



Office for Standards
in Education

Leadership and management

What inspection tells us



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Introduction

1. This report summarises Ofsted’s inspection evidence about leadership and management. It describes strengths, illustrated by examples of good practice, and weaknesses, and the link between leadership and management and the quality of work of the school.
2. The report presents the findings about the nature of high-quality leadership and management in schools and their importance that Ofsted has drawn from evidence gathered from school inspections and surveys by Her Majesty’s Inspectors (HMI). It looks at what this evidence tells us about the quality of leadership and management and their effectiveness in dealing with particular aspects of the life and work of schools such as the teaching, the curriculum and its management, and school improvement. The report also covers the training provided in leadership and management for headteachers and other senior staff, and some of the new challenges that face them.

Main findings

Analysis of evidence from school inspections shows the following.

- ❑ The proportion of schools in which leadership and management are good or better has increased significantly since 1996/97. The proportion of schools with excellent or very good leadership and management has more than doubled over the same period. There is, however, a small minority of schools in which leadership and management are still unsatisfactory or poor.
- ❑ Aspects of leadership in schools are generally better than aspects of management.
- ❑ There is more very good leadership and management in secondary schools than in primary schools.
- ❑ The monitoring, evaluation and development of teaching and the school's strategy for appraisal and performance management are aspects of management which are still in need of improvement in many schools.
- ❑ There is a strong link between the quality of leadership and management of the headteacher and key staff in a school and the quality of teaching.

Evidence from HMI surveys confirms the following.

- ❑ The importance of strong leadership and good management in bringing about improvement in schools, particularly in schools which are implementing special programmes to address low achievement and social inclusion, including those facing challenging circumstances.
- ❑ The importance of strong leadership and good management in ensuring a broad and balanced curriculum in primary schools and good subject teaching in secondary schools.
- ❑ That the way in which the characteristics of strong leadership and good management are applied in different circumstances is of fundamental importance.

Background

3. Leading and managing any school are challenging tasks, whether the school is small or large, primary, special or secondary, and in a favoured or a disadvantaged area. Headteachers and other senior managers are charged with ensuring that their pupils achieve the highest possible standards, and that all have access to the full range of educational opportunity.
4. The Education Reform Act 1988 reallocated the balance of responsibilities and authority for managing schools from local education authorities to the headteacher and governors of individual schools. This shifted a much greater responsibility for decision-making to school level. In recent years, the proportion of funding delegated to schools' own control has increased and this has added to the powers of headteachers and governors to manage their schools.
5. The importance of strong leadership and effective management at school level is widely recognised and strategies to improve them have been introduced in recent years. The most important of these are the training programmes for headteachers and deputies, beginning with the Leadership and Management Programme for New Headteachers (HEADLAMP) in 1995, leading to the establishment of the National College of School Leadership in 2002, and the introduction in 2003 of the Leadership Incentive Grant (LIG) which has as one of its principal objectives the strengthening of leadership at all levels.
6. Since 1997, the Department for Education and Skills has introduced a wide range of initiatives with the aim of raising standards, both overall and focusing on schools in difficult contexts. These initiatives are making additional demands on headteachers and key staff.
7. The link between leadership and management and standards and quality is being made more directly than ever before, not least in Ofsted's framework for inspecting schools. The implications for schools are clear. They should focus their energies and resources on what really matters: raising standards and improving teaching and learning. In this endeavour many schools have been particularly effective in recent years.
8. The broad characteristics of good leadership and management, such as the ability to communicate a clear vision and sense of purpose, and to establish and sustain efficient administration and organisation, have always been seen as key criteria in the frameworks for inspection. However, as the roles and responsibilities of headteachers and governors have changed, so too has the way inspectors assess and report on leadership and

management. Since January 2000, judgements of governance on the one hand, and leadership and management on the other, have been made separately. In September 2003, the leadership of the headteacher will be distinguished from the leadership of other key staff, and both will be assessed separately from the effectiveness of management.

High-quality leadership and its importance in schools

9. Successive annual reports of Her Majesty's Chief Inspectors of Schools have emphasised the importance of high-quality leadership. Indeed, Mike Tomlinson, in his commentary on the 1999/2000 annual report, said that this 'cannot be overestimated'. In his first annual report, 2001/02, David Bell, said that 'consistently effective teaching across all subjects in a school is unlikely without strong and effective leadership and management.'
10. The importance of good leadership pervades virtually every report Ofsted has prepared. For example, the Ofsted report *From Failure to Success – How special measures are helping schools improve*, Ofsted, 2000, stated:

Strong leadership from the headteacher is a characteristic feature of all schools that are making good progress with addressing the key issues in the action plan. In all but a few cases the headteacher is new to the school either just before or just after the inspection. The change of headteacher has given the school the impetus needed to develop and improve the quality of education provided for the pupils. The new, but usually very experienced, headteacher has brought renewed drive and enthusiasm. In schools removed from special measures the headteachers have played a vital role in sustaining the improvement of the school.

11. While there is no argument about the importance of high-quality leadership in our schools, it is hard to define precisely what its characteristics are. Different circumstances appear to require different skills and attributes. According to one experienced former headteacher and inspector:

Successful leaders use a variety of strategies and styles depending on what it takes to create an environment for learning, and they actively search out the many good practices that are out there, but they also adapt them to their particular contexts.¹

12. Over time, HMI and other Ofsted inspectors have observed and described a number of characteristics of high-quality leadership in schools. The latest thinking is represented in the 2003 framework for inspection, in which inspectors are required to assess the extent to which:

- there is a clear vision, with a sense of purpose and high aspirations for the school, combined with a relentless focus on pupils' achievement

¹ 'How to grow a leader', Dr Dean Fink, *TES*, January, 2003.

