CABINET

WHITE PAPER ON EDUCATIONAL POLICY IN SCOTLAND

Memorandum by the Secretary of State for Scotland

1. On 3 October the Home and Social Affairs Committee considered and endorsed, subject to consideration of the expenditure implications, the strategy for the development of the education services in Scotland set out in my 1972 Programme Analysis and Review (PAR) Report on Higher Education and Schools Expenditure. The Committee agreed that my strategy should be announced in a separate White Paper and I am circulating with this memorandum a draft White Paper for consideration.

2. For the reasons set out in paragraph 3 of CP(72) 133 I am putting this Draft Paper direct to Cabinet. It has not been considered by Home and Social Affairs Committee.

3. The main features of the strategy announced in the Paper for the decade to 1982 are:

   a. The restriction of the expansion of higher education to maintain only the present level of opportunity for qualified school-leavers in Scotland (now substantially below the full opportunity rate envisaged in the Robbins Report).

   b. A programme of expansion for nursery education which will enable nearly 40 per cent of pre-school children to receive some form of education by 1976-77 and which will continue thereafter until expected public demand is met; the programme to be steered in its initial stages towards areas of urban deprivation.

   c. The maintenance of a school building programme at broadly its present level throughout the decade with increasing emphasis on replacement and renovation of older schools from 1975-76 onwards; and the expansion of the building programme for special schools to 1976-77.

   d. An increase in the allocation of resources for books and educational equipment,
The improvement of the pupil teacher ratio in primary schools to 24:1 and its stabilisation thereafter with the restrictions of intake to training this will entail. The improvement of pupil teacher ratio in secondary schools to a level of 15:1 - probably by 1977-78 - and its stabilisation thereafter.

The diversion of resources to the development of a force of teaching auxiliaries to relieve teachers in primary and secondary schools of non-professional duties.

The expenditure implications of this programme have been accepted by Treasury Ministers up to 1976-77. Thereafter the programme has been framed and expressed in terms which allow flexibility in its implementation as resources permit. If the programme were implemented in full the rate of growth on education services in Scotland would, over the decade, be less than 3 per cent per annum.

4. The proposals made in this Paper for Scotland differ in some respects from those made in CP(72) 133 for England and Wales. There has, however, been close consultation and the differences are no greater than can be justified by the different educational systems and conditions.

5. The proposals in this White Paper will, I believe, be generally regarded in Scotland as getting the priorities right and I ask my colleagues to agree that it should now be printed for presentation to Parliament on Wednesday 6 December 1972.

G C

Scottish Office

28 November 1972
EDUCATION POLICY

Presented to Parliament by the Secretary of State for Scotland
by Command of Her Majesty
December 1972

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HER MAJESTY'S STATIONERY OFFICE
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1. INTRODUCTION

1. In the last quarter of a century the demands on the education services have been very great. The influence — and the sanctions — of the family and of traditional institutions like church and school have been challenged by powerful and persuasive new forces. At the same time the physical environment in which young people grow up has been affected by technological change, the momentum of which continues. The accepted standards which hitherto guided the aims of education have had to be questioned and re-appraised and the objectives of the educational system and the content of its curricula have required searching study to discover how schools, colleges and universities might best equip young people for adult life in the changed structure of society and for work in the modern economy.

2. In this difficult environment there has been a steady advance in educational standards. This has been achieved partly by the diversion of a larger share of national resources to the education service. In the schools the supply of both primary and secondary teachers has increased, class sizes have been reduced, unqualified teachers have been eliminated, in-service training has been developed, and the minimum leaving age has been raised to 16. The opportunities for young people to participate in post school education in all its variety have been greatly expanded, and there has been an unprecedented growth over the past 25 years in the number and diversity of Scottish institutions and in the numbers of students taking courses in them.

3. Additional resources by themselves are not enough; and in the schools particularly advance in educational standards has also owed much to a thorough revision of the content of primary and secondary education both in its broad educational intent and in the academic content of the subjects that are taught.
For long, Scottish schools have properly been conscious of the opportunities they have provided for the academically able. The advances of the past 25 years have done much to extend to all young people similar opportunities to develop fruitful and fulfilled lives. The standards which have always guided the attitudes and the work of Scottish teachers and educationists in their care and development of able children, are now being applied in the education of all young people.

5. The purpose of this White Paper is to outline further improvements in the quality of the educational system in Scotland; improvements for which the changes of recent years provide a solid foundation, and to set out a strategy for the use to their best effect of the resources that are likely to be available for the education service in the 1970's. It describes proposals for the improvement of teaching and teaching resources of all kinds in primary and secondary schools. It announces the Government's intention to extend the educational process downwards to encompass a considerable proportion of children of pre-school age, and it contemplates the further expansion of higher education throughout the decade along lines first drawn in the Robbins Report*. The sectors of the education system for which policies are outlined in this Paper account for the major part of public expenditure on education in Scotland. Other parts of the education system, of which the largest is non-advanced further education, are not discussed. In these, either it is anticipated that development will continue in line with existing policies, or policy decisions cannot yet be taken; (for instance, the Government await the Report of the Alexander Committee on Adult Education).

