 1993.

² A discussion with an East Midlands college member of staff on 12 July 1994 revealed that 'a new contract' of employment was 'sitting on his desk' awaiting his signature, which he was reluctant to give.

³ {Ints 16-18 (5.1.2)}. Most post-1992 colleges (Corporations) were members of the Colleges' Employers' Forum (CEF) which acted as the FE employers' collective negotiating arm.

⁴ Reported in Daily Telegraph Saturday 12 February 1994 p2, and Times Educational Supplement 18 February 1994 (pp1,8 & 9).

⁵ See TES September 16 1994 'Silver Book Warriors Learn Language of Peace' by J Nash pp10-11.

⁶ The perceived need for college staff to undertake continuous training to update their teaching or management skills.

⁷ See Chapter 5.8 of thesis for further information.

⁸ For further information about quality see {Chapter 4.4.4.16} and [Ints 16-18 (5.4.5)].

⁹ [Ints 16-18 (5.1.3)].

at union level¹. Colleges were mandated to implement personal appraisal as part of the process of reform following the F&HE Act. Those spoken to had, with some trepidation, introduced diverse pilot schemes² during 1993 involving top-down approaches in their colleges, starting with appraisal of principals by governors³ and of senior managers by their superiors⁴.

5.4 College principals

The period during which the research was conducted was an exhilarating time for reformers⁵. However, not all principals, who were from diverse backgrounds, training and experience⁶, most of whom were male⁷ progressing through a standard promotion route⁸, survived the transition to the imposed additional responsibilities arising from the reforms. Some 44% of principals left their posts during the period between the two Acts and of these 35% left after 1990^{9 10}. Undoubtedly some left for 'normally acceptable' reasons¹¹ but it was

¹ See NATFHE Journal Autumn 1992 pp25-27; and 'The Lecturer' December 1993 pub by NATFHE p13. Also [Ints 16-18 (5.1.4)].

² See {Chapter 4.4.5.5.3} for example.

³ In some instances principals from other colleges were engaged as appraisers [Int 18 (5.1.4)].

⁴ [Ints 16-18 (5.1.4)].

⁵ {Chapter 3.2}.

⁶ {Chapters 3.4.4.; 4.2.4}.

⁷ {Chapter 4.2.4} See also Ruijs A 1993 p655 Coombe Lodge Report Vol 23 Nos 7/8 for further information about women managers in education.

⁸ {Chapter 4.3.2}.

⁹ See Presidential Address to APC Annual Conference in Birmingham by Mr L Turner, 4 May 1993 published in News Link Issue 4 Volume 2 pp1-4, for further details.

¹⁰ The current research shows that 41% of East Midlands principals left their posts during the period 1989-1992.

reported that the majority withdrew in order to avoid the unacceptable changes to what they regarded as their traditional roles¹. As one interviewee described the position of those who remained: "in a general sense they are feeling secure although the context in which they feel secure is extremely unstable"². This sentiment was supported by another interviewee who disclosed: "I know of a college where the principal has been told that a new principal will be in post by next January and if he hasn't found another job by then, he won't..."³

The majority of principals interviewed between the Acts gave strong impressions of enjoying the challenges presented by this proposed new educational environment. The most enthusiastic responses came from those who had been in post for five years or more⁴, particularly where they also enjoyed the current support of their LEA⁵.

During the course of the research, opportunities were afforded to the author to meet formally with eighteen college principals in their working environments⁶ and at least forty others at principals' meetings, seminars and conferences⁷ held mainly in colleges in the Midlands area. From these encounters with widely assorted individuals in extensively differing institutions⁸ it was ascertained that most principals welcomed the proposals for the 1993 changes, albeit with some

¹¹ Retirement, promotion, illness and death; estimated to be between 6% & 10% per annum.

¹ [Int 16 (1.2)].

² [Int 16 (5.5.1)].

³ {Int 18 (5.1.1)} July 1993 (The deliberately unfinished sentence withheld epilogically implied connotations).

⁴ {Chapter 4.3.14}.

⁵ {Chapter 4.3.13}.

⁶ [Ints 1-15]; [Ints 16-18].

⁷ {Chapter 3.6.9}.

⁸ {Chapter 4.2}.

rudimentary misgivings about the possibility of severance from their LEAs¹.

Only cautiously (sometimes sceptically) was there an initial welcome for the impending relationship with the newly proposed FEFC² but later, increasing confidence was expressed in this³ as well as the ability to manage their own uniquely envisaged corporations⁴.

Few principals felt they had received adequate training for the changes introduced by the Acts. Nevertheless the concept of a pattern of universal training for principals was questioned in the light of their varied backgrounds, previous training and differing institutional responsibilities⁵. The research uncovered some feelings of frailty and vulnerability which were however almost always met with stoicism, determination and resolve⁶. Although most principals appeared to face confidently the challenges with inventiveness and vision⁷, the observed limitations were not alleviated by the scant training offered but surmounted by "reacting to circumstances and thinking on one's feet"⁸.

Principals perceived their main difficulties in the wake of the 1988 Act to include the newly apportioned and reduced college budgets and problems associated with local treasurers' departments⁹ which elicited strong resentment from those

¹ {Chapter 4.4.4.10}.

² {Chapter 4.4.4.11}.

³ [Ints 16-18].

⁴ {Chapter 4.4.5.2}.

⁵ {Chapter 4.4.5.8}.

⁶ {Chapter 4.4.5.8}.

⁷ As one interviewee put it : "But the bossman, in terms of his leadership skills, has to demonstrate high levels of competence in a most unstable world" [Ints 16 (5.3.3)].

⁸ {Chapter 4.4.5.8}.

⁹ {Chapter 4.4.5.9}.

interviewed¹. Problems of 'carrying staff with them' in the quests for change, ever tighter limits on their personal time and difficulties associated with their new responsibilities for accommodation were also mentioned².

The majority of those approached throughout the research, unerringly and unequivocally declared increased satisfaction with their jobs^{3 4}, considering that freedom from LEA control and the reported pettiness of LEA bureaucracy (about which some of the harshest comments in the surveys were made)⁵ added most to this feeling⁶. Whilst it was acknowledged by some that the loss of LEA umbrella protection and security would be regretted⁷, one summed up the cautiously expressed feelings of many principals when describing incorporation of colleges in 1993 as: "like the relief of Mafeking"⁸. It was later reported that for a few, "perhaps too many", incorporation had not brought much joy, but "more tension, more stress and a growing feeling of measurable added

¹ Characterised by the example of a complete LEA group of principals who, on arriving late for an APC seminar, apologised? complained? because of a special Authority meeting at which they were informed of 'further' mid-year cuts to their college budgets. (APC Seminar 'The FE Bill - Its Implications for Colleges' Cannock Tuesday 21 January 1992).

² {Chapter 4.4.5.9}.

³ {Chapters 4.3.13; 4.4.6.2; 4.4.6.4}.

⁴ During a discussion with an East Midlands college middle manager in July 1994 difficulties experienced in 1993-94 were mentioned: "it was a terribly difficult year for the college". The author commented that the Principal must have faced a difficult period, eliciting an unequivocal response: "Oh no he obviously enjoyed the challenge".

⁵ See for example {Chapters 4.4.4.12 to 4.4.4.15}.

⁶ {Chapter 4.4.6.2.3}.

⁷ {Chapter 4.4.6.2}.

⁸ A reference to the demonstrated joy in London streets in 1900 when a besieged British held town in South Africa during the Boer War was relieved by a British Expeditionary Force. (Stated at a branch meeting of APC 10 March 1993 at Loughborough College Leicestershire).

responsibility, coupled with increasing isolation"^{1 2}.

Following the 1988 Education Reform Act one of the most intimidating tasks faced by some principals was the unprecedented prospect of negotiating their own salaries with their new employer, the college governing body.

Although principals used APC survey material in their presentations³ some were less successful than others in this new art⁴. The subject raised strong feelings in the 1991 survey among distinctly uncomfortable, often disillusioned, college leaders⁵. Their own jobs were described as more arduous and less secure than hitherto⁶. Their discomfort was compounded because their diminishing staff workforces were tied to low salary increases and many job losses, and in some cases their governors initially disappointed them by insisting on radical reviews of staffing and the total college management structure before considering the principal's remuneration⁷. The main 'business perk' coveted by many (but by no means all) principals appeared to be the 'company car'⁸.

¹ President's Report, Annual Report of Council, published by the Association of Principals of Colleges (APC) April 1994 p2.

² A remark supported by the comments of another East Midlands principal in a later discussion with the author on 18 July 1994, who stated that his research had uncovered details of over fifty principals who had left their posts during 1993/94 "many of whom had taken voluntary early retirement".

³ See APC 'Remuneration Policy' document issued to members at Midlands meeting of principals on 11 March 1992 at Tamworth College, for further details.

⁴ See Times Educational Supplement 11 March 1994 p2 for further information.

⁵ {Chapter 4.4.6.3.2}.

⁶ [Ints 1-15 (Int 5 (4.4.7))].

⁷ {Chapter 4.4.6.3}.

⁸ See for example {Chapter 4.4.6.3.4}.

5.5 College governance and management

The style and substance of college governance and management evolved over a long period¹, changing significantly during the time of the research². Before 1970 although many colleges had governing bodies, some did not, their governors being sub-sets of local education committees. From that date all maintained colleges were required to have separate governing bodies responsible to the LEA³. Colleges were managed by a principal responsible to the governing body, using a hierarchical departmental system⁴. Academic boards were introduced into many colleges⁵, some with executive powers of decision⁶. Governing bodies and principals were informed by advisory committees containing representatives of local bodies interested in departmental aspects of the college⁷. This format prevailed until 1988 when the Education Reform Act substantially altered governors' and principals' duties and responsibilities, and limited the local authorities' control of colleges⁸.

¹ See {Chapter 2} for further details.

² See {Chapters 2; 4.3.3.1; 4.3.3.2; 4.3.6.1; 4.4.4.6; 4.4.5.1; and 4.4.5.5} for further information.

³ See DES Circular 7/70 and Education (No 2) Act 1968 Section 1 for further details.

⁴ {Chapter 4.3.3.1}.

⁵ {Chapter 4.3.10.1}.

⁶ See {Chapter 4.4.4.7} for further information.

⁷ {Chapter 4.3.10.5}.

⁸ See Education Reform Act 1988 Part II Chapter III Sections 139-152 for further details.

5.5.1 College governing bodies

Most college principals were involved in the selection of their 1988 governors¹ who were generally fewer in number than hitherto, more business orientated, and more readily disposed to delegate power to the Finance and General Purposes (F&GP) committee and to the principal². This fundamental change, giving principals what they saw as more real responsibility for their decisions, came as a welcome transformation to the recipients³. Disillusioned with many aspects of recently and reluctantly relinquished local authority control⁴, college leaders, ambitious to expand their student intakes⁵, readily grasped the opportunities afforded by this new freedom but at the same time paradoxically wished to retain a protective bond with LEAs⁶.

A significant move by most governing bodies in 1989 was to appoint their chief administrative officers (CAOs), who now had substantially different and more responsible roles in colleges, as their Clerks. This strategy was welcomed by principals but vehemently resisted by local authorities⁷.

Initial concerns about the unwillingness of industrialists to serve on the new governing bodies appeared to have been ill founded⁸. In addition, governors' reactions to the inadequate and largely spurned LEA proffered training in

¹ {Chapter 4.3.6.1}.

² {Chapter 4.4.4.7}.

³ {Chapter 4.4.6.2}

⁴ {Chapters 4.3.12; 4.4.4.14}.

⁵ {Chapter 4.4.1}.

⁶ {Chapter 4.4.4.10}.

⁷ See [Ints 1-15 (4.4.7)] for further information.

⁸ {Chapter 4.4.4.7}.

readiness for their new roles, were seen as disparaging¹.

The 1988 Act which enabled governors to delegate powers to F & GP committees and to principals², was a transition which presaged thinly veiled preparation for the wider powers to come in 1992-93³.

The 1992 Further and Higher Education Act finally removed the remaining vestiges of local authority influence⁴. It gave college governing bodies complete autonomy in a new sector. They had their own legal identities as corporate bodies⁵ with powers to employ staff, enter into contracts and manage assets and resources in order to provide education and services under the auspices of the Further Education Funding Council (FEFC)⁶. These innovative powers and duties brought with them the need for a completely different ideology and modus operandi for governors and for principals who, from 1992, acquired the full panoply of management responsibilities as chief executives of the new corporations. Leaner governing bodies initiated by the 1992 Act were required to be more active and reactive than their predecessors, resulting in their Chairs and F&GP committees becoming extremely powerful bodies for decision-making in colleges⁷. The requested *internal training* was declared to be more effective⁸, producing better informed governing bodies which developed into more

¹ {Chapter 4.4.4.7.4; 4.4.5.7}.

² See DES Circular 9/88 Annex Model Articles of Government paras 4 and 16.

³ See {Chapters 4.3.10.5/6/7; 4.4.4.7.5}; {Ints 1-15 (4.4.4.7)}; [Ints 16-18 (5.3.1) & (5.4.8)] for background information.

⁴ See Further and Higher Education Act 1992 Part 1 Chapter 1 Section II for further details.

⁵ See DFE White Paper 'Education & Training for the 21st Century - the Challenge to Colleges' Cm 1536 Volume II 1991 para 5.1.

⁶ *Ib.* para 5.3.

⁷ [Ints 16-18 (5.4.8)].

⁸ In 1993 - [Int 16 (5.4.9)].

substantial units than their predecessors who were dubbed the "rubber stamp of LEAs"¹. The new bodies were determined to take "strategic decisions"² in what they perceived as well organised, well briefed, short-agenda meetings^{3 4}. There were also reports in 1993 of some opportunist Chairs who, wishing to go beyond tradition, breached the Rubicon and crossed the threshold into the generally accepted territory of day-to-day management decision-making^{5 6}. This potential confusion of roles became a major concern to some principals⁷. Related demands from governors for support staff, offices to work in, 'company' cars, and payments, were triggering reported feelings of alarm. As one interviewee responded: "my view is general parsimony, I don't pay anybody to do anything, we all get our just rewards in heaven"⁸; in the circumstances a prevailing but somewhat ineffectual view. The survey indicated, however, that in the majority of cases governors were proving to be a source of supportive energy and expertise which most principals welcomed⁹.

Principals mainly perceived the progression from Circular 7/70 to incorporation

¹ [Int 17 (5.4.9)].

² [Int 18 (5.4.9)].

³ [Int 16 (5.4.9)].

⁴ One Midlands college chair of governors proudly reported, among other things, an 18% increase in FT students but PT significantly down, indicating a new awareness and ownership of detail. Discussion with the author on 11 November 1993.

⁵ The previous tradition had been that the Chair of Governors held the Principal responsible for all the day-to-day management of the college.

⁶ See Hall J T 1994 'College Governors - Understanding the Checks and Balances' p7 pub Eversheds/Gunpowder Square, Printer Street, London EC4A 3DE and circulated to college principals and chairs of governors by CEF 20 July 1994.

⁷ [Int 16 (5.4.8)].

⁸ [Int 16 (5.4.8)].

⁹ {Chapters 4.3.6.1; 4.4.4.7; 5.4.3; 5.4.8 & 5.4.9}.

as one of college management becoming more accountable to the governing body rather than to the local authority, with more emphasis being given to the business as opposed to the academic side of running the college¹. Strategic planning was now seen clearly to be at college rather than LEA level².

Previously it had elicited little more than minimum enthusiasm within LEAs in spite of pressures from the Training Agency to respond in order to recoup the 25% of retained FE budget. As one later interviewee stated in response to the question: "how many (colleges) do you think would have had one (strategic plan) were it not for the FEFC?"; "I think with the way that incorporation has gone, with industrial governors becoming dominant, all is the right answer."³

There was also an awareness of Government having made the further education service a priority area of growth under the clear direction of governing bodies, albeit under severe financial constraints, and at a time when many other public services were perceived to be suffering reductions as part of a public expenditure survey⁴.

5.5.2 College management

During the last two decades of further education expansion⁵ the whole ethos of college management was changing, as were its objectives⁶. The departmental

¹ [Ints 16-18 (5.3.1)].

² {Chapters 4.3.5; 4.3.6}; [Ints 16-18 (5.4.7 & 5.4.11)]; See also FEFC Circulars 92/11; 92/18 & 94/01 for further details.

³ [Int 18 (5.4.7)]

⁴ [Ints 16-18 (4.4.1)].

⁵ {Chapter 2}.

⁶ {Chapters 2; 4.4.4.9}.

system in colleges was retained and extended throughout the 1970s to accommodate the demands of larger student numbers¹ and the post of Vice-Principal became virtually ubiquitous². More senior teaching staff were appointed (based on volume and levels of class contact hours) at principal lecturer, senior lecturer and lecturer 2 grades to assist with the increasing administrative workload³. In some larger colleges, departments were grouped together under the direction of a Faculty Head⁴. Moreover, the conditions of service for lecturing staff, negotiated and implemented in colleges in the late 1970s (the Silver Book)⁵, were (and still are)⁶ jealously guarded by teaching unions⁷.

During the 1980s the Audit Commission identified 'savings'⁸ which could be made in what, to some, seemed inflexibly structured and overstaffed colleges⁹. Later, institutions apparently unaware of impending difficulties (some principals losing their jobs as a consequence) were caught in severe budget traps, with insufficient money to pay for the staff retained¹⁰.

¹ See Harding P & Scott G 1982 pp45-55 for additional information about departmental systems.

² {Chapter 4.4.3.2}.

³ {Chapters 2; 4.3.1.3}; [Ints 16-18 (5.1.1.1)].

⁴ {Chapter 4.3.3}.

⁵ For further details see 'Scheme for Conditions of Service' First Edition 1981. National Joint Council for Teachers in Further Education in England and Wales.

⁶ See for example NATFHE Journal Spring 1994 pp15-17; also chapter 5.3 of thesis.

⁷ See CEF Bulletin No 115, 21 March 1994, Section 3, for further details about the government 2% 'Holdback' and proposed conditions of service for lecturers.

⁸ {Chapter 2}.

⁹ {Chapter 4.4.2.2}.

¹⁰ See {Chapters 4.4.2.2; 4.4.2.3; 4.4.4.3; 4.4.4.6} and [Ints 16-18 (5.1.1)] for further details.

The departmental system which was introduced into colleges in the 1950s was beginning to be seen as cumbersome and inflexible during the rapidly changing scene of the 1980s, with its transforming technologies, economies and social ambience¹. This, together with budget constraints, whetted the appetites of principals to look for and find new avenues of control which would allow colleges to respond more swiftly and flexibly to the new challenges and demands². These changes altered the form, style, ethos and responsibilities of senior management teams, at a time when the two Acts also presaged additional demands on college managements³.

In 1989, even though the majority of colleges had retained departmental systems, others had changed to more flexible and responsive management infrastructures⁴. By 1991 two-thirds had changed to non-departmental systems⁵, and there were strong indications that vice-principals' posts without functional responsibilities were also being dispensed with⁶ bringing further major changes to college management structures. Most of these variations were accomplished through agreed redeployment and natural wastage⁷, avoiding imposed reorganisation where possible.

Two main motives were identified for these reductions. One was to streamline management and staffing structures which were deemed to be unbalanced (often redundant in diminished areas of work)⁸. The other undoubtedly was to save

¹ {Chapter 4.4.4.6}.

² {Chapter 4.3.15}.

³ {Chapter 4.4.6.1}.

⁴ {Chapter 4.3.3.1}.

⁵ {Chapter 4.4.5.5}.

⁶ {Chapter 4.4.4.6}.

⁷ {Chapter 4.4.5.5}.

⁸ {Chapters 4.3.3.2; 4.4.4.6}.

money in straitened circumstances in order to redirect diminishing resources to more productive areas, or towards a more flexible workforce, more responsive to changing demands on the college¹.

In most instances of college reorganisation heads of academic departments were redirected to functional directorates with cross-college responsibilities for areas such as student services or resources². Principals' aspirations for others' success in these reincarnations were not always realised and many such managers dropped out of the scene, some of their own volition, others being forced³. By 1993 most of this reshaping had taken place, producing smaller senior management teams with extensively different duties and responsibilities⁴. In the majority of cases direct academic and administrative leadership for courses and programmes was now covered by the middle management tier of senior academic staff⁵: the principal lecturers, senior lecturers and in some cases lecturers grade 2, (a rapidly disappearing stratum). These changes met with mixed reactions at all levels⁶, a situation which remained unresolved throughout the period of the research⁷.

Hence, senior management teams, important nerve centres introduced into most colleges in the 1950s, passed through a period of considerable change in the late 1980s⁸. Problems of top-heavy managements⁹, as seen by observers¹⁰, were

¹ {Chapters 4.4.4.3; 4.4.4.6}.

² {Chapters 4.3.3; 4.4.4.6.2}.

³ {Chapters 4.4.4.3.3; 4.4.4.6.1}.

⁴ [Ints 16-18 (5.4.1 and 5.4.6)].

⁵ {Chapters 4.4.5.5; 4.4.6.6}.

⁶ [Ints 16-18 (5.5.3)].

⁷ For example, see Colleges Employers Forum (CEF) Bulletin No 109, 4 March 1994, paras 1 & 2; and Times Educational Supplement 11 March 1994 p10.

⁸ {Chapters 2; 4.4.4.6}.

anticipated by forward looking principals and, where convenient, as senior staff left posts they were not replaced. This gave principals added opportunities to streamline and appoint specialists to meet the new management philosophies demanded by the two Acts¹.

The added responsibilities of managing budgets, staffing, property and other resources, in addition to producing and monitoring new learning and assessment programmes, inevitably put additional pressures on managements. These could not be easily coped with using manual methods² and the development of electronic management systems during the 1980s found a new impetus in response to this need³. The medium was one that most senior managers had difficulty in understanding⁴ and which needed considerable improvement before an acceptable degree of reliability could be achieved⁵. Throughout the duration of the research this Government encouraged process⁶ was assisted by staff of the FE Staff College⁷.

⁹ One interviewee reminded the author of the era "which was about going up some sort of ladder....the more you went up the ladder the more you got paid and the less work you did, until you actually arrived at the top when you got a lot of money and played golf all the time" {Ints 16 (5.4.6)}.

¹⁰ See DES Consultation Paper 'Maintained Further Education : Financing, Governance and Law' 1987 para 2.9 p8 for further details.

¹ {Chapters 4.3.3; 4.4.5.1; 4.4.6.1} [Ints 16-18 (5.3.1; 5.4.1; 5.4.2; 5.4.6)].

² {Chapter 4.3.7}.

³ {Chapters 4.3.7.1; 4.3.7.2; 4.3.7.3}.

⁴ {Chapter 4.3.7.4; 4.3.7.5; 4.3.7.6}; [Ints 1-15].

⁵ The minutes of an APC Midlands Branch meeting of Wednesday 19 January 1994 stated : "the faulty discs provided and evidence of over demand on creaking college MIS systems were identified".

