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THE TEACHING OF PUBLIC ADMINISTRATION AT SUB DEGREE LEVEL IN
COLLEGES OF FURTHER AND HIGHER EDUCATION

by

John Royston Lewis

Thesis submitted for the degree of Master of Arts of the
University of Durham, on the basis of research conducted in the
Department of Politics, University of Durham

Date of submission: 1978

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DECLARATION

None of the material in this thesis has previously been submitted for a degree in this or any other university.

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THE TEACHING OF PUBLIC ADMINISTRATION IN FURTHER AND HIGHER EDUCATION

J.R. LEWIS

ABSTRACT

Most public administration courses in the colleges are externally validated and there has been no development of an educational philosophy or of new courses and curricula by college staff.

The major courses are the Ordinary and Higher National Certificates in Public Administration. In over half of the colleges, teaching groups for these courses are small; at Ordinary level only one third of the students enrolling initially could expect to obtain a certificate after two years study. Student support for professional body courses was slight. Opportunities for development of specialised teaching interests was thus severely limited.

Most full time teachers of public administration were graduates; half were qualified teachers. The total group showed no leaning towards research. Half of the group have been employed outside teaching but only a third claimed experience of local or central government employment. Few part time teachers employed.

Local government uses the courses as further education and training schemes, but while a quarter of the students at Ordinary level are civil servants, the possibilities of neither this nor the Higher level course, are recognised by the Civil Service for external training purposes. The Higher level course is supported almost entirely by local government employees.

The control and monitoring of the courses has been unsatisfactory and is unlikely to improve under the Business Education Council.

The future for public administration places reliance upon developing BEC courses. This may result in a decline in the specialist nature of the subject, a diffusion of teaching responsibilities, and a down-grading of courses to technician status. The LGTB needs to review the relationship between its own and BEC awards. The Civil Service should reconsider the use of public administration courses for further education and training.

PREFACE

PREFACE

A questionnaire, included as Appendix 1, was circulated between October 1976 and April 1977 to all colleges listed in the Education Authorities Directory 1976 as including in their organisation Departments of Business Studies, General Studies, Government or Public Administration. The questionnaire was sent in each case to the Principal or Director of the college with a request that it be completed by the appropriate department, i.e. the department offering a course in public administration.

The list of colleges was also checked against the statistical returns of the Business Education Council. These returns show the number of colleges approved to run courses for the Ordinary and Higher National Certificates in Public Administration, and the number of students entering the examinations for these awards at each centre.¹

Questionnaires were sent in the event to 210 institutions. In four cases college mergers resulted in duplication of questionnaires, so the effective coverage was of 206 colleges. Returns were made by 148 colleges, an effective rate of return of 74%. One college refused to make a return; from 57 other colleges there was no response.

The response rate of 74% must be regarded with caution. In this return 89 colleges were shown as recruiting students to ONCPA courses. A survey carried out by the Local Government Training Board in 1976 showed 91 colleges undertaking such courses. Similarly, at HNCBSPA level, 42 returns were received, as against 53 in the LGTB Survey. A comparison of student figures shows a shortfall, as against the LGTB figures, of 6% at ONCPA and 9% at HNCBSPA.

From this it is clear that the number of colleges failing to respond to the questionnaire in Appendix 1 contained a high proportion of colleges not actually recruiting students to the course. In terms of colleges actually recruiting students to ONCPA and HNCBSPA the effective rates of return were therefore closer to 94% (ONCPA) and 91% (HNCBSPA) in terms

1. These returns do not necessarily cover all colleges offering public administration courses since they are concerned only with the National Awards. It is unlikely that there are colleges not listed offering professional public administration courses however, since the National Awards approvals were sought in the first instance by all colleges interested in teaching public administration.

of student numbers, and 98% (ONCPA) and 79% (HNCBSPA) in terms of courses in colleges.

During 1977 further enquiries were made by way of letter and personal visits to 20 institutions, and interviews were conducted with 32 lecturers and heads of departments. The views of two professional bodies, five training officers and three Local Government Training Board officers were also sought by personal interviews.

These enquiries were carried out with a view to supplementing information already given in the returns to the questionnaires to the colleges, and were generally unstructured, the opportunity being taken to allow individuals to expand upon information given earlier, although in some instances particular points, such as, for instance, the difficulty of recruiting students from district councils, were investigated further.

Thereafter, in May 1978, questionnaires were sent to 103 training officers in local education authorities. It was impractical to attempt to circulate all training officers; those working in local education authorities were circulated since Education Departments, it would seem, tend to be major supporters, in student terms, of public administration courses.² Replies were received from 49 training officers, an effective rate of return of 47.5%. The questionnaire sent to training officers appears as Appendix 2.

Information received from the questionnaire to the colleges was used to provide most of the factual information concerning teachers, students and courses in this study, supplemented by views gathered from interviews. The views of training officers have been taken into account and noted from the returns made to the questionnaire in Appendix 2. Factual information was also obtained from statistical analyses provided by officers of the Business Education Council; these are noted at appropriate places, as are the statistical tables published by Northern Counties Technical Examinations Council, the Civil Service Council for Further Education, and the Local Government Training Board.

2. The assumption, based on returns from the questionnaire to colleges, was accurate. The 49 training officers reported on the attendance of 1200 students enrolled on ONCPA courses; these comprised 22% of the total student enrolment for 1977/78, and 32% of the local government enrolment.

Other Surveys

Use has additionally been made of information obtained from other surveys, presently remaining unpublished. The first was a survey carried out by members of Her Majesty's Inspectorate during 1974/75; the second was a survey undertaken by the Local Government Training Board during 1976/77; the third was an interim report of a research project undertaken by staff of North East London Polytechnic for the Local Government Training Board.

A brief note may here be added explaining the background to, and findings of, these surveys; other information arising from them is detailed elsewhere in this study.

1. HM Inspectorate Survey

During the course of 1974/5 HM Inspectorate carried out a survey of colleges offering the ONCPA in order to examine certain of the features of the course and discover whether any adjustments were necessary in its general objectives and structure. The survey was never published.

The features considered included:-

- (1) the relative proportions of civil service and local government employees;
- (2) the relative growth of the course in individual colleges, the sources of support and the expectations of growth;
- (3) the attitude of training officers in local authorities to the course;
- (4) the qualifications of the staff engaged in the teaching and the extent to which any attempts to obtain seconded experience in local government had occurred;
- (5) the extent to which local authorities were using the certificate for the purpose of promoting employees and the extent to which students went on to more advanced courses after completing the certificate.

The method used to conduct the survey was as follows. Every college providing a course was asked to complete a questionnaire which called for information on:-

- (a) enrolments over the first 4 years with a breakdown into age groups;
- (b) examination results of the past 4 years;
- (c) subjects taken by students and how far the "normal" course was followed;

- (d) catchment area;
- (e) number of students from civil service and local government;
- (f) who advised the students to come on the course;
- (g) student wastage on the course;
- (h) use of part time staff.

A number of colleges was selected by HMI for a visit to discuss the questionnaire and to visit classes. Training officers were also visited in a number of cases.

The results of the survey were collated from regional reports submitted by HMI in the field. The draft report was made available to the author and is referred to as HMI Survey 1975; where reliance is placed upon the regional reports from which the Survey Report was collated they are noted as, e.g. HMI Survey 1975 (NW Division).

For purposes of comparison some of the matters covered by the HMI Survey 1975 were specifically covered in the author's 1977 survey, and in some instances the same questions were asked of the colleges. While student recruitment rose between 1974/5 and 1976/7, the number of colleges offering the course rose only slightly and the number actually providing the course fell.

2. Local Government Training Board Survey

During the session 1976/77 the LGTB undertook a survey in an attempt to analyse the teaching facilities available in the colleges. 157 teaching institutions were asked to supply information; of these, 127 replied with figures for current courses, 26 stated they no longer offered courses, and 4 made no reply.

The survey covered ONCPA, HNCBSPA, and COS (for local government students). In the case of the ONCPA the colleges were asked to state the total number of students enrolled. These enrolments in 91 colleges totalled 3938. The HNCBSPA returns showed the course running at 53 colleges with a total enrolment of 1941.

Since the returns were regionalised it was possible to note a pattern of attendance. The North and North West between them recruited 31% of the students; if Yorkshire and Humberside, and the West Midlands were added the total rose to 57%. A similar pattern arose in HNCBSPA; almost 37% of the students were located in the North and North Western regions, 47% if West Midlands and Yorkshire and Humberside are added. Greater London, rather surprisingly, recruited only 10% of the ONCPA and 14% of the HNCBSPA. In percentage terms it would seem that the North ran the most economic courses: an average of 98 ONCPA students per college, and an average of 82 students on the HNCBSPA courses. This

compared with 14 ONCPA students per college in the Eastern, Essex and Herts region and an average of 34 students per HNCSPA course in that region.

A large number of authorities replying to the questionnaire expressed general satisfaction with the courses but a significant number considered the ONCPA to lack direct application to the work situation and there was some criticism of the teaching - in particular that the staff teaching on the courses lacked practical knowledge of local government.

3. Local Government Training Board Research Project

Through the North East London Polytechnic the LGTB has also undertaken a research project on administrative training in the London Boroughs.³ The project is not yet completed and published but to date the implementation of LGTB training recommendations has been considered, along with the reasons for the reactions of the Boroughs to recommendations of the LGTB⁴, and a study has been undertaken of who influences the relevant training decisions.

As far as the present situation regarding the use of LGTB recommended courses is concerned, the researchers have found that in the London Boroughs the Certificate in Office Studies is used by most boroughs (with varying degrees of satisfaction), but the Higher Certificate in Office Studies is little used.⁵ ONCPA and HNCBSPA are used by almost all boroughs, in the latter case often in conjunction with CMA, but the HNDBSPA is little used.

Some courses not recommended by the LGTB are supported by the Boroughs: some 20% use the Institute of Administrative Management courses and a considerable number of students now use ICSA courses, but mostly by

3. An Investigation of the Implementation of the LGTB Recommendations on Administrative and Clerical Training in the London Boroughs. An Interim Report was prepared for the LGTB in February 1975: A Review of the Investigation of the training scene in London and the reaction of Borough Training Officers.

4. Training Recommendation 4: Administrative and Clerical Staff, LGTB, October 1970 and its Supplements, Clerical Training Part 1, October 1970, and Administrative Training, September 1971. A further supplement deals with Implementation of Practical Training, with regard to DMA, and a July 1971 Supplement covers Administrative and Clerical on the Job Training.

5. Only nineteen students from the two Boroughs attended.

correspondence. The ICSA and the DMS⁶ are seen by many boroughs as the two major alternatives to the DMA (which is used currently by only two boroughs, with 50% yet undecided) for advanced administrative training.

6. The DMS is recommended by the LGTB only for management training.

INTRODUCTION

INTRODUCTION

The study of administration has been defined as "a jungle in which the tracks (not to mention the bones) of every breed of social scientist is to be found."¹ The thickness of the jungle undergrowth is affected by the rapidly proliferating policies demanding implementation, modification and reformulation, and all those who would clear a way through that undergrowth must perforce concentrate only upon the path they wish to follow. Hence, it is suggested, there is a need to reach an agreed definition of administration, and to recognise the distinction that may be drawn between "administration" generally and "public administration" in particular.

Definition of Public Administration

Public administration has been said to consist of "all those operations having for their purpose the fulfilment or enforcement of public policy."² The social nature of the activity of administration means that it can take place in various settings, the business setting being regarded as a particularly important one. Public administration is administration undertaken in a political setting. In this instance alone, therefore, it can be seen as distinct from other forms of administration.³

There are other important distinctions to be drawn. Different kinds of administrative organisations may yet have common features; a great deal of administrative theory is relevant to both public and private administration. There are two particular concepts, however, which may be regarded as distinguishing public administration from its counterparts: the public interest, and public accountability.

It is possible to argue that there is a further point of distinction: that of purpose. Public administration is concerned with the formulation and implementation of public policy. This is distinct in purpose from a business organisation or other organisations. A business organisation

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1. DV Donnison, The Development of Social Administration, (Inaugural Lecture, London School of Economics, 1962).
 2. LD White, Introduction to the Study of Public Administration, 1948, p.3.
 3. Richard A. Chapman, "Efficiency and Effectiveness in the Civil Service", Eleventh Report for the Expenditure Committee, Series 1976/77, on the Civil Service, vol.III, H.C. 535, HMSO 1977

usually exists to secure profit for its owners. "The crucial problems of a business firm are thus concerned with efficiency and profit; those of a mutual-benefit association with internal democracy; those of a service organisation with balancing the professional service ethic against administrative procedures; and those of a commonweal organisation with the retention of political control."⁴ But all these distinctions are matters of degree only, and it is perhaps more apposite to look at the distinguishing features of public interest and public accountability.

The Public Interest The Government administrator must take account of all organisations in society and integrate the different interests into the concept of the public interest. Unlike the private administrator, whose representation of a single interest may restrict his field of vision, the public administrator must necessarily be sensitive to public opinion. That opinion will be expressed through the political channels available to him; the general, public interest is thus represented by the political environment in which he works.⁵

Public Accountability The main distinguishing feature of public administration lies in its accountability to the public. Its formal expression in the field of central government lies in the doctrine of ministerial responsibility and, in particular, the principle of the individual responsibility of ministers for the conduct of their departments. Legal obligations are placed upon Ministers of the Crown,

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4. RGS Brown, The Administrative Process in Britain, 1970 p. 155. See also PM Blau and WR Scott, Formal Organisations, 1963, pp. 42-51. The qualitative distinctions between private and public enterprise were suggested to the Fulton Committee in the evidence of Professor Self: see Fulton Report, vol. 5, p. 1121, para. 69. In the view of Parker and Subramaniam the main difference between government and private activity is the "allocative" and "integrative" character of public administration: "Public and Private Administration", International Review of Administrative Sciences, 1964, p. 366.. Equally, it is pointed out that the dissimilarities of the private and public sectors are not so clearly defined in the real world: the interests of "customers" and clients in the public sector can be similar to those in the private business world: A. Dunsire, Administration: The Word and the Science, 1973, p. 169. The political environment aspects of public administration are dealt with in Chapter 7 of the Eleventh Report from the Expenditure Committee, Series 1976/77, The Civil Service, HMSO 1977.
5. See further RS Parker and V Subramaniam, "Public and Private Administration", International Review of Administrative Sciences, 1964, pp. 355-366.

and each Minister is not only politically responsible but also legally responsible for the activities of all his departmental officials in their official capacities,⁶ in the sense that he will be the defendant in a maladministration suit. The application of the doctrine of political accountability both to ministers and to civil servants is now much in question, however: there were no ministerial resignations for instance as a result of the Vehicle and General Case⁷ and the operation of the doctrine to civil servants does not seem to have been sufficiently investigated.⁸

Other Viewpoints

Other possible viewpoints may be taken. There is the view that public administration can be distinguished from business administration because it is based upon market compression rather than market innovation,⁹ or that it is born of social necessity. Others would argue that its scope is so wide that it defies classification, or that no condensed definition can encompass all its ramifications.¹⁰

Many of the proposed definitions lack precision, and are not sufficiently comprehensive because they fail to distinguish between

6. This can of course be seen in wider terms, particularly in the socio-economic-cultural context, and the inevitable movement towards an "internationalisation" of British public administration, of which membership of the European Economic Community is an important part. The operation of the doctrine of public accountability in the narrower sense has been closely observed, notably in Bernard Crick, The Reform of Parliament, 1968, Brian Chapman, British Government Observed, 1963, WJM Mackenzie and JW Grove, Central Administration in Britain (chapters 20 and 24), 1957, and Ronald Butt, The Power of Parliament, 1967. And see AH Birch, Representative and Responsible Government: an essay on the British Constitution, 1964.
7. See RJS Baker "The Vehicle and General Affair and Ministerial Responsibility", The Political Quarterly Vol. 43, 1972, pp. 340-345.
8. See Richard A. Chapman, "The Vehicle and General Affair: Some Reflections for Public Administration in Britain", Public Administration, 1973.
9. Peter Self, "Tests of Efficiency: Public and Business Administration" PAC Bulletin, No. 11, p.6, 1974.
10. Frederick C. Moher, "Research in Public Administration: Some Notes and Suggestions", Public Administration Review, XVI, No. 3 (Summer 1956) 170, 177. Nigro suggests a brief summary of points in a list is necessary to provide a definition: Felix A. Nigro, Modern Public Administration, 1965, p. 25.

the administrative and other governmental processes¹¹ so there is the view that it is better simply to consider what may be seen as the peculiar characteristics of public administration. These, it has been suggested, are administration within monopoly conditions, a consciousness of community service, consistency of treatment of citizens, anonymity of administrative officials, public responsibility, public information, and large scale organisation. The objection to this is that few of these characteristics are indeed peculiar to public administration.¹² If private and public administration are viewed, as it were, at a distance, the distinctive characteristics of the one as opposed to the other tend to blur, and it is suggested that they are really intertwined parts of the same system, inseparable from one another, the values of the one dependent upon the values of the other.¹³

The Concern of Public Administration

One way out of the dilemma arising from these conflicting views might be to restrict the viewpoint to what is clearly the concern of public administration, but even on this many writers would seem to disagree.

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11. Examples from definitions put forward by American writers may be used to illustrate the point: "Public administration consists of all those operations having for their purpose the fulfilment or enforcement of public policy", LD White, Introduction to the Study of Public Administration (1948) p. 3; "The work which the government does to give effect to a law is called administration" (H. Walker, Public Administration in the United States, p.5); "Administration consists of getting the work of government done by co-ordinating the efforts of people so that they can work together to accomplish their set tasks" (JM Pfiffner, Public Administration, p. 6).
 12. Additionally, there is the view that characteristics such as political accountability, financial accountability, the upholding of standards of fairness and humanity, and confidentiality are matters that can merely be subsumed, with attention being paid to the political environment within which public administration is carried out: Richard A. Chapman, Efficiency and Effectiveness in the Civil Service, para. 6.
 13. A. Dunsire, Administration: The Word and the Science, (1973) p. 179. Nor should a fetish be made of such terms as social or public accountability - central administration is not unique in operating under social control and, paradoxically, social accountability is compatible with independent status: H. Parris, Constitutional Bureaucracy (1969) p. 304.

Public administration is certainly concerned with the administrative activities of government and quasi-government agencies; it is arguable whether it is concerned with policy-making. There is a view that it is restricted to the technical processes required for the effective implementation of policy, with its aim the most economical use of resources to achieve its determined ends.

Moreover the study of public administration, whether as a subject in itself or as a contribution to a wider study, must be seen as only part of a larger context: it touches upon many other branches of knowledge and structures, both comparatively and historically. Indeed, it has been said that it borrows from more fields than any other discipline.¹⁴

The Concept of Public Administration in Further and Higher Education

In the universities, discussion as to the distinction between public and business administration has been compounded by the question whether or not there is a subject called Public Administration. The answer has tended to be that Public Administration can mean both a subject study and a vocational curriculum.¹⁵

Such discussion has tended to be largely ignored in the further and higher education sector at sub-degree level. Public Administration is an appellation happily applied both to a subject and a course curriculum without attempting to define the boundaries of meaning implied in the words. Thus, the argument as to what is or is not public administration, the difficulty of definition, the discussion as to what may be the scope or content of public administration, these are matters which by and large have passed by the further and higher education sector. The tendency has been to adopt a pragmatic approach which concerns itself little with problems of definition. The further education sector, and only to a slightly less extent the higher education sector, has adopted the approach at sub-degree level that if there is a student demand for a particular kind of course and there is an externally validated examination at the end of it, it matters little what that course is called. The approach is by way of a reaction

14. ME Dimock and GO Dimock, Public Administration, Rinehart, 1965, p.5.

15. A. Dunsire, Administration: The Word and the Science, p. 206.

to market forces¹⁶ and in the development of such a socially responsive attitude little attention has been paid to what it might regard as the niceties of definition. This is a direct result of the manner in which further and higher education has emerged as a system.

Development of Further and Higher Education The expansion of further education which began as a result of the Government White Paper in 1956¹⁷ followed a pattern in terms of student support that went back to the early years of the century.¹⁸ The White Paper suggested that students fell into three categories of workers - Technologists, Technicians and Craftsmen - and pointed to the three categories of awards available to them apart from degrees. These were Technical College Diplomas, National Diplomas and Certificates, and Certificates of the City and Guilds of London Institute.

The White Paper was followed by a Ministry publication on the organisation of technical colleges,¹⁹ which designated four types of college: local colleges, area colleges, regional colleges and colleges of advanced technology. This was followed by another Government White Paper in 1961,²⁰ the objects of which were stated to be to broaden education, adapt the further education system to the needs of industry, increase the variety of courses, and reduce wastage. It formulated a ten point plan which was supported by an investigation of the links between schools and colleges in 1962.²¹

Education for commerce and business also had its origins in the latter half of the nineteenth century; the early years of this century saw a gradual expansion with National Certificates in Commerce being developed in the 1930s. The first real thrust in development occurred

16. This has perhaps been a reflection of the attitude in local government that courses should be closely related to practical needs and the "vocational" nature of the further education tradition, and its emphasis upon sub-degree level work, has appealed to local government officers at the lower levels. Certainly, the colleges have long been responsible for a great deal of the general and vocational education of local government officers: HV Wiseman (ed) Political Science (1967) pp. 12-16.

17. Technical Education, HMSO 1956.

18. The development of further and higher education between 1851 and 1963 is traced in M. Argles, South Kensington to Robbins, 1964.

19. Ministry of Education, Circular 305/56.

20. Better opportunities in technical education, HMSO, 1961.

21. Ministry of Education, Forward from School: the links between schools and further education, HMSO, 1962.

after the Carr-Saunders Report on commercial education,²² but a refashioning was undertaken only after the McMeeking Report in 1959²³ which called for a national effort for the recruitment and education of young people for commerce. In 1961 the National Awards in Business Studies emerged for full-time, part-time and sandwich students. The developing pattern for commercial education thereafter followed that for technology, and it proceeded upon the same foundation - a client-orientated base.

The universities had long had a tradition of developing their own courses of higher education; these were seen as pushing back the frontiers of knowledge, designed with latest research developments in mind, and subject to no external validation procedure. In the field of technical education the situation was always quite different. The colleges did not place emphasis upon original research; they did not possess the traditions and status of the universities; they concerned themselves more with the training function; and they were subjected to external validation procedures as far as courses were concerned.

Inevitably, they looked towards the needs of young people as they were perceived in the White Papers and offered schemes that were examined and validated externally - notably through City and Guilds of London Institute (CGLI) and Royal Society of Arts (RSA).

Within the field of public administration, the colleges quickly accepted responsibility for the teaching and training of various professionally-oriented students whose employment lay in local and central government and whose examination aims were in the field of professional administration, public accountancy, housing management and other areas such as those detailed in Appendix 3. There was also a continuing concern with the education and training of civil servants and local government employees, particularly for those below the age of 18. But there was no concerted attempt by colleges to produce their own courses for these young employees; rather, they prepared students for examinations which were externally validated and assessed.

22. Ministry of Education, Report of a special committee on education for commerce, HMSO, 1949.

23. Ministry of Education, National Advisory Council on Education for Industry and Commerce, Report of the Advisory Committee on Further Education for Commerce, HMSO, 1959.

The greater part of the work undertaken in the colleges was, therefore, influenced by a local student demand for nationally recognised awards, and the expansion of further and higher education through the nineteen-fifties and -sixties did little to change this pattern. The establishment of the Council for National Academic Awards, the development of the polytechnics and the flood of new degree proposals had an impact in the larger colleges, but the effect upon sub-degree work has been minimal. Reliance for part-time student support in the colleges of further education remains with CGLI, RSA and National Awards courses.²⁴

The expansion of the last twenty years was partly a response to the demands of the occupational structure for better qualified manpower, and could be associated with the increasing proportion of professional workers²⁵ while the formation of the industrial training boards was an attempt to expand and improve the efficiency of the part-time, on-the-job education of skilled manual workers, which had a certain impact upon the further education sector in terms of courses. Yet the same basic principle remained - the courses that expanded and developed were changed by external bodies, not by the colleges themselves.

What may be seen as a continuation of the principle of social responsiveness²⁶ by the colleges inevitably led to certain effects

24. Typically, a large further education Business Studies Department will offer Secretarial Courses (RSA, London Chamber of Commerce, Regional Examining Body); Business Studies and Public Administration (National Awards); Professional Courses (such as Institute of Accounting Staff, Institute of Legal Executives, Chartered Institute of Public Finance Accountants); Clerical Courses (National Awards); and Distribution Courses (National Awards). It would be unlikely to offer anything other than short courses which would be its own devising. See, for example, the prospectus of Newcastle upon Tyne College of Arts and Technology, 1977/78.

25. Ronald King, Education, 1969, p. 114.

26. This is sometimes described as "client demand" but the clients, be they students or employers, can show themselves singularly vague and ill-informed as to the courses on offer. The demand must be seen in part as an acceptance of what is offered, and a circuitous argument is developed: see MR Carter, Education, Employment and Leisure, 1963, pp. 122-124, 125-129. There is probably a more informed student choice, albeit a limited one, in the case of local government students who tend to opt for National Awards or professional courses. The same is true to a lesser extent of civil servants.

which draw the distinction in attitude between the universities and the colleges even more clearly. There has emerged an inbuilt disinclination on the part of the colleges to develop an educational philosophy for courses of their own. Having become accustomed to dealing with courses that were externally validated and assessed, the colleges have produced little or no pressure from within to create and control their own courses and curricula. Though the colleges themselves should perhaps have been the agencies through which the needs of the students could be identified, on the whole they have merely tended to follow the dictates of the external examining bodies. Indeed, in the only major area where they were encouraged to work on curriculum development - "liberal studies" programmes designed to be non-examinable and introducing the student to concepts and ideas which were not study vocationally-orientated - no clear philosophy emerged and the new Technical Education Council (TEC) and Business Education Council (BEC) programmes have reverted to a constrained view of the part to be played by "liberal studies".²⁷

The general situation has been reflected within the field of public administration teaching in the colleges. Most of the students in the colleges are preparing for national awards, university awards or Local Government Training Board (LGTB) certificates and diplomas.²⁸ The nomenclature of these courses has been taken at face value by the colleges with little argument regarding content and aim of the courses being raised; rather, the colleges have been prepared uncritically to teach these externally validated or assessed courses. It could be argued that since a study of public administration should necessarily demand, like social administration, "a capacity to relate and apply other disciplines . . . (and) be preceded by those other disciplines, taught and studied for their own sake"²⁹ the acceptance without demur within the designated "public administration" courses of subjects such as Economics, Law and Statistics is quite logical, but this would seem to be

27. TEC schemes show a more work-orientated and industry-biassed programme of general studies; BEC schemes include no liberal studies element nor is it intended that they should: Business Education Council, First Policy Statement, March 1976, p. v. The National Awards of the Joint Committee for Business Studies and Public Administration contained a liberal studies element, but Rules 124 were sufficiently vague as to allow the colleges to evade the provision to a large extent.

28. BEC awards at National and Higher National level (formerly ONCPA and HNCPA), the Diploma in Public Administration of London University, and the CMA and DMA.

29. DV Donnison, The Development of Social Administration, 1962:

the result of lack of interest by the colleges rather than logic. The only doubts that have been voiced have been in relation to those schemes which by definition are Business Studies courses but are designated, spuriously, as Public Administration courses merely because they include a two year study of a subject called Public Administration, comprising not more than one fifth of the course and bearing little inter-relation to the other subjects studied.³⁰

The concept of public administration within further and higher education as far as the planning and operation of courses is concerned is, therefore, one of following a lead. If a course has been called by its progenitors a public administration course it has been accepted by the colleges. If a course has been offered for the benefit of local or central government employees the colleges have been prepared to use the public administration designation - whatever its course content.

Some opportunity for curriculum development has been offered of recent years as a result of the emergence of the Training Opportunities Schemes (TOPS). These courses, organised by the Manpower Services Commission, are designed to satisfy local needs by specially arranged courses of training. It should have led to the establishment of new kinds of courses but in fact many of them have hardened into the established pattern of "recognised" CGLI and RSA courses, at least as far as "skills" subjects are concerned.

Indeed, even the opportunity for syllabus development within the National Awards schemes would seem to have been eschewed. The Joint Committees published guide syllabuses in the subjects of their examinations, but in few instances did colleges write their own.

30. This is true of certain schemes advertised as Higher National Diplomas in Public Administration by some colleges. In the first instance, the award is a Higher National Diploma in Business Studies, and carries no mention of Public Administration, and secondly, the basis of the course is a study of business, with the study of "Public Administration" necessarily isolated from the main themes of the course. Some colleges, such as Huddersfield Polytechnic and Newcastle Polytechnic, would deny that such criticism would apply to their courses, which they see as integrated into a study of public administration - even though the award is still a Higher National Diploma in Business Studies. The basic argument is reversed in respect of the Higher National Certificate in Business Studies (Public Administration). This is not a Business Studies course, in spite of its name; it is a course in public administration by definition and intent, and its nomenclature was one issue on which colleges did raise an argument - without effect.

Changes that were made were generally minimal in scope, and even though there were no published guide syllabuses for the Higher National Diploma courses, merely subject heads, the response of most colleges was to "adapt" the HNC guide syllabuses for the Diploma courses. In public administration schemes the link early established for exemption purposes with the LGTB meant that the opportunity for curriculum development was even more firmly inhibited than elsewhere.³¹ Not only was course content severely circumscribed, but subject areas also were severely delimited.³²

This is not to say that college staffs have been unaware of the inhibitions, or accepted them gladly. Undoubtedly, staff room criticism of some significance has been voiced, but this has rarely happened outside the institutions. A pragmatic approach has been adopted: college staff have felt that "they had little option but to accept what was given" by way of courses and content. "The devotion to the 'normal' course is not the result of a reasoned conclusion that the course is the best possible, but rather that local government employees wishing to proceed to the Diploma in Municipal Administration of the Local Government Training Board had perforce to take the 'normal' subjects in order to gain exemption from the Intermediate examination of the Local Government Training Board. It is for this reason possibly that remarkably little criticism has been made of the structure of the course by college staff."³³

This would seem to be an attitude which pervades the whole of the further education sector and is not peculiar to the teaching of public administration at sub-degree level. The re-examination of public administration teaching at this level by BEC has led to a more flexible teaching programme for the colleges, and this may be no bad thing, but whether college staffs, with their ingrained disinclination to accept flexible, student-centred teaching, will be able to adapt adequately

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31. The standard course of study for ONCPA (Government, Social Structure, Economics and English) with the use of Guide syllabus "was almost universally followed": HMI Survey 1975.
 32. Even to the extent of the National Awards scheme being modified in subject content to comply with CMA content: Joint Committee for National Awards in Business Studies and Public Administration, (Sub-Committee for Public Administration) (71)(1).
 33. HMI Survey, 1975. Students however were "more articulate about the course structure than their teachers" and thought "it lacked practicality and was not relevant to their work." For a definition of the "normal" course see page 6 of Appendix 1.

must be a point of contention.³⁴

It certainly accounts in no large part for the lack of discussion in the colleges as to what should comprise an appropriate content for a public administration course, and indeed, just what is meant by the term "public administration".

Subject and Course Nevertheless, it would be wrong to conclude that the further and higher education sector has failed to recognise the ambiguity in the term "public administration". Teachers in the sector have not been drawn into discussion of the content of courses and the meaning of the term but they have been aware of the ambiguity: i.e. the generic name of the subject matter (the institutions and practices of government), and the name of the subject itself ("Public Administration" as a subject within a course similarly nominated).³⁵ But their recognition of the ambiguity has merely led to a certain uneasiness on their parts towards their being designated as "public administration teachers". The tendency is for them to accept such a designation only where they teach the subject of Public Administration - not merely where they are involved with the teaching of the course.

A difficulty of definition thus arises, not only in the concept of the course but also in the description of the teacher involved with the course. Many of the lecturers concerned would regard themselves strictly as public administration teachers only if they teach the subject, but such a definition is too narrow for practical purposes. And any attempt to quantify the contribution of the public administration teacher, or to discover how many exist in the further and higher education sector, must first deal with the problem of definition.

34. College staff expressed dissatisfaction with the Law syllabus for the ONCPA in 1975 because it was the same syllabus as that for ONCBS, for which it was designed. But no attempt was made to rewrite it and submit for consideration. Rather, they wished to leave it to others to do for them: they "commend the policy of updating syllabuses from time to time" - but by the Joint Committee, not themselves: HMI Survey 1975 (NW Division).

35. See A. Dunsire: "Public Administration in the Polytechnics - Aims and Philosophy", 1975; FF Ridley, "Public Administration as a University Subject; Public Administration Bulletin, No. 11, December, 1971.

- 1 -

THE TEACHER OF PUBLIC ADMINISTRATION IN
FURTHER AND HIGHER EDUCATION

THE TEACHER OF PUBLIC ADMINISTRATION

In the universities the teacher of public administration has tended to be not one who trains or educates administrators but rather, in many cases, a teacher of an element in a politics degree course or part of a liberal arts education.¹ The reverse is true in further education, if not entirely so in the polytechnics. Most public administration teaching is undertaken with local and central government employees, though there is a considerable amount of teaching of "Government" at General Certificate in Education 'O' and 'A' level also. One point of similarity arises in respect of the teachers at universities and in colleges and polytechnics, however: the university teacher is often a specialist in political science, constitutional history or administrative law; equally, in the colleges and polytechnics there are few specialists in public administration as such - rather, they are drawn from lawyers, economists, sociologists and historians.

It would be far too restrictive, therefore, to regard the teacher of public administration as one who is a specialist in that subject area: there are many teachers from other disciplines teaching on public administration courses. Some teach the subject of public administration; others teach on courses designated as public administration courses. But all such teachers cannot be brought within the definition, so in order to reach a working definition it is necessary first to consider the content of those courses at sub-degree level which are designated as public administration courses.

Public Administration Courses

1. National Awards in Public Administration

As a starting point the national awards might be examined.² These awards, which are to be superseded by the new BEC awards from 1978 onwards, are designated as Ordinary and Higher National Diplomas and Certificates in Public Administration, and they also contain the subject of Public Administration. But the staff in the colleges who teach on

1. Richard A. Chapman, Teaching Public Administration, p. 13.

2. Their growth and development is described later, see Chapter 6.

these courses would not describe themselves, as a body, as public administration teachers. Their contributions may be relatively small - Law, Office Administration, Economics - and they regard themselves as subject specialists within their own disciplines, rather than "public administration" teachers. In order to reach a working definition, however, it is possible to argue that those who teach certain subjects with a specific public administration content could be designated as public administration teachers, and the appropriate subjects in the National Awards might be: Government and Public Administration; Social Structure; Social Services; Social Needs and Policies; Local Government Administrative Practice; Central Government Administration.

2. Certificate/Diploma in Municipal Administration

If the same argument is developed in terms of the Certificate and Diploma in Municipal Administration the following subjects could be included: Government and Public Administration; Local Government Administrative Practice; Social Policies and Social Needs; Social Administration.

Other Courses Colleges offer courses for certain professional examinations in which public administration plays a considerable part. Four examples might be taken:³ the Institute of Chartered Secretaries and Administrators; the Institute of Health Service Administrators; the Institute of Housing Managers; and the Institute of Public Finance Accountants. The specific subjects of these courses which might be regarded as containing significant elements of public administration are best discovered by a closer investigation of the structure and content of these courses.

3. Institute of Chartered Secretaries and Administrators (ICSA)

The name of the Institute was changed from the Chartered Institute of Secretaries with the approval of HM Privy Council in 1971. A new "stream" designed for students in the public service, local government,

3. There are many others: see Appendix 3. These four have been chosen because where they are taught in a college they tend to be organised in the same department as public administration courses for local government and civil service students and are therefore seen, by the college at least, as related to public administration, albeit in an unspecific way. Other courses tend to be organised by other departments (e.g. Engineering, or Construction) or are supported by so few students that they are merged within one of the four courses mentioned.

the Civil Service and other sectors of the mainly non-trading public service, and expected to be undertaken by some 13% of students enrolling,⁴ was introduced in 1974. The choice of stream can normally be deferred until Part 1 of the scheme has been completed.

The scheme did not include specialised subject areas relating to particular industries or services; rather, it was felt these should be left for post-qualifying education, in-service training and short courses. Greater emphasis was placed upon "across the board" subjects of value to administrators in any type of organisation.⁵ The scheme was based upon a modular structure.

This was seen as having advantages for students and employers: in particular it was felt that the scheme would go some way towards meeting the needs of local authorities, and the desire of many students for "professional" status. The method of study was also seen as flexible, offering a correspondence, evening class, day release or full-time avenue to qualification. Students also see the qualification useful in that it could carry value even where the individual moves outside the public sector, particularly where Institute papers more relevant to a new post could be taken. Local authorities have some reservations about the scheme, however: it does not cater for the specialisms of various local authority departments and, in sharp contrast to the objectives of the Diploma in Municipal Administration, it demands no practical training.⁶

The Public Service Stream includes the following subjects.

Part I

Module 1 Communication

General Principles of Law

Module 2 Principles of Economics

Statistics

4. A New Examination Scheme, p. 10, ICSA, March 1973. Attempts are being made to increase the Civil Service membership through discussions on recruitment policy with the Civil Service Commission and the Civil Service College: ICSA Annual Report 1977.