6. In presenting this programme, the Government is conscious that it provides only a framework within which education authorities, teachers, colleges of education and all others - not least parents - concerned with the educational provision that is made for children and young people, will have to contribute, whether as institutions or as individuals, to the translation of policy into effective action.

*Report of the Committee on Higher Education. Cmd. 2154. HMSO 1963
7. Higher education* in Scotland is provided in four distinct types of institution. The eight Scottish universities, like other universities in Great Britain, are financed through the University Grants Committee and are within the Ministerial responsibility of the Secretary of State for Education and Science.** The ten colleges of education and the ten central institutions are each administered by a Board of Governors but are financed directly by the Secretary of State.*** The colleges of education are mainly, though not exclusively, concerned with the training of graduates and school leavers for teaching. The central institutions are essentially teaching institutions and provide advanced courses, in many cases directly vocational in purpose, leading to degrees of the Council for National Academic Awards or to college diplomas. They have strong links with industry and with commerce. Finally, there are certain colleges of further education run by education authorities, such as Napier College of Science and Technology in Edinburgh and the Glasgow College of Technology, which provide mainly advanced courses, some leading to degrees of the Council for National Academic Awards.

8. The development of the higher education system in Scotland, as in England and Wales, has been determined by acceptance of the "Robbins" principle that courses of higher education should be available for all those who qualified by ability and attainment to pursue them, and also by the steady increase in the numbers of qualified school leavers. In relation to the higher education system in Scotland (with the exception hitherto of the colleges of education) the term "qualified leaver" is taken to mean a person who has obtained at school or in further education three or more passes on the Higher grade of the Scottish Certificate of Education - regarded as equivalent to two or more passes at Advanced level in the General Certificate of Education. (The minimum qualifications for entry to the

*In this Paper the term "higher education" is used in the same sense as in the Robbins Report (Higher Education: Cmd 2154 - 1963) to cover the work of universities and colleges of education, and also of central institutions and further education colleges as far as the last two are concerned with advanced courses.

**The Government's policies for the universities are contained in Cmd 1972 presented by the Secretary of State for Education and Science, and published simultaneously with this White Paper.

***There are also three colleges of agriculture financed by the Secretary of State through the Department of Agriculture and Fisheries for Scotland, which provide some of the courses of higher education.
principal course of teacher training at colleges of education which is available to
teachers are being raised to three passes on the Higher grade from October
1971; in practice this standard has already been achieved.)
2. The number of qualified leavers in Scotland has grown strikingly from some 5,800
in 1960-61 to about 15,300 in 1970-71 and a statistical projection of this trend
suggests that the number of qualified leavers might increase to over 27,000 by 1980-81.
Not all qualified leavers, however, become candidates for higher education; a
significant proportion chooses otherwise and goes straight into employment. This
number is only partly balanced by entrants to higher education who have other
qualifications. And in other respects too, the capacity of the higher education system
cannot be exactly related to the numbers of qualified leavers from Scottish schools.
All the institutions - and particularly the universities - have students who are not
Scotts; moreover, the universities provide places for older students engaged in post-
graduate work and, similarly, a substantial proportion of the population in the
colleges of education consists of graduates taking teacher training. The nature of
the relationship between the number of qualified school leavers and the provision of
places for higher education is therefore a complicated one, determined by a variety
of factors.
10. Nevertheless, it is evident from the figures given above that a substantial
expansion of the Scottish higher education system will be required during the next
decade. In 1961-62 the full time student population in higher education was some
23,700; in 1971-72 it had risen to almost 61,500 (37,600 in universities, 14,850 in
colleges of education, and 9,000 in institutions of advanced further education). The
government's aim is to make possible further expansion in higher education that will
take account of the prospective increase in the output of qualified school leavers
and will meet the likely demand for higher education from qualified applicants.
11. Scottish universities, in addition to providing professional education (in law,
medicine, veterinary science etc.) and honours degrees in various subjects, have by
tradition provided a broadly based higher education through the ordinary degree course
in Arts. The Scottish ordinary degree course represents a natural extension into
university education of the Scottish secondary school curriculum. Insofar as there is a demand for general rather than specialised courses of higher education - and it may prove to be a growing demand - the Scottish universities are well placed to contribute to meeting it. The Government will keep in mind this special characteristic of the Scottish universities and the distinctive place which they occupy in the Scottish higher education system. In the light of the advice of the University Grants Committee they are satisfied that the target of student numbers for Great Britain for the 1972-77 quinquennium can be achieved without adding to the number of universities. The Committee however intend in due course to advise the Government whether, in its view, an early decision in principle will need to be made to establish one or more universities to be active sometime in the 1980's.