⁶ {Chapter 4.3.7}. See also FEFC Circular 94/05 paras 22- 27.

⁷ The producers and developers of the FEMIS and EMIS systems. See {Chapters 4.3.7.3; 4.3.7.4; 4.4.4.13} for further details.

5.6 Academic boards

During the 1970s academic boards were introduced into most further education Colleges¹, a model which had its roots in the higher education sector². Meeting termly on average³, they were initially intended to be an instrument for staff involvement in the academic work of colleges. However, there was a patchwork response from principals, some expressing much resentment and frustration about their effectiveness⁴. A number were described as moribund whilst others were clearly perceived as straying from their 'real' academic brief into the "political arena" of college management⁵.

Most principals, anticipating little change following the 1988 Education Reform Act⁶, later reported that their academic boards had improved⁷, but many found difficulty in seeing their relevance as incorporation approached⁸ and as accountability of principals increased⁹. This was reinforced by the imposition of advisory academic status on boards by the two Acts¹⁰. It was reported in the 1991 responses that some principals attempted to assist the boards to succeed as

¹ {Chapter 4.3.10.1}.

² See DES Circular 7/70 para 10; also Annex Model Articles of Government Section 4 and Notes.

³ {Chapter 4.3.10.2}.

⁴ {Chapters 4.3.10.3; 4.4.4.7.3}.

⁵ {Chapter 4.4.4.7.3}.

⁶ {Chapter 4.3.10.1}.

⁷ {Chapter 4.4.4.7.3}.

⁸ {Chapter 4.4.4.7}.

⁹ {Ints 16-18 (5.4.1)] See also Statutory Instruments 1992, No 1963, Schedule 2, Articles of Government, Section 3(2).

¹⁰ See DES Circular 9/88, Annex, Articles of Government Section 3, Note iii; and Statutory Instruments 1992, No 1963, Schedule 2, Articles of Government Section 3(3).

staff inputs to the academic life of colleges¹. However, many principals were indifferent, or strongly opposed to them adopting decision-making roles which were seen to be outside their remit. This dichotomy of perceived understanding about the purposes of the boards continued to cause conflict in colleges².

5.7 Co-operation and competition

Colleges invariably saw local schools, sixth-form colleges³ and other FE colleges⁴ as competition in one form or another⁵. During the 1980s this almost traditional list was supplemented by others including city technology colleges⁶, private providers⁷ subsidised through the Training Agency (later the local TECs)⁸, and in some cases the TECs themselves⁹.

Demographic trends were having less adverse affects on the 16-19 college provision at the turn of the decade than earlier forecasts portended¹⁰, minimising previously anticipated concern among college principals¹¹. However, the vigour with which local school heads matched (in some cases surpassed) college

¹ {Chapter 4.4.4.7.3}.

² {Chapter 4.4.4.7}.

³ {Chapters 4.3.15; 4.4.3.1; 4.4.3.4.3}; [Ints 16-18 (5,2,1)].

⁴ {Chapters 4.4.3.2; 4.4.3.4.4}.

⁵ {Chapter 4.4.3.4.2}.

⁶ {Chapter 4.4.3.4.6}.

⁷ {Chapters 4.3.15; 4.4.3.4.5; 4.4.3.4.6}.

⁸ {Chapters 4.3.15; 4.4.3.4.5; 4.4.3.4.6; 4.4.3.6}.

⁹ [Ints 16-18]. See also, for example. Times Educational Supplements: 25 February 1994 p4; 4 March 1994 pp10-12 and TES2 7 October 1994 p8; and the Annual Report to APC Council 1994 p11.

¹⁰ {Chapter 2}.

¹¹ {Chapters 4.3.15; 4.4.1.1}.

marketing campaigns, to attract or retain the loyalty of this age group in order to safeguard their sixth-forms¹, intensified the competition between many schools and their local colleges².

This, together with competition from increasing numbers of private providers, tested the mettle of college principals who, once LEA bonds had been loosened, redoubled their efforts to attract a wider age group³, using Government encouraged marketing strategies to combat the perceived threats⁴.

In spite of forces generating competition and conflict⁵ there were reported examples of attempted co-operation between colleges, schools, private providers and TECs^{6 7}. Efforts were tentatively made (discursively as well as by direct funding mechanisms⁸) to encourage co-operative ventures between some colleges and schools. In such cases colleges focussed on vocational work⁹ where a greater concentration of physical resources and practical expertise was available. Whereas schools, benefiting from some BTEC and GNVQ programmes¹⁰, bolstered *their academic sixth-form courses* and offered

¹ See Times Educational Supplement 25 February 1994 Leader p20.

² {Chapter 4.4.3.4.3}; See also for example Times Educational Supplement 11 March 1994 p20.

³ [Ints 16-18 (5.2.2; 5.2.3)].

⁴ {Chapter 4.4.3.4.5}.

⁵ {Chapter 4.4.3.4}.

⁶ {Chapters 4.3.8.1; 4.3.8.3; 4.4.3.1.2; 4.4.3.1.4; 4.4.3.5}; [Ints 16-18 (5.2.1)].

⁷ Supporters of the Tertiary College system were also extolling its virtues throughout the period of the research. See for example Noel Kershaw's article 'Partnership is the post-16 solution' TES2 October 21 1994 p8.

⁸ {Chapters 4.3.8.2; 4.4.3.1.4}; [Ints 16-18 (5.2.1)].

⁹ {Chapter 4.4.3.1}.

¹⁰ For further information about progress of GNVQs see Pratley B 'Yes Ministers' in Times Educational Supplement 4 March 1994 p21.

attractive packages demanding less costly facilities¹, enabling them to co-operate successfully or compete with the colleges.

Funding methods of newly established local TECs at the turn of the decade favoured well resourced colleges at the expense of smaller providers² who found it difficult to withstand the impact of delayed 'payment by results' on their vulnerable cash-flow situations³. Colleges took advantage of these opportunities to outbid other providers for ephemeral TEC contracts and funds⁴.

Competition between colleges, and with sixth-form colleges, continued throughout the period of the research⁵. This led to inevitable feelings of vulnerability and closure of courses⁶, particularly in expensive areas such as engineering, construction and catering. Such competition also foreshadowed the potential combination or demise of some institutions⁷, a possibility of which some principals were cautiously and acutely aware⁸.

¹ {Chapter 4.4.3.1}; [Ints 16-18 (5.2.1)]; See also Times Educational Supplement 11 March 1994 p2.

² [Ints 16-18 (5.2.1)].

³ {Chapters 4.4.3.4.5; 4.4.3.6}.

⁴ [Ints 16-18 (5.2.1)].

⁵ In a discussion with the author on 18 July 1994, one East Midlands Principal described the competition between colleges in a nearby city conurbation as "a blood bath". A further discussion with another East Midlands Principal on 22 October 1994 confirmed this, describing the situation as a "battle field".

⁶ {Chapter 4.4.3.4}.

⁷ {Chapter 4.4.1}; See also Times Educational Supplement 18 February 1994 p9. Also Roger McClure FEFC Finance Director at an APC Conference in Cannock Staffs on 19 January 1993 said he expected "fifty institutions less in 1993 than 1992, in cash terms", an unrealised ambition not borne out in literal terms by events

⁸ {Chapters 4.4.3.2 and 4.4.3.4.4}. See also TES April 29 1994 Section 2 p10 'Not all mergers are made in Heaven'.

5.8 The quest for quality assurance (QA), management and assessment¹

The concept of quality assurance with its concomitant attainment, measurement, control and sustainability instruments, had exercised the minds of college principals for decades². Early pioneers³ of the seemingly intangible art form⁴ relied on the fleeting assistance of examination boards, LEA officers, the FE staff college⁵, and inspectorates, to overcome inertia and encourage momentum in colleges. The contributions of these agencies, particularly the FE staff college at Coombe Lodge, to the pursuit of measurement and understanding of the elusive paradigm should not be underestimated. However, pressures from business and Government⁶ surpassed the capacity of these bodies to generate and sustain the required implementation^{7 8}. Moreover, opinions expressed by many principals about assistance received from these bodies and the more recently appointed LEA FE inspectors, were not always complimentary and were often denigratory⁹.

¹ See *Further and Higher Education Act 1992 Part I Chapter I Section 9*.

² {Chapter 2}; [Ints 1-15]; [Ints 16-18].

³ See 'Quality in FE/HE: Evaluating and Managing Staff Performance' Coombe Lodge Report 15 (7) 1982 pp266-288 for further aspects.

⁴ As one interviewee commented : "Well I suppose it's like trying to catch a bubble, isn't it, in a sense, what we mean by quality" [Int 16 (5.4.5)].

⁵ See Wheeler G (1982) pp152-192 for further details.

⁶ See Tim Boswell's (Minister for Further & Higher Education) speech to the AFC conference 1993 published in the Times Educational Supplements pp4-5.

⁷ {Chapters 2; 4.3.12; 4.3.15; 4.4.61; 4.4.4.16} and [Ints 16-18 (5.4.5)]. See also FEFC Circular 93/21.

⁸ See TES article 'Plans for a new agency expanded' April 29 1994 Section 2 p11 for details of proposals.

⁹ {Chapters 4.4.4.14; 4.4.4.15} [Ints 16-18 (5.3.5)]. Also, at the APC conference at Cannock Chase Technical College on 19 January 1993, one

From the time of the Audit Commission report¹ in the mid- 1980s there was a wish on the part of many principals to investigate potential systems of quality measurement and control for colleges, but most appeared to know little about the subject or where to begin the quest². At the commencement of the research few college principals had a formal quality review procedure in place, although some professed to be investigating the possibilities³.

In 1991 political events began to overtake the well- intentioned forays into this field, making it imperative for principals to adopt monitoring methods in colleges in order eventually to satisfy the FEFC about the efficiency and effectiveness of college programmes and procedures⁴. It was also necessary to enhance staff and management development programmes, and to introduce appraisal schemes in response to the impetus of rapidly changing responsibilities brought about by the new legislation⁵.

In the 1990s three main quality control philosophies emerged which were under active consideration and being piloted in some colleges⁶. One, a British Standards benchmark, BS5750⁷, was originally designed to guarantee high

member reported : "The advisory/inspection team in our LEA is gone" adding the rhetorical question: "Well would you employ them?".

¹ 'Obtaining Better Value from Further Education' 1985.

² {Chapter 4.4.4.16}; [Ints 16-18 (5.4.5)].

³ {Chapters 4.4.4.16.2; 4.4.4.16.3}.

⁴ {Chapter 4.4.4.16.2} See also 1992 F&HE Act Part 1 Chapter 2 Section 50.

⁵ See DES White Paper 'Education & Training for the 21st Century - the Challenge to Colleges' 1991 Cm 1536 Volume II paras 8.1-8.4; also the Further and Higher Education Act 1992 Part 1 Chapter 2 Sections 18 & 19.

⁶ See 1991 White Paper Cm 1536 Volume II para 8.2 for further details.

⁷ For further information see British Standards Institution : 'BS5750 Quality Systems (Parts 0-13)' BSI Milton Keynes 1987, 1990, 1991 1994-BS EN ISO 9000. Also BSI Quality Assurance : 'BS5750 Guidance Notes for Applications to Education and Training' BSI Quality Assurance Milton Keynes 1991.

quality for the defence industry¹. A methodological and mechanistic system, this was shown to be adaptable for the service sector and was successfully applied to management systems in colleges in the early 1990s². Its coveted kitemark was a seal of approval for the quality of the procedures created by the institution³.

Second, a method developed in Japan⁴, involved the whole workforce in monitoring and contributing to the reinforcement of quality of the work produced⁵. This system of Total Quality Management (TQM)⁶ was also shown to be adaptable to service industries and hence to education^{7 8}.

A third system, which incorporated many of the features of the above, called Investors In People (IIP)⁹, was designed by the Confederation of British Industry and developed by the National Training Taskforce in October 1991 for operation through TECs¹⁰. Many colleges expressed an interest in this Government backed initiative¹¹ which rewarded the successful implementation of four principles: a public commitment to train all employees; training of employees throughout their working life; regular reviews of training and staff

¹ See Fisher B 1994 pp15 and 24.

² {Chapters 4.4.4.16.1; 4.4.4.16.3}; [Ints 17 & 18 (5.4.5)]; [Ints 16-18 (5.1.4)].

³ See Times Educational Supplement 18 February 1994 p7 for further details.

⁴ For further details see Deming 1986.

⁵ See Sallis E and Hingley P et al 1992 p11.

⁶ For further information see BSI; 'BS7850 Total Quality Management' British Standards Institution Milton Keynes 1992. As one interviewee put it "Total quality is the sort of holy grail" [Int 18 (5.4.5)].

⁷ See [Ints 16-18 (5.4.5)] for further details.

⁸ One description supporting the concept of TQM from Roger McClure FEFC Director of Finance at a Midlands APC Conference in Cannock Staffs on 19 January 1993 included the explanation : "Quality is not a point, it is a highway".

⁹ Described by one interviewee as : "the human side of quality" [Int 18 (5.4.5)]

¹⁰ {Chapter 4.4.4.16.1}; [Ints 16-18 (5.4.5)]. See Sallis E and Hingley P et al 1992 p 53 for further details.

¹¹ {Chapter 4.4.4.16}; [Ints 16-18 (5.4.5)].

development; and regular reviews of business performance¹. Colleges participating in pilot schemes² enthusiastically reported on their success which they saw as involving all members of the college staff, students and other clients, and governors, and making a significant impact on the general and marketing ethos of the college³.

Administering the totality of college work and management⁴, the newly established FEFC inspectorate appeared to be much more acceptable to college principals than were their predecessors⁵. Largely relying on a format devised with the help and advice of college managements⁶ it quickly established a working relationship with colleges which was intended to foster the concept of quality measurement and control of provision and of management^{7 8}.

5.9 Summary and conclusions

In attempting to draw conclusions with respect to the findings of the research it is again emphasised that limitations arose from both the size and the nature of the sample. Consequently it was deemed inappropriate to make statistical claims

¹ See Times Educational Supplement II February 1994 p6 for further information.

² See Roberts R, Thorpe M; and Barrett M. and Sweetman T in Sallis and Hingley 1992 pp61-83 for details of case studies.

³ {Chapter 4.4.4.16}; [Ints 16-18 (5.4.5)].

⁴ See FEFC Circulars 92/02 and 93/12 for details of FEFC Aims with respect to quality.

⁵ [Ints 16-18 (5.4.10)]; See also FEFC Circular 93/11.

⁶ See FEFC Circular 92/19 for details of committee advising on the subject.

⁷ Described as the "quality framework" [Int 16 (5.4.5)]; See also {Chapter 4.4.4.16}; and FEFC Circulars 93/28 & 93/37.

⁸ However, the minutes of the APC Midlands Branch meeting on Wednesday 19 January 1994 stated: "The general consensus was that the inspection teams were seriously overworked".

or generalisations. Nevertheless there was evidence that the East Midlands' cohort's views were not uncharacteristic of those from across the Midlands or from those expressed nationally in publications and elsewhere.

Notwithstanding these considerations it was felt that what people think, often affects the outcome of situations, and it was accepted that the most telling evidence may not lie in statistics but is invariably embedded in the words and actions of those who have participated¹. The views promulgated in the research based on findings from the East Midlands' surveys, were therefore felt to be worthy of a place in the greater debate about the subject of managing change in further education. This glimpse was afforded at a point in time when unprecedented changes, both in size and speed, were altering the total character and *raison d'etre* of the service. It is concluded, therefore, that the primary aims and objectives of the research were fulfilled within the limits of the investigation, in recording and reporting the perceptions of college principals during this hectic period in further education history. A distinguishing feature throughout has been that, in spite of the incorporated humour (sometimes flippancy) which did little to disguise the strains in responses, the research elicited a resounding message: that of diligence and dedication from a group of enterprising people, determined to manage the difficult tasks which they faced at that time. The volatility of the situation was perceived as challenging if not daunting. This was highlighted throughout the period of the research, which attempted to address the issues of how principals, governors and staff reacted to and coped with the pressures exerted on the service during this overwhelmingly unstable period between 1988 and 1994. It must certainly be arguable that the evidence contained in the thesis

¹ Millar 1992 p531.

indicates that the pursuit of the political objectives demanded steady resolution from those who directed colleges at the time. Over a prolonged period colleges were shown to be capable of sustained flexibility, proving their ability to be responsive in their approach to the continuous challenges of technology, and political and social change. History has shown that from its humblest beginnings, more than a century ago, further education in Britain has been characterised by a high degree of turbulence. In this respect there is evidence to suggest that on the face of it little has altered, and that FE is no less complex or adaptable than hitherto. However, it was shown that the pace and magnitude of change had accelerated dramatically as a result of the 1988 and 1992 Education Acts. The picture painted by respondents of the changes inflicted on the sector was one of intensity, almost frenzy, which concerned even the more adventurous in the cohort. No sooner had colleges taken their first tentative steps along the path set by the 1988 Education Reform Act when suddenly it seemed, with less than adequate preparation, the road widened beckoning colleges towards what was perceived by many to be the Elysian fields of incorporation via the 1991 White Paper and the 1992 Further and Higher Education Act. With the advantage of hindsight this rate of change might have been moderated to the benefit of the service and all who worked in it. In the prevailing situation however college governors and managements were expected to conduct the refashioning to the best of their abilities and, as the research shows, succeeded in spite of what was perceived to be poorly arranged training and scant assistance from Government and LEAs. Moreover many principals argued that the changes were brought about by responsive and entrepreneurial colleges rather than Government legislation. The initial impact of the changes culminating in the 1988 Act on college principals and other senior staff was substantial. Nearly half of the

principals and greater proportions of senior staff reportedly left their posts during this period. The study also revealed considerable reductions of other teaching staff numbers as principals pursued the goals of efficiency and effectiveness for their colleges, now re-defined by Government. As time progressed numerous examples in the responses described how these moves had serious effects on management/staff relationships. Many colleges were still reeling from the impact in 1994 as unions and managements continued to battle for control of staff conditions of service and what management perceived as the direction of college curriculum delivery systems. Evidence of these jousts abounded in the research material. LEA control of governors and union attempts at controlling academic board agendas became casualties in the power struggles as Government, governors and principals, acting decisively (sometimes ruthlessly) undertook what they saw as necessary decisions to achieve the new goals. The difficult period following the 1988 Act might have been perceived as being much smoother had LEAs and unions shown more commitment and co-operation during the implementation phase. Evidence in a number of cases points to an understandable lack of enthusiasm and possibly even obstruction from these two bodies. After frequently being described as the Cinderella of the education service principals felt that following the implementation of the 1988 Act FE was emerging into the promised limelight. The study shows however that there was much apprehension during this transitional period. All nervously awaited the outcome of the 1992 general election which would decide the fate of the anticipated new legislation and hence the subsequent direction of the service. The research indicates that the numerous factors impinging upon FE prior to 1988 paled into insignificance compared with the combined effects of the two Education Acts (1988 and 1992). It was felt that although there was evidence of

many principals and other senior staff resigning their posts in colleges during this period, as far as the further education service was concerned the Acts were successfully implemented. Leaner resourced colleges diversified and grew, and the newly established sector showed every sign of continued progress which was undoubtedly attributable to the energy and enterprise of college governors and managements. Nevertheless it must be conceded that many expressed frustration and anger about the haste with which the changes were executed. Colleges in 1992 were largely perceived as being freed from the yoke of local authority control, although not all principals showed an initial willingness to part company¹. The further education colleges achieved a sort of 'favoured sector' status. Governors and principals, from being previously described by industrial and Government sources as somewhat inflexible were now encouraged to become more openly resourceful and self-sufficient. Throwing off the old staid image with an understanding and acceptance that change is a state of perpetual dynamism, colleges attempted to match the pace of increased momentum enshrined in the two pieces of legislation. They produced learning programmes tailored to untouched sections of industry and mature students who hitherto had not availed themselves of further education. This added impetus was indicated by the research to be the product of entrepreneurial principals supported by smaller SMTs and locally managed programme areas, newly empowered and restructured governing bodies and the FEFC. At this juncture there was evidence of increased job satisfaction from principals, although not without apprehension about the inadequacy of budgets and staff reactions to the imposed changes.

¹ Findings supported during further separate discussions on 24 June 1994 and 18 July 1994 with two East Midlands college principals not previously associated with the formal interviews.

During the mid 1980s it had already become clear to some principals that institutional costs needed to be substantially reduced if colleges were to survive, let alone succeed. In many cases savings of such magnitude (sometimes amounting to hundreds of thousands of pounds) were achieved by substantially reducing staffing costs, largely by replacing a number of permanent full-time staff with temporary part-time staff. Throughout the period studied the research indicated that most colleges had resorted to such substantial staff reduction measures, although some had sufficiently large student groups to withstand the economic pressure. There were also reported examples of principals who literally lost their jobs through being unable to meet the new financial criteria a fate which might have been avoided with different financial and personnel advice and training. In this and other respects the research identified at least one important unanswered question, that of inadequacy of training for principals leading up to and during the implementation of the legislation. The fact that legislation occurred came as little surprise to principals but the speed and scale of the changes boded ill for the unprepared, and the inevitable result was many employment casualties.

Diminishing resources were rapidly remobilised, specialist staff, electronic systems and harsher tactics were employed by governors and management to achieve greater productivity. The reported motivation for such actions was to streamline managements and redirect scarce resources away from declining courses into more productive learning programmes and towards improving and acquiring accommodation and equipment. The research reveals that little of this was achieved easily and there were instances (not altogether isolated) where difficult decisions were taken by principals, often with much careful thought, not without sensitivity, and sometimes with considerable misgivings. Such changes

were often undertaken to the chagrin of college staff, who fearful of losing their jobs were sometimes forced to undertake tasks which were significantly different from their previous specialisms.

Over a lengthy period principals have shown themselves to be formidable opponents when challenged. Fiercely protective of their management roles, they frequently defended their colleges and their own situations against the impositions of unions, academic boards, governors, LEAs and successive Governments. The freshly honed resolve of these managers was now called on to enable them to rise to the new challenges.

The research also revealed that the FEFC was initially sceptically received, although principals later indicated reciprocal feelings of co-operation which they reported as a little more helpful. These early indications were contrasted with reports about previous LEA control which attracted some of the strongest and most vociferous feelings. Various described by many as insensitive, unhelpful and bureaucratic, criticisms were particularly aimed at local authority treasurers' departments who were perceived as being less than supportive prior to and during the period of transition.

Considering the technological, economic and social difficulties of the period, principals were forced to apply themselves to the complex task of steering their colleges through two of the most radical pieces of major legislation in the history of the service, with little initial help from outside agencies and at considerable personal cost. Having said that, credit must be given to some invaluable pillars of the system: the staff of the FE Staff College at Coombe Lodge, the Association of Principals of Colleges (APC) and the Association for Colleges (AFC), the Colleges Employers Forum (CEF) and the staff of the Further Education Funding Council (FEFC) at Coventry, for providing support and the

opportunities for principals to make a contribution to the overall planning process. Without this support, which helped to alleviate some of the anxieties which changes of such magnitude produce, the tasks set for principals (newly described as chief executives) would have been inestimably more intimidating and more lonely when providing the essential leadership needed throughout this period for the management of change in further education.