5. A New Examination Scheme, ICSA March 1973, p. 11.

6. Interim Report, LGTB Research Project, February 1975.

Part II

Module 3 Financial Accounting 1
Government

Module 4 Business Law for the Public Service
Office Administration

Part III

Module 5 Economic Policies and Problems
Local Government Law or Administrative Law

Module 6 Local Government Administration or Public Administration I
Management Techniques and Services

Part IV

Module 7 Local Government Administration II or Public Administration II
Local Government Finance or Public Finance

Module 8 Personnel: Principles and Policy
Management: Principles and Policy

The detailed syllabuses of these subjects show, as might be expected, a major concern with the public sector after Modules 1 and 2, which are general in nature and examined in common with other Streams.⁷

Government in Module 3 is seen as a basic introduction to the structure of government in Britain and its constitutional and political context. Its aim is declared as the provision of a framework of political institutions within which public administration may be studied, and some lip-service is paid to comparative study with forms of government other than the British, though in practice this forms a minimal part of the course. Business Law for the Public Service is a somewhat strained attempt to relate the law affecting business transactions to the public sector. It suffers from the inherent difficulty that it deals with concepts that are too closely related to the business, rather than the public, sector, but in practice the examination questions themselves firmly place the legal principles in a largely local government orientated context. Office Administration is a paper common to all three streams and is not related to "public" administration.

In Module 5 a further division is attempted between the twin supporting strands: Local Government Law or Administrative Law, and Local Government Administration or Public Administration. The Administration syllabuses in this module, and in Module 7, are clearly designed to

7. The other Streams are Company Secretarial, and General and Financial Administration.

provide an understanding of the organisational structures in local government on the one hand, and central government on the other, and they deal also with the processes of administration in each sector. Perhaps inevitably, the emphasis upon policy-making is rather greater in the Public Administration syllabuses, with Local Government Administration I placing a somewhat greater emphasis upon organisational structure, but both Module 7 papers concentrate upon decision-making, policy-making, policy implementation and development. Local Government Finance and Public Finance are alternatives to papers in the other Streams and are specialised in nature; other papers in Modules 6 and 7 are common with the other two Streams.

4. The Institute of Health Service Administrators (IHSA)

There is a clear relationship between the ICSA subjects detailed above and the definition of Public Administration as a subject of study suggested by Professor W. Robson in 1948, but the specialist nature of some of the examinations offered by the IHSA make the relationship rather more difficult to identify. The examinations fall into three parts: an Intermediate Examination and a Final Part I and Final Part II Examination.

At the Intermediate Level the subjects are:-

- Elements of Economics
- English
- General Principles of Law
- Public Administration

At Final Part I the subjects are:-

- General Principles of Organisation and Management
- Health and Social Services
- Human and Industrial Relations

At Final Part II the subjects are:-

- Health Service Organisation and Management I
- and two other subjects chosen from Health Service Supplies
 - Management Techniques
 - Public Finance
 - Accountancy
 - Cost Accounts
 - General Law
 - Medical Records
 - Principles of Planning

Personnel Management
Statistics

At Final Part III the student will study Health Service Organisation and Management II together with two more subjects from the above optional list.

The subject of Public Administration in the Intermediate examination consists of a basic study of Central and Local Government history, structure, functions and organisation. In the Final Examination the subject of General Principles of Organisation and Management bears little relationship to the public sector as such⁸ whereas Health and Social Services is concerned specifically with the development and organisation of the health and social services and the functions of central departments and statutory bodies responsible for regional and local administration of these services. In Final Examination Parts II and III the administration, organisation, functions and duties of the hospital services, community health, family practitioner and other services are studied in detail in Health Organisation and Management I while in Part II of that paper, health service finance, research techniques and other organisational matters are studied, so both papers have a close relationship to the detailed study of Public Administration as a subject, though in a more specialised manner than is normal, as far as other courses are concerned. The relationship of modern management techniques to operations within the Health Service are studied in Management Techniques and Services, but Personnel Management is largely concerned with a generalised study of policies and skills of job analysis, and supervision.

5. The Institute of Housing Managers (IHM)

The examinations of the Institute of Housing Managers consist of an Intermediate Examination and Final Examinations Parts I and II. In the Intermediate Examination students study Central and Local Government⁹ which is a basic study of the constitution, the legislature, the executive and the legal system, with a broad view of local government organisation,

8. Though it is arguable that general principles of management are applicable whatever the context and could therefore be seen as a necessary part of a course in public administration.

9. The other subjects are Construction and Maintenance of Buildings, Estate Records and Accounts, Elements of English Law, Sanitation and Services.

structure, powers and finance. In the Final Examination Part I students read The Social Services which covers community problems, statutory services and voluntary services and also prepare for Principles of Administration which deal with management, administration and policy making, management techniques, local government organisation and the committee system.¹⁰ The Part II syllabuses of the Final Examination are of a specialised nature in regard to housing management.¹¹

6. The Chartered Institute of Public Finance Accountants (CIPFA)

Courses for the Chartered Institute of Public Finance Accountants are presently in a state of flux, with a newly developed series of courses being introduced. These courses do not merely develop a new structure; they effectively present a new philosophy and attitude towards the training of accountants in the public sector.¹²

While the subjects of the Professional examinations are clearly management orientated their heavy accounting and public finance bias would suggest that they cannot easily be classified as public administration subjects, with the clear exception of Management in the Public Sector. The syllabus itself falls into three main sections:¹³

- Management structures
- Management processes
- Management of organisational resources.

In the first section attention is paid to the philosophies behind current organisational structures and organisational change; in the second, corporate and financial management are investigated; in the third section the emphasis lies upon personnel management. Additionally, the student will undertake work on the environment of public sector management, including local arrangements, devolution and regional organisation, and governmental constraints.

10. The other subjects are Housing, Finance, Law of Public Health and Planning, Law of Landlord and Tenant.
11. The examination consists of Construction and Maintenance of Buildings II, Law of Housing, Development of Estates, History, Principles and Practice of Housing Management, Report Writing and Applied Practical Experience.
12. See Education and Training Regulations, Chartered Institute of Public Finance and Accountancy, 1974.
13. CIPFA, Guidelines for Colleges and Students, 1977.

A definition of the Teacher of Public Administration

The range of courses undertaken in the colleges of further and higher education is wide and the difficulty of reaching an agreed definition of the teacher of public administration is obvious. An approximation may be attempted, nevertheless, using the foregoing courses as a limitation, though it will satisfy neither the purist nor the individual specialist in a college. The teacher of public administration in colleges of further and higher education may be regarded, for the purposes of this study, as one who teaches the subject syllabuses already noted in the National Awards in Public Administration and the Certificate/Diploma in Municipal Administration, and additionally, one who teaches:-

on ICSA courses (Public Stream)	Government Local Government Administration Public Administration
on IHSA courses	Public Administration Health and Social Services Health Organisation and Management
on IHM courses	Central and Local Government Social Services Principles of Administration
on CIPFA courses	Policy Making in the Public Sector.

In practice, perhaps, the selection of subject areas is not of great significance since the same "public administration teacher" will be called upon to teach both on the national awards and the professional courses since ICSA, IHSA, and IHM courses tend to be taught in the same college departments as the national awards. Moreover, such courses are not numerous. The situation is slightly different with regard to CIPFA courses, which are taught in Departments of Accountancy and are not generally regarded as public administration courses.

On the basis of the above definition and teacher profile an examination of the teaching of public administration was undertaken at sub-degree level in institutions of further and higher education. In particular, information was sought on the number and qualifications of public administration teachers, the size and nature of the student body, the courses offered by the colleges and their location and size in terms of student support.

- 2 -

PUBLIC ADMINISTRATION COURSES:

THE PATTERN OF PROVISION IN FURTHER AND HIGHER EDUCATION

THE RANGE OF PUBLIC ADMINISTRATION COURSES IN FURTHER AND HIGHER
EDUCATION

In producing a working definition of the public administration teacher reference was made to particular public administration courses offered by colleges in the further and higher education sector. Emphasis will be laid upon these courses in this study, but it should be stressed that other courses exist, which might be regarded as having significant public administration contributions.

There are some 80 or more qualifications recognised in local government as similar to "professional qualifications" for specialist purposes. They may be grouped under the heads of General Administration, Construction, Social Services, Finance, Engineering, and other general professional qualifications, but for the purposes of this study most of them have been ignored.¹

There are several reasons for this. The first is that the sheer size of the investigation would prevent an adequate coverage of all the organisations and qualifications involved. Secondly, the amount of public administration content in some of the courses is small. A third reason lies in the fact that many of the smaller professional bodies do not use the colleges of further and higher education for preparation of their students. Fourthly, gathering information across the range of courses is difficult in that many of the courses lie in different departments within the colleges and this would involve a questionnaire being dealt with by several departments, with consequent lack of "control".²

Nevertheless, emphasis might be given to the fact that while this survey has concentrated on the "recognised" public administration areas such as the National Awards in Public Administration, the Certificate and Diploma in Municipal Administration, the Institute of Housing Managers, the Institute of Chartered Secretaries and Administrators, and the Institute of Health Service Administrators, all of which include significant amount of public administration teaching and all of which use the colleges of further and higher education for their students, the other courses should not be entirely overlooked. Thus, the Royal

1. A list appears in Appendix 3.

2. At Lanchester Polytechnic Social Services and Public Administration are staffed by the Department of Applied Social Studies, but the CIPFA work is based in the Department of Accountancy.

Institute of Chartered Surveyors, whose courses normally run in the Construction Departments of the larger colleges, include a significant amount of Government teaching, as do those of the Institute of Building. The Institute of Quantity Surveyors is similarly placed as are some of the professional engineering bodies. The Central Council for the Education and Training of Health Visitors includes public administration in its courses as does the Central Council for Education and Training in Social Work but these, and other organisations which use the public sector colleges for their courses, were not taken into account in the survey. The size of the total public administration student population must therefore remain unestimated, though the most significant areas in terms of public administration teaching were covered in the survey.

Other Courses Excluded

Apart from the professional courses mentioned above there are four other courses which lay claim to being regarded as public administration courses, and these areas of study, not covered by the survey for reasons mentioned, might nevertheless be dealt with briefly in passing.

1. Higher National Diploma in Business Studies (HNDBS)

Coverage of this diploma was not included in the survey questionnaire because it cannot be regarded as a "public administration" course in the true sense. Its genesis, philosophy and curriculum generally is inclined, as its title suggests, towards Business Studies. It is unlike the Higher National Certificate in Business Studies (Public Administration) (HNCBSPA) because although Business Studies is included in the name of the latter, the content of the PA option is public administration and comprises a course parallel to the CMA. The parallel for the HNDBS in part time terms is the HNCBS. Nevertheless, some colleges might argue that they run a Diploma in Business Studies "with a Public Administration option". Such courses were ignored for the purposes of the survey because in the main little more than lip service is paid to the concept of public administration in such Diplomas - in many cases there is a grouping of business studies students together with a "splinter" group of public administration students who receive special tuition as a group for only one subject - Government. Nevertheless, some colleges do undertake courses for the Diploma which are more clearly biased,

towards public administration. One such course³ offers the following curriculum:-

Year 1

Accounting
Economics
Law
Social Structure
Statistics
Government I

Year 2

Economics of Public Finance
Local Government Administrative
Practice
Administrative Law
Social Policies and Social Needs
Government II

Its similarity to the HNCBSPA course is marked and it is obviously geared towards providing students with exemptions necessary towards CMA and DMA. Such courses, nationally, would seem to be few in number, however.⁴

2. Diploma in Management Studies (DMS)

This Diploma, which since 1976 has been validated by the Council for National Academic Awards,⁵ was ignored for the purposes of this research for two reasons. First, it is a course mainly designed to develop managerial skills of a generalist nature; secondly, as a post-graduate or post-experience course it fell outside the scope of the survey, which is concerned with public administration courses at sub-degree level.

Nevertheless, for the sake of completeness, attention may be drawn to the fact that the Diploma in Management Studies does contain an "option" in Public Administration. Such courses are offered at fourteen colleges with in some cases significant student support.⁶

3. At Huddersfield Polytechnic.

4. A similar course is offered at Newcastle Polytechnic. Were such courses to be included, they would not affect the staffing figures significantly, e.g. at Dorset Institute of Higher Education, with the HNDBS (PA Stream) enrolling 20 in the first year and 28 in the 2nd year, although the total hours of "public administration" taught would be doubled only one more member of staff would be nominated in the return.

5. "The Diploma in Management Studies", 1975, Department of Education and Science and the Central Office of Information.

6. The colleges offering DMS(PA) are Brighton Polytechnic, Leicester Polytechnic, Middlesex Polytechnic, Newcastle Polytechnic, North East London Polytechnic, North Staffs Polytechnic, Oxford Polytechnic, Polytechnic of North London, Preston Polytechnic, Huddersfield Polytechnic, Kingston Polytechnic, Liverpool Polytechnic, Croydon College of Technology & Design and Luton College of Higher Education. Three quarters of the London Boroughs had officers on DMS courses, and 73 students attended in 1975: Interim Report: LGTB Research Project, February 1975.

3. National Examinations in Supervisory Studies (NEBSS)

For similar reasons the courses offered for the awards of the National Examinations Board for Supervisory Studies (NEBSS) have been ignored, although a number of these courses are offered for supervisors in local government. Approvals are held by 27 colleges; some 20 courses were started in 1976. The majority of the courses are college-initiated (as opposed to their being offered on behalf of the LGTB) and run for specific local authority departments.⁷ Courses designated as "office" courses were run in 1976/77 at a further 9 colleges, and "manual" courses at four colleges. The courses are not public administration courses per se; rather, they are courses in supervision and management techniques for persons employed in local government.⁸

4. Certificate in Office Studies (COS)

Some 14 colleges offer a Certificate in Office Studies course for local government students, on a two-year basis. The amount of public administration taught on such courses is small, and the number of students declined in 1976/7 to 286 from a total of 580 in 1975/6.⁹

A similar decline was seen in the one-year course (offered for students who already possess one or two GCE 'O' levels): whereas in 1975/6 12 colleges recruited 419 students, in 1976/7 9 colleges recruited 173 students.

These courses were not covered in the survey for two reasons: first, because the number of students involved was not high (a total of 459) and secondly, because the "government" orientation of the course involves

7. Letter of 21st December 1976, NEBSS. This is one of the few examples of colleges producing courses of their own design, albeit validated by a national body.

8. A typical course for Supervisory Staff would comprise Principles and Practice of Supervision, Legal Aspects, Financial Aspects, Technical Aspects, and Communications. A suggested course for Highways Maintenance under the NEBSS scheme comprised Principles and Practice of Highways Construction and Maintenance Supervision, Planning and Organisation, Economic, Legal and Financial aspects, Industrial Relations, and Communications.

9. Local Government Training Board Survey, March 1977. The COS probably declined because of changes in local authority recruiting policies. At Durham candidates for Clerical posts were expected to hold 5 GCE 'O' level passes.

the study of only one subject that impinges upon public administration.

THE PATTERN OF PROVISION

The location of public administration courses and the consequent pattern of provision in the further and higher education sector has been determined by several factors. The first, and perhaps most obvious factor is the degree of student support available in the catchment area of the individual college. There are certain other factors to be taken into account, however:-

- (a) the degree of expertise shown by the college as far as quality of staffing and the accommodation is concerned, and the reputation it has consequently achieved;
- (b) the competition for students displayed by other colleges in the same geographical area;
- (c) the policy of control over location of courses exercised within the Regional Advisory Council (RAC), by Her Majesty's Inspectorate (HMI), by the Joint Committee for Business Studies and Public Administration (JCBSPA), and by the professional bodies.

The question of controls, their effectiveness and validity will be examined later;¹⁰ here, we may examine only the actual pattern of provision within the colleges. The provision is discussed under specific heads relating to ONCPA, CMA, ICSA, IHM, IHSA, and CIPFA.

1. Ordinary National Certificate in Public Administration (ONCPA)

Within the colleges of further and higher education, the largest body of public administration students is comprised in the ONCPA course. In 1976 the course was offered by 141 colleges. Of these, 139 were part-time day courses, 26 part-time evening, 52 part-time day and evening, and 8 block release courses. Some six thousand students were enrolled and the second year examinations were written by 3041 candidates in 1976.¹¹

A distinction must be drawn between the number of courses offered and the number of courses that actually started. The existing approvals for courses leading to the national awards bear little relation to the

10. See Chapter 5.

11. Business Education Council, Joint Committee Unit, Statistics, 1976. Records of first year examination entries are not maintained.

pattern of provision: of the 127 colleges reporting on the survey, 39 failed to recruit.¹² The reasons for this are various.

When the ONCPA was established in 1969 it was inevitable that a large number of colleges sought approval, in an attempt to increase student numbers. Some of these failed to obtain approval¹³ but others who had obtained approval either failed at first to recruit students or found that an initial small class intake later dwindled until it became no longer a viable unit.

A case in point is Fareham Technical College. The college opened in 1970 and offered the ONCPA. In 1970/71 a first year group of 11 students was recruited; the following year this rose to 21 (with 7 proceeding to the 2nd year course) as a result of an expansion in personnel at the Office of Population and Census, in preparation for the 1973 census. In 1972/73 there were 17 students in the first year and 12 in the second year but no students were recruited for first year courses in 1973/74, no recruitment at all was made in 1974/75, and since that date the few people who make enquiries about the course are advised of courses in Portsmouth or Southampton or, with the agreement of their supervisors, are channelled into ONCBS.¹⁴

Local competition, and difficulties of travel, combined with changes in regional course planning have also had an effect upon some colleges. Originally, Coalville College of Further Education was the only college in the area to hold an ONCPA approval; it was then agreed regionally that Charles Keene College of Further Education, Loughborough, should also start the course. Civil Service departments then opted for Charles Keene, the Treasurer's Department in Local Government began to send its students on ONCBS courses so that they could learn Accounts, and an inevitable slide in recruitment at Coalville began. While Charles Keene recruits some 60 students for ONCPA, therefore, Coalville recruits only in the 20s - and yet manages to run a small HNCBA course by combining it with HNCBS students.¹⁵

12. 30.7% of the total.

13. The approvals procedure is described later, see Chapter 5.

14. Fareham Technical College, letter of 30th March, 1977.

15. Economics is taught to a single combined group, and 50% of the time of the two groups is spent in a single class: Interview of 22.7.77.

In some colleges there is a feeling that the failure to recruit is due to the nature of the course itself: "the aims and objectives of the original intentions have shown too much emphasis on local government rather than 'national' government in its widest sense".¹⁶ In others, particularly those in rural areas, the reason for the failure to recruit is put down to "extremely spasmodic" demand. Ad hoc and temporary solutions are sought to deal with this problem but are rarely satisfactory. Thus, at West Cumbria College a "splinter" group of five ONCPA students was accommodated in one year by attaching them to a business studies course and similar arrangements have occasionally been made for students taking ICSA examinations in certain subjects.¹⁷

Cutbacks in staffing both in local and central government have inevitably led to the closing down of some centres in the colleges. Some of the larger centres such as Croydon College of Technology have managed to retain courses with 70 or more students but confess to the size of the student intake having "slumped considerable over the last four or five years"¹⁸ as a result of staffing cutbacks and in-service training arrangements in the civil service. Smaller centres in similar situations have been forced to jettison their courses.¹⁹

The experience of Keighley Technical College is also one reflected elsewhere: the reorganisation of local government led to the closure of public administration courses at that college and their consequent centralisation within the Bradford Metropolitan District at Bradford College. Keighley has retained the staff who formerly undertook public administration teaching for West Riding students, but will now run ONCPA only if the demand outstrips the capacity of Bradford College to deal with it.²⁰

16. South Downs College, letter of 31st March, 1977.

17. West Cumbria College, letter of 29th March, 1977. The experiment was not repeated.

18. Croydon College of Design and Technology, letter of 19th April, 1977.

19. An example is seen at Ware Technical College. Enrolments of 9 and 7 in 1975/76 were followed by an enrolment of 5 students only in 1976/77½. Student support was not expected for 1977/78. Similarly, Merthyr Tydfil Technical College, with 10 students only on a first year course, cannot run second year courses, nor does it expect to.

20. Keighley Technical College, letter of 25th April, 1977.

In some instances²¹ attempts have been made to run the ONCPA in conjunction with other colleges but these have proved largely unsuccessful and it would seem that though the number of students attending ONCPA courses since their inception has continued to rise significantly, this has led to very few new centres opening. Rather, the tendency has been towards the expansion of the existing centres and, as reputations have been created, the closing of smaller centres operating on the fringe as far as student support is concerned.

While most centres would seem to accept their fate with a degree of philosophical detachment one centre at least regards the closure of its ONCPA course as "an educational tragedy"²² because of the social and educational success claims for the course itself. The genesis of the course lay in a request from the Civil Service Council for Further Education (CSCFE) to provide a block release course for civil servants drawn from all over Wales. During 1975/76 2 groups of students (33 in number) attended block release courses; in 1976/77 one group was catered for, 23 strong. The students were accommodated in a local hotel for their residential periods and examination results were "very favourable as compared with national average for day-release students on the same course".²³ No course will be offered in 1977/78 however because of cut-backs in training budgets in the civil service and the refusal of some South Wales local authorities to provide out-county permits²⁴ for their

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21. Examples are East Surrey College of Technology, Merton Technical College and Carshalton Technical College.
 22. Llandrillo Technical College, letter of 18th April, 1977.
 23. The 1977 results showed 2 failures, one referral and 19 successful students - a pass rate of 86%: Llandrillo Technical College, letter of 8th September, 1977.
 24. Where a local authority offers a full time course of study within its own local colleges it will normally expect a local student to attend such a college. If a local student wishes to attend a course in a college outside the local authority boundaries, an "out-county permit" must be obtained. Since the local authority will be compelled to pay fees to the neighbouring authority in such cases, it is sometimes reluctant to grant such a permit (unless a "free trade" arrangement is operative) and the reasons given by the student must then be pressing. The only incontrovertible reason will be that the student's own local authority does not provide the course of study in question in its own colleges. Similar arrangements apply to part time students, although they are not applied so stringently.

students, even though they do not themselves provide block release courses.

The general pattern of provision for ONCPA courses is, therefore, one that has seen a decline in the number of courses started, even though student examination entries have risen from the 835 of 1970 to the 3041 of 1976, and even though the number of college approvals has increased.²⁵ Moreover, even where colleges have not been forced to close their ONCPA classes, many have seen a decline in the size of their groups: in 1976/77, 50 colleges (56.8% of the total) reported a smaller recruitment of students than in the previous session. In some cases the decline in student support was serious - as much as 46%²⁶ and 59%²⁷ - though these tended to occur in the smaller centres. In these centres, and also in those colleges where student support is strong though declining,²⁸ there is a certain pessimism - a further decline is predicted for 1977/78. Indeed, even in the strongly supported centres which reported a larger recruitment in 1976/77 than in previous years, prospects for the future are not regarded as bright. Thus, while Matthew Boulton College of Further Education recruited 312 students in 1976/77 as against 251 in 1975/76, they predict that recruitment will fall to about 240 in 1977/78.²⁹ These predictions take no account of the future pattern of public administration courses and the new structures announced by BEC, but they are serious enough in themselves, particularly in view of the effect they might have upon class sizes in the ONCPA course.

25. Figures relate to entry to second year examinations: BEC Statistics, 1969/77.

26. Chester College of Further Education.

27. Dudley Technical College.

28. e.g.	1975/6	1976/7
Millbank College of FE	225	205
Monkwearmouth College of FE	63	50
Durham Technical College	200	186
WR Tuson College of FE	131	107

29. Another example is provided by Coventry Technical College. A recruitment of 33 in 1975/76 was almost doubled the following session (60) but expectations for 1977/78 suggest an enrolment of about 50.

ONCPA Class Sizes

In the further education sector a close watch has been kept of recent years upon class sizes and in the interests of economy local authorities have attempted to impose various minimum numbers upon groups. In some regions, regional reviews of weak courses are carried out and smaller centres are closed by agreement, with the result that other centres achieve viable class sizes;³⁰ in other areas local arrangements are made whereby the students are shared on a year to year basis with the course running at one college in one year and at another college the following year.³¹

Local authority attitudes vary as to what constitutes a viable number for a class, and college principals are often given certain discretions to operate the system: thus, if it is a question of employing staff already in post a principal may plead that it is in the interests of the authority to allow a class to continue even though student support is small, particularly if the result may be to make students attend a course in the area of a neighbouring authority with consequent inter-authority payments. On other occasions a principal may argue that low numbers should be allowed in one year since the course is only just starting and support should improve in following years.

Generally, "viable numbers" would seem to fall within the 12-16 category, with a local authority accepting without demur groups of such sizes. Below the number of 12, many authorities insist that special dispensation be obtained to run the class. As far as ONCPA classes in 1976/77 were concerned, it would seem that a considerable number of colleges were running such courses very close to the borderlines, as the following table illustrates:-

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30. Such agreements operate in the Northern Region. Within County Durham there is also an annual review within the county where weak courses may be closed and students transferred to another college where numbers are viable.
 31. An example of such an agreement is seen between Carshalton College of Further Education and Merton Technical College. The problem is particularly acute in rural areas and affects District Councils employees significantly. Twelve District Councils (10% of the total replying to a LGTB questionnaire) indicated that the local ONCPA course was barely viable: LGTB Survey, 1977.

Total Student Numbers Years 1 and 2 Combined	Number of Colleges
Fewer than 12	6
13-20	9
21-30	20
31-40	9
41-60	15
61-100	20
over 100	7
over 200	2
over 300	1

Thus, of the colleges running ONCPA courses in 1976/77 39% recruited classes of 15 students or fewer. Only 50% of the colleges enjoyed student support healthy enough to maintain class numbers of over 15 and/or run two groups. A small group of colleges was able to run four or more separate ONCPA groups. The concentration of students at three centres in particular led to their gathering between them almost 16% of the total student population.³²

It follows that if the expected decline in student support materialises the number of viable classes will also fall, with a consequent further concentration of courses. At present there are 35 colleges in which classes exist only with minimum numbers; if college predictions are correct this number will increase significantly during 1977/78.

It is curious to note that the number of colleges offering the ONCPA course rises each year, as does the number of second year student examination entries; this is shown in the following table.

32. The largest centre for ONCPA was Matthew Boulton Technical College, Birmingham, with over 300 students. There were 256 such students at Durham Technical College, and 223 at Millbank College of Commerce, Liverpool.

Year	Student Entries (2nd Year)	Colleges with Approvals
1970	835	94
1971	1151	99
1972	1462	105
1973	2150	131
1974	2442	139
1975	2421	132
1976	3041	141
1977	3232	139

The number of courses actually running however is smaller: only 91 showed enrolments in 1976/77 for ONCPA.³³ Thus, the number of colleges enrolling students for the ONCPA in 1976/77 was fewer than the number receiving approvals in the first year of the course, 1969. It is likely that most of the original 94 are still enrolling students and the later colleges joining the total will include a larger percentage of courses that failed to recruit or maintain viable numbers.

Regional Pattern of ONCPA Courses

The ONCPA courses are spread widely throughout the country but the pattern is an uneven one.³⁴

Area (Provincial) Council	Year I		Year II		Total No. of Students
	No. of Colleges	No. of Students	No. of Colleges	No. of Students	
Eastern, Essex & Herts	11	99	13	89	188
East Midlands	6	85	6	99	184
Greater London	7	198	7	192	390
Northern	6	321	7	266	587
North Western	17	326	17	317	643
Southern	4	88	5	96	184
South Eastern	5	115	6	124	239
South Wales	5	100	5	112	212
South Western	8	165	8	129	294
West Midlands	9	291	10	247	538
Yorks & Humberside	7	263	7	216	479

33. LGTB Survey, 1977 This showed a decline from 109 colleges in 1975/76.

34. LGTB Survey, 1977.

Since the closure of the course at Llandrillo Technical College no course now recruits in North Wales. From the above table it can be seen that the largest concentration of students for the ONCPA is in the North Western area, but they are scattered over 17 courses, an average of 37 students attending each course. The smallest student groupings are in the East Midlands and the Southern areas, with average numbers per college of 30 and 36 respectively. The highest average number of students per college occurs in the Northern area where 587 students are recruited into 7 colleges, an average of 83 per college.

The large number of students concentrated in the North Western area is partly accounted for by the large centres of population, and decentralisation policies of central government³⁵, but undoubtedly the attitude adopted by local agencies plays a significant part. The situation in the Northern area might be examined more closely, however, to illustrate both the growth of the courses and the reasons for the concentration of students.

Between 1970 and 1976 the following statistical pattern emerged.³⁶

Year	Colleges	Students - Year I	Students - Year II	Students Total
1970	11	115	48	163
1971	9	134	73	207
1972	9	160	97	257
1973	8	264	145	409
1974	9	262	184	446
1975	8	343	212	555
1976	9	428	265	693

The student figures do not correspond exactly to the LGTB return because the areas do not coincide precisely (there is one more college shown in the above return) and the figures also include some students who were rewriting their examination, having been referred in the previous year. The table illustrates, nevertheless, how the original group of

35. E.g. the course at Lytham St. Anne's College of FE regularly catered for civil servants, while at Childwall Hall College of FE a large course comprised 57 civil servants and 111 local government employees, and at Stockport College of Technology 23 of the 50 students were civil servants: HMI Survey, (NW Division) 1975. These show larger than normal percentages of civil servants on the courses.

36. Northern Counties Technical Examinations Council, Statistics 1969/76.

approvals were added to the 9 approved in 1969 as more colleges attempted to offer the course, only for the number of centres to settle to a fairly constant 8. Student numbers rose steadily, with a sharp percentage increase in 1973 as a result of the phasing out of the Clerical examination of the LGEB. The increases in 1975 and 1976 coincided with an increased drift from GCE A level courses by Civil Service students on the advice of the Regional Advisory Officer. Additionally, economic factors probably had an effect in that both local government and Civil Service recruited students of better academic calibre during this period, with a consequently greater number of students qualified to enter the ONCPA course.

Total student numbers on ONCPA courses

It was impossible to estimate the number of students on ONCPA courses in the early years because until 1975 no record was kept centrally of the number of students who enrol on each year of the course. The only statistics produced by the Joint Committee for Business Studies and Public Administration related to examination entries in the second year of the course. Not only was there no information available on enrolments, there was no check kept on the number of students who did not proceed to the second year of the course - that is, the "wastage" rate could only be guessed at. From 1975 however, the Business Education Council has kept a check on enrolments by circulating colleges and asking them for returns. The results have been as follows.³⁷

	1975/76		1976/77		1977/78	
	1st Yr	2nd Yr	1st Yr	2nd Yr	1st Yr	2nd Yr
Student enrolments	4805	3196	3687	2274	3128	2319

During 1975/76, therefore, 8001 students were enrolled on ONCPA courses, and during the next two years the numbers were 5961 and 5447. More striking than the evidence of decline, however, is the picture presented of student "wastage" on the course. While 4805 students enrolled in 1975/76, only 2274 joined second year classes in 1976/77 to complete the course: a drop-out rate of 52.6%. The percentage failure rate the following year was 37%. When it is considered that only 65.22% of the entrants to the second year examination were successful in 1977, it

37. Business Education Council Survey 1975/78.

becomes apparent that the true "wastage" rate from the initial enrolment to final examination success was, in the 1975/77 course, in the nature of 69%.³⁸ To place the emphasis the other way, of those who enrolled for the ONCPA course in 1975, only 31% obtained a certificate at the end of the two year course.³⁹

No attempt has been made centrally to discover the reasons that may lie behind this high wastage rate. One college attempted in 1976 to undertake a statistical analysis of the students enrolling between 1970 and 1975 and found that out of 144 students only 50% sat the examination at the end of the year, a pattern that was, apparently, "uniform". Among the total group 44% of the male students did not complete the course and 57% of the female students failed to finish the year. The survey also detailed the wastage in relation to student employment: of the civil servants attending the course 51% "wasted" while among local government students the wastage rate was 48%.⁴⁰

Returns from training officers suggests that among the major suppliers of local government students to the ONCPA course, departments of Education, the wastage rate varies considerably, from 2% to 16% among the larger groups of students.⁴¹ It is suggested by training officers that the reasons for students leaving the course at the end of the first year are mainly that they had left the employment of the local authority; there is no information available as to whether they later

38. The figure given cannot be strictly accurate; the percentage pass rate includes a considerable number of students who were resitting their second year examinations.

39. Many failures will have proceeded to attempt the examination again in 1978: second year enrolments in 1976/77 were 2274, but examination entries totalled 3232 of whom 2018 (66.35%) passed the examination: Business Education Council Statistics 1977. Similarly, examination entries in 1978 will be greater in number than second year enrolments because of the referred candidates.

40. "A Profile of the ONCPA Course", Ian Royle, Salford College of Technology, 1976.

41. The larger groups of students showed the following wastage rates.

<u>Local Authority</u>	<u>Students</u>	<u>% Wastage</u>
Preston	73	2
Hampshire	50	5
St. Helens	65	3
Durham	94	16

At Derby, of 87 students enrolled, only 2 left the course.

rejoined the course elsewhere or simply made no attempt to do so.

Other reasons put forward by training officers are:-

- examination failure
- lack of interest
- illness
- personal reasons
- inability to cope with the workload.

These would seem to be similar to the reasons discovered in the college survey: 49% of the students who did not proceed to the second year had left their jobs; 8% of the students who left had failed their examinations.

The view of the officers of BEC is that these wastage rates are too high to be countenanced, and some positive attempt should be made to ensure that similar wastage rates do not apply on BEC courses. While no overall strategy has been developed to bring this about, it is possible that some methods to lower the wastage rates may be attempted - a higher pass rate at examinations in the first year and a greater emphasis upon in-course assessment as opposed to time-constrained examination. While this may bring about a less heavy wastage rate, it will not necessarily do much to improve the "image" of BEC courses with external agencies. The awards will be made to "those students who have satisfactorily completed the assessments",⁴² but BEC is aware of that danger and acknowledges that "various employers, employer organisations, unions and professional bodies will still require an assurance that the student has reached an acceptable level of competence in a particular area of study".⁴³ Equally, they wish to avoid "a system of assessments which, inadequately interpreted, could seriously increase the possibility of student failure." BEC seeks "to avoid this extreme position" through its assessment proposals.

It will, presumably, be able to do little to avoid wastage through the other reasons noted above.⁴⁴

42. "BEC Assessment for BEC Awards", Business Education Council Circular 4/77, p.2.

43. Ibid., p.3.

44. The Queensland University experience of public administration units in a Commerce degree for part time students is not dissimilar in terms of wastage. Of 839 enrolments only 113 completed the necessary eight units in 1975.

2. Higher National Certificate in Business Studies (PA) (HNCBSPA)

The HNCBSPA course was offered by over 60 colleges in 1975/76 and 59 colleges were successful in recruiting students. Of these courses, 18 were in polytechnics and the rest in colleges of further and higher education. As far as entries to the second year examinations were concerned, the largest groups were in Birmingham and Sheffield Polytechnics, with polytechnics at Bristol, Hatfield, Preston, Trent, Wales and Newcastle entering 20 or more students for these final examinations. Among the non-polytechnics the largest entries came from Hull, Chesterfield and Southampton, each of which entered more students individually than any of the polytechnics. It is clear that regional groupings of courses have a marked effect upon enrolment in some areas: Newcastle Polytechnic and Durham Technical College achieved 41 student entries between them; a Derby entry of 7 presumably suffered from a Chesterfield enrolment of 40; the close grouping of courses at Leeds, Bradford, Wakefield and Huddersfield obviously kept numbers in individual courses fairly low, with the four colleges entering only 51 students between them to the final examinations.

In 1976 1075 students entered the second year examinations for the HNCBSPA and over 3000 students are currently attending the course, so it comprises the second largest public administration course in further and higher education colleges. The number of colleges offering the course has increased together with the second year student examination entries, as the following table shows.⁴⁵

Year	Colleges	Student Entries (2nd Year)
1972	9	123
1973	27	251
1974	47	672
1975	55	750
1976	59	1075

As is the case with the ONCPA, the number of colleges offering the course is not the same as the number recruiting students, and of the colleges reporting in the survey only 42 had succeeded in recruiting students in

45. BEC Statistics, 1972/76.

1976. It would seem that nationally there were 53 colleges recruiting to the first year and 50 colleges running second year courses in 1976/77, a decline from the previous year when the figures were 62 and 60 respectively.⁴⁶

The reasons for the decline are not easy to come by. Some courses were lost by reason of merger between colleges⁴⁷ and a few colleges reported the difficulty of recruiting students from district councils - small staffing ratios do not lend themselves easily to day release facilities, and the problem of travel to a distant centre - almost invariably in a large town - offering the HNCBSPA, prevented some students attending the course. The general situation is masked to a certain degree by the mingling of HNCBSPA students with CMA entrants, which is a common practice in many centres, and while it is relatively certain that the smaller centres⁴⁸ have been the ones to close their courses there is evidence to suggest that some of the larger centres also believe their numbers are about to decline.⁴⁹

If there is a decline in the number of students opting for the HNCBSPA it could have, as in the case of the ONCPA, serious implications for some of the colleges operating with small student numbers.