12. The non university institutions play a complementary role that is increasingly important, and it is estimated that to enable them to do so over the years until 1981, there should be by that date about 45,000 places in the institutions of higher education outside the universities. The nature of this expansion is likely to show some variation from the pattern over the past decade. It seems likely that the teaching profession will in future require a smaller proportion than hitherto of the output of the higher education system and therefore no significant further expansion is required in the next decade in the colleges of education, the capacity of which more than doubled in the 10 years from 1961-1971.

13. On the other hand, there will be a continuing steady expansion of the central institutions, and a substantial growth in the number of places for students taking advanced courses in the further education colleges provided by education authorities. An increasing number of these colleges will provide advanced courses, and a few may be expected eventually to become wholly institutions of advanced further education. The Government does not foresee any change in the present arrangements for administering and financing central institutions, but it recognises that the development of local authority colleges and their expansion in advanced further education will have to be carefully co-ordinated with provision of courses in central institutions to ensure that there is no unnecessary duplication of provision.
It is the Government's intention that courses in advanced further education should continue to have a strong vocational bias, with specific relevance to some aspect of commerce, industry or the arts, and with a pronounced weighting in each subject as applied science, engineering, art, domestic science, music (often as a preparation for teaching these subjects), commerce, business management, textiles and agriculture. In the next decade, these institutions will continue to offer the courses which they have hitherto provided, though on a considerably increased scale. However, they may be expected to develop in addition a variety of new courses to meet the requirements of advancing technology, and to respond generally to the fresh needs of society. Moreover, as the numbers of young people taking higher education increase, fresh consideration will have to be given to the nature of the courses which they follow and the relevance of these courses to the career prospects of those taking them.

The Government's plans for central institutions allow for capital expenditure to start building projects to the value of £29.5m in the five year period to 1976-77. In addition, it is proposed to authorize education authorities to start further education college projects to a value of £16.3m in this period, and some of this will be for places in higher education. It is the intention to allocate further resources for the additional expansion that will be required to accommodate the numbers of students expected in the second half of the decade.
(2) Introduction

36. The primary responsibility for the administration of school education in Scotland rests with 35 education authorities. Under the Government's proposals for local government reform there will be, from 1975, 8 regional authorities and 3 island authorities with responsibility for education. Of the children within the compulsory age limits, 96.7% attend education authority schools; and a further 1.9% attend grant-aided schools which will continue to receive Government support, and can therefore be said to be within the public system of school education.

Primary Education

17. Primary education in Scotland covers 7 years - from the ages of 5 to 12 - and is usually provided in schools which cater for the whole of this age range. The recommended basis of the primary school curriculum is a memorandum published in 1965 which has already had a marked and beneficial effect on content and methods. The Secretary of State has recently set up a Central Committee to keep under review all aspects of primary education.

18. In the 10 years 1962 to 1972, the population of education authority and grant-aided primary schools grew by only 10.6% (from 581,200 to 642,800). On the latest projections based on estimates of child population by the Government Actuary, the number of pupils in primary schools will fall steadily after 1972 to about 585,000 in the late 1970s, and will then gradually rise again.

19. With the decline of rural population, better transport and a wider appreciation of the social as well as educational advantages of a larger school, education authorities have for many years followed a policy of amalgamating small primary schools; and in consequence the number of primary schools fell from 2813 to 2522 between 1962 and 1972.
Secondary Education

20. In the 10 years 1962 to 1972, the population of education authority and grant-aided secondary schools rose by 15.5% from 292,200 to 337,500, in spite of a slight fall in the number of secondary school children within compulsory age limits. The increase was entirely accounted for by the fact that the number of children staying on at school after the minimum leaving age more than doubled from 42,000 to 88,200.

21. It is expected that the number of pupils in secondary education will rise to over 423,000 in 1977-78 as a result of the raising of the school leaving age to 16 in session 1972-73, and, of that number, some 70,000 are likely to be staying on voluntarily after the new minimum leaving age. Thereafter, the earlier decline in the primary population will extend into the secondary population, which, on present projections, will fall to about 393,000 by the mid 1980's before again rising.

22. In the present session, secondary education in 22 education authority areas is organised on comprehensive lines and all other authorities are presently at different stages of implementing schemes of reorganisation. In 1971, 72% of secondary pupils were attending schools with a comprehensive intake.