5.10 Future work

Research into a subject as large as English further education has, of necessity, left several questions unanswered, posed many others and indicated a desirability for further wider scale research into the service, and particular its governance and management.

Few would argue with the premise that further education and training is closely associated with the economy of the nation, and money spent on research into its delivery systems and assessment methods should deliver handsome returns.

There is considerable scope for more work on identifying the relationships between further education and training, particularly with respect to small firms and the TECs as well as local industry and business.

Much could also be gained from research into relationships between colleges and schools, higher education and private training providers.

A theme identified during the research was that, given the political will, the future was seen as a rosy one for colleges which provided a unique and flexible service. However the question remains open about whether future colleges should be of the same type and pattern as at present. The ultimate question perhaps is - what is the reason for a further education sector? These points were

only raised briefly during the later part of the research, however, and a deeper study of the subject might make a measured contribution to the debate about the direction of the service.

The question close to most principals' minds was that of which colleges would survive the rigours of competition during the next few years. Would larger colleges fare better than small and would inner-city colleges survive where many competed for students in the same area. These questions have resource implications as well as educational and social considerations and the system should benefit from further inquiry into the topic. The research has uncovered a paucity of previous work on the subject of college principals. The issue of training for principals has been mentioned, and which type and style of training and experience would most benefit future college principals, or chief executives. The present format of pursuing the traditional route through teaching, followed by administrative experience in a college managerial role finally leading to a senior management post, might be questionable in the new circumstances. The Further Education Staff College has done some excellent work in this area and further research to supplement this would be desirable.

One further point which came to light was the intrinsic value of the research interviews to interviewees. All expressed satisfaction about being able to spend time talking and thinking through structured discussions about the tasks ahead. This begs the question of whether some form of mentor system would be beneficial to busy chief executives and this might prove a valuable area for future research.

College governors now have a significant part to play in the direction of colleges. The inadequate training of governors for their new roles came under considerable criticism during the interviews and it is recommended that research

into governors' work in colleges, and whether appropriate training can be provided, is well worth consideration. There is also room for further investigation into the diversity of working relationships between principals and their governors and other college committees and working parties.

The relationship between college managements and staff has been shown to be of inestimable importance in colleges, and further study of this association, the strains and concomitant stress would be invaluable.

Mention has been made in the research of the management information systems needed by colleges. There has been *much evidence of ignorance at all levels* about the potential of this medium and further research into this area might bring considerable rewards for colleges and indeed the whole service.

Finally the research has uncovered much initial work being undertaken by colleges on the question of quality assurance, and research into this area of activity is highly recommended.

Chapter 6

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'School Organisation and Management Abstracts' (1982 - 1991) Editor David Smetherham Published Quarterly by Carfax Publishing Company PO Box 25 Abingdon Oxfordshire ISSN 0261-2755

Sheffield Papers in Education Management 79 'Assessing the Impact on LEA's of the Current Education and Local Government Reforms' pub: Sheffield City Polytechnic Centre for Education Management and Administration in association with the Society of Education Officers. Reported in Education, Volume 173, Number 25, 23 June 1989 p 584 under the title 'The Changing Roles of LEA's and Officers' 1989

Single Market News (1989) 'Report on the Bonn Speech' by the Secretary of State for Trade and Industry Nicholas Ridley Published in Single Market News Issue No 5 DTI The Department for Enterprise Winter 1989 p 3

Training Agency (1989a) 'Labour Market Quarterly Report' pub by Employment Department : The Training Agency Moorfoot Sheffield S1 4PQ August 1989

Training Agency (1989b) 'Business Growth Training' pub in Skills Bulletin Issue No 10 Autumn 1989 *Department of Employment Training Agency Moorfoot Sheffield*

Training Agency (1989c) 'Priorities for Action in 1990/91 : Strategic Guidance for Training and Enterprise' pub in Skills Bulletin Issue No 10 Autumn 1989 *Department of Employment Training Agency Moorfoot Sheffield*

Training Agency (1989d) 'Labour Market Information' published by the Department of Employment Training Agency East Midlands Quarterly Report December 1989 Nottingham Area Office

Work Based Learning Project Information Sheet 2 IBN 2278 The Further Education Staff College June 1989

6.3 Journals and Periodicals

Computing and Data Communications The Group Newsletter Issue 1 IMechE
1 Birdcage Walk Westminster London SW1H 9JJ March 1989

County Technical College and School of Art and Secondary Technical School
Newark on Trent 1931 - 1956 Silver Jubilee of the Official Opening of the
College (1956) Official Programme July 5th 1956

Education Weekly April 1989 - October 1994

Education (1989) 'Policy - Mr MacGregor sets the tone as a "manager's
manager"' pub in Education the journal of educational, administration
management policy Vol 174 No 14 6 October 1989 Editorial Column

Engineering Science and Education Journal Published Bi- Monthly by the
Institution of Electrical Engineers Publishing Department *Michael Faraday*
House Six Hills Way Stevenage Herts SG1 2AY from April 1989 - October
1994

IEE News Published Monthly by the Institution of Electrical Engineers Savoy
Place London WC2R 0BL from April 1989 - October 1994

IEE Review Published Bi-Monthly by the Institution of Electrical Engineers
Savoy Place London WC2R 0BL from April 1989 - October 1994

The Lecturer Newsheet of the National Association of Teachers in Further and
Higher Education (NATFHE) Monthly from April 1989 - October 1994

NATFHE Journal Published six times a year by the National Association of
Teachers in Further and Higher Education 27 Britannia Street London WC1X
9JP From April 1989 - October 1994

Newark Advertiser (1889) 'Opening of New Board Schools' published in the
Newark Advertiser Wednesday January 16 1889

Newslink Published Monthly by the Association of Principals of Colleges
Manchester College of Arts and Technology from April 1989 - October 1994

Professional Engineering The Magazine of The Institution of Mechanical
Engineers 1 Birdcage Walk London SW1H 9JJ Published Semi-Monthly from
April 1989 - October 1994

Chapter 7

APPENDICES

Limitations on space have confined the presentation of tables and figures in this chapter to those considered essential for ease of reference. Figures which are denoted in the script as Chapter 7 but not contained in this section may be found on the accompanying computer disk using Wordstar Professional Release 5.01B or Lotus 123 Release 2.01. See list of files at beginning of thesis for details of corresponding file names.

Figure 7.1.203

**Some Landmarks in the
Development of Training & Further Education**

Salient documents and dates of importance in the development of Further Education. Taken from sources listed in Bibliography.

12th Century	Traditional Guild Apprenticeships
1563	The Statute of Artificers (5 Elizabeth I 1563)
1754	Royal Society for the encouragement of Arts, Manufactures & Commerce (RSA) founded
1760s -80s	Evening classes appeared in various parts of the country
1790s	Dr George Birkbeck started lectures and a library for artisans at the Andersonian Institute Glasgow
1801	First National Census
1801	The Health and Morals of Apprentices Act - introduced education to children in the cotton mills and reduced their working day to 12 hours
1808	First Quaker School founded for the 'education of the labouring poor'
1814	Voluntary apprenticeship commenced
1816-18	Brougham Committee Reports on the shape of education in the country, laying the foundations for a State system of education
1821	First Mechanics' Institute formally established -

Edinburgh School of Arts

- 1823 Birkbeck's Mechanics' Institute founded in London
- 1832 First Electoral Reform Act
- 1833 Factory Act - provided for part-time education of children in factories
- 1839 Setting up of the Privy Council's Committee on Education and the first HM Inspectors of Schools
- 1844 Factory Act - built on 1833 start for childrens' schooling
- 1851 The Great Exhibition, initiated by the RSA and its President, Prince Albert
- 1856 Science and Art Department of the Board of Trade founded from the two departments of Science and of Technical Education
- 1856 RSA Examinations Board Instituted
- 1861 Newcastle Commission Report - the extension of sound and cheap elementary instruction to all classes of the people
- 1864 Clarendon Commission Report on Public and Endowed schools
- 1867 Second Electoral Reform Act
- 1867 Paris Exhibition - confirmed to the Government of the day, fears that an increasing emphasis on science and technology was needed, as now officially reported, and almost certainly prompting the direct link made by the 1875 Royal Commission between education, vocational training and economic performance
- 1868 Changed composition of House of Commons
- 1868 Taunton Report on Public and Endowed schools

1870	Education Act known as The Forster Act an Elementary Education Act setting up the 'Board Schools'
1872-75	Royal Commission (The Devonshire Commission) concerned with scientific and technological education
1874	Factory Act - further improved childrens' part-time education
1875	Royal Commission on Scientific Instruction and the Advancement of Science (The Devonshire Report)
1878	City and Guilds of London Institute Founded for the advancement of technical education
1882	Regent Street Polytechnic pioneered by Quintin Hogg
1883	City Parochial Charities Act - unfroze money to be used by Mechanics' Institutes and Polytechnics
1884	Third Electoral Reform Act
1884	The Royal Commission on Technical Instruction Report and Minutes of Evidence (The Samuelson Commission) investigated links between <i>economic</i> performance and the functioning of the education system - compared Britain with major competitors
1886	Royal Commission (The Earl of Iddesleigh) to report on the effects of the current depression on trade and industry - indicated superior technical education in foreign countries
1888	Local Government Act - setting up of new counties and county boroughs
1889	Technical Instruction Act - empowered new local authorities to levy rates for the establishment of technical schools for teaching the principles of science and arts applicable to industries

- 1890 Goschen's Local Taxation Act - provided additional funds for technical education

- 1890 'Whiskey Money' - by the actions in Parliament of Sir William Mather this tax (on spirits) was diverted to the promotion of technical education

- 1895 The Bryce Report - recommended Ministry of Education and local education authorities (LEAs)

- 1899 Education Act - Board of Education formed from the Education Department, the Science and Art Department and educational sections of the Charity Commission

- 1899 Commercial Education Report by London County Council Technical Education Board

- 1902 The First Comprehensive Education Act - expanded the number of secondary schools

- 1915 Government White Paper announced establishment of new Committee of the Privy Council for Scientific and Industrial Research. This was assisted by a small Advisory Council and hence the Department for Scientific and Industrial Research (DSIR) came into existence

- 1916 Scientific and Industrial Research Committee of the Privy Council established

- 1917 First Government Training Centres Initiated

- 1918 Representation of the People Act (enfranchised women)

- 1918 Education Act (The Fisher Act) - abolished half-time education and increased powers of LEAs

- 1919 Association for the Advancement of Education in Industry and Commerce (AEIC) founded - later (in 1934) it became the British Association for Commercial and Industrial Education (BACIE)

1921	Education Act
1924-29	Balfour Committee Report - on the changes in British industry
1925-26	Ministry of Labour Reports containing results of enquiry into apprenticeship and training in the UK
1925-28	Malcolm Committee - investigated relationships between education and industry in England and Wales (and Salveson Committee for Scotland)
1931	Goodenough Committee Report on Education for Commerce
1939	Circular 1486 'Service of Youth'
1939-45	Training Within Industry Scheme for Supervisors (TWI) introduced from the American model
1939-45	Government set up 16 Government Training Centres - later rose to 38 (processed 525,000 trainees during the war) (Perry 1976 p47 para 157)
1940	Circular 1516 'The Challenge of Youth'
1943	Government White Paper 'Educational Reconstruction'
1943	Luxmoore Committee Report on the state of agricultural education
1943	National Youth Advisory Council (replaced the National Youth Committee) Report 'Youth Service after the War'
1944	Education Act (The Butler Act) replaced 'elementary' and 'higher' education by 'primary' 'secondary' and 'further' education
1944	McNair Report on the present sources of supply and the methods of recruitment and training of teachers and youth leaders

- 1944 National Youth Advisory Council Report 'The Purpose and Content of the Youth Service'
- 1944 Government White Paper on Employment Policy
- 1945 Minister of Labour Consultative Committee Report - set up National Joint Apprenticeship Councils
- 1945 Percy Report 'Higher Technological Education' recommended offering degrees in a limited number of colleges, and recommended setting up regional advisory councils
- 1946 Barlow Report on the output of qualified scientists
- 1946 National Agricultural Advisory Service set up by the Minister of Agriculture
- 1946 Bolton College of Education (Technical) received its first students
- 1947 School leaving age raised to fifteen years
- 1947 National Advisory Council on Education for Industry and Commerce (NACEIC) set up
- 1947 Ministry of Education asked local education authorities to prepare development plans for Further Education and County Colleges including provision for leisure-time occupation
- 1947 Industrial Organisation and Development Act - promoted training and education in industry
- 1947 Ince Report - set out the principles of the Youth Employment Service
- 1948 The Employment and Training Act resulted in important reforms in the youth employment service
- 1948 Regional Advisory Councils with appropriate Regional Academic Boards set up to cover England

and Wales

- 1948 Bray Report on Art Examinations
- 1948 NACEIC (National Advisory Council on Education for Industry and Commerce set up by the Minister of Education to advise the Secretary of State
- 1949 Ministry of Education report of Special Commission on Education for Commerce
- 1949 Carr-Saunders Report on Education for Commerce
- 1949 Ministry of Education introduce a National Diploma in Management *Studies*
- 1950 Weeks Report - on higher technological education
- 1951 Six National Colleges Established
- 1953 Carrington Report on Agricultural Education
- 1954 Ministry of Education Report 'Early Leaving'
- 1954 Letchworth Staff College opened for the training of training officers from industry
- 1955 Government appointed National Council (the Hives Council) for Technological Awards (NCTA) superseded in 1965 by the Council for Academic Awards (CNAA)
- 1956 Distinct Pattern set of Regional, Area and Local Colleges
- 1956 Government White Paper 'Technical Education' (Cmnd 9703 announced plans for massive injection of public funds into the further education sector and created the four tier structure of technical colleges
- 1956 Circular 305 'The Organisation of Technical Colleges' (Created the CAT's)

- 1956 The NIIP (National Institute of Industrial Psychology) In-Company Survey - Training in Manufacturing Industry
- 1956 Official Statistics indicate the onset of the 1960s 'Bulge'
- 1957 Treaty of Rome and objectives of creating a single 'Common Market' in the European Community
- 1957 Circular 323 'Liberal Education in Technical Colleges'
- 1957 Willis Jackson Report on the Supply and Training of Teachers for Technical Colleges - urged the establishment of a Further Education Staff College
- 1958 Introduction of Dip. Tech.
- 1958 Carr Report 'Training for Skill: recruitment and training of young workers in industry'
- 1958 Industrial Training Council set up following Carr Report
- 1958 Circular 340 Proposals for a new Diploma in Art Education
- 1958 De La Warr Report on Further Education for Agriculture from the Committee set up jointly by the Ministry of Agriculture and the Ministry of Education
- 1958 Standing Committee on Teachers for Further Education of the National Advisory Council on the Training and Supply of Teachers (NACTST) set up under the Chairmanship of Sir Lionel Russell
- 1958 Robert Carr addressed Buxton (BACIE) Conference - thus opening the 'Great Debate' (1958-1962)
- 1959 Number of Government Centres increased following Carr Report and Industrial Training Council

1959	McMeeking Report 'Further Education for Commerce'
1959	Crowther Report '15 to 18'
1959	National Advisory Council on Art Education set up
1959	Agreement by the Minister of Education to establish a fourth College of Education (Technical) in the West Midlands
1959	Industrial Training Council First Report - initiating industrial training schemes
1960	DES Circular 9/60 to LEAs Governors and Principals of Major Establishments for Further Education - 'The Education Service and Training for Industry' to secure off-the-job training of apprentices through integrated one year full-time courses in technical colleges
1960	Arnold Report on the Scheme of Management Studies
1960	First Coldstream Report of NACAE on Art Education leading to Dip AD
1960	Diploma in Art and Design (Dip AD) set up to replace the NDD
1960	The Albermarle Report 'The Youth Service in England and Wales'
1960	Youth Service Development Council (YSDC) set up
1960	Lampard-Vachell First Report on Further Education for Agriculture from a sub-committee of the National Advisory Council on Education for Industry and Commerce (NACEIC)
1960	Further Education Staff College (Coombe Lodge) established
1961	Government White Paper 'Better Opportunities in Technical Education' Cmnd 1254

- 1961 Central Advisory Council for Education (Wales)
Report: 'Technical Education in Wales' (the
Oldfield-Davies Report)
- 1961 United Kingdom Advisory Council on Education for
Management (UKACEM) set up and Diploma in
Management Studies launched
- 1961 National Council for Diplomas in Art and Design
(NCDAD) established
- 1961 Russell Report on Teachers for Further Education
- 1961 Wolverhampton Technical Teachers' College
Officially Opened
- 1961 Industrial Training Council Second Report -
initiating further industrial training schemes
- 1962 Industrial Training Council Third Report
- 1962 Report of the Committee on Scientific Manpower of
the Advisory Council on Scientific and
Technological Manpower in Great Britain Cmnd 2146
- 1962 Platt Report on Education for Management (UKACEM)
- 1962 Government White Paper 'Industrial Training':
Government Proposals Cmnd 1892 containing levy-
grant proposals
- 1962 Minister of Labour's Committee Report on the
Selection and Training of Supervisors
- 1962 Second Coldstream Report of NACAE 'Vocational
Courses in Colleges and Schools of Art'
- 1963 Robbins Report 'Higher Education'
- 1963 Further Education Staff College (Coombe Lodge)
opened to Students
- 1963 Newsom Report 'Half our Future'

- 1963 National Advisory Council for Industry and Commerce (NACEIC) set up Pilkington Committee to look into provision of more advanced courses in Agricultural Education
- 1963 Judges Report "Research into Technical Education"
- 1963 The Commission of the European Community in compliance with Article 128 of the Treaty of Rome formulated its: 'General Principles for Implementing a Common Vocational Training Policy' Decision of the Council of Ministers 63/266 OJ No 63 20 April 1963 p1 338
- 1964 Alexander Report "The Public Relations of Further Education"
- 1964 Henniker-Heaton Report 'Day Release'
- 1964 Industrial Training Act - setting up Industrial Training Boards (ITBs) and the levy/grant system of financing industrial training
- 1964 Industrial Training Boards (ITBs) created following the Industrial Training Act
- 1964 Appointment of Central Training Council *for a* three year term - superseded Industrial Training Council and was in existence for nine years
- 1964 CNAA established by Royal Charter
- 1964 Crick Report 'A Higher Award for Business Studies'
- 1964 Further Report to Minister of Labour from Committee on the Selection and Training of Supervisors
- 1964 National Examinations Board in Foremanship and Supervision set up by DES
- 1965 CTC Memorandum No1 'Industrial Training and Further Education'

1965 Platt Report No2 on Education for Management (UKACEM)

1965 Gulbenkian Foundation Report 'Making Musicians'

1965 Platt Report (No2) on Education for Business

1965 Sports Council established by Government

1965 Brynmor Jones Committee Report on 'Audio-Visual Aids in Higher Scientific Education' leading to the setting up of the National Council for Educational Technology (NCET) which was replaced by the Council for Educational Technology (CET) in 1973

1966 Government White Paper 'A Plan for Polytechnics and Other Colleges: *Higher Education in the Further Education System* Cmnd 3006

1966 National Examinations Board introduced the Certificate in Supervisory Studies (NEBSS)

1966 Pilkington Reports on resources and DES Circular 11/66: sizes of classes and approval of further education courses

1966 Bessey Report 'Service by Youth'

1966 Second Report of Russell Committee on the Supply and Training of Teachers for Further Education

1966 DES Circular on the Training of Teachers in Further Education

1966 DES/LEA's set up the Further Education Information Service

1966 Central Training Council Committee on Commercial and Clerical Training Report 'Training for Commerce and the Office' HMSO

1966 Social Science Research Council set up to replace Department of Scientific and Industrial Research

(DSIR)

- 1967 DES Memorandum 25/67 'The Joint Planning of Industrial Training and Further Education
- 1967 Youth Service Development Council (YSDC) Report : 'Immigrants and the Youth Service'
- 1967 House of Commons Estimates Committee Report 'Manpower Training for Industry' - comprehensive study of long term industrial training needs and reduction of levies
- 1967 Central Training Council Management Training and Development Committee Report 'An Approach to the Training of Managers' HMSO
- 1967 Plowden Report
- 1968 Ministry of Labour Manpower Research Unit Report 'Growth in Office Employment' Manpower Studies No 7 HMSO
- 1968 Central Training Council Committee on Commercial and Clerical Training Report 'Training for Office Supervision' HMSO
- 1969 Representation of the People Act (reduced voting age to 18)
- 1969 First OND and HND Courses in Agricultural Education started
- 1969 ATTI publication 'General Studies a Statement'
- 1969 Report of the Committee on Technician Courses and Examinations (Haselgrave Report) HMSO
- 1969 Report on the Use of Costing and other Financial Techniques in Technical Colleges (Pilkington-Hunt Report) HMSO
- 1969 Report of Fairbairn and Milson sub-committees of YSDC 'Youth and Community Work in the 70's'

- 1969 Review Committee (the Cousins Committee) Report to Government on functions and organisation of the Central Training Council
- 1969 First 'Black Paper' - challenged the status quo of the education system
- 1969 Central Training Council Management Training and Development Committee Report 'Training and Development of Managers - Further Proposals' HMSO
- 1970 CGLI publication 'General Studies'
- 1970 Coldstream-Summerson Report 'The Structure of Art and Design Education in the Further Education Sector'
- 1970 Cousins Report 'Review of the Central Training Council'
- 1970 Central Training Council Reconstituted
- 1970 Nind Report 'First Report on the Supply of Teachers for Management Education' National Economic Development Council HMSO
- 1970 NACAE and NCDAD (Coldstream and Summerson) Report 'The Structure of Art and Design Education in the Further Education Sector'
- 1970 Youth Committee of the Standing Conference for Amateur Music Report of a Survey on Musical Activities within Further Education
- 1970 DES Circular 3/70 outlining plans for the re-organisation of the training of full-time youth and community workers
- 1970 Pilkington Committee Report : 'More Effective Use of Technical College Resources'
- 1970 Report of an Inquiry into the Pattern and Organisation of the College Year (Hunt Report)