HNCBSPA Class Sizes

In the session 1973/74 students were entered for the HNCBSPA second year examinations by 47 colleges. Only two of those colleges entered more than 40 students, nine colleges entered between 15 and 20 students, but the largest number of colleges - twenty nine - entered fewer than 15 students for the second year examinations.⁵⁰

It would be wrong to assume from this that each of the twenty nine colleges held classes of fewer than 15 students in their second year

46. LGTB Survey, 1977.

47. As at Doncaster College of Higher Education and Hull College of Higher Education.

48. Such as at Trowbridge Technical College and North West Leicestershire Technical College, Coalville.

49. E.g. Bolton Institute of Technology who expect a decline from 70 to 55, in 1977.

50. Joint Committee for Business Studies and Public Administration, Statistics, 1974.

courses. It would be equally erroneous to assume that the colleges reporting in 1977 held classes consisting of small numbers of HNCBSPA students. Nevertheless, it is noteworthy that of the 42 colleges reporting, 7 (including one polytechnic) stated that the total number of HNCBSPA students for both years of the course comprised between 8 and 15. In these colleges viable groups could not be raised without adding other students to make up numbers; this was the case, for instance, at Hatfield Polytechnic where 23 ICSEA Public Service stream students were taught side by side with the HNCBSPA group.

A more common situation is for the HNCBSPA students to be joined by CMA students, who are effectively studying parallel syllabuses.⁵¹ This was done in a considerable number of instances, where viable groups would not otherwise have been created⁵² but the difficulties that arise in colleges which are not approved for CMA, or which fail to recruit CMA students, are obvious. The colleges of further education, many of whom regard HNCBSPA as one of the more prestigious courses, are regularly forced to run small groups without the support of CMA students; this causes severe resource problems in terms of staffing.⁵³ The total problem is illustrated in the following diagram, which takes account of HNCBSPA students only.

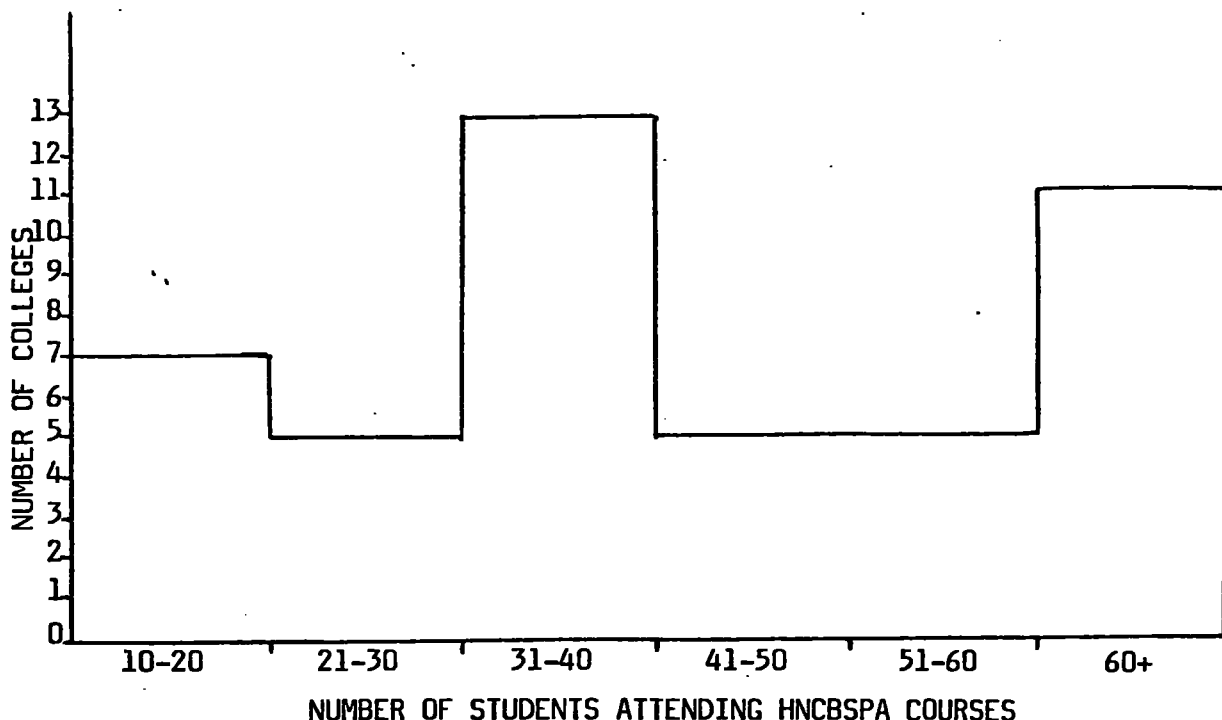
51. In some cases colleges draw no distinction between the students. At West Glamorgan Institute of Higher Education the total group is classed as HNCBSPA, but each year about 5 students write the CMA examinations in addition.

52. The following two examples might be given.

Leeds Polytechnic	Year 1:	21 HNC	8 CMA
	Year 2:	12 HNC	2 CMA
Wakefield Technical College	Year 1:	24 HNC	4 CMA
	Year 2:	16 HNC	4 CMA

53. The following table illustrates the problem. The colleges concerned do not offer CMA and are forced to run HNCBSPA courses with the following numbers.

	Year 1	Year 2
Barnsley	10	5
Trowbridge	9	8
Exeter	14	12
Cornwall	13	11
Farnborough	15	11



The question arises as to what extent the addition of CMA students affects the position illustrated above. The following analysis was made of the returns from the reporting colleges:-

- (1) There were seven colleges which had a total HNCBSPA student enrolment of fewer than 20. Of these, only three⁵⁴ offered CMA. Even with the addition of CMA students in two of those colleges the combined student total did not rise significantly above 20.⁵⁵
- (2) Of the five colleges reporting HNCBSPA enrolments of between 21 and 30 students only one offered the CMA course, but achieved only 22 as a total enrolment, with a first year group of only 7 students.⁵⁶

54. Lincoln College of Technology showed a combined total of 22 students but 14 of these are CMA students. The three colleges noted are:-

		HNC	CMA
Durham Technical College	Yr I	5	72
	Yr II	4	33
Leicester Polytechnic	Yr I	10	3
	Yr II	4	3
Norwich Technical College	Yr I	15	-
	Yr II	-	6

55. The exception, provided by Durham Technical College, shows a special case in that although there are only 9 HNCBSPA students these are joined by 105 CMA students.
56. Lincoln College of Technology is here placed in the second group since all students are classified as HNCBSPA.

- (3) There were thirteen colleges with a recruitment of between 31 and 40 HNCBSPA students. Of these, only two⁵⁷ offered CMA courses.

If the student numbers on CMA courses were large, they might have significantly affected combined group numbers. With one notable exception⁵⁸ CMA student numbers were small, however, and did not swell the HNCBSPA group to any considerable degree. It follows that since the CMA added little to the viability of a student group more than half of the colleges reporting in the survey were running HNCBSPA courses on what may be described as minimum economic numbers.⁵⁹

The responsibility for monitoring the size of HNCBSPA courses lies ultimately with the Regional Staff Inspector (RSI) of the Department of Education and Science.⁶⁰ Each college is under an obligation to inform the RSI of any part time course under the Further Education Regulations which falls below minimum recruiting numbers of 15 in the first year. It would seem that as far as the HNCBSPA is concerned, the RSIs have been permitting courses to start below the minimum recruitments advised. Alternatively, colleges may have shown their PA option student numbers as part of a larger HNCBS total figure, with a consequent "burying" of the small HNCBSPA recruitment. If the student enrolment numbers fall to any extent, however, some of the smaller centres must inevitably close and the decline shown between 1975 and 1976 will continue.

57. Leeds Polytechnic and Wakefield Technical College.

58. Durham Technical College. The following examples illustrate how little the CMA affects group sizes.

		HNC	CMA
West London College	Yr I	15	3
	Yr II	14	5
Tottenham College of Technology	Yr I	16	3
	Yr II	35	8
Southampton College of Technology	Yr I	42	-
	Yr II	41	2

59. It should be noted that the reporting colleges may well have underestimated the number of CMA students, since many of these enrol as HNCBSPA students and only decide to opt for CMA during the second year of their course. The CMA numbers shown, therefore, are of students enrolling for CMA. Nevertheless, the general point remains valid: some 22 HNCBSPA courses are running with classes of fewer than 15 students.

60. The approvals and monitoring procedures are dealt with in Chapter 5.

Regional Pattern of HNCBSPA Courses

There are 59 colleges currently in approval for the HNCBSPA course; 42 reported to the survey as having recruited students in 1976/77 but it would seem that nationally some 53 colleges actually enrolled first year students, and 53 provided second year courses. These figures show a decline from 1975/76 where there were 62 first year courses in operation and 60 second year courses started. The regional distribution of the students in 1977 is illustrated in the following table.⁶¹

Area (Provincial Council)	Year I		Year II		Total No. of Students
	No. of Colleges	No. of Students	No. of Colleges	No. of Students	
Eastern, Essex & Herts	4	52	4	42	94
East Midlands	5	90	5	81	171
Greater London	6	130	6	137	267
Northern	3	108	3	137	245
North Wales	1	40			40
North Western	10	220	9	174	394
Southern	3	50	3	51	101
South Eastern	2	44	2	32	76
South Wales	4	64	4	83	147
South Western	7	109	7	93	202
West Midlands	1	15	1	26	41
Yorks & Humberside	7	136	6	99	235

As in the case of the ONCPA courses, the largest concentration of students occurs in the metropolitan counties with the North Western area leading the way, and North Wales and the West Midlands area showing the smallest number of students. The large number of colleges offering the course in the North Western area meant that there was an average enrolment of 39.4 students in each college; the Northern area once again showed the highest average student intake - 81.6 for each college.⁶² The conclusion

61. LGTB Survey, 1977

62. The three colleges are Carlisle Technical College, Durham Technical College, and Newcastle Polytechnic. In practice, the concentration of students is greater than the average since the course at Carlisle tends to be a small one. The student enrolments reported in 1977 at Newcastle and Durham were:-

Newcastle Polytechnic	Year I	52
	Year II	35
Durham Technical College	Year I	77
	Year II	37

to be drawn is that the competition among colleges is much greater in the North Western area and RAC control over location of courses somewhat weaker than in the Northern region. The fact that only three colleges ran courses in the Northern area could mean that the student body was much more concentrated.

The growth of the course in the Northern area can be illustrated by the following table.⁶³

Year	Colleges	Students Year I	Students Year II	Student Total
1971	1	11		11
1972	2	24	16	40
1973	2	35	19	54
1974	2	41	31	72
1975	2	70	31	101
1976	2	85	41	126

The above table related to examination entries, and so the student numbers do not correlate exactly with those produced by LGTB surveys, which are based on student enrolments. Also, only 2 colleges are shown as making examination entries for HNCBSPA, whereas the LGTB return shows three colleges recruiting to the course: this is because one of the colleges ran a joint HNC/CMA course but did not enter students for the HNCBSPA examinations through the Regional Examining Body.⁶⁴

The two colleges concerned have achieved a steady growth in student numbers for the course since its inception, and in both cases the groups were made larger by the addition of significant numbers of CMA students.⁶⁵

63. Northern Counties Technical Examinations Council, Statistics 1969/76.

64. Carlisle Technical College.

65. The figures for 1976/77 are as follows:-

		HNC	CMA
Newcastle Polytechnic	Year 1	40	12
	Year 2	27	8
Durham Technical College	Year 1	5	72
	Year 2	4	33

The HNCBSPA figures for Durham Technical College show a student commitment to the course which is too low; in practice the examination entry will be significantly higher. The county policy is to enter students for CMA but many of them will also write the HNC examinations.

It follows that, in order to obtain a complete picture of the pattern of provision for public administration courses at this level, the HNCBSPA course cannot be taken in isolation from the CMA. The problem of presenting the complete situation statistically is also exacerbated by several other factors:-

- (i) some college returns make no distinction between HNC and CMA students, whereas others do;
- (ii) where courses are run jointly, students sometimes make no commitment to HNCBSPA until the second year of the course;
- (iii) student enrolments to courses cannot be estimated from second year examination entries because of wastage rates (which by ONCPA standards can rise to almost 70%)⁶⁶
- (iv) examination entries do not present a complete picture of the courses as they have been running within the colleges, including as they do a number of referrals.

It is possible, nevertheless, to outline the total contribution in terms of examination entries to CMA. The percentages taught in the colleges can be added to the examination entries for HNCBSPA and the resultant figure will show the total examination entries (though not the total student force) for any particular year.

3. Certificate in Municipal Administration (CMA)

A total of 655 candidates attempted the CMA examinations in 1976. The candidates were divided into five categories.

1. Part A Candidates

Part A consists of three papers⁶⁷ which must be passed on the same occasion; successful candidates may then proceed to Part B.

2. Part B Candidates

Part B consists of three papers⁶⁸ which must be passed on the same occasion; successful candidates will have completed the CMA.

66. No statistics are produced on this point for HNCBSPA by the Business Education Council.

67. Government and Public Administration I, Economics of Public Finance I, and Introduction to Local Government Administrative Practice.

68. Government and Public Administration II, Economics of Public Finance II, and Social Policies and Social Needs.

3. HNCBSPA Candidates

Candidates who have obtained the HNCBSPA, or who are in the second year of the course, may complete the CMA by passing on the same occasion three papers⁶⁹, and will then be eligible for the award of CMA on completion of the HNCBSPA.

4. HNCBSPA/Part A students

Candidates who have passed Part A and who are in the second year of the HNCBSPA course may complete CMA by passing on the same occasion two papers from Part B⁷⁰, and will become eligible for the award of CMA when the HNCBSPA course is completed.

5. Other partially exempt candidates

Other candidates claiming partial exemption from CMA papers as a result of academic qualifications (such as degrees or HNDBS) must pass on the same occasion two papers to complete CMA.⁷¹

Twenty colleges currently offer courses leading to CMA Part A and Part B. There are at least fifteen other colleges who offer HNCBSPA courses in which may be found students who are also preparing for CMA papers.

The total number of Direct Entry Part A and Part B students taught by the colleges in 1976 was 289, comprising 81% of the total entry. There were, additionally, 205 candidates for CMA who claimed exemption by way of HNCBSPA, and a further 32 who fell into category 4 above. In 1977 the HNCBSPA candidates totalled 252, of whom 28 had already passed Part A.

The colleges have in fact maintained a consistent contribution to the preparation of students for CMA, both by Direct Entry and through the exemption procedures. In 1973 "almost all" CMA candidates studied at colleges of further education and polytechnics⁷²; between 1974 and 1976 the percentages were as follows⁷³:-

-
- 69. Introduction to Local Government Administrative Practice (from Part A), Government and Public Administration II and Social Policies and Social Needs.
 - 70. Government and Public Administration II and Social Policies and Social Needs.
 - 71. Introduction to Local Government Administrative Practice and Social Policies and Social Needs.
 - 72. Report on the Certificate and Diploma Examinations, LGTB 1973.
 - 73. Report on the Certificate and Diploma Examinations, LGTB 1974, 1975, 1976.

Year	Direct Entry Candidates	Three paper exemptions	Other exempt candidates
1974	85.8%	89.5%	65.9%
1975	85.0%	94.4%	75.9%
1976	81.1%	92.2%	76.6%

The total student examination entry for 1976, taking HNCBSPA and CMA into account therefore, was:-

Number of colleges	HNCBSPA 2nd year	CMA	Student Total
53	1075	498	1573

It is impossible to estimate the total number of students attending classes at this level in the colleges because although the assumption might be made that almost two thousand HNCBSPA first year students are enrolled in the colleges, some of these would also be writing Part A CMA, and there is also the problem of student wastage between enrolment and examination entry to be taken into account. All that can be said with a degree of certainty is that the total student body enrolling for HNCBSPA and CMA is well in excess of 3000 and could be approaching 3500, on the basis that first year HNCBSPA classes tend to be significantly larger than second year groups.⁷⁴

Once again, the total number of students enrolled at this level cannot be precisely noted because of the existence of a further body of students - those who are undertaking courses leading to the examinations of various professional bodies. When compared with the student numbers on the national awards courses the number is not large. Many of the students will, nevertheless, join groups that are taught for national award courses, particularly in the colleges where group numbers verge on non-viability.⁷⁵

The three major public administration courses other than the national awards may now be dealt with separately, together with a note of the

74. The Business Education Council Survey 1975/78 does not differentiate between Business Studies and Public Administration students but if the ONCPA wastage rate of 69% were assumed to apply to HNCBSPA for the 1976 figures, there would have been a student body of 2891 on HNCBSPA during 1975/76.

75. An example is provided by Hatfield Polytechnic, where 23 ICMA students join 8 HNCBSPA students.

contribution made by the Chartered Institute of Public Finance Accountants.

4. Institute of Chartered Secretaries and Administrators (ICSA)

The total number of registered students for ICSA in 1977 was 25,337, of whom 18,021 were classified as UK students.⁷⁶ The majority of these students prepare for their examinations by private study and do not use the colleges.

A new structure of examinations was instituted in 1975 and a Public Service Stream was made available for students from the public sector.⁷⁷ The student entries for the Public Service Stream public administration subjects have been as follows:-

	<u>June</u> <u>1975</u>	<u>Dec.</u> <u>1975</u>	<u>June</u> <u>1976</u>	<u>Dec.</u> <u>1976</u>
Government	140	60	107	55
Public Admin. I	12	11	19	14
Public Admin. II	7	4	6	10
Local Govt. Admin.	25	28	56	28
Local Govt. Admin. II	1	9	25	24

The special panel which recommended the structure of the Public Service Stream included local government, NALGO and Civil Service representation as well as members of the teaching profession from Universities and colleges involved with public administration, and it would seem to have produced a course broadly acceptable to the areas it was designed to serve: local government, civil service, teaching and the health services. The Public Service Stream has yet to raise significant numbers of students, however: in 1975 some 13% of the students attempting Part I were estimated to be Public Service students, with 6% attempting Parts III and IV. In 1976 these percentages had grown to 15% and 10%.⁷⁸

76. Institute of Chartered Secretaries and Administrators, Annual Report, December 1977.

77. Both trainees and local authorities see certain advantages in this change, namely, external credibility, the benefits of belonging to a professional body, and flexible methods of study. But they also have reservations, particularly that the scheme does not offer specifically local government training and fails to stress local government procedures, legislation and values: Interim Report, LGTB Research Project, February, 1975.

78. Estimate of Mr S.J. Carver, Assistant Secretary ICSA, interview of 1st May, 1977.

Taking all Parts of the Public Service examinations into account the total entry in 1976 was 366 so few more than 700 students were studying for Public Service examinations in 1976.⁷⁹

These students would seem to follow the traditional pattern of study for ICSA examinations in the main: private study. The number of courses specifically designed for ICSA students in the colleges are few. Two colleges of higher education offered full time courses in 1977 but neither recruited sufficient students.⁸⁰ Part-time courses were offered at ten centres, on a day, and day and evening basis, and students were recruited, but three other centres failed to recruit.⁸¹

Moreover, of the colleges which started ICSA courses only one would seem to have run the course specifically for these students - and even then added a few HNCBSPA students to make up numbers.⁸² One of the reporting colleges declared that it is in the process of "developing" ICSA courses "which may affect the CMA market adversely" but this seems to be optimistic since student numbers are not large.⁸³

Presumably because the courses have not attracted sufficient numbers of students some colleges have now shown an interest in offering "foundation" courses, on the principle that if groups can be gathered together to begin the course they may well pursue the more advanced modules later in the college. A course of this nature started at Chelmer Institute of

79. About 50% of the registered students in the UK write the examination each June: SJ Carver.

80. Dorset Institute of Higher Education and Gwent College of Higher Education. Among the London Boroughs an average of only 3 students in each authority were preparing for ICSA in 1975: Interim Report LGTB Research Project, February 1975. Approval has now been given for a linked HNDBSPA/ICSA course at the Polytechnic of North London: Institute of Chartered Secretaries and Administrators, Annual Report, 1977.

81. Students were enrolled at Matthew Boulton Technical College, Dorset Institute of Higher Education, Brighton Polytechnic, Hatfield Polytechnic (mainly graduates and administrative trainees from Hertfordshire County Council), Leeds Polytechnic, South West London College, Plymouth Polytechnic, Oxford Polytechnic, Redditch College of Further Education and West Bromwich College of Commerce and Technology. The colleges which failed to recruit included the Polytechnic of Central London and the North East Wales Institute of Higher Education.

82. Hatfield Polytechnic.

83. Ipswich Civic College.

Higher Education in 1976 and other colleges have expressed an interest.⁸⁴ While being unable to offer separate foundation courses, two more colleges have added optional subjects to their accountancy courses in order that students might attend and gain six exemptions from subjects in the Institute's examinations after one year's full time study.⁸⁵

Until the number of ICSA students attempting the Public Service Stream examinations rises from the current 13-15% of the total student entry, and until there is a significant swing away from private study to use of college courses, the college contribution to the preparation of ICSA public administration students is likely to remain a minor one.⁸⁶

5. Institute of Housing Managers (IHM)

A significant use of the public sector colleges is made by the IHM.

Among the colleges reporting, thirteen showed that they had recruited students to IHM courses in 1976, apart from including individual students in other groups to make viable class numbers. One college, having recruited only 8 students for a Part I course will not offer the course in 1977/78, but the other centres would seem to be continuing in spite of low numbers.⁸⁷

84. The course possibilities are being investigated by Hull College of Higher Education, West Bromwich College of Commerce and Technology and Harrow Technical College: Institute of Chartered Secretaries and Administrators, Annual Report, 1977. Foundation courses will be offered, subject to RAC approval, in September 1978 at Farnborough College of Technology, Waltham Forest College, and Brighton Polytechnic: Professional Administration, July, 1978.

85. Brighton Polytechnic and Medway and Maidstone College of Technology.

86. Tuition for the Public Service stream will be offered at 16 colleges in 1978/79: Professional Administration, July 1978.

87. The centres, with their recruitments, are:-

Crawley College of Further Education	6
Durham Technical College	55
Exeter Technical College	19
Lincoln College of Technology	9
Southampton College of Technology	40
Leeds Polytechnic	16
Hugh Baird College of Further Education	8
Matthew Boulton Technical College	28
Bradford College	8
Brighton Polytechnic	13
South East London Technical College	46
Salford College of Technology	150
South Gwent College of Further Education	15

The student total is not a large one, comprising 413, and 36% of these attend one college.⁸⁸ Only at the four largest centres are courses recruiting beyond Part I of the Institute examinations.

The possibility of growth exists though it is likely that the number of courses will fall from the present 13 as more colleges follow the example of withdrawal of the course for lack of student support.

6. Institute of Health Service Administrators (IHSA)

Only 239 students were declared as having enrolled for IHSA courses in the reporting colleges. These students were attending 11 centres, only two of which were polytechnics.⁸⁹ At only 3 colleges was there a course recruiting beyond the Intermediate stage⁹⁰ and only one college recruited more than fifty students.⁹¹ One college reported a recruitment in 1975 but no recruitment for 1976.⁹²

One of the two polytechnics concerned recruited only 4 students and taught them side by side with IHM and HNCBSPA students.⁹³ The only other polytechnic involved enrolled students for the Final courses with Intermediate classes being enrolled at a local college of further education.

IHSA students are unlikely to increase significantly in number at the colleges. Some movement is detected among Health Service employees away from ONCPA courses to the more specialised IHSA and if this were to become more widespread it would increase student support for IHSA,⁹³ but not significantly⁹⁵ since fewer than 200 Health Service employees

88. Salford College of Technology.

89. Brighton Polytechnic and Sheffield Polytechnic.

90. Durham Technical College, Salford College of Technology and Sheffield Polytechnic.

91. Salford College of Technology with 58 students. Sheffield Polytechnic enrolled 45 and City and East London College enrolled 30 students, and will presumably recruit for Final course in 1977/78.

92. West Bridgford College of Further Education.

93. Brighton Polytechnic.

94. E.g. at Durham Technical College where the local health authority has started to express a preference for IHSA courses as against ONCPA/HNCBSPA.

95. Health Service employees comprise only 3.8% of the total ONCPA enrolment.

are currently attending ONCPA courses in the colleges.

7. Chartered Institute of Public Finance Accountants (CIPFA)

The CIPFA courses, established for accountants in the public service, include no subject called Public Administration but use syllabuses which are management-orientated in their new scheme of study. Most of the courses are offered by Departments of Accountancy but receive servicing from public administration teachers based in other departments.⁹⁶

The CIPFA courses are offered at two levels: the Professional level and the Technician level.

The new scheme of study was preceded by an appraisal by the Institute of the colleges which wished to offer the courses at Professional level and only 18 colleges were deemed to have the necessary expertise to run the courses successfully. Of these 18 colleges 10 are polytechnics.⁹⁷ During 1976/77 courses for the Professional 2 examination were running at 14 colleges, while courses for Professional 3 are expected to be offered at 10 colleges in 1978/79.⁹⁸

There were only 245 students⁹⁹ enrolled for Professional 2 courses in

96. As at Leeds Polytechnic.

97. The 10 polytechnics are at Bristol, City of London, Glamorgan, Lanchester, Leeds, Liverpool, Manchester, Preston, Trent and Wolverhampton.

98. The colleges approved for Professional 3 courses in 1977/78 are City of London College, West London College, Southampton College of Technology, Glamorgan Polytechnic, Preston Polytechnic, Liverpool Polytechnic, Chesterfield College of Further Education, Woverhampton Polytechnic, Leeds Polytechnic and New College Durham (formerly Durham Technical College).

99. Enrolments at individual colleges were as follows:-

East Ham College of Technology	20
West London College	29
Southampton College of Technology	38
Chelmer Institute of Higher Education	4
Glamorgan Polytechnic	11
Manchester Polytechnic	16
Preston Polytechnic	11
Liverpool Polytechnic	15
Chesterfield College of Technology	16
Wolverhampton Polytechnic	25
Trent Polytechnic	10
Worcester College of Higher Education	12
Leeds Polytechnic	17
Durham Technical College	21

1976/77 and only one college reported a recruitment of more than 30 but this does not give a clear picture of the present commitment of the colleges to CIPFA courses since a large number of students, most of whom undertake courses on a day release basis at local colleges, have been pursuing the CIPFA old scheme of study. The following examination statistics illustrate the size of the student body.

<u>Year</u>	<u>Intermediate</u>	<u>Final Part I</u>	<u>Final Part II</u>
1970 (May)	668	984	1968
1975 (November)	728	424	377
1976 (May)	723	569	491

The new scheme of study is being phased in between 1976 and 1978 and once the commitment to students registered under the old Institute of Municipal Treasurers and Accountants (IMTA) is completed the number of students preparing for the new Professional courses is likely to be large.

Of growing importance for public administration teachers, was the commitment of the CIPFA to a technician grade, and its reliance upon the ONCPA structure. The scheme called for students to enter the ONCPA course, and on its completion they would proceed to a further one year "topping up" course to obtain a technician award similar to that awarded by the Institute of Accounting Technicians (IAS) established by the Association of Certified Accountants in 1974. Fifteen colleges deliberately introduced new subjects into the ONCPA to cater for this student body: to slant the course towards finance department employees the subjects of Accounting and Statistics were added.¹⁰⁰ An example appears at South East London Technical College where these subjects replace Law, Social Structure and Social Services. The importance of this scheme to public administration courses has not been estimated, but at one college 70 students were enrolled for the course.¹⁰¹

100. The course comprised two stages. Stage I was the ONCBS or the ONCPA, including the subjects of Accounting and Statistics. Stage II comprised 4 subjects: Administration, Organisational structure and finance; Financial practice and data processing; Budgeting and cost accounting; and Financial accounting and auditing.

101. Durham Technical College. Other colleges use the ONCBS however: at Kirby College of Further Education 11 first year students proceeded through ONCBS in 1976/77; a similar situation existed at Kingston Technical College.

The commitment is not likely to continue; as will be noted later, the new structure of courses under BEC will mean that these students will use Financial Sector Board modules rather than Public Sector Board modules. There is likely to be less public administration teaching in this respect under BEC as a result.¹⁰²

THE CONTRIBUTION OF THE COLLEGES TO THE TEACHING OF PUBLIC ADMINISTRATION

It was pointed out at the beginning of this chapter that there is a certain amount of public administration teaching in courses other than those described above. The definition adopted for "public administration" is also one which may be regarded as open to question. Bearing these two constraints in mind it is yet possible to attempt some quantification of the amount of public administration teaching that occurs in the colleges and assess the size of the colleges' contribution.

It would seem that, on the basis of the returns submitted by the colleges, and adopting the definition of public administration used in this study, some 2,263 hours are spent in the teaching of 10,000¹⁰³ public administration students each week in colleges of further and higher education. The contribution of individual colleges varies considerably, as might be expected.

Among the polytechnics the number of hours taught on public administration at sub-degree level varies from 3¹⁰⁴ to 41¹⁰⁵ but it should be borne in mind that some polytechnics also offer degree courses in public administration or include a public administration stream within their HNDBS. Thus, while Leicester Polytechnic reports a teaching commitment of only 8 hours to public administration at sub-degree level, it also offers a four year degree course in public administration. The largest commitment among the polytechnics as far as hours are concerned would seem to be at Newcastle Polytechnic (which also offers a degree in

102. The point is dealt with in Chapter 6.

103. Of whom 85% are enrolled on National Award Courses.

104. Huddersfield Polytechnic, which offers in addition a public administration option on the HNDBS.

105. Newcastle Polytechnic. Its HNDBS(PA Option) is not included.

Government) where 41 hours each week are spent on teaching public administration at sub-degree level - mainly HNCBSPA and CMA.

Among the colleges of further education the variation in commitment is considerably greater. In fifteen colleges there is a teaching commitment of fewer than 8 hours each week;¹⁰⁶ at the other end of the scale there are ten colleges with a commitment of over 40 hours a week.¹⁰⁷ In four centres there is a heavy teaching commitment to public administration of over 60 hours each week and the largest centre, which is unique in providing courses for ONCPA, HNCBSPA, CMA, DMA, IHM and IHSA, which comprises virtually the whole range of public administration teaching available at this level reported a commitment of 122 hours each week.¹⁰⁸

The general pattern of teaching commitment would seem to lie in the range of between 8 and 16 hours each week. Some 41 colleges fall into this category¹⁰⁹ and 19 of those teach between 8 and 10 hours each week. These tend to be the colleges with established ONCPA courses and little else by way of public administration teaching; where the hours rise to the category of 20-30 hours per week the reason is either that the college in question has groups of students large enough to offer two classes or more, or additional public administration teaching is offered through a professional class such as IHM.

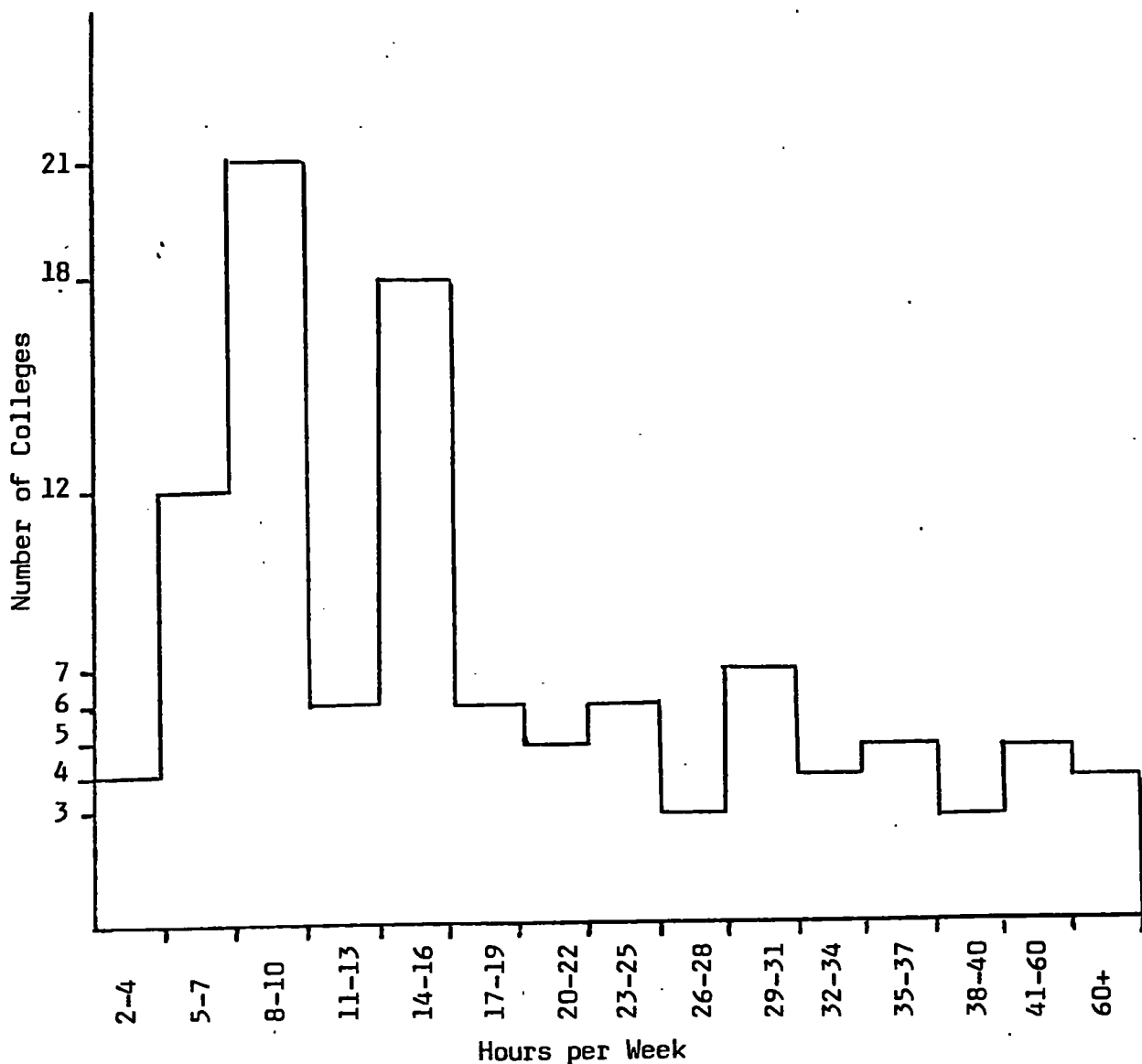
The overall situation may be illustrated diagrammatically.

106. This figure excludes one polytechnic.

107. This figure excludes Newcastle Polytechnic.

108. Durham Technical College.

109. This figure excludes four polytechnics.



*Teaching Hours for Public Administration

As will be seen from the above diagram, a large part of the teaching of public administration is carried on in colleges where the number of hours devoted to the subject area is 20 hours a week or fewer. Such colleges amount to 40.9% of the total. In 52.3% of the colleges no more than 25 hours a week are devoted to public administration teaching. The opportunity in these colleges for the development of specialist interests in public administration is therefore severely limited; the concentration of public administration staff can appear only where there is sufficient work for several such specialists, and there are few such colleges: only 9 colleges can show more than 40 hours a week public administration teaching.

We may now proceed to look more closely at the teaching force involved with these courses described earlier.

- 3 -

THE TEACHING FORCE IN
PUBLIC ADMINISTRATION

NUMBER AND QUALIFICATIONS OF PUBLIC ADMINISTRATION STAFF

Size of the Teaching Force

It would seem that during the session 1976/77 there were some 417 full time teachers engaged in the teaching of public administration as defined. They all carried on some teaching of the subject, but would not necessarily describe themselves as public administration teachers per se, in that the majority of them undertook teaching in other subject areas in addition.

This teaching force was employed in 107 separate institutions. Some of these colleges were able, because of the amount of teaching available, to employ groups of teachers of public administration, but in the smaller colleges staff were isolated from lecturers with similar interests. Seven colleges reported that there was only one member of the staff teaching public administration, but a degree of teaching flexibility and the opportunity for individuals to specialise was apparent among a further seventy-four colleges who employed between 3 and 6 teachers of public administration. These colleges were clearly in the majority: only nine colleges reported a public administration teaching staff of between 7 and 10. The largest single concentration of public administration teachers was at Durham Technical College which employed 12 full time staff.¹

Qualifications of the Teaching Force

Of the 417 teachers identified by the colleges reporting to the questionnaire, 347 (84%) were graduates. This figure compares favourably with the 1975 total for teachers in further and higher education generally, where only 37% of the teaching force was shown to hold first degrees.²

As might be expected, the first degrees held by the public administration teachers were biased towards Government and Politics: 143, comprising

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1. As well as 7 part time staff. Newcastle Polytechnic employed 10 lecturers to teach public administration but some of their work involved teaching degree level work with the BA Government degree.
 2. Of 63,194 teachers only 23,497 held first degrees: Department of Education and Science, Statistics of Education 1975: Teachers, Volume 4.

34.8% of the total, held degrees in Government or Politics, but other disciplines had strong contributions to make to the teaching force. Degrees in Economics were held by 68 teachers (16.1% of the total), there were 79 Sociology graduates (19%) and 26 Law graduates (6%) teaching public administration. The number of lecturers holding degrees in Public Administration as such was small: there were only 12 such individuals in total. They were outnumbered by the group of lecturers who held degrees which seemed to have little or no relationship to public administration as a discipline: there were 29 such graduates, including 4 in History, 9 in English and 2 in Education. It may be assumed that the small number of Public Administration graduates is related to the paucity of degrees in this subject due to its recent development as a subject for degree awards, and the fact that few of those who do graduate in the discipline proceed into teaching in the further and higher education sector.

Professional qualifications, such as ACIS, DMS, DMA, were held by 71 of the 347 graduates so some 17% of the total teaching force held graduate and professional qualifications. A further 71 teachers were identified as holding professional qualifications without degrees and thus comprise an important teaching source in public administration. Of these, some were preparing for degrees or higher degrees in order to obtain graduate status.

Estimates of the number of teacher-trained personnel in further and higher education suggest that only one third of the teaching force has undergone a course of study leading to a qualification in teacher training.³ The public administration teachers identified in the survey present a much different picture: 237 teachers, 56.8% of the total, hold professional teaching qualifications.