23. Reorganisation on comprehensive lines has naturally involved considerable change in the demands made on school buildings, and in their design, use and location. Considerable numbers of 3 and 4 year secondary schools have been closed in order to bring their pupils together into larger schools. In 1962 there were 752 secondary schools in Scotland, but by 1972 this number had fallen to 516. As reorganisation continues, and as school buildings are replaced, the number of secondary schools will fall further; the average secondary school may be expected to have a roll of about 1,000 and the organisation of secondary education is likely to be more uniform, with a large proportion of schools close to the average size.
24. There has been continuous review of the educational content and balance of the school curriculum, and study of the syllabuses of individual subjects taught. The Consultative Committee on the Curriculum (the Secretary of State's main advisory body) has systematically examined many aspects of the curriculum through its Working Parties and Central Committees and has published much detailed advice. A further expansion of its work has been recommended in the recent Kilmah Report on Moral and Religious Education. There has also been a growing awareness of the need for pupil guidance in choice of curriculum and of vocation, and in personal problems, and this is being recognised by the appointment of teachers with specific responsibility for guidance. In addition, the Scottish Certificate of Education Examination Board has introduced far reaching changes in almost all SCE examination syllabuses.

25. The effect of these changes is difficult to assess. The success of an education service cannot readily be measured in terms of output, but it is pertinent to take account of the number of pupils who have been brought forward to a stage where they can leave school with formal qualifications. Whereas in the period 1963 to 1972 the secondary school population grew by about 16%, the number of passes in individual subjects in the Scottish Certificate of Education Ordinary grade examination rose from 124,400 to 204,500. In the SCE Higher grade examination the number of passes in individual subjects rose strikingly from 39,600 in 1963 to almost 85,000 in 1972.

26. The Certificate of Sixth Year Studies was introduced into Scottish secondary schools in 1960. This is not a pass/fail examination; it is designed to provide a stimulus for independent study in depth and so prepare pupils for the transition to higher education. In 1968 the number of presentations in individual subjects was 1,993; by 1972 the number had risen to 8,900.

27. Thus in the past 10 years the schools have gone through very substantial changes in organisation and, at the same time, have introduced fundamental changes in curriculum and in their general approach to the education of pupils. These changes, and particularly the development of new curricula designed to meet the needs of all pupils in a rapidly changing educational environment in these years will afford opportunities...
changing society and the introduction of more systematic arrangements for the guidance of individual pupils, have laid the foundation for further advance towards the ideal of full opportunity for all our children.

(ii) The Under Fives

28. There has been a statutory duty on education authorities in Scotland since 1945 to make adequate provision for nursery education but, because of other demands on resources, successive Governments have been unable to let education authorities carry out this duty. The present Government believes that the time has come to remove the restrictions imposed in this field and to make nursery education available as widely as possible, without charge, to children whose parents wish them to benefit from it.

29. The benefits which can be derived from nursery education have been described in the Report of the Working Party on Nursery Education, "Before Five". Because of increasing interest in the subject, and the fact that some modest expansion of provision was becoming possible, the Working Party was set up on the advice of the Consultative Committee on the Curriculum, to make an appraisal of the best practices in nursery schools and classes and of the principles on which pre-school education should be based. To quote from the opening chapter of the Report:

"The first few years of a child's life are being increasingly recognised as a period of highly significant growth. During this time, he makes comparatively more progress, both physically and intellectually, than he appears to make in any other period of similar duration. This progress, however, is closely related to the child's environment, which is now considered to have a marked influence on the level and rate of his development.

The ideal educational environment in these years will afford opportunities for the child to develop his physical, intellectual, social and emotional capacities."

*Before Five, HMSO, 1971.*
"Before Five" observes that development of nursery education began from the wish to alleviate the poor physical conditions of children in slum areas. As the proportion of children who lack adequate food, rest and clothing has decreased, there has been increasing interest in the role of nursery education in providing intellectual stimulation in a beneficial social setting for children whose early experiences are limited and narrow because of deficiencies in their environment. However, compensatory education is not the sole function of nursery schools. There has been an increasing demand for pre-school education from both parents and educationists, as knowledge has grown about the effects of social contacts and intellectual stimulus, and as changes in patterns of living have made it more difficult for parents generally to provide at home the opportunities a child needs for all-round development.

Present Provision

Some progress has already been made, and there has been a steady increase in the number of children attending education authority and grant-aided nursery classes or schools especially in areas of social deprivation where assistance is available under the urban programme. With the increasing trend towards part-day attendance, which enables one place to benefit two children, the number rose from 6,727 in January 1966 to 14,818 in January 1972. It is estimated that approximately 9,500 places are now available in nursery schools and classes.

More recently there has also been an increase in the number of children admitted to primary schools before reaching the age of 5; the number in education authority primary schools rose from 2,025 in January 1971 to 6,476 in January 1972, possibly because of the change made by some authorities to a single commencement date in each year. (There are, of course, always a number of 5 year olds not in primary schools.)
Despite these increases in the numbers receiving nursery or primary education, however, the proportion of 3 and 4 year olds receiving some form of education was only some 1.2% of the combined age group in January 1972.