- 1970 Administrative Memorandum 13/70 introduced the Extension of the Technical College Year
- 1970 DES Circular 7/70 advising LEA's to submit new draft Articles of Government for their colleges for DES approval
- 1971 Confederation of British Industry's Report Inquiring into the Industrial Training Act Implications
- 1971 Circular 7/71 : Government pronouncement on the Coldstream - Summerson Report on Art and Design Education
- 1971 Government White Paper, 'Public Expenditure 1971'
- 1971 Report of the Committee on Legal Education (Ormrod Report) Cmnd 4595
- 1971 DES letter to LEA's asking them to pay expenses and fees for all part-time students up to age 18
- 1971 'Guidelines for the Development of the Programme for Vocational Training at Community Level' Accepted by the Council of Ministers of the European Community 26 July 1971
OJ No C81 12 August 1971 p5
- 1972 Department of Employment Green Paper a Consultative Document entitled 'Training for the Future - A Plan for Discussion'
- 1972 James Committee Report 'Teacher Education and Training'
- 1972 Government Enquiry into The Work of the Industrial Training Boards
- 1972 Government White Paper Cmnd 5174 'Education . A Framework for Expansion'
- 1972 Raising of school leaving age to 16 on 1st

September

- 1972 Local Government Act - Boundaries reorganised reducing number of authorities
- 1973 Russell Report 'Adult Education : A Plan for Development' HMSO
- 1973 White Paper 'Employment and Training : Government Proposals' Cmnd 5250 HMSO 1973 proposed innovation of Manpower Services Commission (MSC)
- 1973 Employment and Training Act declared the Government's intention of establishing a Manpower Services Commission (MSC) under the aegis of the Department of Employment through two executive arms: the Employment Service Agency (ESA) and the Training Services Agency (TSA)
- 1973 New Local Government Organisations take office in preparation for reorganisation
- 1973 DES Circular 7/73 'The Development of Higher Education in the Non-University Sector'
- 1973 'Report of the Joint Advisory Committee on Agricultural Education'
- 1973 Technician Education Council (TEC) established
- 1973 Council for Educational Technology (CET) replaced the National Council for Educational Technology
- 1974 Business Education Council (BEC) established
- 1974 Gann Report 'Adult Education : A Plan for Development' HMSO
- 1974 Manpower Services Commission (MSC) established
- 1974 Training Services Agency (TSA) and Employment Services Agency (ESA) established as executive bodies responsible to the MSC

- 1974 Health and Safety at Work etc Act
- 1974 Hudson Report on Agricultural Education HMSO
- 1974 Reorganisation of Local Government
- 1975 Training Services Agency discussion document :
'Vocational Preparation of Young People'
- 1975 Joint initiative by TSA and DES establishing a
limited number of Unified Vocational Preparation
Schemes (UVP) for young people in employment
- 1975 First Haycocks Report on the Training of full-time
and part-time teachers in further education
- 1976 Layfield Report on Local Government Finance
("Value for Money") using 'comparative data'
exercised by the Department of Environment
District Audit Service
- 1976 Prime Minister James Callaghan's 'Ruskin College
Speech' - echoing Government's doubts over
direction of education
- 1977 Holland Report : 'Young People at Work'
- 1977 Further Education Curriculum Review and
Development Unit (FEU) set up
- 1977 Abolition of the National Advisory Council on
Education for Industry and Commerce (NACEIC)
- 1977 Advisory Council for Adult and Continuing
Education set up
- 1978 Second Haycocks Report on the training of full-
time and part-time teachers in further education
- 1978 Youth Opportunities Programme (YOP) brought into
being to prepare unemployed young people for work,
operated by the Special Programmes Division of the
MSC, specifically created for this purpose

- 1978 Oakes Report : 'The Management of Higher Education
in the Maintained Sector'

- 1979 DES Consultative Papers, 16-18 : Education and
Training for 10 to 18 Year Olds, A Better Start in
Working Life, and Providing Educational
Opportunities for the 19-19 Year Olds

- 1979 Local Authority arrangements for the School
Curriculum

- 1979 Manpower Services Commission set up

- 1980 Government White Paper on Expenditure

- 1980 Local Government Planning and Land Act

- 1980 Education Act A Framework for the School
Curriculum

- 1980 Clegg Report

- 1980 Macfarlane Report 'Education for 16-19 Year
Olds' Department of Education and Science

- 1981 Education Act Special Needs

- 1981 A New Training Initiative MSC

- 1981 City and Guilds of London Institute introduced the
Certificate in Vocational Preparation (General)
course

- 1981 CLEA discussion Document - 'The Future of Higher
Education in the Maintained Sector . A
Consultative Paper

- 1981 Report of the Committee of Enquiry into the
Education of Handicapped People and Young People
(Warnock Report) HMSO

- 1981 Cmnd 7996 : 'Special Needs in Education' HMSO

- 1981 Government Working Party Report : 'The Legal Basis

of Further Education'

- 1981 National Advisory Body (NAB) established by DES
- 1981 Advisory Committee on the Supply and Education of Teachers (ACSET) established by the DES together with its Sub-committee on the Training of Teachers for Further Education
- 1982 MSC Manpower Review
- 1982? Government Announcement that MSC is to oversee TVEI Pilot Schemes
- 1982 Cockcroft Report : 'Mathematics Counts'
- 1982 CPVE 17plus : A New Qualification
- 1982 Welsh Advisory Board (WAB) established
- 1982 DES Circular 1/82 tightened up the approval procedures vested in RACs (modified within six months to exclude part-time courses from the moratorium) and replaced by Circular 5/82
- 1982 Education Management Working Group of the Further Education Teachers' Sub-Committee of ACSET set up to produce 'A document of advice on the development of training for educational management in FE...'
- 1982 Hargreaves Report - Report of the Policy Steering Sub-Committee on 'Schemes for those using Engineering Craft Skills' CGLI
- 1983 Youth Training Scheme (YTS) came into effect
- 1983 Audit Commission for Local Authorities in England and Wales came into being
- 1984 Government White Paper 'Teaching Quality'
- 1984 The Work of HMI : A Policy Statement

1984	Streamlining the Cities - Abolition of GLC/ILEA
1984	Government White Paper 'Training for Jobs'
1984	Parental Influence at School : A New Framework for School Government
1984	Education (Grants and Awards) Act - Education Support Grants
1984	Certificate in Pre-vocational Education (CPVE) courses started
1985	Government White Paper 'Better Schools'
1985	Local Government Act (Direct Elections for ILEA)
1985	Government White Paper - The Development of HE into the 1990's
1985	Swann Report - 'Education for All'
1985	GCSE : The National Criteria
1985	Ferryside Agreement between CGLI CTEB and the six REBs resulting in a national system of awards at craft and operative levels
1985	European Community heads of government agreed to complete a single market progressively by 31st December 1992
1985?	European Commission's White Paper 'The Single European Act 1992'
1985	Lindop Report (Cmnd 9501) 'Academic Validation in Public Sector Higher Education'
1985	MSC/LAA Policy Group Publication : 'Work Related NAFE A Guidance Handbook'
1985	Audit Commission Report 'Obtaining Better Value from Further Education'

1986	Education Act
1986	Unemployment peaked at just over three million
1986	Education (No2) Act - School Government
1986	Government Action on Teacher Supply in Mathematics Physics and Technology
1986	Review of Vocational Qualifications
1986	Local Government Act - Competitive Tendering
1987	Teachers' Pay and Conditions Act
1987	Government White Paper 'Higher Education : Meeting the Challenge Cm 114
1987	7 May General Election
1987	DES Report of a study of efficiency in non- advanced further education for the Government and Local Authority Associations ' Managing Colleges Efficiently'
1987	DES Consultation paper published 'Maintained Further Education: Financing, Governance and the Law (7 August) (responses to DES by 9 October 1987)
1987	20 November Education Reform Bill laid before Parliament
1987	Reforms known as the 'Single European Act' came into operation
1988	February Decision announced to abolish ILEA
1988	Third reading of Education Reform Bill as it goes to House of Lords
1988	April DES draft guidance on 'Local Management of FE Colleges: Delegation Schemes and Articles of Government' (responses by 22 July 1988)

1988	Local Government Act
1988	IAC Report on Teachers Pay
1988	Government Green Paper : Qualified Teacher Status
1988	Higginson Report on 'A' levels
1988	MSC Reconstituted as The Training Commission May
1988	Education Reform Act receives Royal Assent 29 July
1988	12 September DES Circular 8/88: Education Reform Act 1988 Governance of Maintained Further and Higher Education Colleges
1988	13 September DES Circular 9/88: Education Reform Act 1988 Local Management of Further and Higher Education Colleges Planning and Delegation Schemes and Articles of Government
1988	Training Commission abolished and responsibilities passed to The Training Agency - a section of the Department of Employment 15 September 1988
1988	Employment for the 1990s Cm 540 (Employment Department White Paper)
1989	Polytechnics and Colleges Funding Council (PCFC) taken over from the National Advisory Body for Public Sector Higher Education (NAB)
1989	1 April Start of programme of schemes of training for college governors under 1988 Education Act
1989	30 June Deadline for submission of revised college instruments of government providing for new college governing bodies for LEAs (except ILEA)
1989	September 1989 - April 1990 Reconstitution of college governing bodies in accordance with revised instruments

- 1989 30 September Deadline for submission of draft schemes and revised college articles of government for LEAs (except ILEA)
- 1989 Training Enterprise Councils (TECs) set up
- 1990 1 April Approved schemes and articles of government for as many LEAs as possible
- 1991 30 June proposed deadline for Inner London LEAs for submission of revised college instruments for college new governing bodies
- 1991 30 September proposed deadline for Inner London LEAs to submit draft schemes and revised college articles of government
- 1992 1 April proposed date for revised instruments to come into force for Inner London LEAs
- 1992 FEFC Unit Circular 92/01 'Preparing for Incorporation' The first Further Education Funding Council Circular
This circular contained guidance on a number of matters relating to the transfer of colleges to the proposed Further Education Sector
The Department of Education and Science Metropolis House 22 Percy Street London W1P 9FF Later Sheriffs Orchard Greyfriars Road Coventry CV1 3PJ (28 February 1992)
- 1992 FEFC Unit Circular 92/02 'Preparing for Incorporation - supplementary information'
This circular aimed to fulfil undertakings given in Circular 92/01 to provide certain supplementary information. It included details of the criteria used by Her Majesty's Inspectorate (HMI) in the evaluation of quality. Also attached were examples of financial forecasting forms (3 April 1992)
- 1992 FEFC Unit Circular 92/03 'Health and Safety' Questionnaire
Sought evidence on immediate health and safety problems in the sector which put at risk the

- 1992 FEFC Circular 92/11 'College Strategic Plans'
Colleges were invited to comment by Friday 18 September on the proposed framework for preparing strategic plans set out in this circular (10 August 1992)
- 1992 FEFC Circular 92/12 'Internal Audit'
Provided guidance on internal audit and the means of obtaining a suitable internal audit service (25 September 1992)
- 1992 FEFC Circular 92/13 'Further Education Early Student Statistics (FEES) 1992-1993'
Gave a specification of the data on student enrolments and tuition fees which were required by the Council and guidance on completing the forms (13 October 1992)
- 1992 FEFC Circular 92/14 'Mergers/new incorporations /designations, Students with learning difficulties and disabilities, The Education Assets Board, Governors' liability insurance, FEFC appointments'
Invited responses by Friday 20 November to draft criteria concerning merger proposals also gave guidance on other matters (22 October 1992)
- 1992 FEFC Circular 92/15 'Sponsorship for External Institutions' Plus Annexes: A - 'Form EA 1993-94 Application for Sponsorship under Section 6(5) of the Further and Higher Education Act 1992' and B - 'Further Education Early Student Statistics External Institutions 1992-93'
Procedures for applying to the Council for funds under section 6(5) of the Further and Higher Education Act 1992 Application forms and student enrolment forms were also included for return to the Council by Monday 23 November 1992 (26 October 1992)
- 1992 FEFC Circular 92/16 'Financial Forecasts Cashflow Profiles'
Proposed content and format of college financial forecasts and requests for college cashflow

profiles (26 October 1992)

- 1992 FEFC Circular 92/17 'Capital Funding'
Listed projects in the DFE's capital programme
Plus funding methods for capital equipment and for
minor and major works (13 November 1992)
- 1992 FEFC Circular 92/18 'College Strategic Plans'
Contained guidance concerning the key elements of
college plans for the period 1993-94 to 1995-96
(13 November 1992)
- 1992 FEFC Circular 92/19 'Quality Assessment'
Contained the proposed outline of the Council's
quality assessment committee Comments on the
proposal were requested by Monday 22 February 1993
Sheriffs Orchard Greyfriars Road Coventry CV1 3PJ
(18 December 1992)
- 1992 FEFC Circular 92/20 'Professional Industrial and
Commercial Updating (PICKUP)'
In this circular colleges were invited to comment
by Friday 22 January on the proposed criteria and
mechanism to be used for the allocation of PICKUP
funds (18 December 1992)
- 1992 FEFC Circular 92/21 'Financial Forecasts Cashflow
Profile'
Requests for financial forecasts for 1993-94 and
cash- flow profiles for April and May 1993 to be
returned by 16 February 1993 (23 December 1992)
- 1992 Transferring further education colleges receiving
corporate status were incorporated in the Autumn
of 1992
- 1993 Department for Education (DFE) The Charter for
Further Education 'Further Choice and Quality' The
DFE section of Prime Minister Major's Citizen's
Charter 'Raising the Standard' 1993 ISBN 0 85522
436 3
- 1993 Department for Education (DFE) The Charter for
Higher Education 'Higher Quality and Choice' The

DFE section of Prime Minister Major's Citizen's Charter 'Raising the Standard' 1993 ISBN 0 85522 429 0

- 1993 FEFC Circular 93/01 'Accounting Matters'
Contained advice on accounting policies, tangible fixed assets, VAT, trading companies and insurance
20 January 1993
- 1993 FEFC Circular 93/01 (Addendum) 'Value Added Tax'
Issued as an addendum to Circular 93/01, contained guidelines interpreting the law concerning Value Added Tax within the higher education context
19 February 1993
- 1993 Corrective advice about an error in paragraph 28 of the above Circular 93/01 concerning the printing of stationery.
- 1993 FEFC Circular 93/02 'Update on Financial Matters'
Provided further information on financial matters raised with the Council in its advice service in July 1992
20 January 1993
- 1993 FEFC Circular 93/03 'Professional Industrial and Commercial Updating (PICKUP)'
Describes, in the light of the consultation set out in Circular 92/20, the criteria for application for PICKUP funds for the financial year 1993-94 together with the application procedure. Applications were requested by Friday 5 March 1993
5 February 1993
- 1993 FEFC Circular 93/04 'Capital Equipment Funds'
The FEFC decided at its 3 August 1992 meeting to adopt a formula approach to the distribution of capital equipment funds, reported in Circular 92/17. This Circular (93/04) presented proposals for consultation on the method of allocation of funds for equipment in 1993-94. Responses were requested by Friday 5 March
17 February 1993

- 1993 FEFC Circular 93/05 'Students with Learning Difficulties and Disabilities' together with Annexe E
In the light of responses to Circular 92/06 and following discussions with colleges and others this Circular outlines arrangements for students requiring additional support in and without the FEFC sector.
Recommendations for provision for students outside the sector were requested by 3 May 1993 at the latest.
There were five annexes to this circular:
Annexe A: Form FEFC/SLD/1 Name of contact in the FEFC sector college
Annexe B: Schedule 2 of the Further and Higher Education Act
Annexe C: Form FEFC/SLD/2 Name of contact in the Local Education Authority (LEA) dealing with assessments
Annexe D: Procedures for assessment and placement: agreement between FEFC and Associations of County Councils (ACC) and Metropolitan Authorities (AMA)
Annexe E: Form FEFC/SLD/3 Placement recommendations
22 February 1993
- 1993 FEFC Circular 93/06 'Draft Financial Memorandum'
Attached to this circular was a draft version of the final memorandum between the Council and colleges on which comments were invited by 31 May 1993. The memorandum took effect from 1 April 1993 and was intended to remain in force until the final version was approved by the Council after consideration of the responses to the consultative document
26 February 1993
- 1993 FEFC Circular 93/07 'Restructuring Fund'
This circular proposed the basis on which colleges might claim against the Council's restructuring fund and the criteria which the Council would use in considering claims. Colleges were informed in

Circular 92/21 of the decision by the Council to assist colleges in 1993-94 with the costs of staff restructuring. Advising that the scope of assistance from the Council was constrained by Treasury guidance on premature retirement and redundancy compensation in the public sector and within such constraints the Circular 93/07 sets out for comment proposals under which colleges may claim from the Council's restructuring fund. Comments on the proposals and colleges' estimated claims were requested by 16 April 1993.

1993 FEFC Circular 93/08 'The payment of funds by the Council to colleges and other institutions'
This circular set out the arrangements for the payment of various categories of funds to colleges and other institutions, including a specimen form for claiming payment. It included arrangements for the early payment on 8 April 1993 of part of the April 1993 instalment of funds to assist the cash flow of colleges which had indicated a shortfall before the first regular payment of funds on 20 April.
25 March 1993

1993 FEFC Circular 93/09 'Units of funding'
The circular contained a schedule showing the units of funding for colleges and other FEFC institutions in the academic year 1992-93. These were set out in four broad groups: general further education and tertiary colleges, sixth form colleges, agriculture and horticulture colleges, and art, design and performing arts colleges. No units of funding were shown for the 14 specialist designated institutions because their provision was not funded in a comparable way.
29 March 1993

1993 1 April Deadline for full implementation of schemes under the 1988 Education Reform Act This was overtaken by the Further and Higher Education Act 1992 with incorporation of colleges in an independent sector of further education

- 1993 1 April 'Vesting Day' when further education college governors were vested with the appropriate powers under the aegis of FEFC following the 1992 Further and Higher Education Act
- 1993 FEFC Circular 93/10 'Capital funds'
This circular set out allocations of capital equipment funds to colleges for the 16 month period April 1993 to July 1994 and provided guidance on the use of these funds. It also confirmed each college's formula allocation of funds for minor building works for the same period.
5 April 1993
- 1993 FEFC Circular 93/11 'Assessing Achievement'
The circular contained an outline of the Council's proposed framework for the inspection of colleges by a group comprised of college representatives and others with an interest in the sector and chaired by the Council's chief inspector. The proposed framework was attached as annex A and comments on it were invited from all those with an interest in the assessment of provision in the new sector by 1 June 1993.
16 April 1993
- 1993 FEFC Circular 93/12 'The Council's Aims'
Outlines the Council's methods of working and its proposed aims, what it was set up to do and how it intended to conduct its business. The circular put forward for comment five principal aims which it proposed to adopt:
- * to secure throughout England sufficient and adequate facilities for further education to meet the needs of students, including those with learning difficulties and/or disabilities, and the communities in which they live
 - * to contribute to the development of a world-class work-force as envisaged in the National

Education Training Targets

- * to promote improvements in the quality of further education
- * to promote access to further education by people who do not participate in education and training but who could benefit from it
- * to ensure that the potential of the sector and its financial needs are properly represented at national level.

4 May 1993

1993

FEFC Circular 93/13 'General Information'

This circular provided colleges with information on the following:

- * a questionnaire sent to the sector regarding the future funding of the Further Education Unit and the Staff College
- * information required arising from two reports: 'Unfinished Business' and 'Basic Skills Support in Colleges'
- * a survey of discretionary awards
- * procedures to be followed by colleges proposing to change name
- * location and staffing of regional offices
- * staff changes in the Council's education programmes division
- * early details of the Council's second annual conference in February 1994
- * computer viruses
- * the Trustee Investment Act 1961.

4 May 1993

- 1993 FEFC Council Report Number 6
7 May 1993
- 1993 FEFC Circular 93/14 'Recurrent Funding Methodology 1994/95'
Detailed analysis of responses to its consultative document 'Funding Learning', issued just before Christmas 1992; Council decisions on a new funding methodology; proposed implementation work plan and the setting up of the tariff committee.
14 May 1993
- 1993 FEFC Circular 93/15 'Allocation of Minor Works Funds' This circular set out the basis adopted by the Council to allocate the survey-based minor works funds to colleges for the 16-month period to July 1994. Attached was the survey report by Hunter and Partners for each college.
24 May 1993.
- 1993 FEFC Circular 93/16 'Recurrent Funding Methodology 1994-95: Allocation Mechanism'
Proposals for the determination of the volume of activity and rate of funding to be used in the future allocation mechanism. Responses were requested by 30 June 1993.
4 June 1993
- 1993 FEFC Statistics Bulletin 'Information on early student enrolment statistics'
Contained details of the estimated numbers of students enrolled on courses of further education during the 1992-93 academic year at institutions in England which received funding from the Council.
Issue Number 2 June 1993
- 1993 FEFC Circular 93/17 'End-Year Student Enrolment Statistics (EYSES) 1992-93'
Contained data on student enrolments and tuition fees which were required by the Council. Completed forms supplying the data required were requested by Friday 23 July 1993

18 June 1993

- 1993 FEFC Circular 93/18 'Publication of Information Relating to Students' Achievements'
Summarised the arrangements for the collection of data for the comparative performance tables for schools and colleges for 1993, and a description of other related information requirements arising from section 50 of the Further and Higher Education Act 1992 and the proposed 'Charter for Further Education'
18 June 1993
- 1993 FEFC Council Report Number 7
This report followed the eighth meeting of Council, which took place on Wednesday 9 June 1993
18 June 1993
- 1993 FEFC Circular 93/19 'Professional Industrial and Commercial Updating (PICKUP)'
This circular reported the allocations to colleges of PICKUP funds for the financial year 1993-94
25 June 1993
- 1993 FEFC Circular 93/20 'Recurrent Funding Methodology 1994-95 Funding Categories'
This circular contained proposals for the categories of provision which would be eligible for differential funding in new funding methodology. Responses were requested by
6 August 1993
2 July 1993
- 1993 FEFC Council Report Number 8
This Report followed the ninth meeting of Council, which took place on Thursday 15 July 1993
22 July 1993
- 1993 FEFC Circular 93/21 'The Review of the Further Education Unit and the Staff College'
This circular introduced the report of the review group chaired by Mr Ken Young CBE and invited responses by Friday 15 October 1993
27 July 1993

- 1993 FEFC Circular 93/22 'Restructuring Fund 1993-94'
This Circular set out the basis on which colleges claimed against the Council's restructuring fund and the criteria which the Council used in making payments 30 July 1993
- 1993 FEFC Circular 93/23 'Model Financial Memorandum'
Final version of the model financial memorandum between the Council and colleges. The revised memorandum came into effect on 9 August 1993
5 August 1993
- 1993 FEFC Circular 93/24 'Recurrent Funding Methodology 1994-95: Average Levels of Funding'
Results of the consultation on Circular 93/16 and issues arising from the range of inherited average levels of funding. Responses on a number of matters were requested by 15 October 1993
6 August 1993
- 1993 FEFC Circular 93/25 'Access Funds 1993-94'
The proposed allocation of access funds and the terms and conditions that apply for the 1993-94 academic year. Completed forms as annexe C were to be returned to the Council by 8 September 1993
13 August 1993
- 1993 FEFC Circular 93/26 'Financial Forecast Update and Finance Record'
The Circular contained financial forecast updates for 1993-94 to be audited and returned by 30 November 1993. Consultation on the proposed format of the finance record and comments were to be returned by 24 September 1993
16 August 1993
- 1993 FEFC Circular 93/27 'Data Collection Strategy'
The Circular outlined the recommended approach and timetable for the collection of data about staff, students and finance. It proposed a definition of withdrawal from a full-time course. Responses on the recommended approach were requested by 8 October and on the definition of withdrawal by

24 September 1993.
7 September 1993

- 1993 FEFC Circular 93/28 'Assessing Achievement'
The Circular contained a framework for inspections in the further education sector, incorporating amendments made following consultation.
22 September 1993
- 1993 FEFC Council Report Number 9
The Report followed the tenth meeting of Council which took place on Tuesday 21 September 1993
4 October 1993
- 1993 FEFC Circular 93/29 'Consultation on Collection of Staff Statistics'
The Circular contained Proposals for collecting data relating to staff statistics. Responses were requested by 19 November.
15 October 1993
- 1993 FEFC Circular 93/30 'Pay Settlements 1993'
The Circular contained a request for information for the Department for Education concerning 1993 pay settlements to assist the secretary of state to consider the release of holdback of grant.
15 October 1993
- 1993 FEFC Circular 93/31 'Further Education Early Student Statistics (FEES) 1993-94'
The Circular specified the data required by the Council to give an early indication of student enrolments in the 1993-94 teaching year. Completed forms were requested by Monday 22 November 1993.
18 October 1993
- 1993 FEFC Circular 93/32 'Recurrent Funding Methodology: Tariff Values for 1994-95'
The Circular detailed proposals from the tariff advisory committee for the value of units to be assigned to each of the categories of provision which will be eligible for differential funding in 1994-95. Responses to the annexes D and F included were requested by 1 December 1993.