There are probably several reasons for this. The overall total of uncertificated teachers in further education includes a considerable number of older staff in the technical departments such as Engineering, who have never undergone teacher training courses for lack of opportunity when they were younger and lack of inclination now they have achieved senior posts. Secondly, in those departments such as Humanities and Business Studies, where there are higher proportions of graduate staff, there would seem to be a clearer tradition and

3. Advisory Committee on the Supply and Training of Teachers, 1978.

inclination towards teacher training. Thirdly, there has been a greater tendency in further education colleges of recent years to emphasise the value of training, and younger teachers are more inclined to follow such courses. Since public administration has been one of the faster growing areas of recent years there is the likelihood that the age profile of the public administration teachers is lower than in the technical departments. For all these reasons, therefore, the number of certificated teachers among the public administration teaching force is likely to be higher than the national average,⁴ and this is borne out by returns from the survey.

Of the 417 teachers identified, 92 (22%) already hold a higher degree. This percentage contrasts significantly with the position in the universities where 75% of the teaching force hold higher degrees. One explanation for this is that while there is a tradition of research in the universities there is none in further and higher education (though this is developing in the polytechnics) and this is reflected in the academic standing of the staff; additionally the level of recruitment, in general academic terms, has always been lower in further education, not only as a result of market forces, but also because of the nature of the work undertaken at sub-degree level. In many cases, for instance, colleges have tended to recruit non-graduates for the benefit of their professional, industrial or commercial experience - though this would not seem to be a particular situation in the case of public administration teaching, as will be noted later.

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4. Some larger colleges have adopted deliberate policies for training staff and are thus significantly ahead of the national estimated average. At Newcastle upon Tyne College of Arts and Technology 51% of the staff hold teaching certificates. The discrepancies within departments are noteworthy, however:

Business Studies	55.8% staff trained
Humanities	83.0% staff trained
Visual Studies	14.0% staff trained
Music	28.0% staff trained

Moreover, while 56% of the staff in Construction Technology are teacher trained, over half of them are junior members of staff; similarly, among the General Studies staff of whom 74% are teacher trained, once again more than half of the certificated teachers are junior members of staff: Newcastle upon Tyne College of Arts and Technology, Prospectus, 1977/78. In the Department of Business and Professional Studies of Kilburn Polytechnic only 19 out of 37 teaching staff are teacher-trained, but of the junior staff of 24, 15 hold teaching qualifications: Kilburn Polytechnic, Prospectus 1977.

Among those in the survey who were reported as not holding higher degrees, some 65 teachers (15% of the total force) are undertaking programmes of study leading to higher degrees. Most of these - 45 in all - are undertaking programmes of research rather than following courses leading to examination, or examination and dissertation.⁵

Research in the colleges of further and higher education

Understandably, in view of the increasing emphasis being placed upon academic qualifications and research in the polytechnics, the relative proportions of staff holding higher degrees or preparing for them are significantly different as between the polytechnics and the colleges of further education. In 44 colleges of further education there were 41 public administration staff already holding a higher degree; in 13 polytechnics reporting there were 46 such staff employed with higher degrees. Among the 44 colleges of further education a total of 39 public administration staff were preparing for higher degrees; among the reporting polytechnics 24 public administration staff were described as undertaking research programmes leading to higher degrees. The difference in emphasis is not surprising: the polytechnics, with their major concern in higher education, can be expected to reflect this in the academic qualifications of their staff and in their degree aspirations, where the possession of higher degrees by the staff will be seen as one of the criteria for external validation of courses by the Council for National Academic Awards, and for professional advancement within the departments. In the colleges of further and higher education, on the other hand, the proportion of higher education work is relatively small, often lying between 10% and 30% of the total teaching commitment within the institution,⁶ and consequently there is

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5. Few university teachers undertake research for higher degrees: Richard A. Chapman, Teaching Public Administration. On the other hand, there would seem to be little research other than for higher degrees being undertaken in the further education sector, though the polytechnics certainly declare a commitment to research.
 6. At New College Durham between 25% and 30% of the work undertaken is classified as "advanced" under the Further Education Regulations. At York College of Arts and Technology, which is the largest further education college in the North Riding local education authority, the proportion of "advanced" work is 18%: interview with Assistant Education Officer, May 1978.

less importance attached to the possession of a higher degree, either for reasons of external validation of courses or as a criterion for promotion.⁷

The amount of research undertaken in colleges of further education is therefore small. A commonly advanced reason for this is lack of time.⁸

While secondment is not unknown in further education few colleges have a policy of secondment. Staff are thus forced to devote their own "spare" time to undertake research or prepare for higher degrees. The amount of "spare" time they might possess depends upon their relative status in the college hierarchy.

Local agreements between the National Association of Teachers in Further and Higher Education and the local employing authority tend to follow the same general pattern whereby a lecturer is expected to undertake a teaching programme of not more than ten sessions per week. Within these ten sessions the number of hours of "class contact" (which may be face-to-face teaching or tutorial work)⁹ will depend upon the status of the lecturer. Commonly, the most junior grade, the Lecturer I, will teach between 20 and 22 hours each week. The Lecturer II will have a class contact time of between 18 and 20 hours; the Senior Lecturer between 16 and 18, the Principal Lecturer 15 or 16 hours. The rest of the time will normally be spent on the college premises in preparation and marking.

Inevitably, therefore, the relatively junior member of the teaching staff in a college of further education will have little time during his working week of 30 hours in which to undertake research. The

7. Criteria for promotion are rarely published by college managements. Where the amount of higher education work is small, the possession of a higher degree, or the studying for such a qualification, will not necessarily rank highly as a badge of quality or evidence of worth.

8. This is not to say time for research is not a problem in other sectors. The university teacher spends much time in the supervision of other people's research, and considerably more time than his counterpart in further education in committee work - only senior staff in further education spend a significant amount of time in committee work.

9. There would seem to be little emphasis placed upon tutorial or seminar work. Teaching on public administration courses tends towards face-to-face, lecturing and discussion sessions; the demands of the courses tend to force the teachers away from tutorial work - particularly where large groups of students attend.

position is further worsened by the range of teaching that must be undertaken, particularly in a small college. Where the public administration teaching in a college is limited to ONCPA the individual lecturer's timetable will range over subjects other than public administration to take in, perhaps, Law, Economics, Commerce, English. In larger colleges there is more opportunity to specialise and it is sometimes possible to maintain a programme of public administration teaching only, but this would seem to be rare.¹⁰

As an illustration of the situation five programmes of individual lecturers undertaking higher degrees or professional qualifications may be highlighted.¹¹

LECTURER A is female, 44 years old and has 10 years teaching experience in further education. She teaches in a college with a large ONCPA group. She holds a BA (General) degree, a Certificate in Education and is undertaking a correspondence course for the examinations of the Chartered Institute of Secretaries and Administrators (Public Service Stream). She teaches 23 hours a week (three of these hours are overtime) and is graded as Lecturer II. Her teaching programme is as follows:-

Bookkeeping (Certificate in Office Studies)	4 hours
English (Training Opportunities Scheme)	4
Social Services (Medical Secretaries)	3
Social Services (ONCPA)	6
English (ONCPA)	2
English (ONCBS)	3

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10. The point is made by Mr P.F. Stones of S.E. London Technical College (letter of 24th May, 1977): "Your questionnaire does examine the qualifications held by "Public Administration" teachers but it does not consider the possibility that such teachers may be involved in subjects not related to their qualifications. It is possible that a person with a degree in Politics may teach Social Services, for which he may be no better fitted than some one with no related qualification. Here, we are fortunate in that the amount of Public Administration teaching that we have enables each of my colleagues to teach exclusively in that subject area for which he is best qualified."
11. The programmes cannot be seen as ones from which many generalisations can be made. They are specific cases and do not necessarily form a picture of the situation across the colleges; the position would seem to vary not only as between colleges, but also from year to year.

She obtains no remission of time for her preparation for further examinations.

LECTURER B is male, 39 years old and has been teaching for four years in a large college of further education after a ten year period spent in industry. The college operates a range of public administration courses from ONCPA to HNC, CMA, DMA and professional courses. The lecturer concerned holds the degree of BA (Politics) and a post graduate certificate in education, and is currently preparing for the degree of MA (Politics) by thesis. He is graded as a Senior Lecturer and teaches 21½ hours a week.¹² His teaching programme is as follows:-

Public Administration (CMA)	9 hours
Public Administration (DMA)	1½
Organisation Theory (IHSA)	3
Government & Public Admin. (ONC I)	4
Government & Public Admin. (ONC II)	4

Like LECTURER A he undertakes additional responsibilities as a course tutor to various groups of students, and has liaison duties with organisations outside the college. Like LECTURER A he receives no remission of time for research.

LECTURER C is male and 29 years of age. He has six years teaching experience, one year's industrial experience, and presently works in a medium sized technical college. He holds the degrees of B.Sc. (Soc) and MA (Politics), and the Post Graduate Certificate in Education. He is presently engaged on a research project on the teaching of politics and government.¹³ He teaches 18 hours a week at his college and is graded as Lecturer II. His timetable is as follows:-

Public Administration (ONCPA)	3 hours
British Constitution (OND BS)	3
Government & Politics (GCE 'A' Level)	8½
Sociology (GCE 'O' Level)	3

12. This is unusually high and would seem to be the result of staff shortages. The normal requirement would be 17 hours.

13. This is one of the few examples discovered of research in this particular field. The project is undertaken as part of the MA in Applied Educational Studies at York University. It arises out of the researcher's involvement with the Hansard Society's Programme for Political Education, and concerns in particular the notion of political skills. Keith Webb, Huddersfield Technical College, 20.10.77.

He undertakes no overtime teaching and acts as course tutor to the ONCPA. He obtains no remission of class-contact hours for his research though adds that "in previous years, in a more favourable economic climate, colleagues engaged in research have received some assistance in this respect."

LECTURER D is male and 28 years of age. He has two years' experience of local government and three years' teaching experience. He holds the degree of B.Sc. (Soc) and has three hours a week remission for one term from his post in a polytechnic to complete a Master's degree by thesis. His normal teaching programme as a Senior Lecturer comprises 16 hours a week, of which four hours are tutorials. His timetable otherwise comprises:-

Public Administration (HNCPA)	2 hours
Public Administration (HNDBS)	4
Government (degree teaching)	4

He acts as course tutor to the first year of the HNDBS(PA) group which comprises 20 students; he does not see this as onerous but rather as a duty of "making himself available if they want to bring problems to him."

LECTURER E is 30 years old and works at a large college of further education with an intake of ONCPA students in excess of 100. He has four years teaching experience and no industrial, commercial or local government experience. He holds an Honours degree (BA) and the Post Graduate Certificate in Education and is currently preparing for the degree of M.Ed. by thesis. This involves an investigation into ONCPA student attitudes, in part. As a Lecturer Grade II he works 19 hours each week and undertakes some overtime teaching. His programme includes:-

Government (ONCPA)	8 hours
Social Structure (ONCPA)	2
Social Services (ONCPA)	2
English (ONCPA)	7

He acts as a course tutor to one of the groups of ONCPA students and obtains no remission of time for his research.

The above teaching programmes, and institutional attitudes reflected, emphasise that within the further education sector there is little or no encouragement given to staff to undertake research, either as a matter of academic interest or as a means of obtaining a higher

degree.¹⁴ But four of the staff described above are employed in colleges of further education and inevitably a somewhat different attitude is presented by the polytechnics.¹⁵ The Council for National Academic Awards regards it as important that research should be encouraged in the institutions teaching for its degrees, and consequently the polytechnics are more inclined to allow time for research, sometimes maintaining a policy of time-allocation departmentally, in order that research may be carried on.

The motivation for research within the sector generally remains undefined. In the universities a clear-cut attitude towards original research can be seen: teaching staff are expected to undertake original research as part of their professional careers. This attitude applies only to a limited and restricted extent in the polytechnics, and it has no place in the colleges of further and higher education. The motivation here is almost entirely of a personal nature, i.e. the individual undertakes research, generally in order to acquire a higher degree, for his own personal satisfaction and to improve his "qualifications" for his next appearance before an interviewing committee. The amount of original research carried on for its own sake is minimal; and the atmosphere and pressures within further education if anything inhibit such work.

Some original research is carried on through courses leading to diplomas (such as the Diploma in Further Education)¹⁶ and to higher degrees, where the examinations undertaken are supported by a dissertation. It is arguable, indeed, that this should be the appropriate method of research for teaching staff in further and higher education rather than the adoption of research programmes which lead to more esoteric fields of study. Where a dissertation forms part of a degree course in, for

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14. The position tends to change significantly once a college receives approval to offer a CNAA validated degree, because of CNAA's emphasis upon the need for research.
 15. Not only towards research but also towards teaching commitments. At Newcastle Polytechnic no regard is currently paid to the NATFHE negotiated agreements: departments are staffed on an average of 16 hours per member of staff, whatever their grades.
 16. Such as that awarded by the University of Leeds through courses offered by Huddersfield Polytechnic. Recent dissertations for the Diploma include, for instance, "A Systems Approach to Resource Allocation,"; "Curriculum Study for Engineering Technicians"; "Work Experience as part of the curriculum of vocational orientated full time courses in further education"; and "Resource Centres in Further Education Colleges".

instance, Education, the likelihood is that it will lead towards some aspect of pedagogy. The result is that the research undertaken is likely to be of more value, to the individual in his performance in college and the college itself, than a piece of original research which, though valuable per se, is so restricted in applicability to further and higher education as to be of little utility to college or teacher. There yet remains a general attitude, as far as research for higher degrees is concerned, that leans towards an investigation into subjects such as "The political meaning of working class delinquency", rather than "Communication and social skills among 16 to 19 year olds in further education",¹⁷ which one may assume would be of more relevance to public sector teaching.

While detailed information was not sought in the survey as to the nature of the higher degrees being sought, it would seem that only three public administration teachers are currently engaged in research in the field of that specialism. Even then, two of the awards will be higher degrees in Education, and the third concerns itself with student response where the fact that the students are in public administration courses would seem to be a matter of chance.¹⁸

Professional qualifications

A large part of the teaching of public administration at sub-degree level is concerned with what may be described as professional courses, such as ACIS, DMA, IHSA, IHM, and sub-professional courses, such as ONCPA, HNCBSPA which in themselves lead towards, or offer exemptions from, the examinations of the professional bodies noted. The traditional situation in further education is that in recruiting staff

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17. The experience of one college spanning both further and higher education courses might be alluded to. Of the 269 staff in post in 1977, 12 were researching for higher degrees but only two of those theses had application to teaching in further and higher education. A further 8 staff were undertaking taught higher degrees, two in the field of Education. Six other staff obtained diplomas in 1977 which were of direct relevance to their teaching or organisational practice in the college. Three other staff were undertaking externally sponsored research programmes which were of direct relevance to their teaching. New College Durham, Statement of General Information, 1977.
 18. For a discussion of the need for more research in Public Administration, see A. Dunsire, "Central Administration and the Public Administrationists", Joint University Council for Social and Public Administration, Public Administration Committee, 1977.

to teach particular professional courses it has been regarded as valuable for appointees to have obtained that particular professional standing themselves, or some other, superior qualification.¹⁹

This tradition has not been so clearly established among teachers of public administration, partly because the growth of public administration courses in the colleges is of fairly recent vintage, and partly because there has been no strongly based administrative qualification to which the colleges could look for their teaching recruitment.

The holders of the old Diploma in Municipal Administration, and of the Diploma in Government Administration were valued professionally in teaching on such courses in the colleges; equally, full time teachers in the field often read for the Diploma in Public Administration of the University of London in order to obtain a qualification that would clearly enable them to teach confidently in the field of public administration.

The expansion of business education in the 1960s led to more teachers moving into the further education sector and a considerable number of these were graduates in subjects such as Economics, Government, Law, Sociology, Accountancy and Business Studies. Many of them had undertaken as part of their degree studies at least some aspects of public administration or government and were the first to be drafted in to teach courses in local and central government. When the ONCPA emerged as a new qualification in 1969, to be followed swiftly by the HNCBSPA, there was a graduate teaching force in the colleges already accustomed to dealing with most aspects of the subject matter demanded by the new courses.

This in part accounts for the fact that 84% of the staff currently teaching on public administration courses are graduates; it also goes some way towards explaining why only 17% of the teachers are non-graduate professionally qualified staff. The likelihood is that they comprise the older section of the teaching force who came in before the public administration courses grew significantly in numbers, and by their side stand those graduates who undertook courses for DPA, DMA,

19. Thus, in a typical Construction Department there will be few, if any staff holding a degree, but most will hold Membership of the Institute of Builders, or the HNC in Construction or the City and Guilds of London Institute Full Technological Certificate. Similarly, in an Engineering Department, staff will hold engineering degrees or HNC in Engineering or CGLI Certificates as a minimum qualification.

and ACIS in order to improve their qualifications in "administration". What is certainly apparent from the survey is that the further and higher education sector no longer regards the acquisition of a professional qualification in addition to a degree of much importance for public administration teaching.

In neither further education colleges nor the polytechnics, does there seem to be any great desire among public administration staff to prepare for professional qualifications: only 8 teachers reported that they were currently undertaking programmes of study leading to such qualifications. Since both the polytechnics and the further education sector colleges tend to emphasise their close connections with industry and commerce and the service they provide in vocational areas, it might be regarded as somewhat surprising that staff are little inclined to aim for professional qualifications, particularly since only 17% of the graduates hold such qualifications. The reason might be that already noted, the absence of a clearly recognised "administrative" qualification to which they might aspire and which might bring them "professional" recognition and status, ACIS, DMS and DMA all suffering from certain general disabilities: ACIS in that it is seen generally as a Company Secretarial qualification, DMS in that it is regarded as a general management course, and DMA in that it is clearly designed for employees currently working in the field of local government.

In the further education sector generally the possession of a professional qualification is often regarded as a sign that the person concerned has professional experience outside teaching²⁰ and this serves to emphasise the vocational bias of the college's objectives when

20. It does not necessarily follow that this is the case. During the 1960s the Association of Certified and Corporate Secretaries allowed further education teachers to obtain membership, with or without exemptions depending upon their degrees, and when later the Corporation merged with the Chartered Secretaries to form the Institute of Chartered Secretaries and Administrators many of these members obtained the new professional membership. It follows that some members who use ACIS as a professional designation have not necessarily obtained employment experience outside teaching.

it employs a number of such professionally qualified people.²¹ If the view is held that experience outside teaching, of the industry from which students are drawn, is of importance, it becomes relevant to ask questions concerning the depth of experience available among public administration teachers. If only 70 non-graduate teachers covered by the survey hold professional qualifications, and only 71 of the graduates held such additional qualifications, what depth of experience can be shown among the staff by way of earlier employment in local government, central government, industry or commerce? Is the lack of professional qualifications offset by some considerable administrative experience?

Experience and background of full time staff

Three kinds of experience were looked for in the survey: experience as elected members of a local authority; experience in local or central government as an employee; experience in industry or commerce generally.

In all three areas experience was slim.²² Only 38 teachers reported that they had experience as members of a local authority; only 116 (27.8% of the total teaching force) claimed to have been employed in local government. The courses taught by the teachers concerned were supported very largely by local government employees, so if experience of local government is regarded as useful for teachers working with these classes, the teaching force can be regarded as seriously inexperienced in this respect. Nor is the position any better as far as experience of the civil service is concerned: only 10% of the total force was able to claim experience of work in the civil service.

21. In a small college department the balance may well be towards commercial experience rather than academic or professional qualifications. Thus, at North Tyneside College of Further Education, of 26 staff in the Department of Business Studies there are 6 graduates, 1 graduate with a professional qualification, 3 professionally qualified staff (ACIS) and 16 staff who hold no professional qualifications and who have been employed largely because of their commercial experience: North Tyneside College of Further Education, Prospectus, 1977. In a larger department of 34 staff dealing with a wider range and higher grade of courses there are 11 graduates, 4 graduates holding professional qualifications, 6 professionally qualified staff and 13 who hold no such qualifications: Newcastle upon Tyne College of Arts and Technology, Prospectus, 1978/9.

22. It should be stressed that some colleges claim considerable experience for their staff. "All our Public Administration and Local Government staff have had first hand experience": F. Rhodes, Middlesex Polytechnic, LGTB Training Newsletter No. 46, 1974.

The largest group showing experience outside teaching comprised those public administration teachers who had worked in industry or commerce: 135 teachers, 33% of the total teaching force, claimed such experience. It follows that if employment other than in teaching is regarded as valuable, the public administration teachers are lacking in this respect for only a third of them can show such experience; if a first hand knowledge of the field in which they are instructing students is regarded as valuable, less than a third of the teachers can claim such background experience.

It is questionable, of course, whether such field experience is necessary to the teacher of public administration.²³ There are two points of view to be considered.

- (1) Traditionally, in further education as a whole, the view has been taken that since the student body is largely in employment and preparing for courses that are vocational in nature, the teachers themselves should be equipped with that understanding and experience, of the industry in which the students work, which comes only from employment in that industry.²⁴ It follows that the public administration teacher, if he is to conform to this view, should be able to show a certain background of employment in an administrative capacity in local or central government or the nationalised industries, since he is dealing with students on vocationally biased courses from these areas of employment.
- (2) Although in the technical and technological departments the above argument may have some validity it has less application to those departments where the primary function is one of

23. Some professional bodies certainly see it as necessary for the moderation of their courses taught in the colleges. The ICSEA Moderators who are concerned with the moderation of examinations in the Public Service stream comprises two Chief Executives, one Borough Treasurer and a college administrator who had eight years civil service experience.

24. This view is echoed in the matter of recruitment to the Further Education branch of HM Inspectorate of Schools. While appointment as HMI to the Schools branch is possible after, say, ten years teaching experience and nothing more, appointment to the Further Education branch is possible, normally, only where the applicant can show both teaching and industrial or commercial experience. Consequently, the age for recruitment on the Further Education side tends to be rather higher than on the Schools side.

education rather than training. Thus, in Departments of Humanities or Business Studies there is a clearer emphasis upon a general education which, though it might bear a vocational slant in its subject areas, is yet concerned to educate rather than train for specific tasks.²⁵ Equally, the primary task of the public administration teacher in the courses on which he teaches is to educate, deal in broad principles, and only to a limited extent deal with matters of an inherently practical nature.²⁶ It follows from this that experience of administration outside teaching, while it might be useful to assist the teacher in understanding the role played by his students in their employment, is not strictly necessary to enable him to adequately discharge his function.

The view of the colleges generally, as demonstrated by the background and the qualifications of the staff employed, would seem to be that experience of employment in administration is not regarded as necessary.

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25. In the Rules governing the major public administration course in further education, the ONCPA, the objectives of the course are clearly stated as the provision of a general education: Rules 124, Joint Committee for Business Studies and Public Administration, 1972. The objective of the successor to the ONCPA, the National Award of the Business Education Council, is to "provide a foundation of vocational education" for those employed in the non-industrial public sector: BEC, Initial Guidelines on the Implementation of Policy, May 1977, pp. 4,6.
26. This would seem to be the view taken by the Local Government Training Board. While it sees the education and training of young employees as aspects of personal development that should be "completely interrelated", it nevertheless clearly distinguishes the further education role of the colleges from the training programmes that should be arranged by the employers. The teaching of the ONCPA is the responsibility of the colleges and "Practical training and planned experience will supplement and relate with this course": Local Government Training Board, Administrative and Clerical Staff: Training Recommendation 4, October 1970, paras. 12, 17, 21-24. Only at DMA level is the practical training element seen as part of the course through the medium of project work which forms part of the examination, thus linking the further education with related practical training and planned experience: Ibid., paras. 30-41. Further Education and Practical Training are dealt with under separate heads in the 1971 Supplement: Local Government Training Board, Administrative Training: Supplement to Recommendation 4, September 1971, pp. 4-13.

It may be, of course, that their staffing situation has arisen by accident rather than as the result of a conscious policy: most teachers of public administration have other teaching roles to perform in which experience of local or central government may have no part to play.²⁷

The only external pressures that have been placed upon the teaching force to conform to the traditional view in (1) above occurred with the introduction of the ONCPA in 1969. For the first two or three years, while colleges were making application for approval of the courses, HM Inspectors enquired of the colleges whether those staff teaching the subject of Social Services had experience of work in the field and only when they were satisfied of the staff experience did they recommend approval of the college to the Joint Committee for Business Studies and Public Administration.²⁸ This "control" was limited however, both in duration and subject area: it was discontinued once courses were in operation, and it applied only to the one subject area.

If nevertheless it is felt that field experience of local and central administration is valuable to staff, and that the level of recruitment to the teaching force of staff with experience of local and central government is low, the solution might well be the greater encouragement of contact between officers of the local authorities and the teachers, and the secondment of teaching staff to posts in administration to obtain the kind of first hand experience that might be of benefit to their teaching.²⁹

The other alternative is the greater support of full time teaching staff by part time teachers currently employed in local or central government.³⁰

27. See, for instance, the teaching programmes described earlier.

28. The approvals procedures are dealt with in Chapter 5.

29. There is necessarily a degree of contact between the training officers in the local authorities, the Civil Service Council for Further Education, and the teachers, in the matter of recruitment of students to the courses.

30. In the smaller colleges an "expert" part time teacher is used to teach a subject which full time staff feel unqualified to teach, e.g. Local Government Administrative Practice, at North West Leicestershire Technical College. The likelihood of other possibilities, such as "internships" for the development of closer relationships between academics and practitioners, as suggested by Professor Dunsire, is slim for the colleges of further education. See A. Dunsire, "Central Administration and the Public Administrationists", JUCSPA, para. 27.

Part time teaching staff

A study in 1971 suggested that the use of part time teaching staff in the teaching of public administration in the colleges was considerable.³¹ The part time teaching force in general in the colleges is large³² and the part time teacher is held in particular regard: he is able to bring a practical flavour and an objectivity to the teaching which may otherwise be lost to the course, particularly in a small college which lacks specialist, experienced staff. There are on the other hand dangers in using too many part time teachers: there can be a lack of involvement with the course, a tendency towards fragmentation, a diffusion of responsibility and subject control, and a failure to use acceptable teaching techniques where the part time teacher is inexperienced and untrained.³³ The position has been summarised as follows:-

"Ideally, (part time teachers) combine practical and professional experience with a degree of academic ability because they themselves have usually obtained the qualifications for which they are teaching. However, in many cases it is doubtful whether some of them are sufficiently qualified or sufficiently up to date to be teaching a subject not in their specific area of professional practice; and public administration is not a subject that never changes . . . and it would be myopic to pretend that anyone can professionally practise in a specialist field and keep up with developments there, as well as in the specialist field of public administration. Many of the teachers may be teaching under great personal difficulties - some have themselves become qualified only through correspondence courses . . . and must be totally unaware of modern developments in teaching public administration, for example, through case studies and simulation exercises."³⁴

Whatever the value of the part time teacher in further and higher education, it would seem that in terms of public administration teaching his contribution has declined considerably of recent years.

This may be the result of two factors:-

31. Richard A. Chapman, Teaching Public Administration.

32. At New College Durham in 1977/78 there were 269 full time staff in post, but their work was supplemented by over 250 part time teachers employed during the course of the academic year.

33. Proposals are currently under discussion for the training of part time teachers in the further and higher education field: Advisory Committee on the Supply and Training of Teachers: The Training of Adult Education and Part Time Further Education Teachers, 1978.

34. Richard A. Chapman, Teaching Public Administration, p.22.

- (1) as courses have grown in terms of student support over the last five years there has been a tendency for colleges to appoint full time staff to teach the classes, where previously there would not have been enough teaching time to justify other than a part time appointment;
- (2) as economies in education have been applied more severely during the last five years the first and major casualties have been the part-time staff, whose services have been dispensed with in favour of transferring work to full time staff.

Whatever the reasons, the size of the part time teaching force on public administration courses can no longer be regarded as considerable: it would seem that in the colleges recruiting students in 1976/77 and reporting to the survey, only 52 part time teachers were employed. Seven of these were employed at one college³⁵ and in 10 other colleges there were two part time teachers employed. In 18 colleges there was work for only one part time teacher of public administration. Nor was the amount of work undertaken of great significance: their contribution to the teaching of public administration was the equivalent of 13 full time teachers.

Of the 52 individuals employed 41 were graduates and 8 held a professional qualification in addition to a degree.

There were 18 teachers who held a professional qualification and no degree and it may be assumed that these were employed for their professional and administrative experience. In some cases, certainly, a part time teacher was employed because no member of the full time staff could teach the specialist subject.³⁶ Nevertheless, the inference can be drawn that as the colleges have been gaining experience in the teaching of public administration courses they have come to rely less upon the services of part time specialists and have tended to undertake most of the teaching through full time staff.

A small group of the part time staff, 14 in number, held a teaching qualification.

35. Durham Technical College.

36. E.g. North West Leicestershire Technical College.

THE PUBLIC ADMINISTRATION TEACHING FORCE

The general picture which emerges of the public administration teaching force at sub-degree level in the colleges of further and higher education is that it comprises a largely graduate group in which degrees in Government, Sociology and Economics predominate. It may be regarded as a professional teaching group in the sense that more than half of the members are qualified teachers and a significant number hold other professional qualifications, but though almost a quarter of the staff hold higher degrees there is no concerted movement towards research, and the gaining of professional qualifications, apart from the small group preparing for Master's degrees.

Over half of the staff concerned have previously been employed outside teaching but less than a third have experience of local or central government employment, while reliance upon part time teaching support seems to have been largely dispensed with. Few of the teachers would seem to be specialist public administration teachers; most have teaching programmes which cover subjects, and courses, other than public administration.

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THE STUDENT BODY ON
PUBLIC ADMINISTRATION COURSES

STUDENT SUPPORT ON PUBLIC ADMINISTRATION COURSES

The questionnaire to the colleges requested an analysis of the student support for the ONCPA and HNCBSPA. The development and growth of the ONCPA was such that almost inevitably the largest number of students should be provided by the local government service¹ but no clear view has previously been obtained of the student support provided by the Civil Service and other employers, either at ONC or HNC level. The returns from the questionnaires largely supported the general estimate made by the colleges themselves and by the examining bodies, though it transpired that the Civil Service student intake was rather lower than previous estimates would suggest.

1. Ordinary National Certificate in Public Administration

Returns from the colleges showed that local government employees comprised 67.9% of the total student population. Most of these students were recruited from Departments of Education, Social Services, and Finance, possibly because these tend to be large departments, but in some colleges significant support was also obtained from Administration, Housing and Technical Services Departments. Eighteen colleges reported that the spread of departmental recruitment was even, and only six colleges claimed to find difficulty in recruiting from certain departments - Finance, particularly. The reasons given were that in some departments there was a marked preference for sending students on the ONCBS course rather than ONCPA, and that some departmental attitudes to "individual self development" were poor,² but in the main colleges seem satisfied with their recruiting arrangements within the local authorities - with one marked exception. Recruitment from District Councils was mentioned to be difficult in a number of cases.³

1. The development of the ONCPA is dealt with in Chapter 6.
2. Curiously enough, this criticism is made by some training officers of the colleges, once the students attend the ONCPA.
3. The major departmental support reported was as follows:-

<u>Department</u>	<u>Number of Colleges</u>
Education	43
Social Services	34
Finance	24
Housing	12
Administration	11

At South East London College ONCPA students were recruited from 19 local authority departments, and 9 civil service departments.

The second largest group of students came from the Civil Service: these comprised 23.9% of the total student body. By far the largest departmental support came from the Department of Health and Social Security: sixty colleges reported that they drew students from this source. The Departments of Customs and Excise and Inland Revenue also provided significant support to the course as did the Department of Employment.⁴ Somewhat surprisingly perhaps, only two colleges reported recruiting students from the Department of Education and Science, which one might have expected to be in the vanguard of support for public sector courses.

Of the civil servants attending ONCPA courses 80% fell within the 16-19 age range; only about 200 or more students were reported as being over 20 years of age. This would suggest that while the civil service departments are prepared to accept the ONCPA for the purposes of further education day release, there is no strong movement towards using the course as an external training provision for older civil servants. In only 5 colleges did older civil servants comprise more than half of the civil service student total⁵ and in only one college were the 16-19 year old civil servants outnumbered by civil servant students over 20 years of age - and in that instance only by 1.⁶

Students employed in the Health Service comprised the third largest group of ONCPA students, but numbered only 190, or 3.98% of the total student numbers on the course. The Business Education Council has declared its intention of providing courses for police officers in its new schemes, through the B4 Public Administration Board, but if such courses are to be successful they will need to recruit significantly

4. The major Civil Service departmental support was as follows:-

<u>Department</u>	<u>Number of Colleges</u>
Health and Social Security	60
Inland Revenue	23
Employment	15
Customs and Excise	12

5. Neath Technical College	10 out of 15
Darlington College of Technology	9 out of 13
Wallasey College of Technology	7 out of 13
Durham Technical College	18 out of 35

6. Durham Technical College

better than the ONCPA: only 58 police officers, comprising 1.2% of the students, attended the ONCPA course in 1976/77.

A further 2.9% of the student body was made up of young people employed in occupations other than those already noted: these included students employed by public bodies such as Gas and Electricity Boards.

2. Higher National Certificate in Business Studies (Public Administration)

A student enrolment of 1752 was reported by the forty-two colleges running courses for the HNCBSPA in 1976/77.⁷ As in the case of the ONCPA the majority of these students were employed in the local government service, but the size of the majority was even more striking at this level than at ONCPA: local government employees accounted for almost 91% of the total intake.

Most of these students were employed in the service rather than the technical departments: the greatest providers were the Education and Social Services Departments.⁸ While these were the major sources of student supply in most colleges, Health Departments would seem to have provided few students: after employees have undertaken the ONCPA they are often advised to proceed to the examinations of the IHSA rather than the HNCBSPA. This would also be the probable explanation for the paucity of students enrolling from Housing Departments: these employees would move naturally towards the examinations of the IHM.

Engineers Departments were mentioned as major suppliers of students at three colleges and Housing Departments at four other colleges but in only a handful of instances was dissatisfaction expressed by the reporting colleges over the support from particular departments.

7. The LGTB Survey showed courses running in 50 colleges with a total student enrolment of 1941.

8. Education was nominated as a major source of students in 26 colleges. Other departments were nominated as follows:-

Social Services	20 colleges
Treasurers	8 "
Administration	7 "
Planning	6 "
Secretarial	5 "
Housing	4 "

Six colleges reported that their recruitment was "across the board". The largest HNCBA entry, at Birmingham Polytechnic, was made up of students from Housing, Social Services, Environmental, Education, Fire and Planning Departments.

Those colleges who did so express themselves mentioned difficulty in recruiting from Departments of Finance, Housing, Planning, Treasurers, Architects and Legal Departments, but they were so much in the minority as to present no statistical significance⁹ and the probable explanation for lack of support would seem to be the specialised nature of the departments themselves, with their leaning towards qualification through professional examinations rather than the "administrative" routes provided by ONCPA and HNCBSPA.

A few colleges did highlight, as in the case of ONCPA, the difficulty of recruiting students from the District Councils. The problem was recognised as a two-fold one:-

- (a) the fact that district councils often have few staff and this makes day release facilities difficult to implement;
- (b) the HNCBSPA course is usually available only in a large college, almost invariably situated in a major centre of population and therefore distant from many of the district councils.

Problems such as these prevented some students from attending HNCBSPA classes.¹⁰

The number of civil servants attending the HNCBSPA course was small: only 69 students, 3.9% of the total, were employed in central government departments. There would seem to have been little attempt by the Civil Service to use the course as a training programme under the external training regulations¹¹: of the 69 students only 21 were identified by the colleges as attending under these regulations. The others were attending in their own time in evening classes, or were nominated as "further education" entrants.¹²

The reason for the lack of interest shown by the Civil Service in the HNCBSPA may well be the result of the heavy bias shown in the subjects

9. Only 5 colleges so reported.

10. Such problems are highlighted in, for instance, Somerset, (where the centre is at Taunton and distant from some district councils) and Leicestershire (where a small centre for HNCBSPA is located at Coalville).

11. The External Training regulations are dealt with below.

12. This might however be the result of some misunderstanding of the terms "further education" and "external training" on the part of the colleges reporting.

of the course towards the needs of local government students. In recognition of this, some attempt was made in 1974 to widen the attraction of the course by providing a subject for civil servants: Central Government Administrative Practice. That this was seen as a makeshift of little validity might be presumed from the minimal impact it seems to have had upon recruitment. In only 3 colleges was there a civil service recruitment in 1976/77 of more than five students; only 23 colleges showed a civil service recruitment at all.¹³

The relatively low level of support given by the civil service to the course is a source of discontent among the colleges, both at HNCBSPA level, and also at ONCPA level generally, where there is a 23.9% of the total intake of students. The general situation must be seen however against the background of further education and training in the civil service as a whole.

FURTHER EDUCATION AND TRAINING IN THE CIVIL SERVICE

For purposes of policy and of administration the Civil Service draws a clear distinction between the terms "further education" and "external training", and around these distinction are shaped present policies, machinery and procedures.

Further Education

Further education in Civil Service terms embraces two separate areas. The first area is that which is open to all civil servants irrespective of age. The second is the special provision made for the day release of civil servants under the age of 18. The conditions of assistance for adult civil servants and the basis on which day release is given to civil servants under the age of 18 are set out in Section Sd of Estacode.¹⁴

Adult civil servants are able to choose to undertake courses of further education on their own initiative, and in some cases study attracts financial or other assistance, including the time off necessary to attend

13. At Newcastle Polytechnic 9 civil servants attended the course; there were also 9 at Durham Technical College and 6 at West Glamorgan Institute of Higher Education.