Planning Services for Pre-School Children

The Report "Before Five" called attention to the need for a closer integration of services to facilitate "the most effective use of all available resources to complement the natural or substitute home in providing the best possible start in life for young children". To assess the needs of pre-school children in each community and to plan appropriate services, close consultation will be necessary between education, social work, and local health authorities. Integrated facilities, combining, for example, nursery education with provision for children who require care for a longer period of the day than nursery schools can normally provide, or short term residential care, can have an important function in certain circumstances.

If nursery education is to provide compensatory education for those children who need it most, it will be necessary to ensure that the parents of these children are given every possible encouragement to take advantage of the facilities that become available. Health visitors and social workers will have an important part to play in advising parents and nursery teachers of those children who would be most likely to gain advantages from nursery education. "Before Five" called attention to the benefit which mentally or physically handicapped children can derive from mixing with other children in nursery schools or classes for part of each day or part of the week, and authorities will be asked to consider the extent to which provision can be made for handicapped children when they draw up their plans.
36. The need for nursery schools and classes in any area will also be influenced by the extent to which other facilities, and particularly playgroups, are already available. There has been a steady growth in the number of playgroups in Scotland which were attended by over 22,500 children in December 1971. Their development has been guided and assisted both by local authorities and by the Scottish Pre-School Playgroups Association, and the Government has indicated its support for the movement by increasing their financial assistance to the Association. They hope the development of playgroups will continue, since clearly both nursery schools and playgroups have a part to play in meeting the potential demand for facilities for pre-school children. In areas where both nursery education and playgroups are or become available, parents will be free to choose between them. Close co-operation and consultation between the education authority, the social work authority and the playgroup movement will be necessary in planning a comprehensive service for each area.

37. Nursery schools and playgroups may learn from each other. The playgroup movement has shown that the child benefits from the better understanding which the parent gains from participation in the playgroup and which the playleader gains from sharing the parent's experience of the child. It is hoped that similar close co-operation between home and nursery school or class, and similar parental participation in the activities of the school will be encouraged as nursery education is expanded. Equally, it is hoped that nursery teachers will continue to offer the benefit of their training and experience to the playgroup movement, and that local authorities will increase their assistance to the movement, in the form both of advisory services and of material help such as the provision of equipment and accommodation.

**Scale of Expansion**

38. It is difficult to estimate with precision the demand for places in nursery schools and classes because attendance is voluntary and will remain so. It will therefore be for each authority to assess the needs of its own area as its programme develops. The Government intend now to authorise expenditure which will permit education authorities to start nursery education projects to a value of £4.5m in each of the 3 financial years 1974-77. The expansion programme will continue thereafter...
and it is the Government's aim to provide by 1982-83 sufficient nursery places to meet the expected demand from parents who wish their children to attend from the beginning of the school year after the age of 3. The actual number of places to be provided will depend on the extent of this demand as well as on the resources which can be made available.

39. The number of places which can be provided out of the £13.5m to be made available in the period 1974 to 1977 will be determined by the type of provision education authorities consider necessary. Much will depend on the extent to which provision is made in the form of nursery extensions to primary schools - an economical form of provision since some facilities can be shared with the primary school - or in the form of separate nursery schools. In some areas it may be appropriate to provide nursery classes attached to primary schools. In others, however, it will not be practicable to build additional classrooms on to existing primary schools; and it is undesirable to attach classes to large primary schools since young children cannot easily cope with very large numbers of fellow pupils. In some places, therefore, separate nursery schools will be necessary.

40. On the assumption that about half the new places will be provided in separate schools and half in extensions to primary schools in the early years of the programme, it is calculated that about 35,000 places will be available in nursery education by 1977, compared with 9,500 places this year. Taking account also of children under 5 likely to be in primary schools, provision of this order will mean that probably about 40% of the combined 3 and 4 year old age group might be receiving some form of education by 1977, the exact number depending upon the number of children requiring full time education and the extent of part-time attendance.

41. It is expected that education authorities' current expenditure on nursery education will rise from approximately £2m in 1973-74 before the building programme begins, to nearly £6m in 1976-77 (at 1972 prices). Much of the additional expenditure involved will be on teaching and supporting staff. The numbers of teachers needed for this programme are being taken into account in planning future levels of entry to the colleges of education (see section 3(v), para 60). The extent of the increase
in current expenditure, like the number of places which can be provided for the available capital investment, will be influenced by the form of provision since the cost per place is higher in a separate nursery school than in an extension to a primary school. All such expenditure will be reckonable expenditure for rate support grant purposes.