5 November 1993

- 1993 FEFC Council Report Number 10
The Report followed the eleventh meeting of
Council which took place on Thursday
4 November 1993
17 November 1993
- 1993 FEFC Committee News Number 1
The Report followed the inaugural meeting of the
Regional Committee which took place on Monday 11
October 1993
19 November 1993
- 1993 FEFC Circular 93/33 'European Community Structural
Funds' The Circular gave details of the European
Social Fund arrangements for 1994.
16 November 1993
- 1993 FEFC Circular 93/34 'Recurrent Funding of External
Institutions'
The Circular proposed arrangements for the
recurrent funding allocations to external
institutions 1994-95. Responses were requested by
6 December 1993
19 November 1993
- 1993 FEFC Circular 93/35 'Guidance on Estate
Management' The Circular issued advice to
colleges on best practice on estate management.
Colleges were invited to prepare an accommodation
strategy by the end of July 1994.
29 November 1993
- 1993 FEFC Circular 93/36 'Summer Term Fees'
The Circular specified arrangements for
compensating colleges for the shortfall in tuition
fees for the summer term 1993. Each college was
asked to provide a statement of its shortfall by
30 December 1993.
30 November 1993
- 1993 FEFC Circular 93/37 'General Circular'

The Circular contained up-to-date information on a number of matters covering the following:

- * funding for capital equipment
- * arrangements for accelerating Hunter 1b allocations
- * release of hold-back
- * recording student enrolments on Employment Department-funded programmes
- * notification of any changes which may impact on college control systems
- * proposals to create new school sixth forms
- * the Council's inspectorate and inspection programme
- * consultation on statistical returns
- * regional committees
- * the learning and technology committee
- * consultants providing services for the sector

At the end of each section was a named person to answer queries on the specific subjects

13 December 1993

1993

FEFC Circular 93/38 'Student Data Collection'

The Circular contained revised proposals for collecting student data and draft guidelines to apply to the Council's storage and use of student data. Responses were requested by 1 February 1994.
20 December 1993

1993

FEFC Circular 93/39 'Recurrent Funding for 1994-95: Guidance to Institutions' The Circular contained Council decisions on the tariff values of funding units for 1994-95 and guidance on the new methodology. Each institution was requested to provide to the Council

- i) by 28 January or before if possible a copy of the computer disk or paper forms on which it had calculated its 1994-95 core funding units. LEA institutions were requested to provide the information by 11 February
- ii) by 28 February, its application for additional funding units and funds.

The corresponding date for LEA institutions was 14 March. 23 December 1993

- 1993 Draft guidance on the recurrent funding methodology 1994-95
23 December 1993
- 1993 Council Report Number 11 containing information on: Public expenditure survey settlement: broad allocation of Council funds; Recurrent funding methodology; Survey of space usage in colleges; Arrangements for students with learning difficulties and/or disabilities; European social fund applications: selection and allocation criteria; Terrorism insurance; Fees for higher education students in further education colleges; Review of the Further Education Unit and the Staff College; Mergers; Arrangements for external institutions in 1994-95; and Advice to the Council from the Department for Education on the public expenditure survey settlement
23 December 1993
- 1994 FEFC Circular 93/33 (Addendum) 'European Social Fund' The Circular contained guidance on the procedures for applying for funds towards objective 3. Completed application forms were requested by 25 February 1994 for category A applications and 4 March 1994 for category B applications
21 January 1994
- 1994 FEFC Circular 94/01 'College Strategic Plans' The Circular contained guidance on the framework for strategic plans for the period 1994-1995 to 1996-97. Request for information on projected student enrolments and significant planned changes in provision by 14 March 1994 from colleges and by 21 March 1994 from external institutions.
24 January 1994
- 1994 FEFC Circular 94/02 'Demand-Led Element Return Spring Term 1993-94' The Circular contained returns of student enrolments for payment of the demand-led element for the spring term 1993-94. Completed forms were requested by Monday 7 March 1993. 27 January 1994

- 1994 Council News Number 12 contained information on Recurrent funding methodology: standard rate of funding; External Institutions. procedures for applying for funds in 1994-95; Quality Assessment; Corporate Plan; Early Student Statistics, 1993-94; Survey of discretionary awards
15 February 1994
- 1994 FEFC Circular 94/03 'Students with learning difficulties and/or disabilities' The Circular contained arrangements for students requiring provision at specialist colleges outside the further education sector 1994-95
28 February 1994
- 1994 FEFC Circular 94/04 'College Insurance' The Circular contained amendments to the scheme for terrorism insurance and responses to the questionnaire on insurance
28 February 1994
- 1994 FEFC Circular 94/05 'General Circular' The Circular contained various matters for information
14 March 1994
- 1994 FEFC Circular 94/06 'Major Capital Allocations' The Circular contained proposed procedure and criteria for assessing applications to the Council for major capital projects. Responses were requested by 16 May 1994
21 March 1994
- 1994 Council News Number 13 contained information on Recurrent Funding 1994-95; Proper conduct of public business; Merger Procedures; Individual student record; National training and education targets; Other matters; Discretionary awards; Residency requirements: Circular 94/05; Review of the Further Education Unit and the Staff College
11 April 1994
- 1994 FEFC 'College Charter Inspection' Inspectors Notes

for monitoring college performance against the
National Charter for Further Education -
Recruitment, Guidance and Counselling; Inspection
of Teaching and Learning; Relations with Employers
and the Local Community
18 April 1944

- 1994 FEFC Circular 94/07 Staff Individualised Record
Data Collection 1994 The Circular provided an
analysis of responses to the Council's proposals
for collecting staff data. Reports on changes
made in response to the consultation. Presents
the final specification for the new staff
individualised record and the timetable for the
provision of data by sixth form colleges in
respect of the 1 July collection reference date.
Other colleges were invited to volunteer for
inclusion in this first phase implementation.
21 April 1994
- 1994 FEFC Circular 94/08 'Demand-Led Element Return
Summer Term 1993-94' Returns of student
enrolments for payment of the demand-led element
for the summer term 1993-94. Completed forms were
requested by Monday 23 May 1994
26 April 1994
- 1994 FEFC Council News Number 14 Recurrent Funding:
Provisional Allocations for 1994-95; Corporate
Plan; Reorganisations; Council Contracts;
Other Matters; Distribution of Inspection Reports;
Invitations to Seminars; Forthcoming Seminars;
Council Circulars; Successor Body to the Further
Education Unit and the Staff College
3 May 1994
- 1994 FEFC Committee News April 1994 Number 2 Contained
information on Proposed secondary School
reorganisation in Newark; Role of the Regional
Committee in considering reorganisation and
mergers; Early student statistics 1993-94;
Discretionary Awards in the East Midlands Region;
Council's approach to capital funding.
April 1994

- 1994 FEFC Circular 94/09 'Holdback of Grant' The Circular contained a request for information for the Department for Education about the introduction of new contracts of employment. The information will assist the secretary of state to consider the release of holdback of grant. Information was requested by 1 June 1994
29 April 1994
- 1994 FEFC Circular 94 10 'Individualised student record data collection 1994-95' The Circular contained the specification for the new individualised student record and the data collection arrangements for the first and second phases
23 May 1994
- 1994 FEFC Circular 94 11 'Capital Equipment Funds' The Circular contained consultation on the method of allocation of funds for equipment in 1994-95 Responses were requested by 1 July 1994
23 May 1994
- 1994 FEFC Circular 94 12 'Measuring Achievement' The Circular contained proposed college performance indicators PI 1 - College effectiveness, PI 2 - College responsiveness, PI 3 - Student Responsiveness, PI 4 - Student achievements, PI 5 - Contribution to national targets, PI 6 - Value for money Responses requested by 29 July 1994
27 May 1994
- 1994 FEFC Circular 94 13 'Sector Accounting Policies' The circular contained proposed accounting policies for sector colleges for the preparation of their annual financial statements Responses required by 1 July 1994
1 June 1994
- 1994 FEFC Circular 94 14 'End-year Student Enrolment Statistics (EYSES) 1993-94' The Circular contained returns of student enrolments and tuition fees for 1993-94 Completed forms requested by Friday 15 July 1994
6 June 1994

- 1994 FEFC Circular 94/15 'Financial Forecasts' The Circular contained the form and content of the financial forecasts required to support strategic plans. Returns to the Council were requested by 1 August 1994
13 June 1994
- 1994 FEFC Council News Number 15 Contained Recurrent Funding 1994-95; Minor Works Funding; Operating Plan; Significant changes of character in schools; Reorganisations Committee; Quality Assessment Committee; European Social Fund applications; College enquiries; Competitiveness White Paper; TECS and Further Education - New arrangements: Key facts.
20 June 1994
- 1994 FEFC Circular 94/16 'Recurrent Funding Methodology: Audit evidence for entry units' The Circular contained audit evidence to support claims for entry units. Responses were requested by 25 July 1994
1 July 1994
- 1994 FEFC Circular 94/17 'Secretary of State's requirements for the publication of information' The Circular contained arrangements for the collection of data for the comparative performance tables for schools and colleges for 1994, the publication of information under section 50 of the Further and Higher Education Act 1991, and for sending to the Council copies of college charters.
11 July 1994
- 1994 FEFC Circular 94/18 'Audit of end-year student enrolment statistics and demand-led element returns for 1993-94' *The Circular contained results of the 1992-93 sample audit of student numbers and arrangements for the audit of the end-year student enrolment statistics and demand-led element returns for 1993-94. Audit reports were requested by 30 November 1994*
25 July 1994

Figure 7.1.274

Course Enrolments in Maintained, Assisted and Grant Aided
Establishments of Further Education 1946 - 1991
England and Wales

<u>Year</u>	<u>Mode of Attendance</u>			<u>Thousands</u>	
	Full-time & Sandwich	Part-time Day	Evening	Adult Edn Centres	Total
1946	45	196	527	827	1595
1950	54	284	761	1263	2362
1952	49	316	541	828	1734
1954	54	361	576	822	1813
1956	67	422	635	781	1905
1958	100	444	685	796	2025
1960	117	488	713	877	2196
1962	156	602	818	1039	2615
1964	188	648	778	1132	2748
1966	202	712	803	1374	3091
1968	242	750	757	1395	3144
1970	271	749	736	1422	3178
1972	301	710	767	1590	3368
1974	332	727	785	1841	3685
1976	447	703	718	1797	3635
1978	454	760	722	1636	3572
1980	* 447	692	586	1544	3269
1981	+ 532	689	616	1516	3353
1982	+ 573	677	639	1534	3423
1983	+ 574	727	679	1628	3608
1984	+ 575	769	685	1577	3606
1985	+ 582	763	640	1418	3403
1986	+ 594	797	684	1455	3530
1987	+ 609	854	776	1371	3610
1988	+ 619	926	861	1379	3785
1989	+ 660	951	883	1376	3870
1990	+ 721	946	852	1349	3868
1991	+ 839	974	867	1292	3972

Sources: Adapted from Department of Education and Science Statistics of Education Volume 3: Further Education 1979; and (+) Statistics of Education, Further Education 1991/92 Table 1 p1; and Hill J (1988) Appendix II (p452);

- Notes:
1. The figures for the years 1951-1960 have been adjusted to take account of the change in the basis of collection in 1961.
 2. Agricultural Institutes are included from 1958 and Agricultural Colleges from 1964.
 3. Colleges of Advanced Technology are excluded from 1965.
 4. The Cranfield Institute of Technology is included from 1961.
 5. Obtained verbally from the Department of Education and Science.

Figure 7.1.350

1989 Cohort of East Midlands Colleges of Further Education

<u>Derbyshire</u>	Chesterfield College of Technology & Art Derby College Wilmorton Derby Tertiary College Mackworth Derbyshire College of Agriculture & Horticulture High Peak College of FE North-East Derbs College South-East Derbs College
<u>Leicestershire</u>	Brooksby Agricultural College Charles Keene College of FE North-West Leicestershire Technical College Hinckley College of FE Loughborough College Melton Mowbray College of FE South Fields College of FE Wigston College of FE
<u>Lincolnshire</u>	Boston College of FE Grantham College for FE

Lincolnshire College of Agriculture &
Horticulture
North Lincolnshire College
Stamford College for FE

Nottinghamshire Arnold & Carlton College of FE
Basford Hall College of FE
Broxtowe College of FE
Clarendon College of FE
Newark Technical College
North Notts College of FE
Brackenhurst College
Peoples College
South Notts College of FE
West Notts College of FE

Northamptonshire Northampton College of FE
Moulton College of Agriculture & Horticulture
Tresham College
The Wellingborough College

-
- Notes: 1. In above tabulated instances:
FE = Further Education
2. In order to preserve the desired anonymity, a seven digit significatory cipher was ascribed to each member of the cohort; with randomised sectors to allow for computer database analysis which, in the event, time and resources did not permit. The adopted identification is outlined below:

Figure 7.1.351

Identification of Responses 1989 Cohort

The following indices apply to colleges approached in the research:

Batch Number	LEA	Type	College	Member of staff
(one digit)	(one digit each)		(two digits each)	

Batch Numbers: Each of November 1989 cohort have batch number 1 Two years hence 1991 cohort have batch number 2

Local Education Authorities: Index ascribed randomly 1 to 5

Types of college: Inner city (when several colleges serve one large urban area) digit = 1
Rural Area digit = 2

Colleges: Numbers chosen by random number generator from 1 to 34

Staff: Principal = 01
Vice-principal = 02
Chief Administrative Officer = 03
Head of Department = 04 to 10
Other Staff = 11 to 99

Plus, added on completed return:

Response (one digit): Early (Before end of year) = 0
Late (returned in 1992) = 1
Nil = 2

Example: 0/0/0/00/00 (plus /0 for questionnaire returns)

Note: The above indices were used assiduously throughout the research to identify responses and simultaneously to satisfy the needs of maintaining anonymity, and continuity during the period of the study.

Figure 7.1.352

Identification Allocation Numbers 1989 Cohort

1221501	1320701	1522601
1110101	1320901	1511601
1113101	1312401	1422901
1123301	1310401	1422001
1121201	1313001	1422501
1121301	1322201	1511401
1110801	1323401	1521801
1221101	1311901	1522701
1222301	1310601	1521001
1120301	1310201	1422801
1121701	1222501	1423201
1222101		

Figure 7.1.353

The principals questioned in the 1989 initial survey

Type	Number	Type	Number
Male	32	Female	2
Over 50s	18(+1?)	Under 50s	15
Long standing (over 5 years)	19	Recently appointed	15
APC attenders	13	Rarely at meetings	21

Figure 7.1.354

The colleges associated with the 1989 initial survey

Type	Number
City (large urban >100k)	13
Large town (>60k)	5
Small town	11
Rural Crafts	5

Figure 7.1.355

The LEAs associated with the 1989 initial survey

LEA	Large	Medium	Small	Political	Centralist	Delegation	Type
1.	Y			N		Y	M/C
2.		Y		C		Y	R
3.	Y			L	Y		M/C
4.			Y	C		Y	M/M
5.		Y		L	Y		M/C

Key: L = Labour controlled, C = Conservative controlled,
 N = No Overall control ('Hung Council') Y = Yes,
 M = Mixed economy, R = Rural economy,
 C = Includes large city/cities.

Figure 7.1.356

The principals involved in the 1991 follow-up interviews

Type	Number	Type	Number
Male	13	Female	2
Over 50s	9	Under 50s	6
Long standing (over 5 years)	8	Recently appointed	7
APC attenders	5	Rarely at meetings	10

Figure 7.1.357

The colleges associated with the 1991 follow-up interviews

Type	Number
City (large urban >100k)	6
Large town (>60k)	2
Small town	5
Rural Crafts	2

Figure 7.1.358

**The LEA distribution of colleges
associated with the 1991 follow-up interviews**

LEA	Number of colleges
1	4
2	4
3	3
4	2
5	2

Figure 7.1.359

Completed 1989 Questionnaires Received

Local Education Authorities						
<u>Date Returned</u>	1	2	3	4	5	Total
Mon 20 Nov 89	2	3	3	...	1	9
Tues 21 Nov 89	2	...	...	1	1	4
Wed 22 Nov 89	...	1	1	1	1	4
Thurs 23 Nov 89	2	...	...	...	...	2
Fri 24 Nov 89	...	...	3	...	1	4
Mon 27 Nov 89	...	1	...	1	2	4
Wed 29 Nov 89	...	...	...	1	...	1
Tues 2 Jan 90	...	...	1	...	...	1
Mon 8 Jan 90	1	...	...	...	1	2
Totals:	7	5	8	4	7	31
Total Possible Return:	8	5	10	4	7	34

Figure 7.1.360

Order in which 1991 Interviews Took Place

<u>Interview Number</u>	<u>Day</u>	<u>Date</u>	<u>Time</u>
1	Friday	7 June 1991	10.00 am
2	Wednesday	12 June 1991	10.00 am
3	Wednesday	26 June 1991	10.00 am
4	Tuesday	16 July 1991	10.00 am
5	Wednesday	17 July 1991	10.00 am
6	Wednesday	24 July 1991	10.00 am
7	Monday	16 Sept 1991	10.00 am
8	Wednesday	18 Sept 1991	10.00 am
9	Thursday	3 Oct 1991	10.00 am

10	Monday	7 Oct 1991	09.45 am
11	Thursday	10 Oct 1991	11.00 am
12	Thursday	24 Oct 1991	10.30 am
13	Tuesday	29 Oct 1991	11.00 am
14	Wednesday	6 Nov 1991	10.30 am
15	Monday	11 Nov 1991	02.30 pm

Note: During the course of the above interviews the Government White Papers manifested themselves in the form of a Bill going through its initial readings in the House of Lords. A further uncertainty loomed as a result of impending parliamentary elections anticipated in the Autumn of 1991 but which were finally planned for 9 April 1992.

**Notes on the compilation of information
for inclusion in the tables covering
the 1991 Survey section of the thesis.**

All the Figures in the series 7.1.451 to 7.1.491 relate to the 1991 interviews

The syntheses given below are not intended to have any statistical significance nor to represent any definitive viewpoints. They are included as a general background guide, to assist the interpretation of information contained in the qualitative analysis.

In order to achieve numerical representations, the author utilised information derived using techniques described in section 3.9 of the thesis. Not all answers were given in the form of straightforward responses, lending themselves to quantitative treatment; however, sufficient information was recorded to determine the general direction of replies in most cases. In a few instances the author was assisted by the tenor of the response, or the demeanour of the interviewee. In others an inflection in the respondent's tone or a body gesture indicated an attitude which demanded interpretation and probable inclusion in the analysis.

To assist with comparisons, the figures show the general calculations as percentages wherever possible. These, together with references associating interviewees with particular responses, may then, if desired, be used to obtain further information through a perusal of the full transcript on the attached disk.

Figure 7.1.451

Principals Responses to Student Recruitment
(From 1989 to 1991)
(Sample size 15)

	%
1. Growth in Enrolments	67
2. Similar Enrolment Size	33
3. Reduction in Enrolments	<u>0</u>
Total	100

Notes: The following interviews were related to the above
 using the nexus (i) equates to 1 etc.

Interview References:

- (i) [Int 1,2,3,8,9,10,11,12,13,14]
- (ii) [Int 4,5,6,7,15]

Figure 7.1.452

College Principals Comments on Remission
(comparing 1991 with 1988)
(Sample size 15)

		%
1.	Allocated same amount	67
2.	Allocated greater amount	20
3.	Allocated less	<u>13</u>
	Total:	100
4.	Saw it as a problem	73
5.	Saw it as an advantage	20
6.	Gave an oblique response	<u>7</u>
	Total:	100
7.	Saw it changing in future	60
8.	Saw it disappearing in future	40
9.	Saw it remaining the same	<u>0</u>
	Total:	100

Notes: The following interviews were related to the above
 using the nexus (i) equates to 1 etc.

Interview References:

- | | |
|--------|---------------------------------------|
| (i) | [Int 1,3,4,5,7,9,10,11,13,15] |
| (ii) | [Int 6,12,14] |
| (iii) | [Int 2,8] |
| (iv) | [Int 1,2,3,5,6,7,9,10,11,13,15] |
| (v) | [Int 8,12,14] |
| (vi) | [Int 4] |
| (vii) | [Int 1,2,3,4,5,7(or viii),8,10,12,14] |
| (viii) | [Int 6,7(or vii),9,11(?),13,15] |

Figure 7.1.453

Principals Comments on FT Staff Recruitment
(Comparing 1991 with 1988)
(Sample size 15)

		%
1.	Decreased FT Staffing during this period	67
2.	FT Staffing remained stable " "	13
3.	Increased FT Staffing " "	<u>20</u>
	Total	100

Notes: The following interviews were related to the above
using the nexus (i) equates to 1 etc.

Interview References:

- (i) [Int 1,5,6,7,8,9,10,11,12,15]
- (ii) [Int 2,13]
- (iii) [Int 3,4,14]

Figure 7.1.454

Implementation of Conditions of Service
(Sample size 15)

	A	B	C	D	E
<u>Conditions Area</u>	<u>Unequivo- cally</u>	<u>Partially</u>	<u>No</u>	<u>Cautious</u>	<u>Unclear</u>
1. Averaging	53	40	6.7		
2. Front loading	40	13	47		
3. * PT authorised attendance				6.7	
4. * Management spine conditions		27	27	20	27
5. * Appraisal	13	approx 20			67

- Notes:
1. All figures shown are percentages
 2. * These items were introduced as developments at the first interview and elaborated as the interviews progressed.
 3. The following interviews were related to the above using the nexus (i) equates to 1 etc.