14. Estacode is the document which deals with establishment matters and with the conditions of service of civil servants.

evening classes some distance from the place of work. The conditions under which assistance can be given are determined by the Civil Service Department, decisions on particular cases being made by the employing Departments.

Further education for civil servants under the age of 18 gives rise to day release facilities as of right, with a "spill-over" being allowed for young civil servants over 18 to finish, for instance, a two year course of study. The provision is made primarily for educational purposes but the courses attended need not be vocationally orientated; they may be general education in its widest sense. The fact that only some 10% of the eligible total population opt out of the day release facility may be a reflection of the policy that it is made procedurally more difficult for young people to opt out than into the scheme.

External Training

External training relates to the acquisition of the knowledge, skills, or techniques regarded by Departments as necessary to make individuals more efficient in their present or potential duties.¹⁵ It may include suitable courses of study for non-specialists, even where these courses are not immediately required for their present jobs, but in such cases the Department must be satisfied that the person applying is of such quality as to derive real benefit from such courses and that his or her value to the Service will be enhanced.

Policy on external training is the responsibility of the Civil Service Department (CSD). Advice and guidance on external training matters is given in Section Sc of Estacode. The CSD also co-ordinates centrally all Departmental nominations for certain types of external training but in the main selection of individuals is a matter for the employing Departments within the Estacode rules.

Implementation of the Regulations

The Civil Service has regarded itself as setting an example of good practice as far as day release for young employees is concerned¹⁶: all civil servants under the age of 18, and in certain circumstances those slightly over the age of 18 are entitled to devote one day every week

15. Civil Service Council for Further Education, Circular FE 3/189/01.

16. New Venture (Newsletter of the Civil Service Council for Further Education) 1976, No. 5.

to "further education".¹⁷

The percentage of young people taking advantage of the day release provisions for further education has been consistently high: in 1971 93.9% of the entrants to the civil service undertook some form of day release; in 1972 it was 91.9% and the situation has remained fairly static since with over 90% of the total eligible population attending colleges under the day release scheme.¹⁸ The numbers of young people concerned between 1971 and 1975 were as follows:-¹⁹

1971	8740
1972	8195
1973	7713
1974	9212
1975	10079

These figures show a general growth, though there was a fall in total numbers in 1973 as a result of the raising of the school leaving age. The sudden rise again in 1974 was the belated consequence of the same political decision: the increase had a marked effect upon the operation of the scheme, particularly in the London area where places were unavailable in the Inner London colleges for those young civil servants recruited late in the academic year. The revision of Estacode Section 5d enabled such people to obtain day release in the following year even though they were already in some cases over the age of 18.

A much different picture emerges as far as external training is concerned. Between 1969 and 1971 the numbers of civil servants who obtained day release under the external training regulation were as follows:-²⁰

	GCE Courses Student Nos.	CGLI Courses Student Nos.
1969	487	-
1970	609	1031
1971	896	1127

17. The entitlement, enshrined in Estacode, derives from the provisions of the Education Act 1944 which had as an objective the continuation of education until 18 years of age, envisaging part-time education for those leaving school before that age.

18. Civil Service Council for Further Education, Statistics: Appendices to Annual Reports.

19. Civil Service Council for Further Education: Annual Reports.

20. Civil Service Council for Further Education: Annual Reports, 1969, 1970, 1971. Figures were not published in later years but the Regional Advisory Officers would suggest no significant change has occurred.

The majority would therefore seem to have been granted release from their departments in order to obtain specialist qualifications by way of certificates from the City and Guilds of London Institute, and the discrepancy between what departments see as necessary for engineers, draughtsmen, electricians and the like on one hand, and pure administrators on the other, remains.²¹

The Civil Service Council for Further Education

The administration of the day release scheme in the civil service is one of the main responsibilities of the Civil Service Council for Further Education (CSCFE),²² which sees day release as a "bridge" between school and the continuing education of adult life. An advisory and counselling service to young entrants is available from the CSCFE through its Regional Advisory Officers (RAOs).

The definition of the role of the CSCFE is contained in Section Sd of Estacode, which also sets out the terms of assistance available to civil servants for further education and the details of the day release scheme. In 1974 the section was "liberalised" with the result that the list of "approved" subjects was extended and departments were allowed a discretion to give assistance for courses other than those leading to a recognised qualification. Furthermore, the arrangements for day release were modified to ensure that a young civil servant did not lose his entitlement because it was impracticable or undesirable for him to join a course immediately on entry.²³

The CSCFE is responsible to the National Whitley Council to which it makes an annual report and is organised on the basis of Regional Committees, advisory in nature, and executive machinery in the form of

21. Training for higher level civil servants is more systematic. See D. Keeling, "Development of Central Training in the Civil Service, 1963-70" Public Administration Spring 1976 p. 51.

22. The objects of the CSCFE are:-

- (a) to act as a central organisation for the purpose of promoting and co-ordinating further education throughout the Civil Service;
- (b) to arrange for advice and information as to existing further educational opportunities to be furnished to civil servants as may be necessary;
- (c) to arrange in co-operation with educational bodies for the development and provision of facilities for further studies for civil servants.

23. Civil Service Council for Further Education: Annual Report to the National Whitley Council, 1974.

Regional Advisory Officers acting under the direction of the Secretary of CSCFE. Until 1977 there were 10 Regional Committees in England and one each in Scotland, Wales and Northern Ireland. As a result of a cut-back in staff instituted in 1977 an effective reduction of 78% in staffing was achieved by enlarging individual RAO responsibilities and "doubling-up" on tasks. Thus, the RAO for the Northern Region undertook responsibility for part of Humberside, not previously in the Northern Region, and additionally only 40% of the officer's work was henceforth to be devoted to RAO work.

Day Release and the ONCPA

The larger part of the day release entitlement was traditionally taken up by students who wished to improve their qualifications at General Certificate of Education 'O' and 'A' levels. The emergence of the ONCPA in 1969 meant that there was a course purporting to offer a qualification in "administration" available to young civil servants who already held a minimum of 4 GCE 'O' level passes. It was estimated that between 1969 and 1974 civil servants accounted for perhaps a third of the total ONCPA intake.²⁴

It is possible that the "liberalisation" of Estacode to encompass courses other than those leading to existing "approved" qualifications did something to encourage greater civil service support for the ONCPA, but the trend towards the course had already been observed since its introduction. In 1974 the CSCFE was able to announce²⁵ a swing away from non-examination courses and an increased interest on the part of young entrants towards GCE 'O' and 'A' level courses. At the same time it noted a 54% increase in the number of students undertaking the ONCBS and a 26% increase in the number of students following the ONCPA course.

One reason for the increased support for the ONCBS was that more courses became available in 1973/74: the Institute of Bankers had decided to accept the ONCBS as a replacement for its own preliminary examinations and the larger number of students led to more courses attracting viable numbers in the colleges. Consequently, more day release courses were available for civil servants to join. A second reason was probably the tenor of advice now being given by the RAOs, a matter which will be returned to later.²⁶

24. HMI Survey, 1975.

25. Civil Service Council for Further Education, Annual Report, 1974.

26. See below, The ONCPA and the Regional Advisory Officers.

The growth in student support for ONCBS was paralleled by an increased student interest in the ONCPA; there would seem to have been a drift from non-examination courses to ONCPA as soon as the course was established, but this was increased, as a drift from GCE 'A' level courses to the National Certificates became apparent. The position differed from region to region, as might be expected: in 1972 the following pattern of student support was noted:-²⁷

Region	ONCBS Students	ONCPA Students	GCE 'A' Students
Northern	65	67	108
North West	57	237	69
West Midlands	69	35	71
South East	51	65	45
South West	52	97	33
ILEA	33	67	119

The large ONCPA enrolment in the North West was due in part to the specialist nature of some courses, catering largely for civil servants,²⁸ and the large concentration of civil servants in the area, but it must also have been largely due to the advice given by the RAO. All regions reported a noticeable trend towards enrolment on the National Award courses however, and this trend has been maintained both nationally and regionally. Thus, at a time when the total school population rose as a result of the raising of the school leaving age the following figures obtained, relating to examination entries by young civil servants:²⁹

27. Civil Service Council for Further Education, Annual Report, 1974.

28. The Carlett Parke College of Further Education recruitment to ONCPA consisted of 63% civil service student; that for Lytham St. Annes College of Further Education showed a 98% civil service intake. The civil service percentage for the region, however, amounted to only 28.75%: HMI Survey, North West Division, 1974.

29. Civil Service Council for Further Education, Annual Reports, 1973, 1974, 1975.

	Total student numbers	ONCBS students	ONCPA students	GCE 'A' students
1973	7713	569	1044	1253
1974	9212	880	1375	1331
1975	10079	886	1575	1364

During the period where there was a significant increase in the number and quality of entrants to the civil service, while GCE 'A' level courses saw a slight increase in student support, ONCPA student support from civil servants rose by over 50%.

The national picture was seen in microcosm in the Northern region during this period,³⁰ and the Northern experience may explain the national situation.

	ONCBS students	ONCPA students	GCE 'A' students
1973	56	59	92
1974	70	68	97
1975	110	184	115

Here, the civil service student examination entries rose for ONCPA by over 200% while GCE 'A' level entries rose by only 23%. The reason for this increase in the Northern Region can only be explained against the background of the counselling role adopted by the RAO, and it is likely that the same reason applies to the national recruitment figures.

The ONCPA and Regional Advisory Officers The increased interest on the part of young civil servants in the ONCPA occurred at a time when economic constraints meant that in some areas the full range of class provision was not available locally. The ratio between face to face tuition and monitored private study was significantly affected in many colleges: college principals were called upon to exercise more strictly the rules regarding minimum class sizes. With increased enrolments in the sixth forms and fewer school leavers proceeding at 16 to further education, as a percentage of the total, some GCE 'A' level classes in

30. Northern Regional Committee, Civil Service Council for Further Education, Annual Reports, 1973, 1974, 1975. In the South West an increase in civil service support led to a maintenance of viable numbers in classes since 1972 in spite of cut-back in local government support as a result of reorganisation in 1972.

further education colleges were cut, with the result that some classes were not available to young civil servants. Some of these would have been lost to the colleges; others would have opted for the ONCBS or ONCPA. Such situations cannot account entirely for the increased numbers of civil servants enrolling on ONCPA courses: rather, the explanation lies in what the RAOs saw as the realities of the system, as evidenced by the success rates applying in the various examination courses.

For the ONCPA the percentage pass rate in the final examination was, at its lowest, 64.43%, and at its highest, in 1971, 69.15%. In 1972 the national percentage pass rate in the final examination for all candidates was 65.26% but the pass rate for young civil servants in that year, claimed by the CSCFE, was 72%.³¹ This high rate of success was in marked contrast to the overall percentage pass rate noted for GCE courses: 19%.

The comparisons could not be regarded as valid, for several reasons:-

- (1) the GCE pass rates included 'O' level entrants who might not have been qualified to exercise the choice of enrolment on the ONCPA;
- (2) the pass rates for GCE did not distinguish between those who attempted one or more subjects;
- (3) the ONCPA pass rate concerned success in the final examination after a two year course and did not take into account the students who started the course but did not write the final examination.

Nevertheless, for the RAOs, the figures presented a statistically simple and stark argument which was supported by regional surveys such as that carried out in the Northern Region in 1975, and which produced the following comparisons.³²

Candidates attempting 1 A level	: 8	Passed: 1	% pass rate 12.5
Candidates attempting 2 A levels	: 9	Passed: 1	% pass rate 11.0
Candidates attempting 3 A levels	: 1	Passed: 0	
Candidates attempting ONCPA Yr. 1:	13	Passed: 8	% pass rate 61.0
Candidates attempting ONCPA Yr. 2:	14	Passed: 9	% pass rate 64.0

31. Civil Service Council for Further Education, Annual Report 1975.

32. Analysis supplied by Regional Advisory Officer, Northern Regional Committee.

The statistical validity of the findings is questionable, but they played a considerable part in persuading the RAO in the Northern Region that where a young civil servant had the option of taking either

- (a) 2 GCE A level subjects, or
- (b) the ONCPA, or
- (c) the Executive Officer Limited examination,³³

with a view to preparing for promotion, that young person should be advised to undertake the ONCPA, because his chances of success were significantly higher, and because the ONCPA carried the same exemption as two GCE A level passes in the promotion system in the civil service.

The marked difference between the levels of success achieved by ONC and GCE candidates can be rationalised. In part, they are affected by the difference in the structure of the courses to be followed: GCE 'A' level subjects are intended for full time students, whereas the ONC course demands reflect the needs and time constraints placed upon part time students. Furthermore,

- (i) the ONCPA student found his abilities were measured by a combination of continuous assessment and external examinations (sometimes "internally" set in the college) and externally assessed, whereas GCE courses rely strictly upon time-constrained examinations;
- (ii) GCE examinations are strictly "national" in character and externally set and marked, whereas the ONCPA uses examinations which are set and marked by the lecturers who teach the courses (except where colleges use the services of Regional Examination Bodies)³⁴ and cannot be sensibly regarded as "national" in character.³⁵

33. These courses are not strongly supported.

34. Even where colleges use a Regional Examining Body as the agent to set and mark examinations, some of the lecturers concerned are involved in the moderating of the papers so for those individuals at least the examination cannot be an unseen external examination. The point is dealt with further in Chapter 5.

35. The claim that the National Awards maintain a "national" standard is discussed later, Chapter 5.

There is also the view that success rates for young civil servants have been enhanced of recent years as a result of the downturn in the economy: unemployment among young people has led to greater competition for Civil Service posts and successful candidates have tended to possess greater examination and academic potential.³⁶ The CSCFE considers that this is also part of the explanation for the continuing trend away from courses of general education towards courses leading to recognised certificates.³⁷

The conclusion that it is "easier" for a student to pass the ONCPA than the "equivalent" course of two 'A' level subjects is inescapable. College lecturers would argue that the range of knowledge demanded by the ONCPA makes the course more difficult for the student to assimilate than the single subject examinations of the GCE 'A' level, but this is probably more than balanced by the close involvement of lecturers in the marking and setting of scripts, the control of the continuous assessment procedures and the possibility of local variations in standards. Since possession of the ONCPA entitles the holder to proceed in promotion terms as though he held two GCE 'A' level passes, it made sense for the CSCFE and the RAOs to counsel young civil servants towards the National Awards. They underpinned their arguments however with another point: the suggestion that the National Awards were more "relevant" to the needs of the students in the civil service than the subject matter of GCE 'A' levels.³⁸

The Civil Service and Block Release courses

As far as the CSCFE is concerned, the term "block release" normally refers to an arrangement whereby students who would otherwise attend college on one day each week (usually 44 days each year) receive the same amount of tuition during two or three continuous periods spaced at intervals during the year. Public service experience of block

36. Civil Service Council for Further Education, Annual Report, 1975.

37. The only counter trend in this respect is the slightly increased demand for courses in preparation for the Limited Executive Competition: there were 1400 students entering in 1974 and 1460 in 1975.

38. While this may be so, the students themselves, the employing departments and many training officers would seem to hold the general view that the ONCPA is not relevant enough.

release commenced in 1963 and has continued to develop since then. During 1974 the CSCFE reviewed the role of block release in relation to the education of the younger civil servant, evaluated the results obtained in the examinations and compared block release with day release statistics. Views were sought from teachers, students and employing departments and the conclusion was reached that both students and teachers preferred block release arrangements.

Moreover, in spite of the greater interruption of office work the departments seemed to have recognised the educational advantages claimed for these courses. As a result of this review, in 1975 a new range of courses was promoted to maintain special needs, in addition to the previous provision.

The highest demand for block release placements by civil servants was in Scotland and during 1975 254 block release enrolments took place, 56 of which were on a new non-residential course directed towards the Scottish National Certificate (Public Administration) at Cardonald College in Glasgow. The needs of rural Wales were catered for by the establishment of a new ONCPA residential course at Llandrillo College of Further Education, Colwyn Bay, while 17 students were enrolled at Lytham St. Annes CFE on a residential course for "late start" Limited Clerical Officer/General Education courses. Evaluation by the CSCFE of these, and other courses, is continuing but there is some evidence that block release is both stimulating and popular as a form of provision with both students and staff in the providing colleges, and claims are made that the student success rate is higher than the average for all entries on such courses. These arguments failed to persuade the supporting departments in Wales to continue the course at Llandrillo Technical College in 1978, however.

Higher National Certificate in Business Studies (PA)

During the 1970s there was a noticeable increase in the range of "management" courses held in universities, polytechnics and colleges and in Civil Service terms "external management and administration courses" are approved under Estacode (now the Civil Service Pay and Conditions of Service Code) for external training purposes.

The most popular courses included the Diploma in Management Studies and the National Examinations Board in Supervisory Studies, the Institute of Administrative Management, the Institute of Personnel

Management, and the Institute of Chartered Secretaries and Administrators.

The Public Administration option on the HNCBSPA would, theoretically have been perhaps the most relevant of "management and administration" courses for the Civil Service, but in practice the number of civil servants entering the course has always been low.

Thus, in 1975, the first year in which statistics on the course were collected, only 45 students were civil servants.³⁹ In the Northern Region there were 3 students in 1973, none in 1974 and only 1 in 1975. This remained at a low figure in spite of the addition of a subject (Central Government Administration) to make the course more relevant to the Civil Service, and despite the now considerable numbers of students who use their day release facilities to undertake ONCPA courses.

In 1976/77, as has been noted, only 69 civil servants attended the course, comprising a mere 3.9% of the total student body, so the situation has not changed significantly and few of the students were enrolled under the external training regulations.

It has already been suggested that part of the reason for this must lie in the nature of the course itself, which is heavily local government orientated, particularly where classes are run in harness with students preparing for the CMA. The Central Government Administration paper is not only seen merely as a sop; it is often the case that it does not materialise as a class subject because of the lack of support. No less important, however, is the fact that by the time a civil servant is qualified to undertake the HNCBSPA his claim to day release has gone: he will be over 18 years of age, may well have already exhausted his entitlement to day release, and will therefore have to rely upon departmental support for release under the "external training" regulations. A third reason may well be the existence of other courses which are seen as more vocationally relevant to young civil servants. An example is provided by the two year Extension Certificate in Public Administration provided by Leeds University. It provides a study of central and local government together with some comparative study and theoretical analysis, and is designed to involve some 60 hours of tuition (two hours each evening). The successful student on this certificate obtains exemption from the written part of the Executive Officer Limited

39. Civil Service Council for Further Education, Annual Report, 1975.

Competition, so essentially it should be seen as a competitor of the ONCPA; nevertheless, for the mature civil servant such a course might well have proved more attractive than the HNCBSPA also, even though he can attend the latter course under the "mature student" category.⁴⁰

The major stumbling block may well be the nature of the course - though its nature could change if greater numbers of civil servants came forward to attend the course. This is unlikely to happen until a new view is taken of the application of the external training regulations.

Course attendance under external training regulations

The Fulton Report on the Civil Service recommended more training in management and opportunities for greater responsibility and wider careers. It also made the recommendation that 18 year old entrants should be encouraged to take additional qualifications with the aid of bursaries and paid leave and that more civil servants should attend courses at universities and business schools. As far as public administration courses at sub-degree level are concerned some advantage of this encouragement has been taken, but the take-up rate can be described as little more than a trickle.⁴¹ In 1971, for instance, in the Northern Region one Higher Executive Officer obtained day release facilities for attendance on the HNCBA at the age of 27; in the same year, day release was granted to a female Senior Executive Officer to attend an ONCPA at Sheffield. Both examples arose out of the DES local offices, the one being seen as a preparation for further development (the man concerned was shortly afterwards transferred to London), the latter being accepted by enlightened local managers as a case falling under the Treasury instruction of 1967 "to give assistance to staff who wish

40. Under Rules 124 colleges have a discretion to permit students to enter the course even though they do not possess the relevant entry qualifications of ONCPA or 1 'A' level pass, provided they are "mature students" - i.e. over the age of 25 and possessing appropriate experience.

41. "Training provision expanded by 30% between the publication of the Fulton Committee Report and 1975 but only 25% of this was undertaken in external institutions". Some 69% was undertaken in the department: C. Painter, "The Civil Service: Post Fulton Malaise", Public Administration 1975, p. 427.

to undertake external courses in approved subjects leading to a recognised educational or professional qualification, certificate or diploma, in circumstances where external training terms are inappropriate.⁴²

The question arises whether the implementation of the scheme for external training remains so limited because of the reluctance of departments to view it other than as a vehicle for obtaining practical rather than administrative skills. There is certainly a view that the problem lies with the departmental heads, who, while agreeing the necessity to "train" colleagues in technical courses, are not persuaded that release is advisable to obtain training in administrative skills. They then tend to refuse release, pointing out the extreme difficulty of obtaining replacements for officers away from the office and pointing to the "irrelevancy" of the course in terms of administrative skills. But this would not be a completely accurate picture: some departments show a certain degree of enthusiasm, perhaps as a result of Staff Side pressures, but an over-liberal interpretation of "training" and a certain reluctance on the part of mature staff to undertake externally organised courses would seem to have led to a retrogressive reaction. Thus, in the Northern Region the Department of Health and Social Security allowed release for job-related courses which would also entitle the successful candidate to advance to the Interview stage for promotion: namely, 'A' Level and ONCPA courses. The demand then arose from staff who wanted to undertake Civil Service Examination courses under the same interpretation, and immediately a more limited interpretation was applied. Again, the Department of Employment in the Northern Region accepted applicants under the regulations to take ONCPA but found it necessary consequently to draw the line at ONCBS: judging each case on its merits because of the large number of applicants. The RAO's view was, nevertheless, that the departments are not the primary cause of failure of implementation of the scheme: rather, it is the lack of enthusiasm displayed by staff. While the root cause might be departmental attitudes, there is some evidence to suggest that those civil servants who have undertaken the course consider that the work undertaken has been valuable and worthwhile,

42. Memorandum 35 to Fulton Committee, "External Training, Further Education Study and Sabbatical Leave", The Civil Service, Vol. 4 Factual, Statistical and Explanatory Papers, HMSO, 1968.

in general educational terms at least, if not from a strictly vocational viewpoint.

One Senior Executive Officer followed the HNCBSPA course in 1970-72 when he was a 26 year old Higher Executive Officer. His view was that no rationale had been worked out for the course as far as civil servants were concerned: the bias towards local government was clear. He regarded teaching methods used as being traditional, but was critical of the tutor's general lack of knowledge of the course as a whole. Some subjects - notably Office Organisation - did not seem to fit into the course at all. A general lack of direction was also apparent as a result of the course being run in conjunction with DMA (Old Regulation).

He did, nevertheless, stress that he found much of the work undertaken in Public Administration and Administrative Law highly relevant in one post he held after completion of the course: in the Legal and Parliamentary Branch of the Nature Conservancy Council, though "one would not normally expect to be able to apply the subject matter quite so directly." And he was quite firm about the need for such a course, "to enable a civil servant to study in depth public administration, to help gain a wider knowledge and appreciation of the workings of government." Furthermore, he felt, after experience of later courses at the Civil Service College, that these tended to concentrate on the development of management skills but "not a great deal can be achieved in a month except for an exposition of very basic principles."

When asked to consider what kind of course might usefully be constructed to suit civil servants, he was of the opinion it should have a considerable emphasis upon public administration, economics and statistics, and should deal with social policy, general principles of law and administrative law. But "whether the civil servant will be inclined to give up time to study will depend very much on factors other than an intrinsic interest in the subject. Facilities for day release, financial support for books, etc., are necessary. The latter will almost certainly be given, the former is more doubtful when a civil servant gets into his twenties."

A Higher Executive Officer who entered the Civil Service at 17 with two 'A' Levels, and attended the HNCSPA course in 1971/73 at a different college, was less critical of the course as a whole, perhaps partly because all students in his group were civil servants. He welcomed the academic rigour of the course and saw it as relevant to his post in a social services department of the Department of Education and Science;

equally, he felt that the successful completion of the course was "significant in my subsequent promotion", leading to his becoming Private Secretary to a Minister of State. With no remission of time from work, he found the course "tough, but then it was meant to be." The course was, he felt, appropriate to his needs at the time he undertook it and has continued to be of some utility to him in his later career.⁴³ "You will gather", he concluded, "I did not think the course a waste of time."

Conclusions

It is perfectly obvious that while the ONCPA has been used significantly as a further education course for young civil servants on day release, neither that course nor the HNCBSPA has been used to any useful extent under the external training regulations, perhaps because the civil service is "still struggling to overcome its traditional belief that public administration can be learned only by doing."⁴⁴ Inevitably the view must be accepted that this is largely the result of a conviction among the departments that the courses are not strictly relevant, nor are they deemed appropriate training vehicles, even though students who attend the courses feel that the attendance has been worthwhile.

The answer to the problem of student support probably lies in the restructuring of the HNCBSPA to include a greater practical element for the civil servant who obtains release under the external training regulations. Such restructuring would never be of utility unless the student support is guaranteed, and there is little evidence that such practical elements will be introduced into the new Business Education Council awards so as to satisfy the needs of the Civil Service.⁴⁵

There is Civil Service representation on the Public Administration Board of BEC, but this does not seem to have resulted in a significantly new view of what constitutes an appropriate course for civil servants. The implication must be that the external training regulations will continue to be seen as an exceptional circumstance, mainly used for the gaining of technical skills, and administrative "training" will remain

43. His career in the Civil Service began in a social services department, after which he moved to school administration, became a Private Secretary to a Minister of State, and then moved on to work on university grants.

44. W.A. Robson, "Teaching and Research in Public Administration", Public Administration, Autumn 1961, p. 217.

45. See chapter 6.

as an internal arrangement making little or no use of the public sector.

LOCAL GOVERNMENT SUPPORT FOR PUBLIC ADMINISTRATION COURSES

The strength of the local government student support for the ONCPA and the HNCBSPA is explicable by the history of the creation and growth of these courses in the colleges. This is dealt with in Chapter 7. Most authorities would now seem to be using the ONCPA as part of their education and training programme for young employees.

This is not to say that the National Award courses are accepted without criticism by students and employers. Even though the ONCPA was developed in close co-operation with the LGTB, and an attempt made to ensure that the course, while remaining a broad-based education in public administration, was nevertheless related to the public service, there is a decided feeling among students and training officers that the course is not completely satisfactory.

If student views are reflected in the views of their training officers it would seem that less than half of them consider the range of subjects available in the ONCPA to be wide enough. The reasons given by training officers were that the subjects themselves were not sufficiently practical and there was too heavy an emphasis upon "academic" material. There was also a feeling that the course as a whole is hardly relevant enough - it bears little if at all upon the work of the Clerical grade officer who is often concerned with finance, personnel or computer work, for instance.

Suggestions for improving the course were made by the training officers answering the questionnaire. The most mooted suggestion was that Office Management ought to appear in the course, and that more attention should also be paid to literacy, numeracy and verbal fluency.⁴⁶ This

46. The number of replies from training officers which suggested particular improvements were as follows:-

literacy	20
verbal fluency	21
numeracy	21
bookkeeping	6
office management	25
local government law	12

did not mean that no advantages were seen in undertaking the course: the advantages of the ONCPA were seen to be the development of assessment skills, the provision of a solid grounding in the working environment, and the provision of a degree of academic discipline. Nevertheless, in terms of the utility of the ONCPA for future career development most training officers felt it was only fairly useful, because of its non-practical bias.⁴⁷

Most training officers would seem to advise the successful ONCPA student that the HNCBSPA and/or the DMA should be the next step in further education although the ICSA examinations are also popular.⁴⁸ In two authorities students are advised to proceed to a part time degree course in public administration, but in most cases the HNCBSPA is seen as part of a promotion system following on from ONCPA.

The HNCBSPA itself is seen as being useful in that it gives the students the chance to study topics in depth, and develops in them analytical thought and conceptual viewpoints. The training officers also argue that the work-related projects that both this course and the ONCPA offer are a particularly useful part of the work done. Nevertheless, the majority consider the HNCBSPA only fairly useful in enabling the employee to be prepared for promotion, and once again the reasons given relate to the generally non-relevant aspects of the course and the overly academic nature of the subject matter.

To some extent there is also a certain criticism of the teaching. Some 25% of the training officers expressed general satisfaction while a further 25% expressed no opinion. The others were concerned to generalise about poor teaching, or otherwise suggest that the teachers

47. The relative utility of the ONCPA and HNCBSPA for students in their future careers was, in the view of the training officers, as follows:-

ONCPA		HNCBSPA	
very useful	13	very useful	13
fairly useful	23	fairly useful	19
not useful	3	not useful	3

At a meeting on 22nd March, 1977 of training officers of Barnsley Metropolitan Division and South Yorkshire 50% of the officers felt the ONCPA was a "waste of time" because it was not related to departmental work.

48. It is noteworthy that while 27 training officers reported they advised students to proceed to HNCBSPA and 16 to CMA, there were 10 who advise students to opt for DMS rather than CMA.

themselves adopted a too narrowly academic attitude, did not allow sufficient discussion in class and showed an insufficient interest in the development of the individual students facing them. Some positive suggestions were made for improvement - the greater use of case studies and work-related examples. But there was also stress upon the fact that the authorities were aware that colleges often had difficulty finding, or providing, lecturers with local government experience, who could teach in a practically biased way. It might be added that some colleges⁴⁹ have sought their own salvation against these criticisms by establishing course committees, consisting of students, training officers and staff, which meet regularly to discuss the course and suggest improvements.

While there was no positive view on the matter, several training officers seemed to feel, in a vague and general manner, that the introduction of BEC courses would in some way provide the panacea for the ills of the ONCPA and HNCBSPA. They seemed to feel that BEC would not only remove the academic bias of the courses, but in its integrated approach would provide the opportunity for courses that would be practically related, through assignment work, to the kind of background from which students sprang. Whether such a view will stand the test of reality in face of BEC published schemes is a moot point.

49. As at Plymouth College of Further Education

- 5 -

THE CONTROL AND MONITORING OF
PUBLIC ADMINISTRATION COURSES

THE CONTROL OF PUBLIC ADMINISTRATION COURSES

1. Control of Location

It is understandable that some might assume the Department of Education and Science (DES), because of its general responsibilities in the further and higher education sector, holds the centre of some educational web and spins grandly conceived designs for education in the public sector. It is tempting to assume rational decisions are taken, upon some element of planned growth projections, or public sector needs, by the DES in its view of further and higher education colleges. Both assumptions have little basis in fact, however, and the "control" and "planning" of the DES is largely mythological, at least in the case of public administration courses.

The question of control may be looked at at two levels: at the level of "non-advanced", and at the level of "advanced" courses under the Further Education Regulations. The Further Education Regulations lay down, generally, that if a course is post-'A' level GCE in content and 'A' level GCE in entry it is an "advanced" course. Both criteria must be satisfied in order that the label be applied. The level of control differs according to whether a course is advanced or non-advanced.

It is necessary also to consider the situation prior to 1975, and the arrangements which have become operative since then.

Non-advanced courses prior to 1974/75

The system that developed over the years for the control of location of non-advanced courses, of which the ONCPA is an example, was that in general terms any local authority that wished to offer such a course in one of its colleges simply made allowance for such a course. In some regions, however, more closely regulated than others, a system of "notification" was developed, whereby the local authority in question, usually through its college representatives, would notify the Regional Advisory Council for its area of its wish to offer the course. In theory at least this would allow other college principals, who might fear their own courses might lose student support as a result of the opening of a new centre, the opportunity to oppose the proposal; in theory, because in many instances the development of a "horse-trading" arrangement ensured that one principal rarely opposed another for fear that he might be opposed at some future date for a new course he might wish to offer.

Once regional approval had been won, where this was necessary, in the case of the ONCPA an application to be allowed to offer the course was sent to the Joint Committee for Business Studies and Public Administration. The DES acted as the secretariat for this body, which comprised representatives from business, industry, public administration, education and professional bodies. Because of the involvement of the DES it became possible to use the services of Her Majesty's Inspectorate (HMI) as "field officers".

The file containing the application was processed by the Staff Inspector for Business Studies¹ who sent the file to the local specialist HMI; that HMI minuted a recommendation to the Staff Inspector (SI) and on the basis of that recommendation the SI reported to the Joint Committee for approval or rejection. His recommendation was usually accepted, and the DES then sent out a letter of approval or rejection on behalf of the Joint Committee. In practice, therefore, the only real control was exercised by HMI.

Advanced courses prior to 1975

A tighter control was exercised under the Further Education Regulations as far as courses classified as "advanced" were concerned.² As an example, the progress of an application for approval to offer the HNCBSPA might be noted.

The first stage was that the college, through its local education authority, would make application by way of Form 21FE to the Regional Advisory Council; at the same time a copy of the form was sent to the Regional Staff Inspector (RSI) of HM Inspectorate. Two forms of control were thus set in motion.

(1) The RAC discussed the application, sometimes at an area sub-committee first, and then at its Chief Officers Committee, and

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1. The Staff Inspector for Business Studies led a team of regionally located HMI who were each responsible for acting as specialist Business Studies inspectors within the division in which they worked. The Staff Inspector was based in London.
 2. Some confusion is occasionally generated in the colleges because of the "advanced" classification used for Burnham purposes. A course classified as advanced under the Burnham Regulations is so classified for purposes of salary grading and overtime or part-time teacher payments: the grades are I, II, III, IV and V. The Further Education Regulations classify courses as "advanced" or "non-advanced" for control purposes and while a course may be "advanced" under both sets of regulations (and usually is) it will not necessarily be so.

approved (or refused to approve) the course;

- (2) the RSI sent the ZIFE application form to the general inspector of the college in question; he in turn obtained the views of the specialist HMI for Business Studies; if necessary, the view of the "national" specialist HMI for Public Administration courses was sought; the file, duly minuted, was then returned to the RSI, who would have reserved his position on the relevant RAC committee if the RAC had already considered the course application. If his colleagues' views had already been received he would normally make the DES view clear at the RAC meeting he attended as assessor.

Through this two-pronged system the opportunity was afforded the region to allow its views on the location of the course to be made (and other colleges were given the opportunity to block the proposal), while an "objective" view was also supplied by the RSI, speaking for his HMI colleagues. There was also a third control applied inspectorially, however: the local HMI might be unaware of national considerations that might affect the location of the HNCBSPA courses in question³ so the RSI took the proposal to the RSI committee. This consisted of all the RSIs in HM Inspectorate and there the course would be finally approved or rejected. In the case of a rejection, only generalised reasons were normally given, if any at all; where the course was approved a letter was issued by the RSI on behalf of the Secretary of State for Education and Science and sent to the RAC, the college and the local education authority.

It should be added that the specialist HMI and the SI would later be called in once more - the specialist thus getting two opportunities to minute for or against this particular proposal. This situation arose because the HNCBSPA had to be approved by the Joint Committee for Business Studies and Public Administration (JCBSPA) after RAC and RSI had approved it, and the JCBSPA acted on the advice of the SI, who relied on the recommendation of the local specialist HMI. Thus, even if the RAC and RSI overruled the recommendation of the local specialist HMI on the location of the course at a particular college, that specialist HMI could still minute against the course on the separate JCBSPA file.

3. These could be that there was an overprovision of courses nationally, or student demand was projected to be in decline.

Controls since 1975

The approvals arrangements at non-advanced level have remained largely the same, but significant changes occurred in respect of advanced courses after 1975, and also in respect of courses leading to the national awards at non-advanced level. The matters are dealt with in more detail later⁴ but the effect of the changes were to give greater autonomy to the RAC in its powers of control of location of courses, and to minimise the influence and impact of HMI involvement in the controls machinery.

2. Quality Control

The matter of quality control of college courses administered by the JCBSPA, including the ONCPA and the HNCBSPA, fell to two agencies: HMIs and the JCBSPA, working through its system of Assessors.

The role of HMIs was effectively an extension of that task they were employed to do by the DES: regular visits to the colleges, a check on standards through classroom visits, scrutiny of examination results and Assessors' reports, discussion with staff and students involved with the courses.

The role of the Assessor employed by the JCBSPA involved no visit to the college, normally. He worked at a distance, being allocated a number of colleges for a particular subject. Thus, he would receive the draft examination papers in, say, Law at ONCPA, for perhaps sixty colleges and would approve them as being in line with the national standard. Later, he would receive the completed and marked scripts and assess these in accordance with the national standard - the scripts might number 2,500. The Assessor had the power to change a draft examination paper, up to one third of its content, or otherwise ask for a resubmission; he was entitled to change marks on a script upwards or downwards to maintain the national standard. His report on the examinations set by each college and the students' performance was sent by the DES Secretariat to HMI for the colleges in question. The HMI might, in the event of an academic disagreement between college and Assessor, be called in to act as "referee".

4. See Chapter 6.

Since 1975 the arrangements for quality control have begun to change, and as will be seen later⁵ the changes should become fully operational by 1980. The effect of the changes are that HMIs will become less involved in the matter of quality control of public administration courses, and Assessors will be replaced by Course Moderators appointed by the Business Education Council (BEC) whose functions will be significantly different from those of Assessors.