Priorities

42. It is intended that each education authority should be given an allocation from the capital investment that is to be made available for nursery building and should be free to select the projects to be undertaken in its area. The Government, however, takes the view that in the initial years of the nursery building programme, priority should in general be given to areas of social need. Education authorities will accordingly be given certain guidelines to assist them to ensure that this is done. For this purpose, areas of social need will include, in addition to those areas which have hitherto been eligible for nursery provision under the urban programme, other districts which have not so benefited but which nevertheless show features which justify a degree of priority in the allocation of resources, for example, high density housing with insufficient play space for children. The extent to which areas of social need exist within the area of an education authority will be taken into account by the Government in determining the authority's share of the building programme.
(iii) School Building

43. For many years the main objective in school building has been to provide additional primary and secondary school places to keep pace with the growth of the school population and with its redistribution as pupils moved with their parents into areas of new housing development. More recently, education authorities have also had to provide extra secondary school accommodation to prepare for the raising of the school leaving age. As a result of extensive building to meet these basic needs and, on a lesser scale, to improve and replace obsolete school accommodation, the great majority of primary and secondary pupils and their teachers are now housed in schools that have been built or improved in the past 25 years. Indeed, school building projects completed in the past 10 years alone have provided permanent accommodation for the equivalent of about 35% of the primary population and 61% of the secondary population in education authority schools.

44. Nevertheless much remains to be done to remodel or replace unsatisfactory buildings in the stock of existing schools. This applies particularly to the primary schools, where the proportion of pupils in modern accommodation is substantially smaller than it is in secondary schools. From next year, the total primary school population in Scotland will start to fall, and from the middle of the 1970's the rate of increase in the secondary school population is expected to slacken. Consequently there will not be the same need to concentrate on the provision of additional school places, and this provides an opportunity for more work to be done on the renewal and modernisation of old and unsatisfactory school buildings.

45. In 1970 the Government announced an increase in the school building programme for 1972-73 to permit faster progress in the replacement and improvement of primary schools, and in 1971 a continuing programme specifically for primary schools' improvements was announced at the level of about £8m a year for the period 1973-74 to 1975-76. Under the main school building programme there is also some scope for
the improvement and replacement of secondary schools. It is now proposed to
increase the school building programme by £2m a year in each of the 3 years 1974-75
to 1976-77 to enable education authorities to start more improvement and replacement
work.

46. In the primary sector, the improvement programme already announced up to
1975-76 will continue for a further year and will be augmented, particularly in
1974-75, to enable education authorities to provide the extra accommodation needed
for the improved primary school staffing standards which they are expected to attain
by the mid 1970's. The size of the increased programme will be determined in
consultation with education authorities.

47. While secondary school accommodation in Scotland is on the whole more modern
than primary accommodation, there remain in many areas secondary schools which warrant
early improvement or replacement. The amount of work on these schools which can be
undertaken in 1974-75 will be limited because of the need to concentrate on
improvements in the primary sector, but by 1975-76 sufficient progress will have
been made with primary schools for more of the resources available to be used for
secondary school improvements and replacements.
48. There is also need for improved provision for handicapped pupils. There is a shortage of provision in the public sector in Scotland for maladjusted children, and new schools, some of them residential or with hostels attached, are needed. In order to encourage education authorities, individually or in collaboration, to meet this need the Government has arranged for expenditure on the special education of maladjusted pupils to be pooled.

49. Many of the existing special schools for all types of handicapped children are housed in old and unsuitable buildings and ought to be replaced. Many special schools, indeed, are housed in old primary or secondary schools no longer needed for their original purpose. Even where premises were originally planned as a special school, they may no longer be suitable to accommodate new patterns of handicap and new methods of instruction; for example, a school which might once have accommodated children suffering the effects of poliomyelitis may lack the spaciousness and facilities needed for chairbound children with spina bifida.

50. All the provision required for handicapped pupils will not be made in special schools or classes. The Government welcomes the increasing tendency to encourage any handicapped child who can, with appropriate support, cope in an ordinary school to attend there; and education authorities are being encouraged to make the necessary physical adjustments in some of their schools, especially in the secondary sector, for this purpose.

51. In order to meet the needs for additional new provision and for replacement of unsatisfactory older special schools, the Government propose to authorise a special school building programme of £11.1m in the next five years rising from £1.5m starts in 1972-73 to £2.4m in 1973-74 and continuing at that level to 1976-77.
Supply of Books and Educational Equipment

52. It has not been the policy of the Government to set standards for the supply of textbooks, library books and educational equipment in schools. This is an area in which education authorities have complete discretion. It is, however, increasingly clear that as teaching methods become more sophisticated, more resources will be needed for expenditure on books and equipment. Curriculum revision has led to a more rapid turnover of textbooks and to use of a variety of books in primary schools. In secondary schools a wider range of books is used to cover certain subjects fully; for instance, English studies are no longer confined to a small number of major classical texts. Quite apart from the range and variety of books needed to cater for new developments, it is clear that, given the current pace of change in all aspects of society, the books provided in our schools will have to be replaced more often than in the past if education is to remain relevant to the experience and interest of pupils.