Interview References:

(ia)	[Int 4,6,8,10,11,12,13,15]
(ib)	[Int 1,2,3,5,7,9]
(ie)	[Int 14]
(iia)	[Int 4,10,11,12,13,15]
(iib)	[Int 2,3]
(iiic)	[Int 1,5,6,7,8,9,14]
(iiid)	[Int 1]
(ivb)	[Int 7,8,9,15]
(ivc)	[Int 2,4,6,14]
(ivd)	[Int 1,3,5]
(ive)	[Int 10,11,12,13]
(va)	[Int 10,13]
(vb)	[Int 4(?),12,15]
(ve)	[Int 2,3,5,6,7,8,9]

Figure 7.1.455

Principals' Perceptions
of Schools/College Relationships 1991
 (Sample Size 15)

		%
1.	Good	27
2.	Reasonable	33
3.	Poor	<u>40</u>
		100

- Notes:
- The following interviews were related to the above using the nexus (i) equates to 1 etc.

Interview References:

- (i) [Int 1,2,11,12]
- (ii) [Int 3,5,6,7,15]
- (iii) [Int 4,8,9,10,13,14]

Figure 7.1.456

**Principals' Perceptions of
College/Neighbouring College Relationships 1991**
(Sample Size 15)

		%
1.	Good	40
2.	Bad	20
3.	Reasonable	<u>40</u>
		100

Notes: The following interviews were related to the above
using the nexus (i) equates to 1 etc.

Interview References:

- (i) [Int 2,4,5,10,13,15]
- (ii) [Int 1,3,8]
- (iii) [Int 6,7,9,11,12,14]

Figure 7.1.457

**Principals' Perceptions of
College/Local Industry Relationships 1991**
(Sample Size 15)

		%
1.	Good	67
2.	Poor	0
3.	Reasonable	27
4.	Inadvertently Omitted	<u>6</u>
		100
<hr/>		
	ALSO DESCRIBED AS:	
5.	Patchy	47
<hr/>		
	ALSO INDICATED:	
6.	Changed recently	60
<hr/>		

Notes: The following interviews were related to the above
using the nexus (i) equates to 1 etc.

Interview References:

(i)	[Int 1,2,3,4,6,7,10,11,12,15]
(iii)	[Int 8,9,13,14]
(iv)	[Int 5]
(v)	[Int 3,4,8,10,13,14,15]
(vi)	[Int 1,2,8,9,10,11,12,13,14]

Figure 7.1.458

Principals' Perceptions of
Competitors to the College in 1991
(Sample Size 15)

		%	% Giving Special Emphasis
1.	Local Schools	73	*20
2.	Other Colleges	73	*20
3.	Private Providers	100	*47
4.	Other Competitors	40	
5.	None	0	

Notes: The following interviews were related to the above
using the nexus (i) equates to 1 etc. * = Special
Emphasis.

Interview References:

- (i) [Int 1,*2,*4,5,6,8,10,11,13,14,*15]
- (iii) [Int 1,2,*3,4,5,*7,8,10,*11,13,14]
- (iv) [Int *1,2,3,4,*5,*6,7,*8,*9,10,11,*12,
13,*14,15]
- (v) [Int 3,7,10,11,12,13,]

Figure 7.1.459

**Principals' Perceptions of
Relationships between Colleges and
Local Schools Following ERA**
(Sample Size 15)

		%
1.	Improved	20
2.	Worsened	27
3.	Remained the Same	<u>53</u>
		100
<hr/>		
4.	No further Comments (included in above figures)	27

Notes: The following interviews were related to the above using the nexus (i) equates to 1 etc. * = No further comments.

Interview References:

- (i) [Int 2,7,11,]
- (ii) [Int 1,6,*10,14]
- (iii) [Int 3,*4,*5,*8,9,12,13,15]

Figure 7.1.460

**Principals' Views on
the Local TEC**
(Sample Size 15)

		%
1.	Satisfied	20
2.	Dissatisfied	47
3.	In a Formative Stage	27
<hr/>		
4.	Information Missing	<u>6</u>
		100

Notes: The following interviews were related to the above using the nexus (i) equates to 1 etc.

Interview References:

- (i) [Int 3,10,15]
- (ii) [Int 4,5,8,9,12,13,14]
- (iii) [Int 1,2,6,11]
- (iv) [Int 7]

Figure 7.1.461

Principals' Responses about Managing College Budgets
(Sample Size 15)

		%
<hr/> <hr/>		
Pertains to Question 4.1		
<hr/>		
1.	Prepared	27
2.	Not Prepared	33
3.	Sort-of Prepared	<u>40</u>
		100
<hr/> <hr/>		
Pertains to Question 4.1.1		
<hr/>		
4.	Principal Responsible	20
5.	Responsible with Team	20
6.	Delegate Responsibility	<u>60</u>
		100
<hr/> <hr/>		
Pertains to Question 4.1.2		
<hr/>		
7.	Responded precisely	60
8.	Responded approximately	40
9.	Did not know	<u>0</u>
		100
10.	Sent requested info	73
11.	Requested info not sent	20
12.	Requested info published	<u>7</u>
		100
<hr/> <hr/>		
Pertains to Question 4.1.3		

13.	Increased	27
14.	Decreased	53
15.	Remained the Same	13
16.	Don't Know	<u>7</u>
		100

Notes: 1. The following interviews were related to the above using the nexus (i) equates to 1 etc.

Interview References:

(i)	[Int 3,4,6,10]
(ii)	[Int 7,8,9,12,15]
(iii)	[Int 1,2,5,11,13,14]
(iv)	[Int 2,5,11]
(v)	[Int 1,6,9]
(vi)	[Int 3,4,7,8,10,12,13,14,15]
(vii)	[Int 2,3,5,8,9,12,13,14,15]
(viii)	[Int 1,4,6,7,10,11]
(ix)	[Int]
(x)	[Int 1,2,3,4,5,6,8,9,10,12,14]
(xi)	[Int 11,13,15]
(xii)	[Int 7]
(xiii)	[Int 1,3,6,12]
(xiv)	[Int 2,5,8,9,10,11,13,14]

Figure 7.1.462

Principals' Responses about Budget Increases/Decreases
From 1989/90 to 1990/91
(Before and Following ERA)
(Sample size 15)

		%
1.	Increased	60
2.	Decreased	7
3.	Remained the Same	27
4.	Question Unanswered	<u>6</u>
	Total	100

Notes: The following interviews were related to the above using the nexus (i) equates to 1 etc.

Interview References:

- (i) [Int 3,5,6,7,8,9,12,13,14]
- (ii) [Int 11]
- (iii) [Int 1,4,10,15]

Figure 7.1.463

Principals' Responses about Major Budget Savings
(Sample size 15)

	%
1. Identified Major Savings	87
2. Made No Major Savings	13
Total	100

EXAMPLES MENTIONED INCLUDED THE FOLLOWING

3. Staff Savings	60
4. Freezing Vacant Staff Posts	20
5. Early Retirements	40
6. Redundancies	27
7. Curriculum and/or Course Changes	47
8. Supplies and Services	27

Notes: The following interviews were related to the above using the nexus (i) equates to 1 etc.

Interview References:

- (i) [Int 1,2,3,5,6,7,8,9,10,11,12,14,15]
- (ii) [Int 4,13]
- (iii) [Int 1,3,6,7,8,10,11,14,15]
- (iv) [Int 3,5,7]
- (v) [Int 2,5,9,11,12,15]
- (vi) [Int 1,6,11,15]
- (vii) [Int 1,3,7,8,9,12,14]
- (viii) [Int 6,7,11,14]

Figure 7.1.464

Principals' Responses about Extra Monies Expended
(Sample size 15)

	%
1. Money Raised from LEA Funding	53
2. Money Raised from Industry or Cost Recovery Courses	<u>47</u>
Total	100

EXAMPLES OF AREAS WHERE MONEY WAS EXPENDED

3. Not Really any Extra Expenditure	33
4. Teaching Facilities	33
5. Marketing Facilities	13
6. Growth	13
7. Self-help Accommodation Developments	73
8. Increased Staff Support	13

Notes: The following interviews were related to the above
using the nexus (i) equates to 1 etc.

Interview References:

- (i) [Int 4,6,7,8,9,12,14,15]
- (ii) [Int 1,2,3,5,10,11,13]
- (iii) [Int 5,6,7,8,9]
- (iv) [Int 1,2,3,11,13]
- (v) [Int 2,10]
- (vi) [Int 3,14]
- (vii) [Int 3,5,6,7,8,10,11,12,13,14,15]
- (viii) [Int 4,15]

Figure 7.1.465

Regular Meetings of Principals & LEA Officers
(Sample size 15)

		%
1.	Meetings Held Regular	100
2.	Meetings Not Held Regularly	
	Total	100

3.	Meetings of Principals Held Without LEA Officers	40
----	--	----

Notes: The following interviews were related to the above using the nexus (i) equates to 1 etc.

Interview References:

- (i) [Int 1,2,3,4,5,6,7,8,9,10,11,12,13,14,15]
- (iii) [Int 1,2,3,5,7,11]

Figure 7.1.466

Alteration of SMT Size Since Implementation of ERA
(Sample size 15)

		%
1.	SMT Size Had Altered	53
2.	SMT Size Had Not Altered	47
	Total	100

3.	Important Alterations Had Been Made Within The SMT	33
----	--	----

Notes: The following interviews were related to the above using the nexus (i) equates to 1 etc.
* = SMT increased in size.

Interview References:

- (i) [Int 1,3*,7*,8,10,11,14,15]
- (ii) [Int 2,4,5,6,9,12,13]
- (iii) [Int 2,4,5,6,13]

Figure 7.1.467

**Principals' Perceptions of Changes in Quality
of College Governors and Committees Since ERA**
(Sample size 15)

		Better (1)	Same (2)	Worse (3)
		%	%	%
A.	SMT	67	27	0
B.	Ac Board	53	27	20
C.	Governing Body	73	27	0
D.	Govs' Advisory Coms	73	20	0
E.	Overall (General)	67	25	5
F.	Overall (Specific Individuals)	33	7	0

- Notes:
- The following interviews were related to the above using the nexus (i) equates to 1 etc.
 - E in the above table is the ratio of all positive responses to the quantum response, within each response range (1 - 3), expressed as a percentage.
 - F in the above table indicates the percentage of individuals who responded positively to all of the four categories (A - D).
 - ? = Doubts raised as queries which are explained in the text of the analysis in chapter 4.4.4.7.1.

Interview References:

A.	(i)	[Int 1,3,5,6,7,8,10,11,14,15]
	(ii)	[Int 2,4,9,12]
	(iii)	[Int]
B.	(i)	[Int 1,2,5,7,8,10,14,15]
	(ii)	[Int 3,4,6,12]
	(iii)	[Int 9,11,13]
C.	(i)	[Int 1,2,3,4,5,6,7,9,10,13,14,15]
	(ii)	[Int 8,11,12]
	(iii)	[Int]
D.	(i)	[Int 5,7,10,14,15]
	(ii)	[Int 4,8,11]
	(iii)	[Int]
F.	(i)	[Int 5,7,10,14?,15]
	(ii)	[Int 12?]
	(iii)	[Int]

Figure 7.1.468

**Principals' Perceptions about Support since ERA
from LEA, HMI, RAC, Exam Boards and NCVQ**
(Sample size 15)

		Helpful (1)	Variable (2)	Unhelpful (3)
		%	%	%
A.	LEA	27	47	27
B.	HMI	0	7	93
C.	RAC	7	27	67
D.	Exam Boards	0	20	80
E.	NCVQ	0	53	47

- Notes:
1. The following interviews were related to the above using the nexus (i) equates to 1 etc.
 2. * = LEA Service has declined
 3. + = Tenacious LEA
 4. For further details about acronyms see figure 7.1.102 in chapter 7

Interview References:

- A. (i) [Int 2+,5,13,15*]
(ii) [Int 1,4*,6*,7,9*,10,11*]
(iii) [Int 3,8,12*,14*]
- B. (i) [Int]
(ii) [Int 13]
(iii) [Int 1,2,3,4,5,6,7,8,9,10,11,12,14,15]
- C. (i) [Int 8]
(ii) [Int 4,5,9,10]
(iii) [Int 1,2,3,6,7,11,12,13,14,15]
- D. (i) [Int]
(ii) [Int 13,14,15]
(iii) [Int 1,2,3,4,5,6,7,8,9,10,11,12]
- E. (i) [Int]
(ii) [Int 2,7,9,10,12,13,14,15]
(iii) [Int 1,3,4,5,6,8,11]

Figure 7.1.469

**Principals' Perceptions of What Recently
had Affected Their Colleges**
(Sample size 15)

	%
1. ERA	27
2. Reorganisation	20
3. 1991 White Paper	20
4. NVQ/APL	13
5. Growth	13
6. Staff Training	7
Total	100

Notes: The following interviews were related to the above
using the nexus (i) equates to 1 etc.

Interview References:

- (i) [Int 4,6,8,9]
- (ii) [Int 1,7,12]

- (iii) [Int 10,11,15]
- (iv) [Int 3,5]
- (v) [Int 13,14]
- (vi) [Int 2]

Figure 7.1.470

**Principals' Preferences for Future
Controlling Authority for Colleges**
(Sample size 15)

		%
1.	LEA	67
2.	District Authority	0
3.	Regional Authority	7
4.	National Education Service	13
5.	Don't Know	13
	Total	100

- Notes: 1. The following interviews were related to the above using the nexus (i) equates to 1 etc.
2. * = Response was weighted with conditions (see details in analysis)
3. ? = A dual choice (see details in analysis)

Interview References:

- (i) [Int 2*,4,5,6*,7,9*,11,12,13,14*]
- (ii) [Int]
- (iii) [Int 3?]
- (iv) [Int 1*,10]
- (v) [Int 8*,15]

Figure 7.1.471

**Principals' Expectations of the Proposed
New Funding Council (FEFC)**
(Sample size 15)

	%
1. High	7
2. Hopeful	20
3. Cautious	13
4. Sceptical	53
5. Question Missed Out	<u>7</u>
Total	100

Notes: The following interviews were related to the above
using the nexus (i) equates to 1 etc.

Interview References:

- (i) [Int 3]
- (ii) [Int 1,7,10]
- (iii) [Int 2,13]
- (iv) [Int 4,5,8,9,11,12,14,15]
- (v) [Int 6]

Figure 7.1.472

**Principals' Feelings about
the LEA Personnel Department**
(Sample size 15)

	%
1. Very Helpful	20
2. Helpful	13
3. Fairly Helpful	27
4. Not Helpful	27
5. Obstructive	<u>13</u>
Total	100

Notes: The following interviews were related to the above using the nexus (i) equates to 1 etc.

Interview References:

- (i) [Int 1,3,7]
- (ii) [Int 10,15]
- (iii) [Int 4,5,8,9]
- (iv) [Int 11,12,13,14]
- (v) [Int 2,6]

Figure 7.1.473

**Principals' Feelings about
the LEA Treasurers Department**
(Sample size 15)

		%
1.	Very Helpful	13.3
2.	Helpful	13.3
3.	Fairly Helpful	20
4.	Not Helpful	40
5.	Obstructive	<u>13.3</u>
	Total	100

Notes: The following interviews were related to the above using the nexus (i) equates to 1 etc.

Interview References:

- (I) [Int 4,6]
- (ii) [Int 5,13]
- (iii) [Int 2,10,11]
- (iv) [Int 1,3,7,9,14,15]
- (v) [Int 8,12]

Figure 7.1.474

Principals' Feelings about
the LEA Officers
(Sample size 15)

		%
1.	Very Helpful	27
2.	Helpful	27
3.	Fairly Helpful	13
4.	Not Helpful	27
5.	Obstructive	0
6.	Question Missed Out	<u>6</u>
	Total	100

Notes: The following interviews were related to the above
using the nexus (i) equates to 1 etc.

Interview References:

- (i) [Int 1,2,5,6]
- (ii) [Int 4,7,11,15]
- (iii) [Int 10,13]
- (iv) [Int 3,9,12,14]
- (v) [Int]
- (vi) [Int 8]

Figure 7.1.475

**Principals' Feelings about
the LEA Advisors/Inspectors**
(Sample size 15)

	%
1. Very Helpful	0
2. Helpful	20
3. Fairly Helpful	60
4. Not Helpful	20
5. Obstructive	<u>0</u>
Total	100

Notes: The following interviews were related to the above
using the nexus (i) equates to 1 etc.

Interview References:

- (i) [Int]
- (ii) [Int 3,4,7]
- (iii) [Int 1,2,5,6,8,11,12,13,15]
- (iv) [Int 9,10,14]
- (v) [Int]

Figure 7.1.476

Formal Quality Control Systems in Colleges
(Sample size 15)

	%
1. College Does Have Formal System	40
2. College Does Not Have Formal System	27
3. College Is Developing Formal System	<u>33</u>
Total	100

Notes: The following interviews were related to the above
using the nexus (i) equates to 1 etc.

Interview References:

- (i) [Int 6,10,11,12,13,15]
- (ii) [Int 4,5,8,14]
- (iii) [Int 1,2,3,7,9]

Figure 7.1.477

Number of Senior Staff Who Left Colleges
Since ERA
(Sample size 15)

	%
1. Four Staff Left	13
2. Three Staff Left	13
3. Two Staff Left	7
4. One Staff Left	40
5. No Staff Left	27
Total	100

Was Leaving Linked With ERA	
6. Linked with ERA	20
7. Not Linked with ERA	47
8. No reply	33
Total	100

Notes: The following interviews were related to the above
using the nexus (i) equates to 1 etc.

Interview References:

- (i) [Int 10,11]
- (ii) [Int 1,8]
- (iii) [Int 14]
- (iv) [Int 2,3,4,5,7,9]
- (v) [Int 6,12,13,15]
- (vi) [Int 8,11,14]
- (vii) [Int 1,2,3,4,5,7,15]
- (viii) [Int 6,9,10,12,13]

Figure 7.1.478

**Principals Feeling They Have More
Management Freedom Post-ERA**
(Sample size 15)

	%
1. Yes	80
2. No	6.7
3. Not Sure	6.7
4. Omitted	<u>6.7*</u>
Total	100

- Notes: 1. The following interviews were related to the above using the nexus (i) equates to 1 etc.
2. * = See full transcript question 5.5 for later response to this question.

Interview References:

- (i) [Int 1,2,3,4,5,6,7,10,11,13,14,15]
(ii) [Int 12]
(iii) [Int 9]
(iv) [Int 8*]

Figure 7.1.479

**Principals Perceptions of Change
in College Size Since ERA/LMC**
(Sample size 15)

	%
1. Grown	73
2. Diminished	7
3. Same Size	<u>20</u>
Total	100

- Notes: 1. The following interviews were related to the above using the nexus (i) equates to 1 etc.
2. * - Showed a little uncertainty

Interview References:

- (i) [Int 1,2,3,4,*9,10,11,12,13,14,15]
(ii) [Int 8]
(iii) [Int 5,6,7]

Figure 7.1.480

Able to Maintain/Improve College Buildings
Since ERA
(Sample size 15)

<u>Able to Maintain Buildings</u>		
		%
1.	Yes	47
2.	No	6
3.	Doubtful	47
	Total	100
<u>Able to Improve Buildings</u>		
4.	Yes	87
5.	No	13
6.	Doubtful	0
	Total	100

- Notes: The following interviews were related to the above using the nexus (i) equates to 1 etc.

Interview References:

- (i) [Int 2,4,5,6,8,12,14]
(ii) [Int 3]
(iii) [Int 1,7,9,10,11,13,15]
(iv) [Int 1,2,4,5,6,7,8,9,10,11, 12,13,14,15]
(v) [Int 3,9]
(vi) [Int]

Figure 7.1.481

**Have Changed College Internal Management
Structure Since ERA**
(Sample size 15)

	%
1. Yes	67
2. No	20
3. Imminent	<u>13</u>
Total	100

- Notes: 1. The following interviews were related to the above using the nexus (i) equates to 1 etc.
2. * = Special Circumstances (see text on attached disk and chapter 4.4.5.5.3 for additional information)
3. + = Mentioned previous reorganisation (see text on attached and chapter 4.4.5.5.3 for additional information disk)

Interview References:

- (i) [Int 1,3,5,7,8,9+*,11,13*,14,15*]
(ii) [Int 2+,10,12]
(iii) [Int 4,6]

Figure 7.1.482

Have College Specialisms Changed Since ERA
(Sample size 15)

	%
1. Yes	40
2. No	<u>60</u>
Total	100
<hr/>	
3. A little*	47

- Notes: 1. The following interviews were related to the

- above using the nexus (i) equates to 1 etc.
2. * = Additional comments qualifying the above responses.

Interview References:

- (i) [Int 9,10,11,12,13,14]
(ii) [Int 1,2,3,4,5,6,7,8,15]
(iii) [Int 1,2,4,7,8,9,13]

Figure 7.1.483

**Have College Governors
Received Adequate Training for LMC**
(Sample size 15)

		%
1.	Yes	27
2.	No	53
3.	Marginal	<u>20</u>
	Total	100

Notes: The following interviews were related to the above using the nexus (i) equates to 1 etc.

Interview References:

- (i) [Int 3,4,10,14]
(ii) [Int 6,7,8,9,11,12,13,15]
(iii) [Int 1,2,5]

Figure 7.1.484

**Have You as Principal
Received Adequate Training for LMC**
(Sample size 15)

	%
1. Yes	13
2. No	54
3. Marginal	<u>33</u>
Total	100

Notes: The following interviews were related to the above
using the nexus (i) equates to 1 etc.

Interview References:

- (i) [Int 3,10]
- (ii) [Int 1,2,5,7,8,12,14,15]
- (iii) [Int 4,6,9,11,13]

Figure 7.1.485

**Main Difficulties Experienced by Principals
Since ERA**
(Sample size 15)

	%
1. Treasurers' Information & Budgets	33
2. Helping Staff Understand Changes	20
3. MIS & Information from LEA	13
4. Time	13
5. Accommodation	7
6. None	7
7. Question Missed Out	<u>7</u>
Total	100

Notes: The following interviews were related to the above
using the nexus (i) equates to 1 etc.

Interview References:

- (i) [Int 2,4,6,9,11]
- (ii) [Int 1,8,10]
- (iii) [Int 14,15]
- (iv) [Int 5,7]
- (v) [Int 3]
- (vi) [Int 13]
- (vii) [Int 12]

Figure 7.1.486

Predominant Factors Affecting Change
in the FE Service in 1990
(Sample size 15)

	%
1. Other Central Government Policies (3)	67+
2. The 1988 Education Reform Act (2)	13+
3. Labour Market Trends (5)	7+
4. Demographic Trends (1)	7-
5. LEA Policy Changes (4)	6+
Total	100

- Notes:
1. The following interviews were related to the above using the nexus (i) equates to 1 etc.
 2. + and - are used to approximate composite aggregations of interviewees' responses divided across more than one heading (See * and ! below).
 3. Figures in parenthesis indicate the rank order of responses to the same questions in the 1989 survey.