3. Effectiveness of the Controls

The controls applied up to 1975, both in relation to the location of courses and to the monitoring and quality control of those courses thereafter, were always highly suspect and open to question as far as effectiveness was concerned.⁶

The RAC was in a difficult position, being representative of local colleges and education authorities: inevitably, lack of objectivity and a tendency towards "horse-trading" applied. Moreover, the RAC had, in effect, the task of balancing two interests that could in themselves be competing: national demands, and regional demands. Local colleges could make the claim to the RAC that local interests demanded the establishment or expansion of certain courses, with a consequent greater resource allocation in that area; national requirements on the other hand might compel a diminution of resources to be made available. It was at least questionable whether an individual RAC possessed the expertise to undertake a task of this kind, balancing such competing interests, particularly in what has been described as an administrative jungle of courses.⁷

As far as the control and monitoring of the quality of public administration courses was concerned the RAC had a minor role to play through its advisory committees and moderating committees. The effectiveness of this system may now be examined, and then a consideration of the role of HMIs and Joint Committee Assessors will be undertaken.

(a) RAC Advisory and Moderating Committees

In those regions where colleges use Regional Examining Bodies as their

5. See Chapter 6.

6. See, for instance, the criticisms made regarding regional and national controls by Keith Hampson, "Ways to curb the resource wastage in duplicated courses", Times Higher Educational Supplement, 2.12.77.

7. K. Hampson, Times Higher Education Supplement, 2.12.77.

agents for examining purposes there is usually a two-tier structure of committees which monitors the courses and the conduct of examinations. The Regional Examining Body (REB) is not the same organisation as the RAC, although the layman may be excused for not realising this, since both often use the same address in a region and may be staffed by the same officers. In some areas this has resulted in an effective merger of the organisation.⁸

Advisory Committees These committees normally comprise teacher representatives, members of the RAC, a Principal of a college, polytechnic representatives, HMIs, and representatives from the constituent local authorities. They report to the RAC. In the Northern Region, the duties of the advisory committees, which are established for areas of study (e.g. Business Studies, Engineering, etc.) are in each case:-

- (a) to prepare, review and if necessary revise the syllabuses in the subjects within its purview;
- (b) to prepare recommendations on the form of examinations and on methods of assessment for the subjects within its purview;
- (c) to prepare lists of persons considered to be suitable for appointment as examiners;
- (d) to consider such matters as may be referred to it by the Council;
- (e) to report its recommendations to the Council.⁹

Quite clearly (a) and (b) and to some extent (c) are duties which involve a monitoring and control element over courses and their examinations. In practical terms, however, the working members of these committees tend to be senior personnel, such as Heads of Department, drawn from the colleges in the area, who have no intimate, detailed knowledge of the syllabuses and courses they monitor. They tend to be administrators rather than subject specialists and no attempt is made to achieve a specialist balance in a committee which, in the case of Business Studies, will be monitoring syllabuses in Law, Economics, Government, Public Administration, English, Shorthand, Typewriting and a number of other subjects. Where specialist questions arise, therefore, they tend to be sent to the Moderating Committees, or Advisory Committee ad hoc sub-committees for recommendation. As a system of quality control

8. In the North East the Northern Regional Advisory Council works with the same staff and from the same address as the Northern Counties Technical Examinations Council - the REB.

9. Northern Counties Technical Examinations Council, Scheme of Government, January 1975.

they cannot therefore be seen as effective.

Moderating Committees These committees are normally established by the REBs to deal with more specialised areas of study, such as Law, Economics and Public Administration. In the northern region their duties are:-

- (a) to consider draft examination papers;
- (b) to offer for consideration by the appropriate Advisory Committee any suggestions which may be thought desirable as to syllabuses or forms of examining;
- (c) to prepare and submit such reports as the appropriate Advisory Committee may require.¹⁰

Again, it is quite clear that (a) and (b) give the moderating committee a clear remit to exercise quality control, not only over the conduct of the examination, but also over the course content and subject development within the scheme of the course itself. In practice, once again, the control cannot be regarded as effective. There are several reasons for this. One reason is that the composition of the committee itself prevents an effective analytical review of the development of subject areas: the members are drawn from colleges who nominate them without particular regard to specialism. Some representatives are present because of their status in a department (e.g. a senior lecturer); others as a matter of staff development (e.g. young teachers whom the college feels will "benefit" from moderating committee work). In a committee dealing with Public Administration, the papers moderated can include Public Administration at Ordinary and Higher National levels, Government at these levels and at Certificate in Office Studies level, and possibly English, and Economics of Public Finance. The likelihood that there will be a group of specialists in each of these areas to monitor subjects effectively is unlikely; at best, there will be at least one person able to deal with, say, Economics of Public Finance. Control can hardly then be seen as operating through a meeting of minds.¹¹

10. Northern Counties Technical Examinations Council, Scheme of Government, January, 1975.

11. Normally one person was given responsibility to check an examination paper as a specialist; the rest of the committee would listen to his comments and add their own. The tendency has been to follow the "specialist's" advice unless it contrasted radically with the examiner's. Only then was debate likely - and then only on points of detail.

A further reason is seen in the allocation of time to such committee work: perhaps six papers need to be moderated within a morning, or a day. Finally, there is often no opportunity for representatives to discuss papers with their colleagues back in the colleges. In many cases there is a rule, occasionally relaxed,¹² whereby in the interests of security moderating committee representatives are asked not to show the question papers to their colleagues in college.

While the moderating committee exercises a degree of quality control, its effectiveness must be open to question, and its best work, in terms of discussion of developments, could be done only in the annual meetings held by some such committees with the national Assessors, when there could be a post-mortem on the previous year's papers and scripts and views expressed upon the directions to be taken in the following year. But since the examiners themselves were often not present at such meetings even these meetings could be sometimes relatively abortive.

(b) HM Inspectorate (HMIs)

The question of the effectiveness of the quality control exercised by HMIs over public administration and other courses in the further and higher education sector can be answered only by viewing the very different aspects of the tasks these HMIs are called upon to perform against the work done by HM Inspectorate as a whole - inspecting, advising and liaison work. It should be stressed that HMIs in the further and higher education sector have undertaken roles not common with their colleagues working exclusively in the schools; and two extra, basic functions - the control over the establishment of courses, and their later monitoring and quality control - have in themselves been much criticised, as tasks, by HMIs themselves.¹³

Control by HMIs over the establishment of courses in public administration followed the pattern applied to other courses and involved advice given by the specialist and general inspectors to the RSI who, after consultation with the SI for Business Studies and the RSI Committee, approved

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12. In the Northern region the rule was relaxed when a new examination structure was introduced in the subjects of Law and Accounting, in 1972.
 13. Many HMIs felt that their "decision-making" role was foreign to the true nature of the job; additionally, they felt uneasy at making judgments which bordered on the academic, when the colleges could claim to possess greater academic knowledge in the matter than the individual, decision-making HMI.

or refused to approve the course in the name of the Secretary of State. The specialist HMI also gave advice formally, on file, to the Joint Committee through the SI for Business Studies. The effectiveness of this control varied, however. Much depended upon the individual HMI's knowledge of the colleges in which he operated, and the degree of interest he had in public administration. When the National Awards in Public Administration were first established the control was fairly tight, in that the SI closely monitored the staffing and resources of the colleges making application. It must be noted, nevertheless, that the SI at that time was by background a lawyer and possessed no special expertise in public administration; moreover, of the group of HMIs working in the regions and advising him, only one, also a lawyer, expressed a particular interest in public administration. But since the advice given on establishment was factual in its assessment the lack of expertise was perhaps largely irrelevant. HMIs were using their peculiar knowledge of colleges and personnel to offer advice which was largely well-founded. A similar situation arose in relation to non-advanced courses, primarily through advice to Joint Committee. It is also reasonable to argue that no more objective control could have been possible in the selection of centres and the approval of applications.

The second function is more open to criticism as far as effectiveness is concerned. The monitoring and quality control by HMIs of public administration courses could never be effective, for a number of reasons. In the first instance, no HMI could claim a particular expertise, and only one even claimed a peculiar interest in public administration courses. Secondly, there were only a dozen HMIs operating in the field of business studies,¹⁴ where the public administration courses were offered: it was thus impossible for twelve HMIs to monitor effectively the operation of some 150 courses, even if they had seen it as an important part of their function. Thirdly, the twelve specialist HMIs in Business Studies were called upon to monitor not only a whole range of of courses in Business Studies, from secretarial, shorthand/typing and office practice courses to degrees in Law, Economics, and Business Studies; they were also required to fulfil roles as general inspectors (monitoring the work of whole institutions) and district

14. When the ONCPA courses were introduced HMIs were operating through 10 regions. In one region there were two Business Studies specialists. The SI worked from Curzon Street (later Elizabeth House) but also retained a regional specialist role.

inspectors (liaising with local authorities) - quite apart from fulfilling central demands and undertaking full inspections of colleges.¹⁵

The amount of time any one HMI could spend on public administration was therefore severely limited; the lawyer who regarded public administration as part of his "specialism" in the Inspectorate devoted no more than 20 days in each year to that area, including attendance at conferences.

The restriction upon time spent on inspection of classroom activity and course organisation meant, inevitably, that the only occasions on which an investigation in any depth could be carried out by HMIs was during the full inspection of a college, where a group of HMIs would spend a week in the institution looking at the work of each department and preparing a report which was later published by the DES. Even then, however, public administration would be only one series of courses amongst many, there might be as many as thirty staff to observe teaching during the week, and due allowance would have to be made for the fact that a classroom performance could be seriously affected by the inhibiting presence of a stranger, the HMI. The HMI who would draw firm conclusions about the conduct of the public administration courses after such a visit would be a brave if not foolish man.

Such visits could, of course, be supplemented by short visits to discuss the course with staff and head of department, after, for instance, receiving the annual reports from the Joint Committee Assessors. But even this form of monitoring was hardly effective because:-

- (i) it was after the event;
- (ii) it relied upon an Assessor making positive recommendations based upon his scrutiny of examination papers and scripts;
- (iii) it relied upon the degree of priority given to the task by a busy, overworked HMI.¹⁶ The injunction from the SI was that HMIs should pass on to the college all praise given by the Assessor and write to or visit the Principal to discuss critical remarks. In a busy programme such visits were often left until late in the

15. For further details of the organisation and working of HMIs see HMI Today and Tomorrow, HMSO, 1970.

16. No formal working week is designated for HMIs. They are expected to work at minimum a five day week, with evening work expected in the FE sector, but days can be taken in lieu of work at week-ends. Surveys instituted internally in 1970 disclosed that HMI worked a minimum of 60 hours each week, on a variety of tasks which allowed little room for true specialisation. For general conditions of service, see HMI Today and Tomorrow, HMSO, 1970.

autumn term when the HMI had more than one reason to visit the college - and thus the measure of control over the quality of the course faded significantly.

The other method by which a degree of quality control might be attempted was that favoured by the Inspectorate as a whole after the general movement away from full inspections in the schools¹⁷ - the survey. This involves one or more HMIs and might deal with a phase of the college activity such as 16-18 provision, or the work of a department, or it might deal with a course or courses being carried out by colleges in a region, or nationally. While surveys can be of some utility they suffer from the danger of becoming too superficial, and though general trends might be observed in national surveys it is dangerous to draw too many firm conclusions from them. In 1974 the HMIs for Business Studies carried out a survey of ONCPA courses nationally, each HMI selecting a number of colleges in his division to visit, and sending a questionnaire to all colleges offering the course in his division. The divisional reports were collated, and a report on the national situation was written but never published.¹⁸

On the whole, therefore, the role of HMIs in monitoring public administration courses cannot be regarded as particularly effective. They have a real function as "trouble-shooters" - reconciling differences between colleges and Assessors - and from time to time may highlight particular problems that arise, but are generally in no position to claim, because of the range of work they must undertake, that they can exercise a close control of the quality of work done in public administration in further

17. As a result of an investigation by a Select Committee into the work of HM Inspectorate the decision was taken to discontinue full inspections in schools "save in exceptional circumstances". The FE Inspectorate was not dealt with by the Select Committee (though FE Inspectors did give evidence to the Committee) and so the decision did not, strictly speaking, apply to the FE Inspectorate. Nevertheless, the old "rule of thumb" whereby a college could expect to be inspected at least once every ten years has gone, partly because of the increasing size of the colleges and the cost involved in calling together a large group of HMIs to mount a full inspection. Such inspections are still possible, but have become rarer. See Report from the Select Committee on Education and Science, Part I Her Majesty's Inspectorate (England and Wales), HMSO, 1968. Part V, para. 46 (2), p. xiii.

18. Reference is made in this study to the unpublished divisional and central reports completed by HMIs.

and higher education.

(c) Joint Committee Assessors

The Assessors appointed by the JCBSPA were explicitly given the task of monitoring the standards to be demanded of the national award courses. The basic principle was that they were to maintain a national standard in each subject area of the course.

The method of operation was that

- (i) colleges submitted draft papers to the subject Assessor for approval;
- (ii) the approved papers were set and marked by college staff (or alternatively were set and marked by examiners appointed by the regional examining body);
- (iii) papers and marked scripts were sent to the Assessor who scrutinised and if necessary remarked them;
- (iv) the Assessor advised the JCBSPA and the colleges of the assessed marks, and wrote a report, copied to HMIs, for the JCBSPA, on each college.

The effectiveness of the control exercised by the Assessors was open to question because it depended upon several factors.

1. The experience of the Assessor Individual Assessors were often appointed on the advice of HMIs. Some who were appointed at the inception of the ONCPA won their appointments as the result of long experience in further education: they currently held posts of college principals. Some were retired from teaching. A certain number of them clearly were no longer involved with the teaching of students on these courses, and it was questionable whether they could any longer adequately gauge standards at these levels. Further, as far as public administration courses were concerned, there was a tendency to appoint as Assessors individuals who had achieved some standing in public administration at degree level - with the result that the Assessors in at least three subjects at HNCBSPA were university lecturers who had never taught at HNC level.¹⁹

19. It is true that such Assessors may well have experience of teaching part time students other than HNC, but it is submitted that this is not a good substitute for actually teaching the classes of which a general assessment is to be made later.

2. The work load of the Assessors The Assessors were appointed on a subject base - that is, a small number were appointed to deal with Government papers, a somewhat larger number to deal with Law papers, and a similar number for Economics, etc. The draft papers would be dealt with in the spring and each Assessor might comment upon about 60 or more such papers. The examinations would be undertaken in June, and the scripts would then have to be assessed between mid-June and mid-August in order that the results could be announced to students before the new academic session started. An individual Assessor might have as many as 2,500 scripts to assess. Since Assessors do, it is assumed, take holidays during the summer like most people, the pressure of time placed upon them in the assessing work could possibly have some effect upon the standard of quality control exercised.

3. The method of operation Since no precise instructions were given by JCBSPA to the Assessors on their appointment, some haziness would always seem to have existed among them as to how they should operate. Some claim to re-mark all the scripts; others confess to re-marking a sample; some work on the basis of a statistical checking of marking scales and then a re-marking of "suspicious" results. Some Assessors would seem to bother themselves only with the "bands" of results, at Pass, Credit or Distinction levels.²⁰

4. The attitude adopted by the Assessor A considerable variation in attitude between individual Assessors becomes apparent from the reports prepared by them for the JCBSPA. In most cases few comments were made; in other instances an Assessor would not only produce lengthy and pertinent comment but also add statistical tables to compare colleges' performances over the years. Some groups of Assessors adopted almost a proselytising zeal in a clear attempt to raise standards; a notable example of this occurred with the Assessors in English for ONCPA who produced in 1973 a comprehensive document comprising "Notes for Examiners"²¹ giving guidance, illustrating examples of good and bad practice and explaining what the Assessors would be looking for in draft question papers. They could thereafter report: "More than half the papers consisted of worthwhile tasks based on stimulating documentary"

20. These comments are made as the result of interviews with five Assessors from different disciplines.

21. Joint Committee for Business Studies and Public Administration English Assessors, Notes for Examiners, 1973.

material" while yet warning of deficiencies among English teachers in that "There was evidence of a depressing lack of contact with the field of Public Administration . . ." ²² Other Assessors saw fit to emphasise, at HNC level, that "there are still a few colleges who set papers more appropriate to the testing of the intellectual skills of the undergraduate student of 'Politics and Government' rather than the practical skills required of the local government administrator." ²³ The same Assessors even went so far as to criticise the "ubiquitous essay" as a form of testing - a matter on which other Assessors would probably disagree.

5. The absence of common policy or objectives The Assessors for the subject of Local Government Administrative Practice wrote in 1974:-

"The HNC/HND in Public Administration is not intended to be an inferior substitute for a degree in 'Politics' or for a CMA and accordingly, examination papers should concentrate on

- (i) how the administrator can contribute effectively to the work of the local authority; and
- (ii) the basic principles and techniques which are essential parts of the working knowledge of the local government officer." ²⁴

This instruction is in itself clear enough, and perhaps admirable in its philosophy; taken in conjunction with the documents produced by the English Assessors it demonstrated that some of the Assessors had clear views as to what they considered to be appropriate studies within the framework of the National Awards, and, indeed, what the place of the schemes was. But they also emphasised the insularity of the Assessors, the fact that there was no clearly delineated set of objectives, and that the Assessors tended to work in separate compartments. They met together as groups, but only within their own disciplines, and generally speaking, only once each year. ²⁵ Thus, the group of Economics Assessors (for ONC/D and HNC/D) met, as did the Law Assessors, and the Accounting Assessors. But on only one occasion in ten years did all the Assessors

22. Annual Report of the English Assessors for ONCPA, 1974.

23. Annual Report of Assessors in Local Government Administrative Practice, 1974.

24. Annual Report of the Assessors in Local Government Practice, 1974.

25. The Assessors in Law met, exceptionally, three times in 1973 in order to redraft the Law syllabus for ONCBS and HNCBS. There was no discussion of "standards".

meet as a group; and perhaps more importantly, they never met as course Assessors - i.e. the Assessors who together assessed the subjects of the ONCPA and HNCPA never met to discuss the philosophy behind, and objectives of, those courses. Moreover, the single subject group meetings held annually gave little opportunity to range widely in that they were largely concerned with agreeing the Assessors' Report to the colleges generally.²⁶ The only guidance on course objectives, therefore, was to be found in Rules 124²⁷, a document the origins of which are shrouded in some mystery and the writing of which was certainly no concern of the existing Assessors.

6. The concept of the "national standard" The raison d'etre of the Assessors was to ensure that a national standard was maintained in a system of assessment and examining that was decentralised. Assessors were employed to act as watchdogs in the maintenance of this standard, but this could be done with any degree of effectiveness only if there were some agreed concept of what the national standard might be. Unfortunately,

- (i) Assessors never met as a group outside their own disciplines to consider such a concept;
- (ii) when they met within their own disciplines there was never sufficient time to indulge in such philosophical discussion;²⁸
- (iii) no instructions were given to the Assessors by the JCBSPA which might help them define the concept; and
- (iv) no attempt was made by the JCBSPA to encourage discussion of such standards among Assessors and/or colleges.

26. The drafting session concerns the annual report to the colleges. That report should not be confused with the confidential report each Assessor makes to JCBSPA on each college. This report is sent to the local HMI who is expected to take action on it where necessary.

27. First produced in 1963, revised in 1967, further amended to cover various addenda, in particular those dealing with public administration courses, in 1973.

28. The Economics Assessors did in fact meet, exceptionally, to undertake marking exercises to reach an agreed measurement standard in 1971/2. This was the result of disquiet expressed in certain regions where failure rates in the subject were regarded as unacceptable, if only because they were inexplicable as far as colleges using the regional agencies were concerned. The measurement exercises showed a large degree of common ground: standards were roughly the same between individual Assessors. No external evaluation was attempted, however; this was a "defensive" exercise to discover whether any grounds for real anxiety within the group existed. Similar exercises were undertaken by other groups but in all cases they were marking, not assessing exercises. It is worth noting, however, that wide variations in marks awarded by individual Assessors did not occur - the markers were generally agreed on standards to be expected in a 3 hour essay paper.

The situation was further exacerbated by the cloak of anonymity thrown over the Assessors. Not until the dying throes of the system in 1977 was the principle abandoned that colleges should remain in ignorance of the identity of the Assessors with whom they dealt. It followed that unless the Assessors met within their groups, or discovered casually the identity of another Assessor, each individual Assessor worked largely alone, and so the control of the national standard in a college inevitably depended upon an individual's concept of what that "national" standard should be. Moreover, that individual might have worked as a teacher in only one college administering such schemes, or even none, and the only buttressing he would obtain for his own concept of the standard could be obtained through his meetings with his fellow Assessors, when there was no time in any case to discuss problems of measurement.

The extent of the problem faced was emphasised by the fact that Assessors monitored not one, but two systems. The ONCPA and the HNCBSPA could be college-based in their administration, or they could be administered through the agency of a regional examining body. A conflict of standards was immediately possible. A small college setting and marking its own papers could obviously have an entirely different set of standards from those applying within a regional group of colleges working through the REB, where the examination took on the aspect of an external examination. The Assessors had only the evidence of the draft papers and the marked scripts; they had to try to compare standards possible in an internally set and marked system and an externally set and marked arrangement; their resultant application of a national standard, taking the lack of consultation with their peers as read, must lead to the inference that as far as the National Awards were concerned the concept of the "national standard" was nothing more than a convenient myth which helped satisfy colleges, the JCBSPA and the professional bodies who gave exemption from their own professional examinations to students holding a National Award.

The Assessors themselves recognised these problems. They saw their role as the control of "idle and inefficient" examiners. They were concerned with checking that students had been honestly prepared and marked, as far as this was possibly by external scrutiny of examination papers and scripts. They accepted that there was no agreed standard and this must largely be a subjective judgment for each Assessor. Moreover, they admitted to taking no account of the fact that some students were examined internally in the college, others externally

through an examining union. In their own defence, however, they argued that the mere presence and existence of an Assessor acted as a control and restraint upon staff in the colleges, and this was probably true though the effectiveness of such a control could not be measured. And only rarely did the Assessors, as a group within a subject discipline, announce in their reports the difficulties inherent in their task - thus exposing the fallacy of the concept of the "national standard".

"Assessing scripts in relation to the concept of 'a national standard' presents considerable problems given variations in teaching approaches. Assessment is largely confined (a) to checking the consistency of marking within colleges, and (b) curbing over-generous marking, particularly in colleges where marking schemes and scripts provide some evidence of weaknesses in teaching. Assessors face a dilemma with candidates just below the pass mark or colleges whose candidates achieve an overall low standard of marks; and although assessors may try to find some extra marks if there is reason to suppose the candidates have been handicapped by unimaginative teaching, this is a hazardous practice and the impression is that some candidates are still penalised by the teaching they have received. Similarly some colleges produce candidates with high marks which may well be merited relative to other candidates in the college but not in relation to the standards achieved by other colleges."²⁹

CONCLUSIONS

It is difficult to view with equanimity the methods of control that have obtained over both location and quality of public administration courses. At a time when the organisation of such courses has fallen to a new body, the Business Education Council, there is little positive experience to be relied upon to provide guidance on how location and quality control can be sensibly achieved. In both areas the influence of HMIs is diminishing, and even if HMIs had a degree of effectiveness in these matters before, it will now become even less. There can be little confidence in the ability of the RACs to undertake either form of control with a high degree of efficiency because of the inbuilt problem of achieving objective viewpoints and because of the lack of suitable machinery to deal with problems that can be local to a college or to a region as well as national in character. The only remaining form of quality control, the Assessors, have never produced a quality control system in which one can have confidence, and they will be superseded as a body and as a system by the Business Education Council.

29. Annual Report of the Assessors in Social Services for the ONCPA, 1974.

Much will therefore depend, as far as public administration courses in the further and higher education sector is concerned, upon the methods and systems adopted by BEC in the development and operation of its new courses in public administration. It is possible to draw some conclusions from BEC published material as to how these developments will affect the future of public administration in further and higher education, but to fully understand these developments it is first necessary to investigate the growth and development of the existing public administration National Award courses and their relationships to courses administered by the Local Government Training Board.

- 6 -

THE FUTURE FOR PUBLIC ADMINISTRATION

INTRODUCTION

American Public Administration teaching shows a continued concern with management techniques but in the post-Watergate era political theory and policy studies have attained a greater prominence than was earlier fashionable. A recent survey¹ showed that there are four areas of study that constantly recur and can be described as the current foci of attention: policy studies, organisational humanism, the political economy and the political analysis of Public Administration.

In Britain, American theories have been translated into a British context² particularly in respect of organisation theory, and organisational sociology developments are being applied to public bureaucracies.³

The study of British Public Administration has not been static and of recent years the institutional base has been widened considerably⁴ but developments in the study and teaching of Public Administration at sub-degree level cannot be said to have been extensive. The wisdom has been a received wisdom; the development in organisational terms the result of external pressures; the curricular changes have been occasioned by training boards and professional body rethinking; there has been no dynamic, organic growth within the further and higher education system itself which might have led to change, progress and development. In spite of the fact that the colleges have the closest contact with young people working in the field of local government and to some extent the civil service, no new study, no new appreciation of the needs of the public administrator, no new attempt to define the nature of the education and training of the public administrator in his early years has emerged from this sector.

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1. RAW Rhodes, Current Developments in the study of Public Administration in the United States, University of Birmingham Institute of Local Government Studies, 1976.
 2. RJS Baker, Administrative Theory and Public Administration, Hutchinson, 1972; RGS Brown, The Administrative Process in Britain, Methuen, 1970.
 3. A Dunsire, Administration: The Word and the Science, 1975, p. 115. And see R Greenwood and CR Hinings "Government Organisation 1972/1976", Policy and Politics, 1973, pp 213-221; and R Greenwood, CR Hinings and J Ranson, "The Politics of the Budgetary Process in English Local Government", paper presented to the Annual Conference of the Political Studies Association, 1976.
 4. FF Ridley and D Steel, "University Preparation for Administrative Careers in the Public Service: Britain", Preliminary Report to the FUCAM Conference, 1975.

The colleges and their staffs teaching Public Administration are open to the criticism that they have remained within a straitjacket of tradition, inhibited by their own historical development as institutions and examination-orientated teaching groups, contained within a system that would seem to deny them the opportunity to experiment and innovate, and seemingly content to remain within this circumscribed educational vacuum. They would claim that they are prevented from playing an important developmental role within the teaching of Public Administration by the very system within which they work. They see themselves as the journeymen and become such. They question nothing, but merely regurgitate that information, those skills, those techniques that are required to produce, without seeking from the system either its rationalisation or its ethos. Their contribution is thus, essentially, a mechanical one, containing few sparks of innovation.

The future of Public Administration teaching at sub-degree level, therefore, must be seen to lie once again with the development of curricula by some centralised agency, and in the event this must be seen to be the Business Education Council through its B4 Board. Since the B4 Board members have inevitably relied upon their experience of the existing system of courses in preparing the new modules it is relevant to examine the background from which they worked, namely, the growth and development of the national award courses in public administration.

THE DEVELOPMENT OF THE NATIONAL AWARD COURSES

The importance of public administration courses in the further and higher education sector is hardly reflected in the naming of the departments that house them. In 1976 there was in the colleges only one Department of Public Administration as such;⁵ indeed, Public Administration appeared in the titles of only four other departments (Business and Public Administration)⁶. Elsewhere, some lip service was shown to the specialism through the title Business and Social Studies or Business and Administrative Studies. There was one Government Studies Department and one General and Administrative Studies Department.⁷

5. At Park Lane College of Further Education.

6. At Hounslow Technical College, East Ham College of Technology, Carmarthen Technical College, and Matthew Boulton Technical College.

7. Education Authorities Directory, 1976.

In the main it would seem that the bulk of public administration teaching was undertaken in courses offered in Departments of Business Studies. The reasons for such location were

- (a) historical: the courses grew out of the close relationship with the ONCBS which were located in Business Studies Departments;
- (b) administrative: vocational courses other than the technological tended to be grouped into Business Studies Departments when an early growth appeared; and
- (c) logistical: the staff concerned with the teaching of courses involving a study of Government (such as economists, lawyers, sociologists) were almost exclusively based in Departments of Business Studies.

Where the public administration courses were located other than in Business Studies departments their location would seem to be the result of a tradition of involvement with the former Clerical Course of the Local Government Examinations Board (LGEB) alongside the provision of courses for Limited Executive Examinations for the Civil Service; alternatively it has been the result of a conscious policy of limiting the size of an expanding business studies department and creating a vocational base in a department largely concerned with non-vocational work.⁸

The Ordinary National Certificate in Public Administration

While there was a certain amount of public administration teaching undertaken in the colleges prior to 1969, the growth of public administration teaching since that date has been the result of the development of the ONCPA. Its creation presaged the death of the LGEB Clerical examination; it was, indeed, seen as a replacement for it, so in the first instance the colleges approved to run the new course were, in the main, those colleges with a history of having successfully run the clerical course. To that extent a control was applied in the first instance: HMIs vetted the applications from the colleges and through the Staff Inspector for Business Studies advised approval, or otherwise, of the ONCPA course. The HMI's decisions were made on three grounds: availability of resources, academic quality of staff, and likelihood of student support. Within three years such control became unnecessary as student support grew

8. As in the case of the course at Monkwearmouth Technical College where the ONCPA is located in the Department of General Studies.

considerably and more colleges made application to provide the course. By 1972 the only control being closely applied was by way of HMIs satisfying themselves that staffing support for the courses could show at least some civil service/local government background, especially where specialist teaching of Social Services was required. Within two years this control also disappeared.

Influence of the LGTB

Fourteen years after the introduction of the Diploma in Municipal Administration (DMA) local authorities were still not giving the DMA holder an appropriate recognition and "had not made very determined attempts" to provide adequate promotion opportunities for administrative staff.⁹ There were extensions in 1961¹⁰ but by 1969 the situation was changing, with the establishment of the Local Government Training Board, and the demise of the Local Government Examinations Board raising hopes of a new structure of examinations that might lead to an improved position within the authorities.

The LGTB was aware of the general dissatisfaction felt regarding Clerical and DMA examinations - both criticised as being too academic and out of touch with reality - and was paying heed to the blandishments of the Joint Committee for National Awards in Business Studies. It had the example of other professional associations to regard also, established bodies such as the ICSA who were granting exemptions, either total or on a subject-for-subject basis, to holders of the national awards in Business Studies.

There were certain persuasive points of comparison to be made between the ONCBS and LGTB courses. Both the national award system and the DMA had an 'O' level entry. The Intermediate DMA could be compared to the Ordinary National Certificate; the Final, to the Higher National Certificate (both of which examinations were said to be conducted at "degree standard"). Negotiations were therefore commenced between the DES, HMIs, the JCBS, NALGO, and the LGTB. The result was the establishment, in 1969, of an enlarged Joint Committee to include representatives

9. MB Kinch, "Qualified Administrative Staff in the Local Government Service", Public Administration, 1965, p. 173.

10. See Circular No. NO161, July 21, 1961 from the National Joint Committee for Local Authorities Administrative, Professional, Technical and Clerical Services.

from the Public Administration sector, a sub-committee to monitor Public Administration courses,¹¹ and one entirely new course, the Ordinary National Certificate in Public Administration (ONCPA). The Joint Committee was now named for Business Studies and Public Administration.

The ONCPA was planned as a two year course of study, like its counterpart in Business Studies, being part-time, with an entry requirement of 4 GCE 'O' levels (or equivalent). Entry was also made possible for credit holders at Certificate in Office Studies level (COS). At its inception, some colleges immediately ceased offering the Clerical Examination, seeing the COS as a proper alternative, but most undertook a phasing-out exercise. When the course started in 1969 over two hundred colleges applied for approval to run the ONCPA and 170 colleges were approved. The first Final examination for the ONCPA was taken in 1970: there were 835 candidates of whom 538 passed the examination (a 64.43% pass rate); of the 170 colleges approved, 94, in the event, entered candidates.

There were, initially, some problems from local authorities who were not prepared to offer incremental salary rises for success at the new examinations, but this was eventually dealt with, and now most authorities agreed to award increments to successful employees.¹²

Thereafter, the ONCPA quickly became established as an acceptable qualification in the field of local government administration - though less so in the Civil Service. The success rate in the final examination remained fairly constant (varying between 66% and 69%) and numbers grew steadily at about 300 each year until 1972 when, with the disappearance of the Intermediate DMA (the last examination was held in 1974) student entries increased rapidly. There were 2442 entries to the Final ONCPA examinations in 1974. A concern with the economy, perhaps, led to a cut-back in course entry in 1973 so there were fewer entries in 1975 than in the previous year, but the 1976 totals were again up, considerably, to show a total second year examination entry of 3041. Similarly,

11. In 1974 the Public Administration Sub-Committee comprised JF Phillips (then Secretary of ICSA, now Vice Chairman of BEC), K Childerhouse, JL Gayler (SI Business Studies), PF Greenhalgh, LH Jones (Principal, South West London College), Professor PG Richards, JN Ellis and WG Stone.

12. Training officers reporting to the questionnaire replied that authorities were often prepared to give increments for success in HNCBSPA as well as ONCPA. Of the 45 replies, 33 gave increments for ONCPA success and 26 for success at HNCBSPA.

the number of colleges entering students had increased from the 94 of 1970 to 141 in 1976.

The swift growth of these courses became possible only because of the significant support given by students who would otherwise have taken LGTB examinations. Additionally, as we have seen, there was a tendency among young civil servants to move away from GCE courses to the ONCPA. There is no firm evidence from central sources to explain the growth otherwise, which showed the development, noted earlier of a 1970 student examination entry of 835 to a 1977 student examination entry of 3232.

The relationship between HNC and DMA

In 1970 the Joint Committee was faced with the problem of providing a course for students who had passed the ONCPA but had failed to secure the necessary standard in the examination to take advantage of the exemption policy agreed with the LGEB: namely, that students who had obtained credits (50 per cent) in the ONCPA could be allowed to proceed to the Final examination of the DMA without having to take the Intermediate. To make provision for these students the Joint Committee allowed the addition of three new subjects to the list of options currently open to candidates for the Higher National Certificate in Business Studies. These subjects were:-

- Principles and Practice of Public Administration (a 2 yr. course)
- English Administrative Law (a one year course)
- Social Services (a one year course)

In addition, colleges adopting these syllabuses were permitted to offer a one year course in Economics instead of the normal two year course. Of the applicants asking for approval to run the course 37 were approved.

The objective was clear enough: to provide a course for ONCPA holders who could not obtain exemption from the Intermediate DMA. The question had been considered whether a new Certificate should have been introduced - a Higher National Certificate in Public Administration - but it had been rejected by the Joint Committee, on the ground that the Public Administration option was insufficiently different from a Business Studies Certificate to warrant a new award. This was immediately seen as a particularly myopic view by the colleges, who argued the inconsistency of approach when compared with the ONCPA situation, the existence of an essentially separate student body, and an early necessity in the field to split such classes away from the HNCBS, because of a lack of commonality in syllabus content.

Meanwhile, the LGTB had announced that the last examination for the old DMA would be held in 1976 and that courses for a new DMA, devised by the Board, would be started in 1972. The first part of the examination was to be called the Certificate in Municipal Administration. It was to have an entry requirement of 5 GCE passes (two at 'A' level) or an ONCPA or an ONDBS. This raised the whole question of the status of the HNCPA, for a Working Party under the Local Government Training Board had recommended a subject-for-subject exemption from the CMA for holders of the HNCPA. The Training Committee of the Board refused to accept the recommendation.

The refusal was based upon two premises:-

- (a) the HNCBSPA was devised to cater for students who had failed (at ONCPA) to obtain necessary credits for entry to the old Intermediate DMA - therefore, it catered for a lower level of entry than CMA;
- (b) if the CMA and HNCBSPA were to be equated there was a consequent danger of the status of the DMA being lowered (since the HNCBSPA was essentially marked at "pass degree standard").

There was also the view that since professional bodies gave only limited exemptions to HNCBS award holders, to have a complete exemption for such candidates to the DMA would demean the DMA holder in comparison with members of professional bodies. In the event the LGTB announced an exemption policy to the effect that all holders of HNCBSPA must take three papers in the CMA examinations if they wished to proceed to the new DMA.

The designated papers were:-

Public Administration II
 Introduction to Local Government Practice
 Social Needs and Policies

This rule applied even to those candidates who had taken public administration options in their HNC course. Unfortunately, before the Training Committee had declared against the Working Party recommendations, the JCBSPA had, in the best interests of students and in an attempt to ease the problem of subject-for-subject exemption, agreed to change the subjects offered at HNCBSPA. Thus, Principles and Practice of Public Administration was replaced by the LGTB syllabus for Government and Public Administration; Social Services was similarly replaced by Social Needs and Policies; and a new subject, Local Government Administrative

Practice, using the LGTB syllabus was introduced. The Training Committee recommendation remained, nevertheless.

Thus, to the surprise of the colleges participating and to the confusion of many students in addition, it became necessary for HNCBSPA candidates to write three extra examination papers if they wished to obtain exemption from the CMA - but three papers, Public Administration II, Social Needs and Policies, and Local Government Administrative Practice, in which they had already been examined, or would shortly be examined on the identical syllabus, in the HNCBSPA.

It was true that there were advantages in working to common syllabuses for it could mean a lessening of the student burden and the formation of larger groups in those centres where paucity of student support might have led to separate classes proving impossible, but the final result was always open to question.

The colleges were swift to point to what they saw as the illogicalities of the system, and within a short while their criticisms became more vocal when they discovered a clear discrepancy between the examination success rates for CMA and HNCBSPA.