53. Modern teaching methods also require an expanding use of technological aids, such as film scripts, films, film loops, tape recorders, projectors and, at a more elaborate level, language laboratories and video tape recording equipment. In some subjects, notably science, more sophisticated and costly equipment is needed to match the modern curriculum and demands will be created not only by new subjects, such as computer studies, but also by new concepts and methods in old established subjects like art and technical studies. The development and expansion of outdoor education and field studies also creates a demand for expensive equipment.

54. These developments suggest the need to leave room for expenditure on books and equipment to increase much more rapidly than in the past few years, when the level of spending in this area has been virtually static. For planning purposes, therefore, it has been assumed that spending will rise by about 6% annually to 1976-77, and thereafter at a more moderate but still substantial rate.
55. The classroom teacher remains at the centre in the school system and programmes for improvement of the education service, whether they involve better facilities or equipment or additional staff, serve to create an environment in which the teacher can work more effectively. So far as the teaching force itself is concerned, the Government's objectives are the maintenance of a suitably qualified and trained teaching force sufficient in number to permit classes of a reasonable size in which pupils can receive individual attention and to provide necessary remedial education, to allow for a curriculum adequate in scope, and to provide sufficient resources of manpower for the general management of the schools, for the guidance and counselling of pupils and for a reserve for in-service training. There are no easy tests that can be applied to assess the right level of teacher strength and hence the proper level of teaching costs, which account at present for about 66% of total current expenditure on schools.

56. The post-war period was characterised by widespread teacher shortage, and the concern of the central Government was almost wholly directed to the achievement of minimum staffing standards through regulations stipulating maximum class sizes and formal qualifications for teachers. Education authorities were pressed to eliminate oversize classes, to replace unqualified teachers and re-employed retired teachers and to fill vacancies. There was limited progress for many years but with the establishment of the General Teaching Council for Scotland steps were taken in 1968 to eliminate unqualified teachers from primary schools and to restrict their employment in all schools. Since 1968 there have also been significant improvements in the supply of teachers. The qualified teaching force in education authority and grant-aided schools has grown from 36,300 in October 1960 to 46,700 in January 1972.

57. A fair distinction is drawn in Scotland between the qualifications required for primary and for secondary teaching respectively, and the differences in qualifications make it necessary to treat separately the two sectors of school
education for the purpose of stating a policy on teacher numbers. In general, however, the Government has decided that further increases in the number of teachers are not now the only priority, and that the proper staffing of the schools is not to be achieved simply by prescribing maximum class sizes.

**Primary Schools**

In primary schools it has become evident that the prescription of maximum class sizes inhibited the development of more flexible types of organisation. Accordingly, new standards of staffing based on minimum complements linked to the roll of the school were set by regulation from 1 August 1972. They are such as to permit an average class size of no more than 35 in a school with a traditional form of class organisation. They imply a national pupil:teacher ratio of 26:1 when account is taken of remedial teachers and visiting specialist teachers in, for example, physical education.

The Government's intention to move towards a further improvement in staffing standards by session 1975-76 was announced in Scottish Education Department Circular No. 819. Again, these standards were expressed in terms of a complement of teachers related to school size. They would produce a maximum average class size of at most 30 in a traditionally organised school, and they imply a national pupil:teacher ratio of 25:1; remedial and visiting specialist teachers would be additional to the minimum complements. On this basis, it is estimated that a teaching force of 25,800 - about 8¾% more than the numbers actually in service in 1971-72 - would be required in education authority schools in session 1975-76. The Circular indicated the Government's view that once these standards had been achieved any additional resources should not be used to expand further the primary teaching force, but should instead be devoted to other educational objectives, such as the provision of additional auxiliary assistants, books and aids to teaching in the primary schools, or to meet emerging needs in other sectors.
60. The announcement that the 1975-76 standards, once achieved, should not be further improved on for some years implied some control of entry into training if supply was not to exceed demand and unemployment of teachers was to be avoided. Accordingly, the entry of students to primary diploma courses in the colleges of education was restricted to about 2,500 in October 1972. Teachers from these courses will be available to take up work in the schools at the beginning of the 1975-76 session and it is estimated that, together with graduates who have taken the 4 year course leading to the degree of BEd or the one year post-graduate course of teacher training, they will be adequate in number to enable education authorities both to achieve the 1975-76 staffing standards and to appoint the teachers required for their increasing nursery provision. The Government will seek to maintain a reasonable balance between supply and demand of teachers by control of intake in future years.

Secondary Schools

61. It has become clear that in secondary schools, as in the primary schools, the prescription of maximum class sizes does not amount to a satisfactory staffing policy. A staffing study has been undertaken with the object of establishing a method of measuring the demand for teachers that will be sensitive to the many factors affecting the number needed in schools of different sizes and types. The results of this study will be published shortly and will be the subject of consultation with education authorities, teacher associations and other interested bodies.