Interview References:

- (i) [Int 1,2*,5*,6*,7*,8,9,10,11,12,13,14*,15]
- (ii) [Int 3,4!,5*,6*]
- (iii) [Int 2*,5*,7*]
- (iv) [Int 4!,7*]
- (v) [Int 14*]

Figure 7.1.487

**Have You as Principal
Felt More/Less Personal Satisfaction
with Your Job Since ERA**
(Sample size 15)

	%
1. More	73
2. Less	7
3. Mixed Feelings	<u>20</u>
Total	100

Notes: The following interviews were related to the above
using the nexus (i) equates to 1 etc.

Interview References:

- (i) [Int 1,2,3,4,7,10,11,12,13,14,15]
- (ii) [Int 9]
- (iii) [Int 5,6,8]

Figure 7.1.488

**Do you as Principal
Feel You Are Getting a Fair Salary
for Your Job Since ERA & LMC**
(Sample size 15)

	%
1. Yes	27
2. No	33
3. Questionable	<u>40</u>
Total	100

Notes: The following interviews were related to the above
using the nexus (i) equates to 1 etc.

Interview References:

- (i) [Int 2,5,7,15]
- (ii) [Int 1,3,4,9,12]
- (iii) [Int 6,8,10,11,13,14]

Figure 7.1.489

Do you as Principal
Feel More Elated/Depressed since ERA
(Sample size 15)

	%
1. More Elated	33
2. Satisfied (Not as Strong as Elated)	47
3. More Depressed	7
4. Dissatisfied (Not really depressed)	<u>13</u>
Total	100

Notes: The following interviews were related to the above
using the nexus (i) equates to 1 etc.

Interview References:

- (i) [Int 11,12,13,14,15]
- (ii) [Int 1,2,4,5,6,7,10]
- (iii) [Int 9]
- (iv) [Int 3,8]

Figure 7.1.490

Do you Think Your College
Will Expand/Survive/Decline
During the Next Five Years
(Sample size 15)

	%
1. Expand	40
2. Survive	47
3. Decline	<u>13</u>
Total	100

- Notes: 1. The following interviews were related to the above using the nexus (i) equates to 1 etc.
2. * = Opinion divided half and half between the two possibilities as indicated below.

Interview References:

- (i) [Int 2,3,10,11,12,13]
(ii) [Int 1,5,6,7,8*,9*,14,15]
(iii) [Int 4,8*,9*]

Figure 7.1.491

IF TIME PERMITTED
Four Questions Asking for Comments
On Proposals Outlined at the Time of the Interviews
(Sample size 15)

***The Government's Proposals for Adult Education**

	%
1. Support	7
2. Concerned About	53
3. Ambivalent	27
4. Ran Out of Time	<u>13</u>
Total	100

Labour Party's Proposals for Tertiary Colleges

	%
5. Support	53
6. Don't Support	14
7. Ambivalent	20
8. Ran Out of Time	<u>13</u>
Total	100

***The Govt's Proposals for Sixth Form Colleges**

	%
9. Support	20
10. Concerned About	40
11. Ambivalent	20
12. Ran Out of Time (+ Missed Question)	<u>20</u>
Total	100

***The Govt's Proposals for the Careers Service**

	%
13. Support	20
14. Concerned About	40
15. Ambivalent	27
16. Ran Out of Time	<u>13</u>
Total	100

- Notes: 1. The following interviews were related to the above using the nexus (i) equates to 1 etc.
2. * = Government White Paper Proposals mentioned in 'Education & Training for the 21st Century...1991'

Interview References:

(i)	[Int 13]	(v)	[Int4,5,7,8,9,12,14,15]
(ii)	[Int 3,4,8,9,10,11,12,14]	(vi)	[Int 10,13]
(iii)	[Int 1,5,7,15]	(vii)	[Int 1,3,11]
(iv)	[Int 2,6]	(viii)	[Int 2,6]
(ix)	[Int 3,4,7]	(xiii)	[Int 3,9,12]
(x)	[Int 8,9,11,12,13,14]	(xiv)	[Int 1,4,7,13,14,15]
(xi)	[Int 1,5,10]	(xv)	[Int 5,8,10,11]
(xii)	[Int 2,6,15+]	(xvi)	[Int 2,6]

Figure 7.1.504

Strategic Planning Procedures¹

Following the publication of the Regulations and Circulars pertaining to the Education Reform Act 1988, Officers of the Midshire Authority met with Governors from colleges in the Authority and also with principals and staffs in the colleges. The following notes were formulated using information from these meetings and other sources and from subsequent discussions with the officers and with principals and senior staff in the colleges concerned.

The pursuit of a strategic plan embraced certain fundamental principles eg:

- * cooperation between schools and colleges in an area
- * the area should be properly served with an FE provision but with specialisms based in certain colleges, for example printing...

In the planning zone under consideration 20 to 30 percentile of the population only were dealt with by FE until YTS came on stream.

The principals in the Authority concerned were involved in two planning groups:

1. Planning
2. Finance

Nine sector groups with college and LEA representatives on each had also been set up to discuss patterns of provision with the following year in mind. These would present information to the principals group, then to each of the college governing bodies, and finally these recommendations would be transmitted to the Authority.

The credibility of these forecasting techniques was to be tested on an annual basis.

It was pointed out in this case that there was no immediate intention to reconsider a plan for tertiary re-organisation in the Authority as it was felt that the schools involved would opt out of the local authority system if this were threatened, so no structural change was envisaged.

¹ See DES Circular 9/88 Appendix B for further details.

In discussions with Authority officers it was perceived that performance indicators are "local" guides and particular to the institution concerned, for example the officers pointed out that:

College A may have 6 applicants for every place offered
College B may have less than 1 applicant for each place

Statistics of this sort can severely affect any analysis using performance indicators, as can a number of other factors concerned with each of the two institutions in question.. but "monitor and review is the order of the day".

Within the context of general strategic planning therefore this section confines itself primarily to a consideration of strategic planning in the further education sector of Midshire, the authority under observation.

Midshire has nine further education colleges and one college of agriculture. Six of the colleges of further education lie within the perimeter of a large city.

Approximately 8,000 full-time students and 40,000 part-time vocational students in some fifteen major vocational areas attend these institutions; also some 37,000 part-time non- vocational students attend classes administered by these colleges.

The vocational courses offered include a wide range of study options common to most of the colleges, an example might, for instance, be secretarial studies; there are also a number of subject areas which are specialist in nature, dealing in smaller numbers of students, these may be offered in only one or two of the colleges in the area, an example of this type might be printing. General education programmes are also offered which include GCSE and GCE 'A' level subjects. A very wide variety of day-time and evening non-vocational courses are offered both in the colleges themselves and in villages administratively served by the colleges.

The main principles considered by the Authority in its FE planning process were localness of provision and specialisation.

It was recognised during this discussion procedure that the situation was by no means a static one. The demographic downturn of sixteen year olds, new labour market demands, private sector demands, new clients - new student needs; all of these potential changes demand a flexible local response within an local education strategic plan.

When considering budget devolution Under the 1988 Education Reform Act the educational needs of students come first and foremost and a college budget underpins this provision, any targets reached must be through consultation with

the institution concerned. Although powers for determining the educational provision made by the college rest with the college governing body the local education authority, as the planning authority, sets the budget for its colleges.

The Department of Education and Science has indicated that this budget should be allocated on student full-time equivalent numbers, above all other factors, and these will be determined by the Authority. That is, the Authority 'sets' the budget for each college within a quantum of money determined by the Local Authority. This gives colleges clear areas of operation whilst protecting what the authority sees as a balanced curriculum, particularly embracing special educational needs, equal opportunities and provision for the unemployed; and of course the authority's responsibility for co-ordinating all post 16 provision under the Act.

An example is given below of how an authority might allocate its full time student equivalents to a particular college;-

Planning a devolved budget for College 'X'

	College allocation of FTEs	Authority allocation of FTEs
Engineering	250	(600)
Business Studies	300	(1100)
Caring	150	(700)
General Studies	200	(800)
Adult Education	150	(800)

Each student, therefore, will attract a certain sum of money (a unit of resource). Some direction can be exercised by the authority from the 15% excepted items.

Targets were achieved through consultation between the LEA and colleges to give clear areas of operation and to protect a balanced curriculum within the authority, who were charged with coordinating all post 16 provision, particularly in the areas of special educational needs and educational opportunities for the adult unemployed.

Once the budget had been set by the Authority the LEA 'stood off' leaving the college to meet the targets. Colleges were free to 'move money around' within the budget, this is known as virement.

Monitoring the planning arrangements was an LEA responsibility, taking into account efficiency and effectiveness, numbers of applications received and enrolments, course completers and destinations, numbers of early leavers (and reasons) and examination results. The costs and use of resources, employer

satisfaction and the whole concept of the quality of the learning process were also of considerable interest to the Authority as well as the college governors.

In forecasting resource needs it was recognised that college managements can overbid (fantasise) and so any plan devised by the authority must call to account college management's quantitative analyses as well as its quality of provision via its performance indicators.

In this sense the college evaluated and the local education authority monitored, not an easy task. For example:-

Say College A fills 16 places from 16 applicants
and College B fills 16 places from 6 times 16 applicants
this could make a significant difference between the outcomes of the two courses even though there were the same number of students in each.

Figure 7.1.505
College Manager's Letter to Friends
Christmas 1993 Family News

I vowed I would never do this - the photocopied sheet, but I am doing this at midnight on a Saturday night! which is about the only time I seem to have spare lately. It illustrates what seems to be happening to so many people these days - no-one seems to have time for anyone if they're working full time in education! Me - still battling on at (Northern) college, after a very hard and at times traumatic year. I've learned the hard way that it's difficult to be a manager and still be friends with everyone and be popular. Increasingly I feel education is the last thing I'm about, as all my time is spent on procedures, documentation, accountancy, personnel matters etc. I do a lot of boat rocking these days as I'm quite unconcerned about further promotion and feel that someone has to stand up to be counted and try to voice disapproval about some of the more ridiculous chores we are required to do. I enclose one of my "business cards", largely because

- (a) I feel stupid handing them out anyway to people I meet
- (b) I'm rather proud of the new College Logo (new name too) that I helped to choose, as part of our Marketing group
- (c) I'm basically trying to prove I have some power
- (d) It should give you a laugh
- (e) It's out of date now as the college has been re-organised ... so I mustn't use any out-of-date cards after Christmas as I will not be seen to be towing the corporate line!

I'm not really so cynical, as I just think it's healthy to make fun of some of the structures that are taking over in education and the Public Sector in general. We're in the land of accountants, pushing cost centres round and so busy measuring 'outputs' and 'performance indicators' that the real creativity of the job is subsumed (apologies to those of you whom I know are Tories!!)

I spend most of my professional life with adults who are poor, unemployed, inadequate, mentally disturbed, lonely etc. It's a very cruel world that they have to live in and I feel angry when I see how they are at the receiving end of govt policies!

Luckily (Husband) agrees with me whenever I get on my soap box, but is able to control me when I feel tempted to spout off at any opportunity. However, he is just fed up with Further Education now. Although a Senior Lecturer, he has definitely no desire to become a "Chief Executive" of a College and is actually looking seriously at going back into a school, where he does feel the 'business' ethos has not yet taken over completely. He has made attempts to take up golf this year, in an attempt to get fit - with little success, however. He quite enjoys his teaching as much of his work is now in teacher training and he does some work at the University of ...

Figure 7.2.1

**Discussion document to assist in
preliminary discussions with non-involved principals 1989**

GENERAL OPENING QUESTIONS TO COLLEGE PRINCIPALS

1. Will you please comment on proposed questionnaire for me
2. Re-organisation of college management comments:-
 - i What SMT have you...
 - ii Has it produced the desired result...
 - iii Would you change it (again)(back)...
3. How much influence do the following have on the development of the college
 - (i)..SMT
 - (ii)..Academic Board
 - (iii)..Governors
 - (iv)..Individuals
4. What do you think are the main objectives of college principals:-
 - (i) To maximise their college size
 - (ii) To provide courses to cover needs of locality
 - (iii) To manage their resources effectively
 - (iv) To obtain the best possible results from students
 - (v) To obtain best possible conditions for students
 - (vi) To obtain best possible conditions for staff
 - (vii) To improve own performance to manage own job/time effectively
 - (viii) To improve performance of staff
 - (ix) To maximise own job satisfaction
 - (x) To involve staff and students in college management
 - (xi) To involve industry and commerce in college management
 - (xii) ANY OTHER(S)?.....

Of these what would you say is the prime objective

5. Is the job satisfaction of principals increasing/falling as a result of recent changes
6. Is the job satisfaction of college staff increasing/falling as a result of recent changes
7. What would you say was the main factor in changing job satisfaction
8. Were you personally involved in drawing up schemes for planning and delegation with your LEA (under ERA)
9. Has any of the following affected student recruitment:-
 - (i) demographic trends
 - (ii) private competition
 - (iii) school sixth form competition
10. What do you see happening to remission in future
11. Will you lose/gain college budget money on changeover to LMC
12. Do you have your optimum number of teaching staff in your college
13. Do you have your optimum number of non-teaching staff in your college
14. Have you fully implemented the 1988 conditions of service agreement in you college (including averaging)
15. What are your current relationships like with:-

local schools.....
competitive/cooperative

neighbouring colleges...
competitive/cooperative

Figure 7.2.2

Letter sent to members of the 1989 cohort
on College Headed Paper accompanying questionnaire

1213401 10-11-89

Dear Mr. Another,

Loughborough University Research Project

Managing Change in Further Education

I am writing to ask if you will kindly help me personally with eight minutes of your valuable time by completing the attached questionnaire and returning it to me in the envelope provided.

My reason for this request is that I have been invited by Professor Cantor of Loughborough University to undertake a research project to investigate how we in the Colleges of Further Education in the East Midlands are managing the changes during this period of unprecedented change to the educational service.

It is important that all FE institutions in the East Midlands are covered and that any imbalance of views by non-returns from Colleges is avoided. I have therefore designed the questionnaire as carefully as possible so that it is simple to complete.

One or two people have already expressed opinions on "not another questionnaire" at this busy time. However you will know how difficult it is to be objective without a structured instrument for the research and it can be completed in about eight minutes.

It is a before and after the "Act" comparative study and at a later stage I would like to follow up this exercise by contacting some Colleges to discuss further with colleagues about how they are coping with the many and varied pressures which are impacting upon the service at this time and particularly following the implementation of the Education Reform Act.

No individual College or person will be identified separately in the research. All the information given to me will be aggregated on a regional basis and will be treated in the utmost confidence and will not be divulged to any other party.

Thank you very much in anticipation for your help.

Kind regards and best wishes.

Yours sincerely,

J Eric Ashton

Figure 7.2.3

Copy of questionnaire to members of 1989 cohort

**QUESTIONNAIRE TO COLLEGE PRINCIPALS
IN THE EAST MIDLANDS**

This questionnaire is a major part of a research project I am undertaking with Professor Cantor of Loughborough University to try to understand how colleges are reacting to the changes affecting us all at this time.

IT IS DESIGNED TO BE COMPLETED IN ABOUT EIGHT MINUTES.

I would very much welcome your co-operation in completing it and returning it to me in the envelope provided at the earliest possible opportunity.

**ALL INFORMATION WILL BE TREATED IN THE STRICTEST
CONFIDENCE**

Please tick ☐ the appropriate box(es) in each case

1(a) What is the group size of your college.....

<4

4

5

6

7

8

>8

Don't know

<input type="checkbox"/>
<input type="checkbox"/>
<input type="checkbox"/>
<input type="checkbox"/>
<input type="checkbox"/>
<input type="checkbox"/>
<input type="checkbox"/>
<input type="checkbox"/>

1(b) What is the size of your college in FTEs.....

<1000.....

1000-1500.....

1500-2000.....

>2000.....

Don't know.....

<input type="checkbox"/>
<input type="checkbox"/>
<input type="checkbox"/>
<input type="checkbox"/>
<input type="checkbox"/>

1(c) How many teaching staff do you employ in your college.....

Full-time

<100.....

☐

100-150.....

☐

150-200.....

☐

>200.....

☐

Part-time

<100.....

☐

100-150.....

☐

150-200.....

☐

>200.....

☐

1(d) Is your college a...

tertiary college...

☐

college of FE.....

☐

other (please state)_____

2(a) How long have you been Principal in your present college..

<1 year.....

☐

1-5 years.....

☐

5-10 years.....

☐

>10 years.....

☐

2(b) What was your previous post..

vice-principal.....

☐

principal of another college.

☐

head of department.

☐

other (please state)_____

2(c) Did you receive any formal training in Management before taking up your present post.

yes.....

☐

no.....

☐

3(a) What is your college management structure...

traditional departments

☐

non-departmental

☐

other (please state)..._____

3(b) Has your management structure been changed recently..

yes.....

☐

no.....

☐

3(c) Are you considering changing your management structure

yes.....

☐

no.....

☐

4(a) How often does your senior management team meet...

weekly.....

☐

every two weeks.....

☐

monthly.....

☐

as the need arises..

☐

4(b) Who is in membership of your senior management team...

principal.....

☐

vice-principal(s)..

☐

chief administrative officer.

☐

heads of departments..

☐

others(please state) _____

5(a) Have you drawn up a college development plan

yes.....

☐

no.....

☐

(b) If you have a college development plan were your senior management involved in its preparation..

yes.....

☐

no.....

☐

5(c) Has your plan been submitted for support/approval to..senior management team...

☐

academic board (or equivalent).....

☐

governing body.....

☐

LEA.....

☐

no one yet.....

☐

6(a) Have you been involved in selecting the new governors for the college under ERA...

yes.....

☐

no.....

☐

6(b) To what extent were you personally involved in drawing up your LEA strategic plan before its submission to the DES...

very much.....

☐

to some extent.....

☐

very little.....

☐

not at all.....

☐

6(c) In drawing up the LEA strategic plan would you have liked....

more personal involvement....

☐

less personal involvement....

☐

the same involvement.....

☐

6(d) Will the proposed 'ERA' funding for your college be..

more than adequate.....

☐

adequate.....

☐

less than adequate.....

☐

don't know yet.....

☐

6(e) Who manages the 'full cost courses unit' in your college...

The Principal.....

☐

The Vice-Principal.

☐

A Head of Department

☐

An appointed manager

☐

Not-got-one.....

☐

7(a) Are you using computers for your FESR returns

yes.....

☐

no.....

☐

don't know.....

☐

7(b) Are you using computers for other college management information systems...

yes.....

☐

no.....

☐

don't know.....

☐

7(c) What admin' computer system(s) are you using...

FEMIS.....

☐

EMIS.....

☐

Fretwell Downing...

☐

HITIME.....

☐

other (please state

☐

none.....

☐

7(d) Do you find computer information...

very useful.....

☐

useful.....

☐

occasionally useful

☐

unhelpful.....

☐

confusing.....

☐

7(e) Are you a computer user yourself...

yes.....

☐

no.....

☐

8(a) Is your college a managing agent for...

YTS ...

yes.....

☐

no.....

☐

don't know.....

☐

ET.....

yes.....

☐

no.....

☐

don't know.....

☐

8(b) Is your college part of a consortium of...

schools and college

☐

other colleges.....

☐

TVEI partners.....

☐

8(c) Do you operate link courses with local schools...
yes.....☐
no.....☐
don't know.....☐

8(d) Does your college operate a college company (or
companies)...
yes (one).....☐
yes (more than one)☐
no.....☐

8(e) Do you have access to a marketing manager...
at LEA level.....☐
at college level...☐
no one designated yet☐

8(f) Does your college offer an open learning
facility...
yes.....☐
no.....☐
don't know.....☐

8(g) Does your college offer access (to HE) courses..
yes.....☐
no.....☐
don't know.....☐

8(h) Does your college offer open access workshops
on a 'drop in' learning basis...
yes.....☐
no.....☐
don't know.....☐

9(a) Do you appoint the staff to your college...
(Senior teaching)..
by yourself.....☐
with governors.....☐
with other senior staff☐

(Other teaching)...
by yourself.....☐
with governors.....☐
with other senior staff☐

(non-teaching)....
 by yourself.....☐
 with governors.....☐
 with other senior staff☐

9(b) Do you have a formal induction programme
 for new staff
 yes.....☐
 no.....☐

9(c) Do you have a member of staff designated as
 college staff development officer...
 yes.....☐
 no.....☐
 what grade..

10(a) Is your present academic board...
 advisory to the principal....☐
 advisory to the governors....☐
 decision making.....☐

10(b) How often does your academic board meet...
 frequently.....☐
 monthly.....☐
 termly.....☐
 occasionally.....☐

10(c) Do you feel the quality of advice from your academic
 board is..
 very good.....☐
 good.....☐
 reasonable.....☐
 poor.....☐

10(d) Do you anticipate that after ERA the Board
 will be...
 more effective.....☐
 less effective.....☐
 equally effective..☐
 not effective.....☐

10(e) How often do your governors' advisory committees meet..

frequently.....

☐

monthly.....

☐

termly.....

☐

as the need arises.

☐

10(f) Do you feel the quality of their advice is...

very good.....

☐

good.....

☐

reasonable.....

☐

variable.....

☐

poor.....

☐

10 (g) Do you anticipate that after ERA they will be..

more effective....

☐

less effective....

☐

equally effective.

☐

not effective.....

☐

11(a) How is your college developing at the moment..

growing rapidly....

☐

growing slowly.....

☐

maintaining size...

☐

getting smaller....

☐

11(b) What is your current college SSR.....

<8 ...

☐

8-9 ...

☐

9-10...

☐

>10 ...

☐

don't know

☐

12 How would you describe your LEA support at the moment...

very good.....

☐

good.....

☐

reasonable.....

☐

variable.....

☐

poor.....

☐

13 Do you enjoy your work as a principal....

a great deal.....	<input type="text"/>
up to a point.....	<input type="text"/>
not very much.....	<input type="text"/>
not any longer....	<input type="text"/>

14 How do you personally view the next two years..

an exciting challenge.	<input type="text"/>
business as usual.....	<input type="text"/>
worrying.....	<input type="text"/>

15. What do you think are the main factors which will affect the development of further education during the next three years...

(please **RANK** your first three choices in order of importance by numbering boxes)

(i) Demographic trends.....	<input type="text"/>
(ii) The education reform act	<input type="text"/>
(iii) Other central government policies	<input type="text"/>
(iv) LEA policy changes	<input type="text"/>
(v) Competition from private providers.	<input type="text"/>
(vi) Competition from schools	<input type="text"/>
(vii) Labour market trends eg employment/unemployment	<input type="text"/>
(viii) Changing industrial technology	<input type="text"/>
(ix) Changing assessment techniques	<input type="text"/>
(x) Other (please state)_____	

Thank you for your kindness in completing this questionnaire

If you would like to make any further comments about the questionnaire or any other aspect of the research I should be very pleased to receive them...