Comparison of HNCBSPA and CMA Statistics

Many colleges adopted the simplistic view that a comparison of CMA pass rates in total and HNCBSPA pass rates showed a marked discrepancy that demonstrated either a lack of reality on the part of the examiners or a sinister motive on the part of the LGTB. The comparative percentage pass rates were as follows:-

	CMA	HNCBSPA
1973	28.5	74.9
1974	34.2	74.5
1975	45.4	77.4
1976	46.1	78.0
1977	46.0	

These figures would seem to show that it was far more difficult for students to pass the CMA (and thus obtain entry to DMA) than HNCBSPA, even though they were taught in the same classroom, by the same staff, and using the same syllabuses. In fact, this oversimplified the situation, for the following reasons:-

- (1) Some students wrote the CMA first year examinations in the summer and then proceeded to the HNCBSPA examination, while others undertook the HNCBSPA in the summer and undertook the CMA the following Spring.
- (2) Some students were classified as "direct" entrants (i.e. they did not seek entry through HNCBSPA exemptions), others proceeded by way of HNCBSPA, and still others by way of HNCBS which included the subject of Administrative Practice.
- (3) The HNCBSPA examinations were effectively internal examinations¹³ in the sense that they were set and marked by the college staff who taught the students, whereas the CMA was an external examination.
- (4) HNCBSPA pass rates related to the completion of a two year course which included the study of subjects examined also in Part B of the CMA, whereas many students at CMA undertook Part A and proceeded directly to Part B.

For these reasons it is obvious that a direct comparison between the CMA and HNCBSPA pass rates was virtually worthless, for the student body was not the same and the method of preparation was not completely the same. Nevertheless, critics pointed out that the subjects and syllabuses for Part A of the CMA and the first year of HNCBSPA were normally the same; equally, there was a direct comparison to be drawn between the subjects and syllabuses of Part B of the CMA and the second year of HNCBSPA. It is relevant, therefore, to examine the statistics relating to pass rates for CMA Part A, HNCBSPA and HNCBS with Administrative Practice on the one hand, and CMA Part B and HNCBSPA second year on the other.

The relative percentage pass rates were as follows.¹⁴

	1974	1975	1976	1977
CMA Part A Direct Entry	39.5	62.4	56.9	61.4
HNCBSPA	33.9	41.6	45.4	43.8
HNC with Admin. Practice			75.0	96.4

13. Except where, as in the Northern Region, they are administered through the agency of a regional examining body.

14. These CMA statistics are derived from the Annual Reports on the Certificate and Diploma examinations produced by the LGTB.

When compared with Part A Direct Entry students those candidates enrolled on the HNCBSPA course would seem to have produced a lower pass rate, possibly because as first year students they wrote the CMA Part A before they actually completed the course leading to the first year examinations for HNCBSPA. The higher pass rate for HNC with Administrative Practice probably reflected the fact that as the subject of Administrative Practice was normally a second year subject at HNC these students had virtually completed a course covering both Part A and Part B CMA subjects and they did not view Part A as a major hurdle.

The relative percentage pass rates for CMA Part B and HNCBS second year were as follows.

	1974	1975	1976	1977
CMA Part B Direct Entry	26.6	29.8	38.6	33.9
HNCBSPA 2nd Year	74.5	77.4	78.0	

For reasons noted above a direct comparison could not be drawn between CMA Part B and HNCBSPA results, but it is yet tempting to draw conclusions from the above figures. Nevertheless, three further points should be made.

1. The divergency in the pass rates must be seen in the context of student preparation. By and large it was the same student body which proceeded to both examinations: whether students enrolled for CMA and/or HNCBSPA the large majority were taught in the same institutions, often in the same classes, and by the same lecturers. But not all Direct Entry students proceeded through the colleges. In 1975, of the total candidates at Part A CMA 88% were taught at colleges of further education, and 77.2% of the candidates for Part B were so taught.¹⁵ Nor have these percentages changed significantly over the last few years, as may be seen from the following statistics.

15. Local Government Training Board, Report on the Certificate and Diploma Examinations, 1975.

Year	CMA Candidates taught in Colleges of further education (% of total)	
	Part A	Part B
1974	86.4	84.0
1975	88.0	77.2
1976	83.8	75.5

It follows that a further comparison needs to be drawn between the pass rates for Direct Entry students preparing by means of correspondence courses and those preparing through the colleges, because a marked discrepancy in pass rates would change the basis of comparison between the college's experience of students entering both HNCBSPA and CMA.

In the 1976 examinations the following pass rates applied.

	PART A		PART B	
	% of total candidates in the group	% Pass Rate	% of total candidates in the group	% Pass Rate
Correspondence Courses	13.8	14.3	21.6	63.6
Colleges of FE	83.8	37.6	75.5	53.2

This table illustrates that Part A candidates who prepared for the examination at a college did significantly better as a group than their counter parts who undertook correspondence courses. At the Part B examination the difference was not so marked, possibly because the "weeding out" process of the Part A examination had left more committed and experienced candidates sitting the Part B examination and these measured more favourably against the college-based candidates in the examinations. The lower pass rate at Part A was certainly affected by correspondence course students, and to that extent at least the direct comparison between CMA and HNCBSPA first year courses is affected in that the CMA results are "deflated"; the statistics have little significance at Part B however.

2. A comparison between Part A Direct Entry pass rates and HNCBSPA first year pass rates would provide the clearest measure because of the similarity of the two courses, but this is not possible since

first year HNCBSPA pass rates are not published.¹⁶

3. There is no clear view as to the standard at which the two separate examinations are marked. The CMA examination is declaredly marked at "pass degree level", as that level is regarded by a board of examiners, most of whom are university lecturers.¹⁷ The level at which HNCBSPA is set must be variable in view of the fact that most of the papers are set and marked by lecturers who have taught the students examined, but who have never been subjected to training or even discussion as to what constitutes the appropriate level. Nor is it possible, as has earlier been argued, to rely upon the Assessors to control the level of the examination since they work in relative isolation over a limited number of colleges.

Conclusions It follows that although the two courses have similar syllabus content it is too facile to draw a comparison either between the total percentage pass rates of the two examinations or between first and second year percentage pass rates for the courses. The factors clouding and distorting the issues are too numerous, including as they do methods of examination, standards of performance expected, method of student preparation, and levels of experience demanded of examiners. The most valid comparison that can be made, and even then it is not one that is completely defensible, lies between Part B Direct Entry and the HNCBSPA second year examinations. This comparison suggests that those entrants who proceeded through the HNCBSPA route had a significantly better chance of passing the CMA examination than those who had not first undertaken the HNCBSPA. This was particularly the case

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16. The number of students who did not proceed to the second year can be estimated at between 20-25%, but these would not necessarily be due to examination failure: a number of these would have left the course for reasons other than failure at the examination.
 17. The colleges have in the past suggested that the level set was too difficult for a student who was essentially part-time and studying a group of papers, and related rather to the level expected of a full-time pass degree student. The examiners certainly maintain the standard is of pass degree "requiring more than simple mastery of facts" and the "applying of knowledge relevantly to the question as set": Local Government Training Board, Report on the Certificate and Diploma Examinations, June 1976, pp. 21 and 25 respectively.

The standard for DMA has also been described, however, as "somewhere between post-graduate Diploma and Master's Degree level": Training Newsletter, LGTB, No. 46.

where the subject of Administrative Practice was included in the HNC course.

The insistence upon the maintenance of standards within CMA is understandable - the principle being emphasised that it would be wrong to give complete exemption to HNCBSPA students because professional bodies of any standing do not presently do so. That particular attitude is being eroded to some extent, nevertheless¹⁸ and should not be used to support or countenance a system of overlapping examinations and illogical comparisons. The student body and the colleges are dissatisfied with the apparent discrepancies and the relationship between the two examinations is constantly questioned.

The question remains whether, at a time of considerable change, this anomaly might be removed. The LGTB has certainly been closely involved with the planning and philosophy of BEC through membership of Council, Education Committee and working parties of BEC. It remains to be seen how far LGTB examinations might be superseded by BEC examinations. There are fundamental questions to be resolved in this situation.

1. Will the course content of BEC modules be sufficiently close to CMA syllabuses to allow for complete exemption? If not, the anomalies discussed above will remain.
2. Will the examination and assessment system suggested by BEC be seen as satisfactory to allow for equation with the stringent CMA examinations?
3. Will the philosophical base from which BEC moves be regarded as an acceptable method of training local government employees and preparing them for their future careers?

And as far as the general future of public administration in the further and higher education sector at sub-degree level is concerned there is one other fundamental question: will the new methods of quality control and control of course location have any significant impact upon the growth and development of public administration courses?

18. Notably by the Institute of Bankers, who also jealously regard their professional standards. They took the decision, nevertheless, to discard their own Intermediate Examinations and Final Part I in favour of ONC and HNC respectively, retaining their own examining function only at Final Part II and special post qualification diploma level.

THE FUTURE FOR PUBLIC ADMINISTRATION

The future development and growth of public administration at sub-degree level in the further and higher education sector is closely bound up with the emergence of the Business Education Council, but there is also the impact of the changes in location and control systems to be taken into account. It was noted earlier that the JCBSPA and DES control systems operated until 1975 and were then subjected to change. It is proposed to deal first with these aspects of the future for public administration, before examining the role of BEC itself, since the two events are intertwined and could lead to largely similar conclusions.

Control of Location of Public Administration Courses

Of recent years the involvement of the DES and HMIs in the control of the location of courses caused unrest among the colleges, and also within the DES and HM Inspectorate. Among the larger colleges there was the feeling that as RACs became more experienced they should be seen as capable of reaching their own decisions about the location of courses and the size of class groups. The view of the DES was that its involvement, as the Secretariat of the Joint Committees in the National Awards area, was too expensive and possibly outside DES responsibilities in any case. Even more expensive and time-consuming was the involvement of HMIs in control of location and approval of particular courses - with the additional uneasiness on the part of some HMIs that the amount of time they could legitimately spend in monitoring colleges and courses left them somewhat ill-equipped to exercise a reasoned judgment in particular situations.

It was decided, therefore, that after 1976 a new approvals system should be called into operation, with greater autonomy being granted to the Regional Advisory Councils.¹⁹ From 1977 onwards the control over most

19. The Regional Staff Inspector remains responsible for approving full time advanced courses (except CGLI awards) post graduate, degree or Diploma of Higher Education courses and awards of CNAA. All other part time courses and full time CGLI courses require the prior agreement of the RAC but not of the RSI, and the RAC issues the letters of agreement: Further Education Circular Letter 10/76. This means that advanced part-time public administration courses are no longer subject to RSI control as in the past, and BEC part-time Higher Certificates and Diplomas will require only RAC approval within the regions.

part-time courses classified as "advanced" under the Further Education Regulations has fallen, with certain exceptions, to Regional Advisory Councils, and while the RSI is still involved in the committees making the necessary recommendations, the approval of the Secretary of State, through the RSI, is not required.

Effectively, this means that greater responsibilities for part-time course approvals have passed to RACs, and HMIs are less involved in the locations procedures.

At almost the same time, the DES withdrew from its secretariat role, with the emergence of BEC.²⁰ The replacement for the DES came from the City and Guilds of London Institute, who now provide administrative support to BEC.²¹

Effect of the changes When these changes have been fully implemented it is possible they will have a certain impact upon the location of courses in public administration. The effects cannot be clearly delineated yet, since the relevant control procedures have been neither fully implemented nor, indeed, developed. But two points can certainly be made.

1. The earlier control that HMIs placed upon the location of courses will virtually disappear - certainly at lower levels, and possibly at advanced levels for most BEC courses also. The decisions will lie with the RAC, a body which lacks the avowed objectivity of HMIs and is sometimes more concerned with "horse-trading" in maintaining support for weak courses and weak cases, than in developing a balanced provision of courses within the region.

20. The Business Education Council was established in May 1974 by the Secretary of State for Education and Science in fulfilment of a recommendation of the Haslegrave Committee on Technician Courses and Examinations, which reported in 1969. The role of BEC is to plan, administer and keep under review the establishment of a unified national system of non-degree courses for people whose occupations fall within the broad area of business and public administration.

21. BEC, with the CGLI Secretariat, accepted responsibility for administration and policy relating to awards offered by Joint Committees for National Awards in Business Studies and Public Administration, National Certificates in Distribution, and for the National Committee for Certificates in Office Studies, as from September 1, 1975.

2. Course approvals will lie with BEC through a central organisation whose field support is very limited.²² Reliance upon the views of HMIs is questionable for the future: HMIs will act as assessors on BEC Committees but it is unlikely that they will maintain the kind of field role they undertook for the JCBSPA. Moreover, it is unlikely that BEC could afford to establish a system of field officers to develop the regional understanding and knowledge of college strengths and weaknesses that HMIs can claim.

It follows, therefore, that control over the location of public administration courses will virtually disappear at non-advanced levels. This, allied to the nature of BEC modular structures²³ could have a serious effect upon those colleges who presently have large, or very small, groups of public administration students.

At the same time, this will be exacerbated by the decline in availability of field information from personnel equipped to make value judgments based upon accumulated data. For public administration courses this could have serious effects with, as will be suggested later, a dilution of staff expertise and a dissemination of students.

One suggestion for a better monitoring of advanced course approvals has been made by Keith Hampson MP who suggests²⁴ the establishment of an Advanced Education Commission which would receive direct funds from the Government and be constituted in a manner similar to the University Grants Committee. To this body any of the 500 or more institutions involved in further and higher education would have to apply for approval to establish an advanced course. In this way, it is argued, a truly national check could be kept on the "current proliferation of courses", and action could be taken to check wasteful competition. While this might overcome the problem of national control it would make little or no contribution to a solution for control and monitoring of BEC courses, nor of non-advanced courses, on which large numbers of public administration students are enrolled.

22. To date (July 1978) only four field officers have been appointed by BEC.

23. See below.

24. K Hampson, Public Finance and Accounting, October 1977.

Quality Control

Closely tied to the question of location of courses and approvals procedures is the matter of quality control and general monitoring of courses. Once again, the involvement of HMIs is becoming less; the Business Education Council is establishing a system of Course Moderators which will replace, apparently, both the Assessors of the JCBSPA and HMIs in terms of quality control.

The Moderating system will be phased in during the period 1978/80, with the expectation that Joint Committee Assessors will no longer exist after 1980/81. The Business Education Council started making appointments to part time moderating posts in 1978.

The moderating system adopted by BEC shows significant differences from the Assessor arrangements utilised by JCBSPA. While Assessors were subject-based, BEC moderators will work across courses; while Assessors dealt with up to sixty or eighty colleges, assessing a subject in their examinations, BEC moderators will work within a region, being assigned three colleges initially, and dealing with no more than six colleges as a maximum assignment.

Inevitably, this must mean that moderators will fulfil quite different roles and tasks than the Assessors of the JCBSPA. BEC has stated²⁵ that each moderator could be expected to act in one or more of the following capacities:-

- (a) course moderator for a certain level of course;
- (b) specialist adviser for a region within a particular subject or discipline within BEC courses;
- (c) examiner at General Level for certain BEC modules;
- (d) participant in the national, post-course comparative evaluation of examination papers, scripts, projects and assignments.

The Course Moderator is seen as the "cornerstone" of the system, the person who "has the widest area of responsibility and will act as a friend of the centre to establish a cordial and effective working relationship."²⁶ He has no formal role in connection with centre approval or validation of courses or options, though he may serve on approval or

25. BEC Circular 2/77, "The BEC Moderation System", October 1977.

26. BEC Circular 2/77, "The BEC Moderation System", October 1977.

validation panels. He will be closely involved with in-course assessment, however, moderation of time-constrained examinations, scrutinising a sample of student scripts, end-of-year and end-of-course student performance reviews. He will be responsible for maintaining contact with Heads of Departments and course tutors, in addition.

It is therefore a much more personalised system than that of the Joint Committee Assessor arrangement. Whether it will amount to a significant improvement remains to be seen. Much will depend upon the quality of the moderators themselves;²⁷ certainly, the fact of greater personal contact should lead to a closer monitoring and quality control - assuming the moderators are properly trained and are able to make judgments based upon the concept of "national standards". Whether this will be possible remains problematical, taking into account the fact that if course moderators take responsibility for three colleges each this could give rise to a total force of perhaps 250 Moderators, backed by further specialist advisers and examiners.²⁸

One thing the moderators cannot do, and that is fulfil the role HMIs could undertake - the monitoring of what happens in the classroom. Whatever the demerits of the system, HMIs have a right of entry to the classroom: BEC moderators will have no such right and can thus make no direct "inspection" of what happens to public administration students in the classroom.

One clear improvement could be claimed for the new system. The Joint Committee Assessors were subject-based, not course-based. No group of JCBSPA Assessors monitored courses as such. The BEC Course Moderators

27. One can assume suitable people will be more difficult to find than in the case of Assessors, since the course moderator will presumably have to demonstrate an ability to work across subject boundaries; the Assessors were of course subject specialists.

28. This estimate proceeds on the assumption that moderators will be appointed in some 200+ colleges, where in many cases there will be perhaps three BEC courses in operation: Business Studies, Distribution, Public Administration, Financial Sector study areas being available. More than 200 prospective moderators were invited, after they had applied for posts, to attend conferences in 1978, designed to discuss the problems that are likely to be raised by the new system. No training was offered; rather BEC officers stressed that the conferences had as an objective the taking of views from the prospective moderators as to what their jobs should be.

will monitor courses; presumably, the specialist advisers will be discipline-based. In one sense this begs the question however, since the new BEC courses themselves are not discipline-based. The modules as written make a virtue of crossing subject boundaries and insist on a thematic approach to business education and education for the public service which is far divorced from the traditional approach in further and higher education.

The significance for the colleges is clear: they will be forced into personal contact with Moderators who will assist them to develop these thematic, modular courses, and encouraged to move towards a system involving fewer time-constrained examinations, more in-course assessment, and assignment-based testing techniques where general and specific objectives are identified, taught, and tested. The impact is likely to be severe and the gradual phasing in of the system inevitable.²⁹

Quality control of public administration courses will, therefore, as far as BEC is concerned, lie with the course moderators. It is appropriate now, in discussing the future of public administration in the colleges, to look more closely at the kinds of courses BEC will be introducing, and the course moderators monitoring, from 1978/79 onwards.

The Business Education Council Awards

As far as the teaching and examining of public administration courses at sub-degree level is concerned, sweeping changes are in the offing. In the first instance, a radically new approach to the teaching is envisaged as a result of the modular base and the inter-disciplinary content for courses, adopted by BEC; equally, the assessment of student performance will require the application of techniques new to many teachers of public administration. The matter of quality control will lie squarely with the Course Moderators, who as "friends of the centre" will undoubtedly attempt to wean public administration teachers to these new faiths. But the impact upon teaching and assessment can only be clearly understood by closer reference to the course structure and content of the modules for public administration courses.

29. The speed at which these reforms were to be introduced caused consternation in the colleges. BEC stated initially its intention of starting courses in 1977. In fact, the modules were not ready and a 1978 start was then envisaged, though a considerable number of colleges opted for a 1979 start.

The BEC Public Administration Modules

The objective of the new BEC awards is to provide a foundation of vocational education for a range of related careers in industry, commerce (including distribution) and public administration. There are three levels of awards: General Level; National Level (which equates with the existing ONC); and Higher Level (which equates with HNC/D). Specifications for the courses are provided by four separate Boards: Business (B1); Financial Sector (B2); Distribution (B3); and Public Administration and Public Sector (B4).

The Public Administration and Public Sector Studies Board (B4) courses are primarily designed for those employed in the non-industrial public sector, including Central and Local Government, Hospital Administration and the Police.³⁰

The B4 Awards are at the following levels:-

General Awards - General Certificate and Diploma

National Awards - National Certificate and Diploma

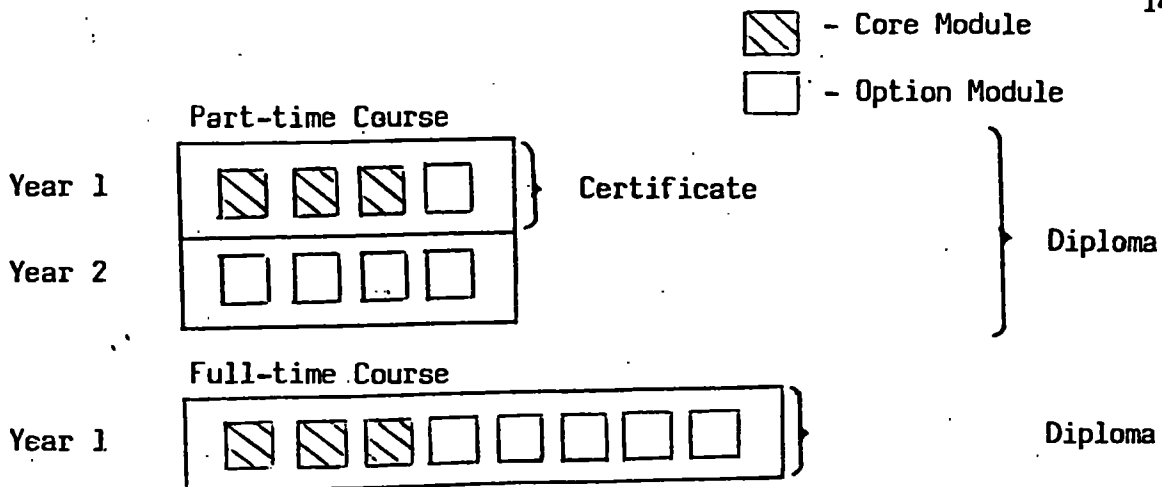
Higher National Awards - Higher National Certificate and Diploma

These awards, which roughly correspond to the previous Certificate in Office Studies, Ordinary National Certificate/Diploma and Higher National Certificate/Diploma courses, may be attained by full-time or part-time study.

BEC General Awards The course structure for the General Award demands that a student complete four modules (three core and one option) to obtain a certificate, and eight modules (three core and five option) to gain a diploma. Core modules, which are designed to develop basic knowledge, understanding and skills comprise People and Communication, Business Calculations and The World of Work. Option modules, which are concerned with more specific knowledge, understanding and skills or with a deeper understanding of a general area of study or of more specialised work, include, in a list of 23, Community Studies, Government, Office Machines and Equipment, and Consumer Legislation, which might be of interest to B4 Board students.

The courses will follow the pattern described below:-

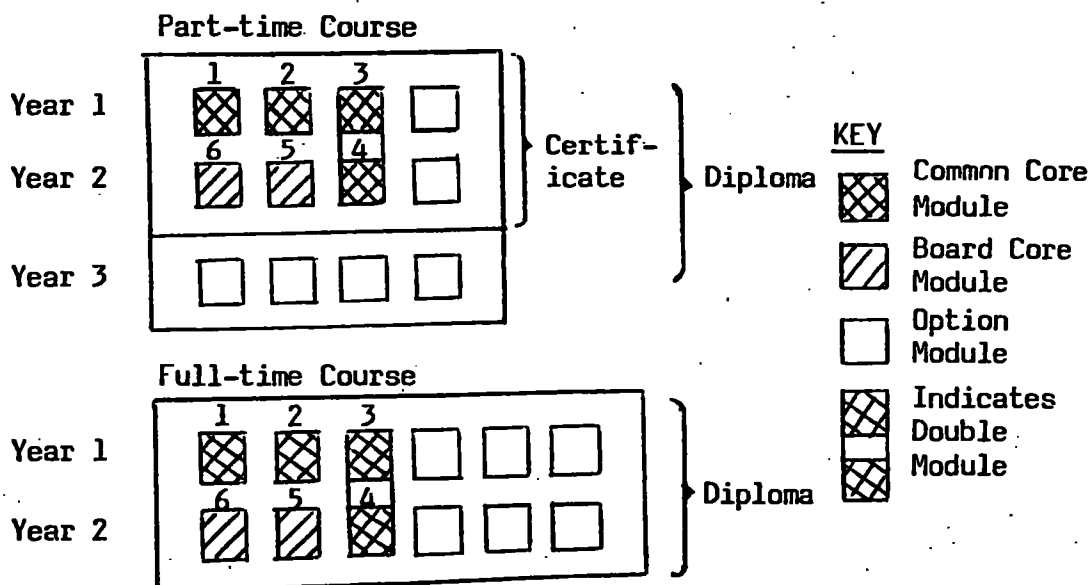
30. BEC National Awards, Course Specification, Autumn 1977, Business Education Council, p. 2.



BEC National Awards Three distinct types of module appear in the National course: common core module, Board core module, and option module. Common core modules are designed to develop basic knowledge and skills, and comprise People and Communication, Numeracy and Accounting, and the double module The Organisation in its Environment. Board core modules are directed to the knowledge, understanding and skills relevant to a more specific range of careers, and the B4 Board Core module comprises An Introduction to Public Administration. This double module is designed to build upon common core material and contribute to cross-modular assignments.

To gain a National Certificate the student must complete eight modules (four common core, two Board core and two option); for a National Diploma the student must complete twelve modules (four common core, two Board core and six option). The course structures will therefore be as follows:-

Standard structure for B4 Courses



The option modules planned for courses starting in 1978³¹ include Administrative Practice, Government and Business, Local Community Studies, Public Law, Social Services, Social Structure.

The aims of the double module An Introduction to Public Administration are to develop common core material and apply it to the study of the public sector, provide an introduction to the study of Public Administration and a foundation for further study, develop an awareness and understanding of the significance of of current issues as they relate to the administration of public affairs, and enable the student to relate and integrate disciplines and concepts relevant to public administration through their application to particular public authorities and organisations, issues and problems. In structure, the double module comprises the following sections which are to be treated as in integrated whole:-

- Political Concepts
- Political Processes
- Government and Public Institutions
- Manpower
- Government Economic and Financial Policy
- Accountability and Control
- Public Participation

The four BEC Central Themes are intended to be "strongly threaded" through the Board Core.³²

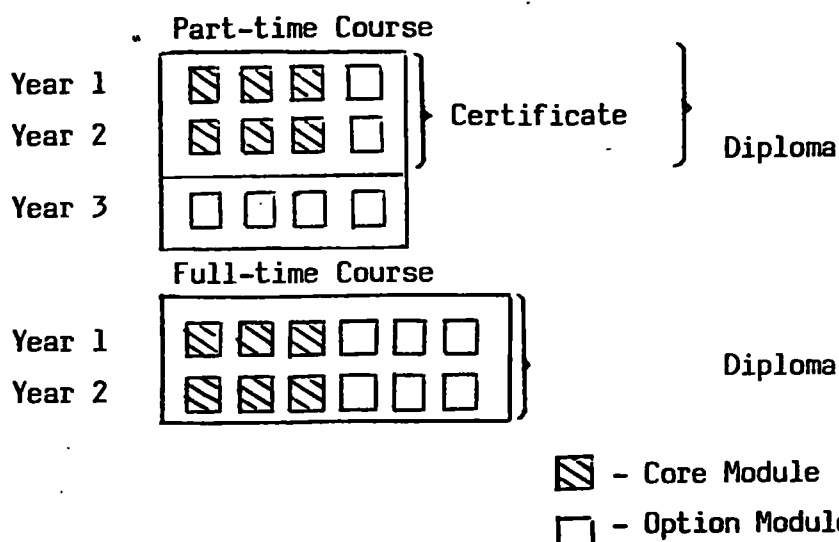
The view is expressed³³ that an integrated approach is best achieved by relating the range of materials and objectives to the study of practical problems and case studies of local and/or topical interest. The implications of such an approach are seen as the need for a team approach by the teachers, close liaison with employers and the development of a sequence of varied kinds of assignments.

31. BEC General Level courses started in 1978; the National and Higher level awards are to be phased in over a two year period from September 1978: BEC News, March 1978.

32. BEC National Awards, Course Specification, Autumn 1977, Business Education Council, p. 57.

33. BEC National Awards, Course Specification, Autumn 1977, Business Education Council, pp. 73, 74.

BEC Higher National Awards For the award of a Higher National Certificate a student will complete eight modules (six core and two options); the Diploma award can be gained by completion of twelve modules (six core and six options). The proposed normal structure is as follows.³⁴



Centres offering these courses may design their own specifications for validation by BEC. One such design, written by a consortium of three colleges³⁵ is as follows:-

Political and Governmental Environment	Year 1 Year 2
People and Communication	Year 1
Social Policies	Year 2
Public Administration	Year 2
Public Sector Economic & Resource Planning	Year 1 Year 2
* Local Government Administration	Year 1 or 2
* Local Government Personnel Management	Year 2
* Social Services	Year 2

* - Option Modules

34. BEC Circular 3/77, Note of Guidance to Colleges on BEC Higher National Awards, October 1977, Business Education Council.

35. Newcastle Polytechnic, New College Durham and Carlisle Technical College.

This course was designed with links between CMA/DMA courses clearly in mind and is not significantly different in course content from the existing HNCBSPA. It is, naturally, different as far as modular treatment and assessment techniques are concerned.

Impact of BEC Schemes upon Public Administration teaching

It is possible to predict some of the problems that are likely to arise for the teaching and organisation of public administration courses as a result of the introduction of BEC schemes. The first, and perhaps most obvious problem is that of developing a new attitude towards the course itself: the BEC philosophy is one which moves away from discipline-based study to the study of themes through individual but linked modules. This must necessarily demand of the public administration teacher a viewpoint with which he may well be unfamiliar - an appreciation of those disciplines that supplement his own, and the need to teach and relate his discipline to those supplementary areas.³⁶

Allied to this must be the problem of teaching organisation. It will no longer be possible, if the BEC philosophy is carried through to its logical conclusion, to ask of the public administration teacher that he carries out his teaching programme in isolation from his colleagues: BEC essentially demands a team approach to the organisation and teaching of the course modules and this in itself will demand new attitudes of individuals.

A number of other likely impacts might be pointed to.

1. The control of the course as a whole will be placed in the hands of a Course Co-ordinator who will be seen as a leader of the team and who will be responsible for ensuring that the course is treated as "an integrated whole".³⁷ The role of the teacher of public

36. The colleges as a whole have not regarded BEC pronouncements favourably and show little interest in moving towards the new philosophical bases. "Many lecturers are now protesting at the enforced reorganisation of much of their work": Tim Albert, "The Trouble with TEC and BEC", The Guardian, May 9, 1978.

37. BEC National Awards, Course Specification, Autumn 1977, Business Education Council p. 11. The status of this "co-ordinator" could well be a crucial organisational factor in the development of the courses. If he is chosen for his seniority he may well be unable to adapt to new and radical ideas; if he is chosen for his adaptability and receptiveness to new ideas propounded by BEC he may well lack the seniority to carry his colleagues with him as team leader.

- administration thus changes in the new scheme to one whereby he teaches not a subject area but part of a teaching unit in an integrated course, under the leadership and control of a co-ordinator who might not be closely concerned with his own disciplinary area.
2. There will be a move away from the strict disciplinary base, to a modular teaching structure which will consist of teaching one modular "package" and then another, while at the same time making the attempt to relate the content of that module
 - (a) to the central themes stated by BEC, and
 - (b) to the other modules which may rely in part upon what is taught in the module in question or which may be concerned with areas quite disparate from it.³⁸
 3. The assessment of student progress will be largely by way of assignments,³⁹ some of which will be related to the module itself, which is couched in objective terms, and also to material taught in other modules. The teacher of public administration must therefore familiarise himself with the taxonomy of learning objectives, teach to those objectives, and assess on the basis of those objectives - a process which, though laudable, may well be unfamiliar ground for many teachers of public administration. Moreover, since the control over the assessment programme will lie with the Course Co-ordinator, the public administration teacher will need to accept a system whereby his assessing techniques are verified and checked by a colleague, on the ground that the colleague, the Course Co-ordinator, will have the responsibility of agreeing the assessment system with the Course Moderator who will be visiting the college.

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38. At National Level, for instance, the teacher may be required to "integrate" his teaching of Public Administration with other modules such as People and Communication, Numeracy and Accounting, The Organisation in its Environment (which in itself contains some public administration elements), Social Services and Social Structure and at the same time relate his teaching to the Central Themes of Money, People, Communication, and A Logical and Numerate Approach to Business Problems. This will obviously make entirely new demands upon the teaching force.
 39. The in-course assessment programmes for each module or set of cross-modular assignments are designed to test the general and learning objectives of module content. No definition has been given by BEC as to what precisely is meant by an "assignment" other than "student activity directed towards a course objective": para. 13.4 BEC National Awards Course Specification, Business Education Council, Autumn 1977. Presumably it can mean any piece of work "assigned" to the student which demonstrates when completed that he has covered one or more of the general or learning objectives of the module(s). See Business Education Council, Assessment for BEC Awards, BEC Circular 4/77.

Finally, though there are other problems to be faced, such as the likelihood of lower time allocations to the subject areas, the preparation and writing of modular and cross-modular assignments, the need for a training programme for all teachers to familiarise themselves with the system and to learn how to write assignments, attention should be drawn to what must be seen as the major problem for the public administration teacher. This is the need to develop his role as a member of the team within which he works, in conjunction with colleagues dealing with common core material and option modules, which must be taught in harness with his own module, with all the built-in difficulties of progression and thematic approaches.

Impact upon the location of Public Administration Courses

There is a further impact to be considered as a result of the introduction of the new modular schemes. It is suggested that the establishment of common core modules can lead to greater freedom for colleges, for, "by bringing together groups of students following the courses of different Boards, colleges are enabled to mount courses and modules which may not otherwise be viable; larger numbers in common core groups compensate for smaller numbers for Board core and options."⁴⁰

This may well be true; certainly, it could lead to the smaller colleges being relieved of some of the embarrassment occasioned them by slight student support. But there is an inherent danger in this situation.

The number of colleges offering the ONCPA has declined from its inception, as has been earlier described.⁴¹ The control of location of courses has been based largely upon a student number control - non-viable courses have been withdrawn. This has led to two results:-

- (i) the strengthening of certain colleges as centres for the teaching of public administration;
- (ii) the granting of opportunities for specialisation as the number of public administration teachers in one institution has grown.⁴²

40. BEC National Awards Course Specification, Business Education Council, Autumn 1977, para. 3.3.

41. See page 40.

42. See note 10. page 72.

In a sector already not noted for its innovative qualities and its teaching specialisation, the advent of the new public administration BEC schemes could lead to the gradual disappearance of the two advantages noted above. Smaller colleges will be encouraged to take public administration students alongside business studies students in their common core modules by following the BEC suggestion, with the result that public administration student support could become more widely spread throughout the colleges. This can only be at the expense of support in the stronger centres. This could therefore lead to a reversal of the previous situation, whereby the public administration student body will be disseminated more widely, and there will be less encouragement for the creation of groups of public administration teachers in particular centres. This could very well be to the detriment of the future development of public administration teaching in the further and higher education sector. Moreover, the added danger arises that students in the smaller colleges may be taught by staff who have little or no experience or qualifications in public administration. Those developments that have occurred in the last ten years in the establishment of larger, more specialised, centres could be severely eroded.⁴³

The element of course control could disappear: it would not be possible as now, for instance, to discover that 39% of the public administration classes are run with 15 students or fewer: they would be "hidden" within a larger course total comprising business studies as well as public administration students. The added difficulty of ensuring "integration" of the material between common core and other modules must surely also be at the expense of specialisation in the public administration area; within the smaller colleges lacking specialist staff this may be welcomed, but hardly bodes well for the future development of public administration teaching.

It is difficult therefore not to be pessimistic about the future. There is the strong possibility that more colleges will accept public administration students; that public administration teaching could be downgraded; and that public administration teachers could lose their opportunities for specialisation. Two further dangers might be pointed to: the severance of links between the national awards and the CMA/DMA courses, and the viewing of BEC courses as "inferior" courses.

43. This, at a time, when, it has been suggested, the demand for "public administrationists" is for more, both now and in the future and there is a need to concentrate public administration teaching and research resources: A Dunsire, "Central Administration and the Public Administrationists", paras. 22, 30.

1. BEC and CMA/DMA

The links in the past between the national awards and LGTB courses have been less strong than the colleges have wished, but the close correlation between CMA and HNCBSPA subjects have at least ensured that students for both examinations could be taught in the same classes, with obvious advantages. It is true that strong local government representation exists on the B4 Board which has planned the public sector courses, but it must be seen as a major problem to relate the existing CMA course to a BEC scheme so radically different in subject content, philosophy and teaching method, and assessment techniques. In the business studies sector the professional bodies are already casting some doubt upon the possibility of clear exemption policies;⁴⁴ it is equally a strong possibility in public administration that there will emerge a clear distinction between the two possible routes - National Awards and CMA - to the detriment, many colleges would claim, of both. A polarisation may result with the result that students will not be able to achieve the twin goals of a national award and success at CMA which is currently possible. The credibility of the national awards will then surely be in danger as far as the local government service is concerned.

Furthermore, the present "buttressing"⁴⁵ of small groups of students for professional examinations by allowing them to be taught in the same class as a group of National Award students is likely to become impossible. At the moment it is common to find CMA and HNCBSPA students in the same group; this could disappear as a possibility. What will certainly disappear is the possibility of joint teaching groups for National Awards and Public Service Stream students of the ICSA as well as the other professional groups mentioned earlier. In practical terms this would mean that fewer courses would be available in the public sector for professional students - at a time when there are few enough viable centres as it is.

2. The Technician nature of BEC awards

The original intention of the Haslegrave Report⁴⁶ was to establish a

44. The Institute of Bankers, which had moved to an acceptance of ONCBS and HNCBS in place of their banking examinations, has now had second thoughts at the Higher National Award level and are likely to maintain their own examination system at that level in spite of their earlier decisions.

45. Albeit statistically insignificant in most cases: see page 52 ante.

46. Report on Technician Courses and Examinations, HMSO, 1969.

series of awards for technicians, both in the technological sector and the business and public administration sector. The concept has always sat uneasily in business and public administration, for two main reasons.