62. Meantime the Government's provisional view, based on these results, is that the objective for the staffing of education authority secondary schools during the second half of the decade should be a national pupil:teacher ratio in the region of 15:1, compared with the ratio of 16.2:1 that is expected in 1973-74. It is this provisional objective which they will propose, therefore, as a basis for consultation. In 1977-78, when the school population is expected to be at its peak, a ratio of 15:1 will require a teaching force of about 27,300 compared with 20,700 in 1971-72 - an increase of 32%. The stabilisation of the teaching force at a national pupil:teacher ratio of 15:1
...may involve placing some restriction on the number of graduates entering teacher training.

Teacher Training

63. In the primary field, the colleges of education, in addition to providing the 3-year primary diploma course, will cater for the growing number of students who wish to follow a combined course of academic study and teacher training leading to the degree of Bachelor of Education and will also make provision for the training of the increasing number of graduates who are expected to enter primary teaching. A report on the training of secondary teachers, which was prepared by a Working Party set up by the General Teaching Council for Scotland and approved by that Council, will be published shortly. Without prejudice to decisions about the future pattern of training for persons entering the profession that may be taken after consultation on this report, it is the Government's intention to expand the provision of courses for teachers who are already in employment both in primary and in secondary schools. The staffing levels set out in the foregoing paragraphs allow for this expansion, and the National Committee for the In-Service Training of Teachers is already stimulating the necessary developments.

Auxiliary Staff

64. The primary schools at present employ the equivalent of some 300 auxiliary helpers. Experiments in the extended employment of auxiliaries are being conducted by several education authorities. The working arrangements vary but the general pattern is for one auxiliary to assist three or four teachers in a range of "household" duties, including the preparation of play and other materials. The Government is satisfied that there is scope for a considerable increase in this form of assistance for teachers. In secondary schools there has been much interest in recent years in the employment of administrative and clerical assistants, laboratory technicians and other auxiliary staff to relieve teachers of work that does not require their professional skills. This development is generally welcomed by educational interests and the Government will encourage education...
Authorities to make further provision of this kind. Meantime a working party will investigate how such staff can be employed most effectively. A second working party will identify the nature and range of functions in secondary schools which may appropriately be undertaken by persons such as youth and community workers, librarians and instructors.

The Teaching Profession

65. Educational standards ultimately depend on the effectiveness of the teaching that is provided. For many years teachers were handicapped by deficiency in numbers, a deficiency which education authorities were forced to try to offset by employing teachers who were not fully qualified, and by shortages of auxiliary staff, accommodation and equipment. The policies now proposed will consolidate and continue the improvements in these fields that have already been made. It must be recognised, however, that as the deficiencies are overcome and higher standards become feasible, these changes will bring with them a new form of challenge; more will be expected of teachers by education authorities, by parents and pupils, and not least by their colleagues in the schools. The Government has no doubt that the teaching profession will respond fully to the challenge that the new opportunities will offer.
4. EXPENDITURE IMPLICATIONS

66. It is provisionally estimated that the proposals made in this White Paper for the further expansion of higher education will increase public expenditure, including expenditure on student support but excluding expenditure on universities, from just over £32m in 1971-72 to about £45m* in 1976-77.

67. The proposals for schools will, it is estimated, increase expenditure in this sector to about £222m in 1976-77 compared with £185m in 1971-72. The higher levels of expenditure proposed allow for a substantial start to the nursery school expansion programme, continued expansion of the teaching force, increased expenditure on school building and for a start to be made on other improvements such as the recruitment of non-teaching auxiliaries.

68. Altogether, it is estimated that the cost of all educational services in Scotland, including, in addition to the two main sectors mentioned above, further education, school meals etc., but excluding universities, will rise from £285m in 1971-72 to about £345m in 1976-77, an overall rate of growth of 3.7% per annum.

69. The main impact of the cost of the nursery expansion programme will be in the second half of the decade, when there should also be a continuing improvement in the provision of teaching aids and teaching auxiliaries and, in later years, some increase in the primary teaching force to meet an increasing population. Higher education will also continue to expand at a steady rate. After 1976-77, however, there should be some levelling off in expenditure on teaching costs, and, on the assumptions set out in this Paper, total expenditure on education services in Scotland would rise to about £380m by 1981-82.

70. The Government considers that the programme of educational expansion proposed in this Paper is no less than is required to achieve the personal fulfilment of our young people, a balanced and progressive society and a vigorous rate of economic advance in the last quarter of this century. The policies proposed are significant.

*All expenditure projections are in terms of 1972 prices
and ambitious. They should be taken as indicating the general scope and direction of the education programme over the next ten years. Although they are based on realistic assumptions of the resources that will be required, it is not possible to make precise estimates over a ten year period. The pace and extent of progress in the later years must therefore be regarded as flexible. The Government believes that the deployment of resources in the directions outlined in this Paper will ensure that they are most effectively used to further the objectives of the educational services in Scotland over the next decade.