Thank you again for the trouble you have taken.

J. Eric Ashton
Principal
(Name and address and telephone number
of author's college inserted here)

Figure 7.2.4

Follow-up letter sent to 1991 interviewees

.df foldtail (refers to data file containing names and addresses and other details of interviewees)

.rv serial, title, inits, sname, prin, college, street, town, county,code,fname, (reference points in above datafile)

&serial&

Author's
Address
and
Telephone
number
in this space

PERSONAL

&title& &inits& &sname&

20 September 1991

&prin&

&college&

&street&

&town&

&county& &code&

Dear &fname&

Loughborough University Research Project
Managing Change in Further Education

As Principal of Newark Technical College in November 1989 I wrote to Principals of all colleges in the East Midlands, including &college&, asking for help in a research project I am undertaking with Professor Cantor of Loughborough University and I received a magnificent 92% response.

At that time it was explained that I would be undertaking a **follow up** study of the results after a convenient period. I should be very grateful if you would be willing to give me **half an hour** of your valuable time to discuss how the FE service and particularly &college& is

responding to the unprecedented changes taking place in further education at the present time.

In order to optimise the use of your time the discussion is structured, covering five or six major areas of current concern following implementation of the Education Reform Act:- students, staffing matters, effects of ERA, competition, management and other general matters.

I hope you will allow me to visit you in the near future to **discuss** these, and any other issues you think are relevant to the research. Please complete the enclosed slip and return it to me in the stamped addressed envelope provided.

As stated in my letter of November 1989 no individual College or person will be identified separately in the research. All the information given to me will be aggregated on a regional basis and will be treated in the utmost **confidence** and will not be divulged to any other party.

Thank you very much in anticipation for your help. Kind regards and best wishes.

Yours sincerely,

.pa

Figure 7.2.5

Reply slip sent to 1991 survey interviewees

.df foldtail (refers to dat containing names and addresses
and other details of interviewees)

.rv serial, title, inits, sname, prin, colleg, street, town,
county,code,fname, (reference points in above datafile)

&serial& &title& &inits& &sname&
 &college&

To: (Name and address of author inserted here)

Loughborough University Research Project
Managing Change in Further Education

I **shall/shall not** be able to meet you at &college& to discuss the
above project. Please contact my secretary by phone on ()
to arrange a mutually convenient date and time.

signed _____

Please complete the above
and return to me in the envelope provided

.pa

Figure 7.2.6

Follow-up Questionnaire to 1991 Sample

Loughborough University Research Project
Managing Change in Further Education

FOLLOW UP QUESTIONS FOR
DISCUSSION WITH COLLEGE PRINCIPALS

COLLEGE No _____

1. STUDENTS

1.1 Has your college recruitment **decreased** during the last
two years...

(no) (little) somewhat (seriously)

1.1.1 Why in your opinion has recruitment decreased...

- (i) Private competition
- (ii) Competition from schools
- (iii) Demographic trends
- (iv) Other (explain....)

OR

1.2 Has your college recruitment **increased** in the last two years...

(no) (little) (moderately) (greatly)

1.2.1 Why in your opinion has recruitment increased...

- (i) Growth in local population
- (ii) Change in LEA policy.. eg tertiary...
- (iii) Growth in local industry or TEC influence...
- (iv) Initiatives by college.. examples:-
- (v) Other... please explain:-

***** C O M M E N T S *****

2. STAFFING

- 2.1 What do you think is the future of college staff remission..
(status quo) (reducing) (disappearing) (changing..how?)
- 2.2 Have you recruited the maximum number of teaching staff for your college..
(full-time)(Yes/No) (part- time)(Yes/No)
- 2.2.1 If (no) what are reasons...
- (i) not enough money in budget
 - (ii) management decision
 - (iii) other... (Explain...)
- 2.3 Have you implemented the 1988 staff conditions of service.. eg averaging, front loading timetables..
(yes) (not quite) (no)
- 2.3.1 If (no/not quite) what is not achieved and reasons...
- (i) governors' decision
 - (ii) still negotiating with trade unions
 - (iii) awaiting advice from LEA
 - (iv) other...

***** C O M M E N T S *****

3. COMPETITION

- 3.1 What are current relationships like between college and local schools..
(competitive) (inert) (cooperative)
- 3.2 What are current relationships like between college and neighbouring colleges...
(competitive) (inert) (cooperative)
- 3.3 What are current relationships like between college and local industry...
(competitive) (inert) (cooperative)

- 3.4 Which do you perceive as competitors to your college..
 (local schools) (neighbouring colleges) (private Providers)
 (other...please explain) (none)
- 3.5 Have the relationships between your college and local schools following
 ERA...(improved) (worsened) (remained the same)
- 3.6 What are your views about your college and the local TEC...
 (supportive of FE) (tolerates FE) (alien to FE) (other...)

***** C O M M E N T S *****

4. M A N A G E M E N T

- 4.1 Do you feel your college was prepared for managing college budgets..
 (yes) (no) (still preparing)
- 4.1.1 Do you manage the college budget..
 (yourself) (with SMT) (delegated... eg to the CAO)
- 4.1.2 What is your 1991 Unit of Resource/weighted student..
 (£_____) (don't know)
- 4.1.3 Has you college's Unit of Resource in real terms this year...
 (increased) (decreased) (remained same)
- 4.2 Was your budget last year (1st of ERA) increased/decreased compared
 with year before ERA
- 4.3 Where did any major savings come from..
 (early retirements)
 (redundancies)
 (unfilled vacancies)
 (course cuts)
 (building projects)

(general overall savings)

4.4 Where were any extra monies expended...

(more staff)

(equipment)

(building maintenance)

(extra courses)

4.5 Did/do principals and LEA regularly meet together...

(before/after ERA)

(with/without officers)

4.6 Has your senior management team altered in size since ERA..

4.7 Do the following function better/worse/same since ERA..

(i SMT) (ii Academic Board) (iii Governors) (iv Gove Advisory Committees)

4.7.1 In what ways are they better/worse (refer to above (i) etc)

(i) (supportive)(cooperative)(innovative)(combative)(divisive)

(ii) (supportive)(cooperative)(innovative)(combative)(divisive)

(iii) (supportive)(cooperative)(innovative)(combative)(divisive)

(iv) (supportive)(cooperative)(innovative)(combative)(divisive)

4.8 What sort of support since ERA do you get from ...

LEA... (more/same/less/none)

HMI... (more/same/less/none)

RAC... (more/same/less/none)

Exam boards... (more/same/less/none)

NCVQ... (more/same/less/none)

4.9 What recently has most affected your college...

(i) ERA/LMC

(ii) curricular changes

- (iii) changing LEA attitudes
- (iv) competition from schools/private providers
- (v) other

***** C O M M E N T S *****

-
- 4.10 Would you prefer to stay with your LEA... **WHY?**
or be controlled by the District Authority... **WHY?**
or be part of a regional authority... **WHY?**
or be part of a national education service... **WHY?**
- 4.11 What are your expectations of the proposed new FE funding council...
 (better support) (same support) (less support)
- 4.12 Do you find the LEA's personnel department...
 (helpful) (unobtrusive) (obtrusive) (unhelpful)
- 4.13 Do you find the LEA's treasurers department...
 (helpful) (unobtrusive) (obtrusive) (unhelpful)
- 4.14 Do you find the LEA's FE officers...
 (helpful) (unobtrusive) (obtrusive) (unhelpful)
- 4.15 Do you find the LEA's Advisory/Inspection Service...
 (helpful) (unobtrusive) (obtrusive) (unhelpful)
- 4.16 Do you have a formal quality control system in your college

***** C O M M E N T S *****

5. EDUCATION REFORM ACT

- 5.1 How many senior college staff have left posts since ERA..

- 5.1.1 Was their leaving linked with ERA? (Explain...)
- 5.2 Do you feel you have more management freedom, post ERA
- 5.3 Has your college size (grown/diminished) since ERA/LMC
- 5.4 Have you been able to (maintain/improve) your buildings since ERA/LMC
- 5.5 Have you changed your internal management structure since ERA...
From _____ To _____
- 5.6 What are your college specialisms...
- 5.6.1 Have you changed them since ERA... (broadened/narrowed)
- 5.7 Do you consider that your governors have received adequate training for LMC following ERA.(By LEA) (In House).. More details
- 5.8 Do you consider that **YOU** have received adequate training for LMC following ERA.(By LEA) (Principals Group) (Own Initiative)... More details
- 5.9 What do you personally consider your main difficulties to have been since ERA...
- (Budget problems Y/N) (Personnel problems Y/N)
- (Problems with LEA Y/N) (Problems with Governors Y/N)
- (Problems with Academic Board Y/N)
- (Problems with Unions Y/N) (Other... Explain...)

***** C O M M E N T S *****

6. GENERAL

- 6.1 Responses to my last questionnaire in November 1989 indicated that the majority of principals in the East Midlands thought that the following five factors would most affect the development of further education between 1989 and 1992..
- i. Demographic trends
 - ii. The 1988 Education Reform Act
 - iii. Other central government policies
 - iv. LEA policy changes
 - v. Labour market trends (eg employment/unemployment)

Which do you **now** think is the predominant factor affecting change in the FE service?

- 6.2 Has your job become more/less satisfying following ERA.. In what ways...
- 6.3 Do you consider you are getting a fair salary for your job following ERA and LMC...(Extra payment for new responsibilities)
- 6.4 Are you personally more elated/depressed since ERA
- 6.5 Do you think your college will expand/survive/decline during the next five years... (Reasons...)

***** C O M M E N T S *****

7. O T H E R

IF TIME PERMITS... Can you comment generally on the following...

- 7.1 Adult Education & the Government's new proposals
- 7.2 Tertiary Colleges as a future for further education
- 7.3 Sixth-form Colleges as part of FE under Government proposals
- 7.4 Proposals for the Careers Service: Part of TECs, Contracted
- 7.5 Any other relevant points...

***** C O M M E N T S *****

Figure 7.2.7

Confirmatory letter sent to 1991 interviewees

.df foldtail (refers to data file containing names,
addresses and other details of interviewees)
.rv serial,title,inits,sname,prin,college,street,town,
county,code,fname,time, (reference points in above
datafile)

&serial&

Author's
Address
and
Telephone
number
in this space

PERSONAL

&title& &inits& &sname&

10 October 1991

&prin&

&college&

&street&

&town&

&county& &code&

Dear &fname&

Loughborough University Research Project
Managing Change in Further Education

Just a brief note to thank you for agreeing to see me at &time&
in the middle of what must be a very busy schedule. I am looking forward to our
meeting and as mentioned will bring my tape recorder to record our discussion,
the memory not being what it was for detail. The tape will be kept in my
possession and destroyed when I have completed the analysis. Let me reiterate
that everything we discuss will be in absolute confidence, no remarks will be
traceable to any individual and only aggregated results will be disclosed to the
university.

I enclose an abbreviated version of my follow up questions which
are intended to help the discussion and shape it so that it will be easier to analyse

later. Please feel free to advise me if you feel that there are important issues which I have not covered in the questions.

Once again thank you for your offer of help. Kind regards and best wishes,

Yours sincerely

J Eric Ashton

Figure 7.2.8

**Copy of questionnaire guide sent to
1991 survey interviewees**

**Loughborough University Research Project
Managing Change in Further Education**

**FOLLOW UP QUESTIONS
FOR DISCUSSION
WITH COLLEGE PRINCIPALS**

These questions are intended to guide the discussion but not to constrain it.
They are scripted in annotated form for ease of reference. It is anticipated the
discussion will last for about **three-quarters of an hour**

1. STUDENTS

- 1.1 Has your college recruitment increased/decreased during the last two years? Can you explain why...

2. STAFFING

- 2.1 What do you think is the future of college staff remission..
- 2.2 Have you recruited the maximum number of teaching staff for your college.. (full-time) (part-time)
- 2.3 Have you implemented the 1988 staff conditions of service.. eg averaging, front loading timetables..

3. COMPETITION

- 3.1 What are current relationships like between college and local schools...
- 3.2 What are current relationships like between college and neighbouring colleges .
- 3.3 What are current relationships like between college and local industry ..
- 3.4 Which do you perceive as competitors to your college .
local schools, other neighbouring colleges, private providers, other
none

- 3.5 Have the relationships between your college and local schools following ERA.. (improved) (worsened) (remained the same)
- 3.6 What are your views about your college and the local TEC...

4. MANAGEMENT

- 4.1 Do you feel your college was prepared for managing college budgets...
 - 4.1.1 Do you manage the college budget.. yourself, with SMT or delegated... (eg to the CAO)
 - 4.1.2 What is your 1991 Unit of Resource/weighted student...
 - 4.1.3 Has you college's Unit of Resource in real terms this year, increased, decreased or remained the same
- 4.2 Was your budget last year (1st of ERA) increased/decreased compared with year before ERA
- 4.3 Where did any major savings come from..
- 4.4 Where were any extra monies expended...
- 4.5 Did/do principals and LEA regularly meet together...
- 4.6 Has your senior management team altered in size since ERA..
- 4.7 Do any of the following function better/worse/same since ERA..
 - (i SMT) (ii Academic Board) (iii Governors)
 - (iv Govs Advisory Committees)
- 4.7.1 In what ways are they better/worse
- 4.8 What sort of support since ERA do you get from LEA, HMI, RAC, Exam boards, NCVQ
- 4.9 What recently has most affected your college...
- 4.10 Would you prefer to stay with your LEA...
 - or be controlled by the District Authority
 - or be part of a regional authority
 - or be part of a national education service

- 4.11 What are your expectations of the proposed new FE funding council..
- 4.12 Do you find the LEA personnel department helpful or otherwise...
- 4.13 Do you find the LEA treasurers department helpful or otherwise...
- 4.14 Do you find the LEA FE officers helpful or otherwise...
- 4.15 Do you find the LEA Advisory/Inspection Service helpful or otherwise...
- 4.16 Do you have a formal quality control system in your college

5. EDUCATION REFORM ACT

- 5.1 How many senior college staff have left posts since ERA..
- 5.1.1 Was their leaving linked with ERA?
- 5.2 Do you feel you have more management freedom, post ERA
- 5.3 Has your college size grown/diminished since ERA/LMC
- 5.4 Have you been able to maintain/improve your buildings since ERA/LMC
- 5.5 Have you changed your internal management structure since ERA...
- 5.6 What are your college specialisms... Have you changed them since ERA
- 5.7 Do you consider that your governors have received adequate training for LMC following ERA
- 5.8 Do you consider that you have received adequate training for LMC following ERA
- 5.9 What do you personally consider your main difficulties to have been since ERA...

6. G E N E R A L

6.1 Responses to my questionnaire in November 1989 indicated that the majority of principals in the East Midlands thought that the following five factors would most affect the development of further education between 1989 and 1992..

- i. Demographic trends
- ii. The 1988 Education Reform Act
- iii. Other central government policies
- iv. LEA policy changes
- v. Labour market trends (eg employment/unemployment)

What do you now think is the predominant factor affecting change in the FE service?

6.2 Has your job become more/less satisfying following ERA..

6.3 Do you consider you are getting a fair salary for your job following ERA and LMC

6.4 Are you personally more elated/depressed since ERA

6.5 Do you think your college will expand/survive/decline during the next five years.

7. O T H E R

Can you comment generally on the following...

7.1 Adult Education & the Government's new proposals

7.2 Tertiary Colleges as a future for further education

7.3 Sixth-form Colleges as part of FE under Government proposals

7.4 Proposals for the Careers Service: part of TECs, contracted

7.5 Any other relevant points....

Thank you for agreeing to meet me to discuss what is a rapidly changing scene in the further education system. All individual responses will be treated in absolute confidence and disclosed to no-one.

J Eric Ashton

Figure 7.2.9

Copy of letter of thanks sent to 1991 interviewees

.df foldtail (refers to data file containing names and addresses and other details of interviewees)

.rv serial,title,inits,sname,prin,college,street,town, county,code,fname,time, (reference points in above datafile)

&serial&

Author's Address
and Telephone
number in this space

PERSONAL

&title& &inits& &sname

11 November 1991

&prin&

&college&

&street&

&town&

&county& &code&

Dear &fname&

Loughborough University Research Project
Managing Change in Further Education

Just a brief line to thank you most sincerely for giving up your valuable time to see me today and being so helpful with information about the above project.

I enjoyed visiting &college& and discussing the very interesting changes taking place in the further education sector and the effects of changing legislation.

Thank you very much for your hospitality which was very much appreciated. Kind regards and best wishes for the future.

Yours sincerely

J Eric Ashton

.pa

Figure 7.2.10

Copy of letter sent to three 'figurehead' principals

.df foldtail
.rv serial,title,inits,sname,prin,college,street,town,
county,code,fname,
&serial&

Author's
Address
and
Telephone
number
in this space

PERSONAL

&title& &inits& &sname&
&prin&
&college&
&street&
&town&
&county& &code&

28 May 1993

Dear &fname&

Loughborough University Research Project
Managing Change in Further Education

A little while ago I asked you if you would kindly cooperate in the above project by meeting me for **about an hour** to discuss current issues affecting the FE service. Your consent was gratefully received and I said I would contact you later to agree a date and time.

As Principal of Newark Technical College in November 1989 I wrote to Principals of all colleges in the East Midlands, asking for help in a research project being undertaken with Professors Cantor and Cohen of Loughborough University and I received a magnificent 92% response. This was followed in 1991 by discussions with fifteen of the above on how the FE service and individual colleges were responding to the unprecedented changes taking place in further education. These discussions were very informative and an unqualified success.

In order to add a further, wider dimension to the information, I am now seeking to gain the views of a small number of principals (not previously involved in the project) who are able to comment from a national perspective as well as being personally engaged in the management of a college in the Midlands area.

To optimise the use of your time the discussion is structured to cover five major areas of current concern following implementation of the recent Education Acts:- staffing matters, competition & cooperation, the ERA & F&HE Acts, management and other general matters.

Thank you for allowing me to visit you in the near future to **discuss** these, and any other issues you think may be relevant to the research. Please complete the enclosed slip and return it to me in the stamped addressed envelope provided.

As stated in previous correspondence no individual college or person will be identified separately in the research. All the information given to me will be aggregated on a regional basis, will be treated in the utmost **confidence** and will not be divulged to any other party.

Thank you again in anticipation of your help. Kind regards and best wishes.

Yours sincerely,

J E Ashton

.pa

Figure 7.2.11

**Discussion questions sent in advance
in 1993 to three 'figurehead' principals**

**Loughborough University Research Project
Managing change in Further Education**

**SUPPLEMENTARY FOLLOW UP QUESTIONS
FOR DISCUSSION
WITH SELECTED COLLEGE PRINCIPALS
HAVING NATIONAL AFFILIATIONS**

These questions are intended to guide the discussion but not to constrain it.
They are scripted in annotated form for ease of reference. It is anticipated the
discussion will last for about **an hour**

1. STAFFING

(Please draw distinctions between academic and business support)

- 1.1 Is staffing now stable in terms of numbers and grades
- 1.2 What is current state of art of staff remission, and conditions of service
- 1.3 What has happened to staff development, grown, diminished, changed...
- 1.4 What are the latest moves on and reactions to appraisal and in particular appraisal of principals and senior staff

2. COMPETITION **&** **COOPERATION**

- 2.1 How are relationships developing between colleges and their traditional competitors, partners and the TECS
- 2.2 How and why is marketing now different for FE and are there different markets emerging
- 2.3 How are relationships with higher education and industry developing

3. THE EDUCATION REFORM ACT **&** **THE F&HE ACT**

- 3.1 Have the main objectives of the 1988 ERA been achieved - and are the main objectives of the 1992 FHE Act achievable
- 3.2 Following the two Acts are there any distinctions to be drawn in the way colleges have coped with changes in recent years, between:
 - (i) large and small colleges
 - (ii) city and county colleges
 - (iii) colleges with different LEA origins
 - (iv) colleges' types of management structure
- 3.3 What do you think is the general feeling of principals with regard to the 1992 FHE Act - confidence? apprehension? fear? enthusiasm?...
- 3.4 Has there been much evidence of asset stripping or other LEA reactions to incorporation

- 3.5 Has help from government, LEAs etc been good, bad, indifferent - should there have been more, less, different...
- 3.6 How have relations with unions (NATFHE, APC, NALGO, NUPE) developed following the recent changes & the CEF role
- 3.7 Will 'fragmented' decisions in separate institutions make for an inefficient national system of FE
- 3.8 Adult Education - whither goes it

4. MANAGEMENT

- 4.1 How has college management (organisation, management roles, attitudes/functions) changed since 7/70, ERA and the FHE Act
- 4.2 Do you feel that there is now more 'freedom to manage'- if so, in what ways
- 4.3
 - (i) Where will principals look for advice following incorporation - eg to 'replace' LEA officers, local inspectors or advisers, HMI. Private agents...
 - (ii) is advice in the same sense (LEA guidance etc) felt to be necessary (are principals more/less 'secure' than hitherto)...
 - (iii) is similar advice or different advice needed now and obtained from different quarters
- 4.4 Are many colleges 'in trouble' re budgets and (as forecast) do you think many will not survive - if so which are the most vulnerable: small, large, inner city, city fringes, county...

- 4.5 Quality in FE
 1. - what are the latest thoughts and trends about quality of the service
&
 2. - what about quality of principals' jobs
- 4.6 Has FE been 'overmanaged' in past - & has management decreased overall
- 4.7 College development/strategic plans - how important and how useful are they... How many colleges had one prior to FEFC
- 4.8 How pro-active are chairmen of governors, F&GP committees & governors in general
- 4.9 Are college governors a 'rubber stamp' now - compared with the immediate past
- 4.10 How do you see the future of relations with the new Inspection Service
- 4.11 Are market forces forcing planning, rather than local, regional, or national strategy

5. GENERAL

- 5.1 Are principals feeling more or less 'secure' than hitherto
- 5.2 Has the time spent by principals on college big issues and other college matters, also time spent in college & out of college, radically altered in the last three years
- 5.3 Have principals personally coped well or badly with the enormous changes of recent years. How about other staff
- 5.4 Do you feel that, nationally, principals are enjoying the challenges (or not) of the new era following the

1988 Education Reform Act and the 1992 Further and Higher Education Act

- 5.5 What in your opinion has been the biggest single issue affecting principals' thinking during the last 5 years
- 5.6
 - (i) Could there have been more or better training for principals to cope with these changes
 - (ii) Is the present system of training principals suitable for today's new entrants to the post
- 5.7
 - (i) Do you think FE will survive and if so in what form
 - (ii) What is your vision of the future of the FE system