- (1) In spite of various attempts by the Industrial Training Boards in establishing job descriptions and training programmes, no satisfactory identification of what kind of employee comprises a technician in business and public administration has emerged - the term has never been used in these areas in the way it is in science and technology.⁴⁷
- (2) It has proved to be impossible to equate the technician catered for by National Awards in Science and Engineering with those students who have taken National Awards in Business Studies and Public Administration because the levels of entry and the aspirations of the students have tended to be different.
 - (a) The level of entry has been essentially the same for ONC courses (4 'O' levels), but most students held more than 4 passes on entry to ONC/D BS, and at the level of the Higher Awards, although the entry qualification was one 'A' level pass together with 4 'O' levels, almost seventy per cent of the student entrants in Business Studies and Public Administration⁴⁸ were found to possess two or more 'A' levels.
 - (b) The aspirations of students in Science and Engineering have traditionally been towards the obtaining of a technician qualification; movement beyond that to a professional qualification was difficult if not impossible. In Business Studies and Public Administration the same situation did not apply: many professional bodies gave specific exemptions for Higher Awards on a subject for subject basis, and at the Ordinary level tended to use success at ONC/D as giving

47. It is not used by the LGTB - nor can the definition be equated with the "clerical officer" since "Administrative Training" is regarded as starting with the 'A' level or ONC/D entrant: LGTB, Administrative and Clerical Staff: Training Recommendation 4, 1970. This implies that the HNC holder is seen as an "administrative trainee", whereas in Haslegrave terminology he would be a "Technician".

48. "The Higher National Diploma in Business Studies", Political and Economic Planning 1972, a study commissioned by the Department of Education and Science.

complete exemption from the earlier parts of their professional examination.⁴⁹

In public administration, as we have seen, the position was reached whereby the local government service used the Ordinary level awards as an equivalent with 'A' level GCE for entry to the CMA course, with consequent progression possible to the "professional" status of the DMA. Similarly, the Civil Service has accepted the Ordinary level awards as the equivalent of 'A' level passes. Taking into account the professional bodies who have members in the local government and civil service fields the general picture has been that the National Awards were never regarded as "technician" awards, but rather as stepping stones to full professional status.

The Haselegrave Report recommended that BEC and TEC should eventually form one validating body. It is unlikely that TEC will upgrade the status of its examinations; more likely, BEC courses will be recognised as technician in nature, despite the uneasiness with which the business and public administration worlds view the term.

It follows from this that the professional bodies might eventually regard BEC courses as producing "inferior" technician grade employees who are incapable of attaining the academic standards of full professional status. To some extent this has already started to happen: two examples might be pointed to.

- (1) Accounting Technicians In the field of accountancy the professional bodies⁵⁰ have agreed to establish a joint scheme whereby "Accounting Technicians", an agreed lower tier of accountancy employees, will proceed through an education and training system separate from the professional route. They will undertake the BEC National Award course, preferably on a part time basis, and will then complete a further year's study to attain technician grade membership. The student who is expected to become a professional accountant will normally enter through the GCE 'A' level route. The effect is inevitably a down-grading of BEC awards to become part of a technician qualification, as in

49. Notably, the Institute of Bankers, who allow complete exemption from Part I of the AIB examinations to holders of ONC/D BS.

50. Institute of Chartered Accountants, Chartered Institute of Public Finance Accountants, Institute of Certified and Management Accountants.

the Science and Engineering fields.⁵¹

- (2) ICSA Exemptions The ONCPA was used not only as an entry qualification to ICSA examinations; it also gave a subject for subject exemption in the ICSA examinations. The ICSA announced in May 1978⁵² that the BEC National level award would be accepted for entry, but not for exemption from any part of the ICSA examination, and that for Higher Level awards would be accepted for exemption from "certain parts" - probably Part 1 - of the ICSA examinations. Since the avowed objective of BEC has consistently been to replace the ONC/D awards by BEC National Level courses, the failure of ICSA to grant to the new courses a recognition equal to that it gave to the old, must mean, yet again, that the BEC course is regarded as "inferior" in quality of education in business and public administration,⁵³ and is thus downgraded to the status of a technician qualification.

Technicians in Public Administration

The question immediately follows: what will be the future of BEC awards holders in public administration employment? It is hardly likely that local government employees, seeing their fellows in industry and commerce holding similar qualifications treated as technicians, would want to regard themselves in the same light. But the situation could well be inevitable if the example of the accountancy bodies and the ICSA is followed.

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51. The argument is also being advanced that even in the TEC field the standard of courses is being downgraded by the new modular and behavioural objectives approach. Professional bodies in the engineering field are critical, suggesting that national standards are being "thrown overboard" in favour of "a kind of educational Lego set": Sunday Times, March 19, 1978. If this is the case in TEC it is likely to be exacerbated in BEC courses.
52. Professional Administration (Journal of the ICSA), June 1978. Previously the ICSA, in their 4 part examination structure offered complete exemption from Part I to holders of ONC/D BS and partial exemption from Part II for holders of HNC/D on a subject for subject basis.
53. A more charitable view would perhaps be that the result arises merely because the more progressive view of education and training held by BEC is ahead of the thinking in the ICSA. The trouble with this argument is that BEC is likely to leave all professional bodies of standing "behind" in its thinking - and the result will be the same - a depression of the acceptability of BEC courses by comparison with the National Awards of the JCBSPA.

To a certain extent it is already happening in public administration. That body of students in the public sector who followed the ONCPA course and then undertook CIPFA technician awards will in future be actually lost to the courses in public administration. The scheme agreed by the professional accountancy bodies will use a BEC National diploma as part of the qualification - but a diploma validated by the Financial Sector Board because the B4 Board modules do not contain enough accountancy material. This means that those colleges who previously received finance department students into ONCPA courses with a consequent use of public administration staff will in future see a heavier demand upon their accountancy teachers and less work for teachers of public administration. It will also mean that BEC diplomas will clearly be seen as technician level awards.

Among training officers there has been, it would seem, some welcome to the new courses: many feel an integrated approach will be more useful than the subject-based course, and could possibly assist in making closer contacts between employers and colleges; again, some feel that where ONCPA was "too academic" the more "practical" approach of BEC is to be welcomed. But this more practical, integrated, modular approach has not been favoured by the professional bodies, and if it does become necessary to regard BEC awards as "technician" in nature a revolution within public administration must surely follow. It will become necessary to restructure the whole interlinking arrangements with professional bodies and with the LGTB courses and awards, and, perhaps even more importantly, it will be necessary to review the career aspirations of young people in the service.

At the moment, many local authorities adopt a recognised training programme for their staff.⁵⁴ It is common for day release facilities to be given for further education purposes for under 18 year olds to the ONCPA courses, but additionally, most authorities would seem to allow day release for further study, towards HNCBSPA and CMA/DMA. Moreover, such study is encouraged by giving additional salary increments to those students who successfully pass the ONCPA, and in a significant number of

54. See, for instance, the Training Handbook produced by Lancashire County Council.

cases HNCBSPA also.⁵⁵ Further encouragement is given staff by the grant of time off for revision, examinations, and study, and by travel and subsistence grants and book grants.⁵⁶ As a result the ONCPA has not been regarded as a cut-off point for employees; rather, those who have shown the ability and inclination to proceed further to HNCBSPA and CMA/DMA have been allowed to do so, until they reach the limit of their academic abilities. The job-expectation of employees has naturally risen with the acquisition of the qualifications and the local government service has not been able to match the expectations with promotion possibilities, but has not attempted, nevertheless, to prevent employees obtaining the higher range of qualifications. This situation could well change as a result of the BEC courses.

The Place of the DMA

Possible changes must be seen against the background of the HNCBSPA, CMA and DMA arrangements as they have been implemented to date.

The HNCBSPA and CMA problems have already been outlined. The new DMA course emerged against a background of inexperience within the local authorities. There was to be a laudable emphasis upon practical training but the local authorities were unprepared for the impact this was likely to make upon their organisations - in much the same way that the CIPFA new scheme of study caused ripples among Finance Departments as they came to realise what supervised study within departments could mean in staffing terms.⁵⁷ Where officers of the lowly Clerical grade were undertaking project work for the DMA⁵⁸ it quickly became clear that

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55. Leicestershire County Council, for instance, give three increments for completion of either ONCPA or HNCBSPA. Incremental awards are given for ONCPA by 35 of the 45 reporting authorities in the survey, and for HNCBSPA in 27 of those authorities.
56. Training officers reported from 45 authorities. Time off for study was given by 38, time off for examinations by 40, time off for revision by 37, travel and subsistence grants by 57, and book grants by 35. A number of authorities also give assistance with typing expenses for extended essays.
57. See Section 5 (pp. 20-22) of the Education and Training Regulations, Chartered Institute of Public Finance Accountants, January 1974. The regulations require "a person approved by the Institute to act in the professional relationship of Principal to the student" and supervise his training programme and practical experience, and expect public service organisations "to formulate training programmes which will provide a reasonable and balanced spread of activities."
58. As at Derby County Council.

authorities had not appreciated the implications of the scheme - and that they had no clearly designed recruitment and training programme. The result - increased job expectation at a time when there was a shortage of higher level posts - was inevitable, as was the feeling that a more controlled entry to DMA was desirable.

The use of the CMA as an entry point to the DMA alleviated the problem to some extent because of the low pass rate shown in CMA examinations. This, allied to the reluctance of local authorities to permit block release facilities to prospective DMA students led to a slow growth rate for the course. Only 2 students started the course at Middlesex Polytechnic in 1971/72. In 1974/75 there were 6 students at Durham Technical College, and in 1975/76 two courses started - 6 students on a block release course at Durham Technical College and 9 on the first day release course at Manchester Polytechnic.

The change from an exclusively block release system to include a day release facility was in one sense an admission of defeat, although it can also be seen as a recognition of the realities of the student support problem: the local authorities simply have not displayed a sufficient commitment to the block release principle. The fact remains that a course designed for block release has now been "converted" into a day release course.

This led, in 1976/77, to a considerable increase in the number of students on the DMA course: 98 were recruited at eight centres⁵⁹. The question remains whether the course as it is now offered can really fulfil the role originally intended for it. The day release, as opposed to the block release course, is seen as changing the practical training situation but it has not been considered necessary to review the course content.⁶⁰ It is difficult to see how this approach could logically be justified. The needs and demands of block release students are different from those attending part time courses and this should surely be reflected in course content and objectives. The impression remains that the LGTB must still

59. The centres were Durham Technical College, Worcester College of Higher Education, Trent Polytechnic, Norwich College, Leeds Polytechnic, Manchester Polytechnic, Middlesex Polytechnic, and West London College.

60. The day release courses normally run over 2 years (3 at West London College of Higher Education) but are supplemented by one week's intensive study period. At Worcester College of Higher Education there is a residential week-end included: Training Newsletter, Local Government Training Board, July 1977.

be feeling its way as far as the CMA/DMA is concerned.

Moreover, the 98 students include a "backlog" of candidates who have been unable in the past to obtain block release facilities from their employers. This means that numbers may well fall again in 19/8. This will probably be in line with LGTB expectations and could well bring local authorities some relief for they can probably not absorb large numbers of successful students and reward them with promotion prospects enhancement.⁶¹

It is against this background that the development of BEC programmes should be viewed. There are a number of crucial issues.

- (1) To what extent can the DMA be regarded as equal in standing to a professional examination?
- (2) To what extent should the CMA, with its low pass rate, continue to exist as a mere entry arrangement, rather than as a course in itself?⁶²
- (3) What should be the relationship between BEC Higher level awards and the CMA/DMA, in view of the criticisms of the link between CMA and HNCBSPA?
- (4) To what extent should local authorities use the BEC Awards as a training programme in the field of public administration and perhaps accept the concept of a technician level and a professional administration level?

The colleges would seem to hold the view, on past experience, that CMA should lead to a certificate award and that there should be a more clear-cut relationship between that award and the HNCBSPA. To take this argument, and bind it to the question of local authority education and training programmes and promotion policies, might lead to a possible model for the future of public administration in the further and higher sector.

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61. One assumes this will almost inevitably result in a certain tension between the demands of NALGO, the expectations of students, and the employment and promotion opportunities offered by the local authorities.
 62. And be seen by many as a "policy" implementation regarding promotion - the point being that if few candidates pass CMA, the number of eventual DMA holders will be small; if local authorities use DMA as a promotion qualification a small elite will be created and an effective "block" put upon those who never achieve DMA. Such views are rarely formulated as a precise statement or challenge but are nevertheless current.

A POSSIBLE PUBLIC ADMINISTRATION MODEL

The difficulties and problems outlined above, and the crucial issues identified, are possible of solution only if the LGTB and the employers are prepared to cast aside preconceived concepts and discard present views as to the validity or success of the present CMA/DMA scheme. That this is not an easy thing to do is recognised: the new DMA has hardly had the chance to prove itself over a reasonable period of time. But the danger is that delay, and the consequent entrenchment of attitudes in BEC, might make it more difficult to make the necessary adjustments in attitudes and courses, later.

Possible models depend upon two factors: whether the employers will accept what will develop essentially into a technician/professional administration concept, and whether the LGTB will restructure its CMA/DMA awards. On the assumption that both these situations arose the following structure of courses could apply, in two tiers.

The first tier could consist of courses offered by BEC and could constitute a technician level award at three levels. Each of these levels - General, National and Higher, could present for the employing authorities a cut-off point for the individual employee, in accordance with that individual's demonstrated success at the course. Progression to the higher technician award available through the BEC Higher Diploma would then be possible through an education and training programme of day release study, linked to levels of achievement.

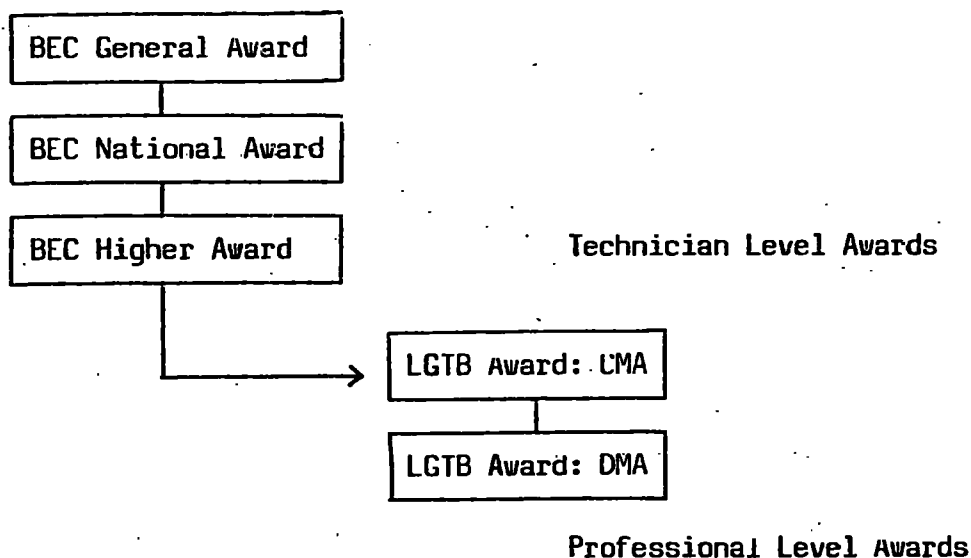
The second tier could consist of a professional level. This might remain the province of the LGTB, using the BEC Higher awards (and other acceptable courses) as an entry point, rather than as a concurrent course such as is the case with the CMA/HNCBSPA arrangement. This would have two advantages:-

- (a) it would clarify the relationship between CMA and the BEC Higher level award;
- (b) it would clearly demonstrate, to those to whom it seems important, that the LGTB awards equate more closely to professional body examinations than is presently the case.

Existing arguments about parity of standards would then disappear and the LGTB could offer a course in two parts using if necessary the existing names - Certificate and Diploma in Municipal Administration. The first part would lead to a certificated award and be an end in

itself - thus forming a further cut-off point in promotional terms. Success at the CMA could lead to entry into the DMA. Such a progressive system, using the BEC Higher Award as a springboard would identify LGTB courses more clearly with policies for exemption likely to apply among professional bodies.

In diagrammatic terms the course could be described as follows.



An Alternative Model

In the above structure the first three levels would give rise to a technician award, but progression would still be possible to professional status by transfer from the BEC Higher Award to the LGTB courses. Such progression could be entirely open, though limited to holders of BEC Higher Diploma perhaps, or available only to those candidates who had achieved particular levels of success in the BEC Higher Diploma modules.

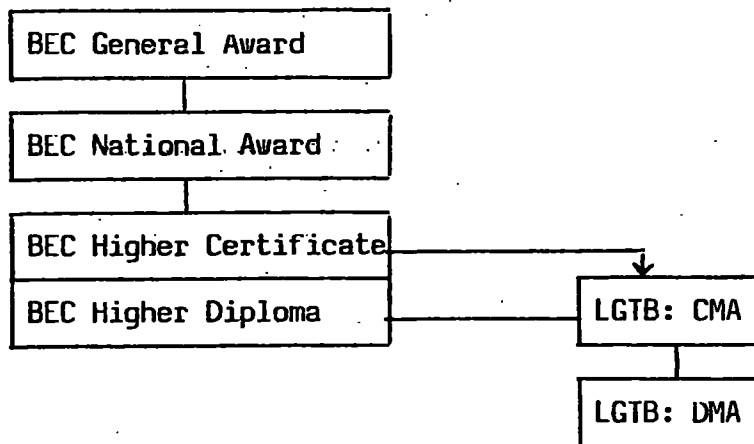
If the nature of the technician concept is deemed unacceptable to the employing authorities or, for that matter to the employers themselves, an alternative model to the above would be possible. In this, the present equation between CMA and HNCBSPA could be continued, and some attempt could be made to resolve the vexed question of parity of pass rates between the two examinations.

Employees could be encouraged to take the BEC General and National Awards as appropriate to their academic standing and then there would be available the BEC Higher Certificate. In the BEC schemes, the award of a Certificate would follow the successful completion of eight modules. Candidates could at this point be offered a choice:-

- (a) they could use the BEC Higher Certificate as an entry point to the LGTB CMA course; or
- (b) they could proceed to obtain the other four modules leading to the award of a Diploma.

Successful completion of the Diploma could also mean exemption from the CMA; alternatively, the LGTB could arrange for a partial exemption, though this would lead to many of the criticisms already arraigned against the CMA/HNCBSPA dichotomy.

The structure might be illustrated diagrammatically as follows.



Superficially, this might appear more attractive for the reason that it is similar to the existing structure of courses and would involve less educational trauma in change. In practice, however, it makes little difference: if the LGTB awards are to use the BEC courses as entry points it will be necessary to readjust schemes to some considerable extent, to take into account the different philosophy and integrated teaching approach adopted by BEC. Moreover, not only will change be necessary in either event, there is also the point to be made that the alternative model suggested would not overcome the long-running criticisms that have been made concerning the validity and status of the DMA as an award in comparison with degrees and professional body examinations. For these reasons it is suggested that the alternative model, though possessing superficial appeal, in practice would offer an inferior system to that suggested in the first model.

In either case, it must be emphasised that there is not only the opportunity to reconsider the nature and scope of LGTB awards; there is also the need to do so, in spite of the short period of time that the awards have been established. The emergence of BEC makes it necessary for such an evaluation to be carried out and there is little time in which

to undertake it. The simplest answer of all may well be to leave CMA/DMA untouched and merely change the basis of exemption policies, but this, it is suggested, would be the weakest counsel to adopt for it would ignore the impact that BEC schemes will make upon the public sector and could well lead to the need for further reappraisals in the near future. What is required is an examination in depth of the needs of the service and the best methods of achieving a sensible, progressive system of education and training to meet those needs. And the very existence of BEC must necessarily demand that its views be taken into account.

There remains the vexed question of Civil Service recruitment to BEC courses. It is recognised that the "administrator" in central government differs from his counterpart in local government⁶³ but BEC schemes in themselves are designed to produce a broad-based, integrated education in public administration, and although their genesis once again will have been local government inspired they contain enough material of interest and utility to the central government employee to make their support by civil servants worthwhile. Unless a more positive attitude is adopted by the departments, however, it seems unlikely that the proportions of civil servants attending the colleges for the new courses will be significantly different than they have been in the past.

63. See A. Dunsire "Public Administration in the Polytechnics: Aims and Philosophy", (paper presented to a Public Administration Workshop of the Council for National Academic Awards, 6th May, 1975).

CONCLUSIONS

It is difficult to view with anything other than concern the future for the teaching of public administration in the further and higher education sector. The methods of control over location and quality of the courses has never been satisfactory and it does not seem that they will be replaced by any better system. Indeed, at a time when the organisation of such courses has fallen to a new body, the Business Education Council, the only group which might have provided sound advice - Her Majesty's Inspectorate - has carried out a withdrawal from responsibilities in the field. The other group of individuals which might have been able to offer some advice, if only negative, on the monitoring of student performance - the Assessors - have, as a body, not been consulted.⁶⁴ Much is left, therefore, to regional bodies who have no great record of control of courses, and to a system of inexperienced Moderators, many of whom will be junior in rank, narrow in background, and confused in their application of the demands of new courses.

When to this is added the general confusion which has been developed over the years regarding the standards at which courses are taught and examined, and the relationship between one course and another, the problems of the new validating body - the Business Education Council - can be seen in perspective. The danger for public administration is that the new courses being developed by BEC are likely to have damaging results on both the location of public administration courses and the specialist teaching of the subject, results which would seem to have been ignored as possibilities by the B4 Board of BEC. This is partly because the college representatives on the Board have been asked to undertake an unfamiliar exercise: the planning of new curricula in accordance with a pre-ordained new philosophical and educational base; and partly because BEC officers have on the whole lacked experience not only of the existing public administration courses but also of the likely impact of their educational developments upon the existing systems in the colleges. At the same time local authority and LGTB representatives have lacked the detailed information on which to base predictions of likely outcomes.

64. The Law Assessors have, indeed, minuted their feelings on the matter at their annual meeting: "Strong views were expressed by those present at the lack of opportunities for Law Assessors as a group to make their views known to BEC with regard to proposals for Law in BEC schemes." Minutes of the meeting of Law Assessors 24th October, 1977.

All this serves only to emphasise the lack of, and need for, some form of co-ordinated central planning. There were in 1976/77 over 10,000 students on National Award courses alone, but there is little or no evidence that the courses they were attending were subjected to any adequate scrutiny or control. The question remains as to who should undertake the co-ordination of planning. The LGTB has a sound record of involvement with the education and training of local government employees, and has shown close concern with the development of the National Awards - but it has its own problems of relationships between HNCBSPA and LGTB awards. This has been exacerbated by the introduction of BEC awards, but the problem must be grasped firmly - and quickly. Delay could result in fossilisation. But at least as far as local government employees are concerned there is a body which has showed concern to develop a system of further education and training, and has acted upon that concern. The same cannot be said of central government.

While the Civil Service has used the ONCPA to some extent as a further education system for young entrants, the time is long past when it should review the whole of its arrangements for education and training of all its employees. Its record of use of day release facilities for education and training purposes after the age of 18 is abysmal; it has, indeed, shown a massive lack of concern for the needs of its employees in this respect. While some lip service has been paid to the needs of the higher echelons of the service, to the development of administrative trainees who show promise, to men and women who show the ability to make rapid progress within the service, this has shown few signs of being a planned exercise. To an even greater extent there has been no planning at all for the lower levels of the service.

The curious point is that in the departments themselves there are men and women who are committed to the education and training of young people and who are concerned at the lack of opportunity for external training in the Civil Service. Their work through the Civil Service Council for Further Education is valued but, it seems, not valued enough, in view of the decision to cut back on Regional Advisory Officer support. Two decisions are, it is submitted, required in this area. The one would come from a recognition of the fact that Civil Service training needs

cannot be satisfied merely by the provision of haphazardly⁶⁵ arranged internal or Civil Service College courses. The other would stem from a recognition of the fact that courses exist in the public sector which could prove of benefit to the service as a whole. The two policy decisions that should be undertaken are:-

- (a) that the need to produce skilled administrators should be satisfied by the production of a logical, progressive, planned education and training system at all levels of the Civil Service; and
- (b) that use should be made of the public sector colleges to implement such progressive schemes of education and training.

The civil servants attending ONCPA courses presently comprise one quarter of the intake. If the course is seen as unsatisfactory as a training ground for young civil servants in general a new course should be planned; certainly, the Civil Service - and the Civil Service Department in particular - should look anew at the higher level courses available, and if they are truly not suitable, should develop - or assist in developing - more suitable courses.

It is certainly not enough to sit back, observe what is being planned by BEC, and then declare that the courses made available are not suitable for the education and training of civil servants. This was the attitude adopted in the development of the Diploma of Higher Education despite the committed proselytising of certain high level civil servants;⁶⁶ it should not be the situation in respect of courses more clearly designed to be of utility in public administration. The numbers of employees in the Civil Service are such that the development of a suitable progressive training system in administrative skills and allied education would ensure, if day release facilities were made available, that there would be no problem of course viability in the colleges. It is high time that the Civil Service declared its support for external

65. In the sense that there seems no planned training programme for civil servants at any level - Civil Service College courses are essentially a series of disparate courses, bearing little relation one to another and illustrating no logically planned developmental system for the individual administrator.

66. The development of the Diploma of Higher Education was not welcomed by the colleges, by HM Inspectorate or by employers generally, but the White Paper suggested diplomates would find employment in the Civil Service, at an appropriate level. They have not; the Civil Service gives no special recognition to holders of the Dip.H.E.

agencies in the training of its employees, and underwrote that declaration by much greater use of the public sector colleges.

APPENDIX 1

QUESTIONNAIRE TO COLLEGES OF FURTHER EDUCATION
AND POLYTECHNICS

RESEARCH PROJECT INTO THE TEACHING OF PUBLIC ADMINISTRATION AT
SUB-DEGREE LEVEL IN INSTITUTIONS OF FURTHER AND HIGHER EDUCATION
AND POLYTECHNICS

There is a considerable amount of teaching of public administration undertaken in colleges of further and higher education and in polytechnics in England and Wales. No systematic attempt has been made to quantify either the amount of work undertaken at sub-degree level in this way nor the numbers of teachers involved; similarly, no attempt has been made to predict the future of these courses or to assess the likely future demands to be placed upon college resources.

The lack of information becomes particularly important at this time because of the changes that have been and are being made in some of the professional bodies such as ICSA and IPFA, because of the fluid situation in which BEC planning finds itself, and because of current Government preoccupation with the education and training needs of young people in the 16-19 age range. Additionally, the needs of the bodies involved in the public sector have not, perhaps, been properly considered - in particular, the extent to which the Civil Service does, nor should, use college courses for the training of its personnel.

The aims of the project are therefore:-

- i. to produce a survey and analysis of the content of public administration teaching at sub-degree level in colleges of further and higher education and polytechnics in England and Wales;
- ii. to quantify the teaching commitment;
- iii. to investigate and describe the level of teaching qualifications held by public administration teachers;
- iv. to discover the amount of research in public administration being undertaken by this teaching force;
- v. to quantify the size of the present student body, chart historically its growth and to attempt some prediction of its likely size over the next few years.

For the purposes of this survey "public administration" is taken to mean the following subjects:-

1. ONCPA Government, Social Structure, Social Services

- 2. HNCBS(PA) Government and Public Administration, Social Needs and Policies, Local Government Administrative Practice, Central Government Administration
- 3. CMA/DMA Government and Public Administration, Local Government Administrative Practice, Social Policies and Social Needs, Social Administration
- 4. ICSA Government, Local Government Administration, Public Administration
- 5. IHSA Public Administration, Health and Social Services
- 6. IHM Central and Local Government, Social Services
- 7. IPFA Policy Making in the Public Sector

NAME OF COLLEGE

STAFF

- 1. How many staff, in total, teach "public administration" at your college?

FT	
PT	
- 2. Please state the number in full-time equivalents.
- 3. For how many hours in the week is "public administration" taught in your college?
- 4. Which department or faculty has the responsibility for mounting the courses?

- 5. Of the full-time staff teaching "public administration" how many are:-

Graduates	
Graduates and professionally qualified (e.g. ACIS, IPFA, DMA, etc.)	
Professionally qualified	
Holders of Cert.Ed./Dip.Ed.	

6. Of the part-time staff teaching "public administration" how many are:-

Graduates

Graduates and professionally qualified (e.g. ACIS, IPFA, DMA, etc)

Professionally qualified

Holders of Cert.Ed./Dip.Ed.

7. Of the full-time staff teaching "public administration" how many:-
possess a higher degree

are reading for a higher degree

by thesis

by examination

are taking a professional qualification

8. Of the full-time staff teaching "public administration" how many have had experience as officers in:-

Local Government

Civil Service

Industry/Commerce

9. Of the full-time staff teaching "public administration" how many have had experience as members of a local authority?

10. Of the full-time staff teaching "public administration" how many hold:-

a degree in Public Administration

a degree in Government or Politics

a degree in Economics

a degree in Law

a degree in Sociology or Social Administration

"Other" degrees (please specify)
.....
.....
.....

ORDINARY NATIONAL CERTIFICATE IN PUBLIC ADMINISTRATION

11. Of your total student numbers on the course how many are employed in:-

	Number	% of total
Civil Service	<input type="text"/>	<input type="text"/>
Local Government	<input type="text"/>	<input type="text"/>
Health Service	<input type="text"/>	<input type="text"/>
Police	<input type="text"/>	<input type="text"/>
Other occupations	<input type="text"/>	<input type="text"/>

12. Of your Civil Service students what percentage are:-

16-19 years of age

over 20 years of age

13. Please state from which Departments of the Civil Service you obtain your major recruitment:-

.....
.....

14. From which Departments in Local Government do you obtain your major recruitment?

.....
.....

15. Do you find difficulty in recruiting students from certain Local Government Departments? (Please tick appropriate box)

Yes No

16. If the answer is "Yes" please specify the Departments.

.....
.....

HIGHER NATIONAL CERTIFICATE IN BUSINESS STUDIES (PUBLIC ADMINISTRATION)

STUDENTS

17. Of your total student numbers on this course what percentage is employed in:-

	Student Numbers	% of total
Civil Service	<input type="text"/>	<input type="text"/>
Local Government	<input type="text"/>	<input type="text"/>
Other occupations	<input type="text"/>	<input type="text"/>

18. Of your Civil Service students what percentages attend under:-

Day release further education

"External Training" arrangements

19. From which Departments in Local Government do you obtain your major recruitment?

.....
.....

20. Do you find difficulty in recruiting students from certain Local Government Departments? (Please tick appropriate box)

Yes

No

21. If the answer is "Yes" please specify the Department(s).

.....
.....

COURSES

The "normal" course structure for Ordinary National Certificate in Public Administration is:-

- | | |
|------------------|-----------------------------|
| Government | Government |
| English | Law |
| Economics | Economics of Public Finance |
| Social Structure | Social Services |

Please indicate what other subjects (if any) you are running:-

.....

.....

The "normal" course structure for Higher National Certificate in Business Studies (PA) is:-

- | | |
|------------------------------------|------------------------------------|
| Government & Public Administration | Government & Public Administration |
| Applied Economics | Economics of Public Finance |
| Local Government Admin. Practice | Social Needs & Policies |

Please indicate what other subjects (if any) are running:-

.....

.....

COURSE STATISTICS

Please indicate the enrolment of students for the years 1975/6 and 1976/7 with a prediction for 1977/8 on the following courses:-

		1975/6	1976/7	1977/8
ONCPA	1			
	2			
HNCBS(PA)	1			
	2			
CMA	1			
	2			
DMA	1			
	2			
IHM	1			
	2			
	3			
IHSA	1			
	2			
	3			

Thank you for your co-operation in completing this questionnaire. It is intended that a further small sample questionnaire be completed in the Autumn of 1977, and a number of selected personal interviews may be requested.

If a member of your staff is available for interview in connection with details of this questionnaire, please indicate his name, status and college department.

Name

Status

Department

APPENDIX 2

QUESTIONNAIRE TO LOCAL GOVERNMENT TRAINING OFFICERS

LOCAL GOVERNMENT OFFICERS ATTENDING PUBLIC ADMINISTRATION COURSES IN FURTHER EDUCATION COLLEGES

1. How many people in your authority in the clerical and administrative grades are undertaking courses leading to the following qualifications?

ONCPA

HNCPA

CISA (Public Service Stream)

IHM

2. What percentage of staff withdrew from the following courses during 1976/77, before completing the course?

ONCPA

HNCPA

What were the main reasons for this drop out?

.....
.....

3. (a) Do you consider the available range of subjects in the ONCPA adequate?

Yes

No

(b) If "No" please indicate why.

.....
.....

4. Do you feel that the ONCPA course could be improved by greater attention to:-

Literacy

Verbal fluency

Numeracy

Book-keeping

Office Management

Local Government law and procedure

Other (Please specify)

5. Are there any particular aspects of the ONCPA course you consider of especial value to the student?

.....

6. Are there any particular aspects of the HNCPA course you consider of especial value to the student?

.....

7. Do you have any general comments to make about the following courses? If so, please do so below.

ONCPA -

HNCPA -

8. To what extent do you consider attendance at one of the following courses is useful to the students in improving career prospects?

ONCPA - Very useful
Fairly useful
Little or no use

HNCPA - Very useful
Fairly useful
Little or no use

9. What further qualification do you advise students to pursue after:-

ONCPA -
HNCPA -

10. What general comments would you make regarding the teaching of the following courses?

ONCPA -
HNCPA -

11. Does your authority encourage students with additional increments for success in examinations?

.....

12. What other encouragement is given, e.g.

Time off for study

Time off for examinations

Time off for revision

Travel and subsistence grants

Book grants

Other (Please specify)

APPENDIX 3

PROFESSIONAL INSTITUTIONS WITH MEMBERS IN

LOCAL GOVERNMENT

PROFESSIONAL INSTITUTIONS WITH MEMBERS IN LOCAL GOVERNMENT

This list includes the qualifications of some examining bodies which, in local government, are treated similarly to professional qualifications. It excludes those which are more usually related to staff in the general administrative and clerical categories. Those excluded include degrees and diplomas of CNAAs and Universities; ONC/D, HNC/D; CMA and DMA.

ADMINISTRATION, GENERAL MANAGEMENT
AND RELATED QUALIFICATIONS

Administrative Management,
Institute of
Administrative Management,
Institute of (O and M).
Baths Management, Institute of
Burial and Cremation Administration,
Institute of
Housing Managers, Institute of
Institutional Management Association
Management Studies, Diploma in
Municipal Building Management,
Institute of
Parks and Recreation Administration,
Institute of
Personnel Management, Institute of
Secretaries and Administrators,
Chartered Institute of
Supervisory Management,
Institute of
Supervisory Studies, National
Examinations Board for
Weights and Measures Administration,
Institute of

CONSTRUCTION AND RELATED
QUALIFICATIONS

Architects, Royal Institute of
British
(cont.)

FINANCE AND RELATED QUALIFICATIONS

Bankers, Institute of
Certified Accountants, Association of
Chartered Accountants, Institute of
Cost and Management Accounts,
Institute of
Public Finance and Accountancy,
Chartered Institute of

ENGINEERING AND RELATED
QUALIFICATIONS

Chemical Engineers, Institution of
Civil Engineers, Institution of
Electrical and Electronics
Technician Engineers, Institution of
Electrical Engineers, Institution of
Engineering Institutions, Council of
Heating and Ventilating Engineers,
Institution of
Highway Engineers, Institution of
Industrial Safety Officers,
Institution of
Illuminating Engineering Society
Marine Engineers, Institute of
Mechanical Engineers, Institution of
Municipal Engineers, Institution of
Plant Engineers, Institution of
Public Health Engineers,
Institution of
Public Lighting Engineers,
Association of
(cont.)

CONSTRUCTION AND RELATED
QUALIFICATIONS (cont.)

Architects, Surveyors and Building
Surveyors, Incorporated
Association of
Building Inspector's Certificate
Building, Institute of
Chartered Surveyors, Royal
Institute of
Clerks of Works, Institute of
Landscape Architects, Institute of
Quantity Surveyors, Institute of
Surveying Technicians, Society of
Town Planning Institute, Royal

SOCIAL SERVICES, EDUCATION AND
RELATED QUALIFICATIONS

Deaf Welfare Examination Board
Education Welfare, Certificate in
Home Help Organisers, Institute of
Nursery Nurses Examinations Board
Public Cleansing, Institute of
Public Health Inspector's
Examination Board
Social Work, Central Council for
Education and Training in
Vocational Guidance, Diploma in
Weights and Measures, Certificate
for Inspectors (DTI)
Youth Employment Service Training
Board, Diploma
Education, Certificate or Diploma
in Teachers of the Blind, College
of Teachers of Mentally
Handicapped

ENGINEERING AND RELATED
QUALIFICATIONS (cont.)

Road Transport Engineers,
Institute of
Structural Engineers, Institution of
Transport, Institute of
Water Pollution Control,
Institution of
Works and Highways Superintendents,
Institute of

OTHER SPECIFIED QUALIFICATIONS

Advertising Association
Chemistry, Royal Institute of
Civil Defence, Institute of (and
Home Office Certificate in)
Computer Sciences, Institution of
Computer Society, British
Forestry, Royal Society of
Groundsmanship, Institute of
Horticultural Society, Royal
House-Keeping and Cookery,
Certificate of
Information Scientists, Institute of
Law Society, The
Legal Education, Council of
Legal Executives, Institute of
Library Association
Market Officers, Institute of
Municipal Entertainment, Institute of
Museums Association
Public Relations, Institute of
Purchasing and Supply, Institute of
Rating and Valuation Association
Statisticians, Institute of
Valuers and Auctioneers,
Incorporated Society of
Work Study Practitioners,
Institute of

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