- strategic planning reflects and promotes the school's ambitions and goals
 - leaders inspire, motivate and influence staff and pupils
 - leaders create effective teams
 - there is knowledgeable and innovative leadership of teaching and the curriculum
 - leaders are committed to running an equitable and inclusive school, in which each individual matters
 - leaders provide good role models for other staff and pupils.
13. Ofsted evidence also confirms that the way in which these characteristics are applied in different contexts is of fundamental importance. In the report *Improving City Schools*, Ofsted, 2000, this is illustrated very well.

The story of the schools visited begins and ends with the quality of their leadership and management. The personalities, the management structures and the school context are different, but some common features emerge strongly.

Predictably, the most effective schools are distinguished by leadership that is inspirational, with a strong commitment to the school, its pupils and the community.

High-quality management in schools

14. The cliché that ‘leadership is about doing the right things and management is about doing things right’ provides a necessarily over-simplified view of the difference between leadership and management.
15. As with leadership, a sense of the importance of effective management is a recurrent feature in Ofsted reports. One primary school’s very good management is described in its Ofsted report as follows:

A strength of the management of the school is the extent to which it monitors and evaluates how well it is working. The quality of a wide range of outcomes, such as teachers’ planning, pastoral records and reports to parents about their children’s progress, is examined closely. Monitoring the quality of teaching and learning has been a particular focus, and the success of this can be easily judged by the increase in the proportion of effective lessons since the time of the last inspection. The headteacher’s excellent management of people has contributed very strongly to the improvements, through her determined action to confront teachers who do not perform well enough, recruit good quality staff, unify disparate factions and develop productive teamwork. Good arrangements are in place to manage the performance of the headteacher and teaching staff.

16. In evaluating management, the 2003 framework for inspection now requires inspectors to assess the extent to which:
 - the school undertakes rigorous self-evaluation and uses the findings effectively
 - the school monitors performance data, reviews patterns and takes appropriate action
 - performance management of staff, including support staff, is thorough and effective in bringing about improvement
 - a commitment to staff development is reflected in effective induction and professional development strategies and, where possible, the school’s contribution to initial teacher training
 - the recruitment, retention, deployment and workload of staff are well managed, and support staff are well deployed to make teachers’ work more effective

- approaches to financial and resource management help the school to achieve its educational priorities
 - the principles of best value are central to the school's management and use of resources.
17. The evidence from the work of Ofsted's School Improvement Division and a wide range of HMI surveys shows how schools in different contexts need to be managed differently.

Evidence from school inspections on leadership and management

18. The evidence from school inspection shows a significant improvement in the quality of leadership and management in recent years. In primary schools, in 1996/97, leadership and management were judged to be good or better in one half of the schools. This was a proportion described in *Primary education: a review of primary schools in England 1994–1998*, Ofsted, 1999, as ‘disappointing’, given the recognition of the ‘central importance of the headteacher of a primary school’. The equivalent percentage in secondary schools was 56%, and in special schools 43%. Five years later inspectors were reporting significant improvements; the proportion of schools in which leadership and management were good or better had risen considerably: to 76% in primary schools, 84% in secondary schools and 81% in special schools. The proportion of schools in which leadership and management were unsatisfactory or poor had fallen. Figures 1, 2 and 3 illustrate this change:

Figure 1. Leadership and management in primary schools (percentage of schools inspected each year)

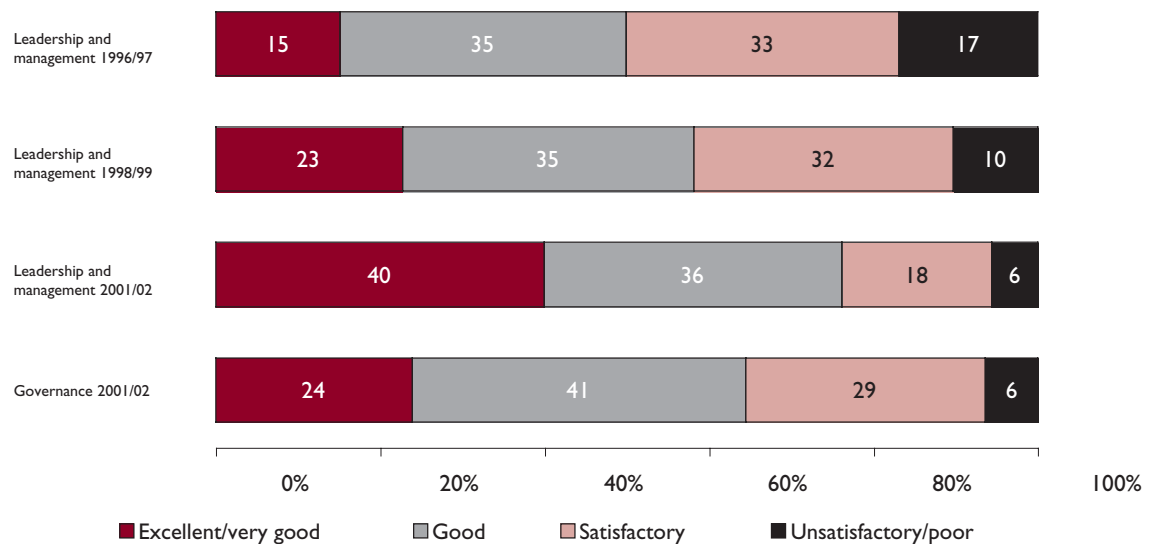


Figure 2. Leadership and management in secondary schools (percentage of schools inspected each year)

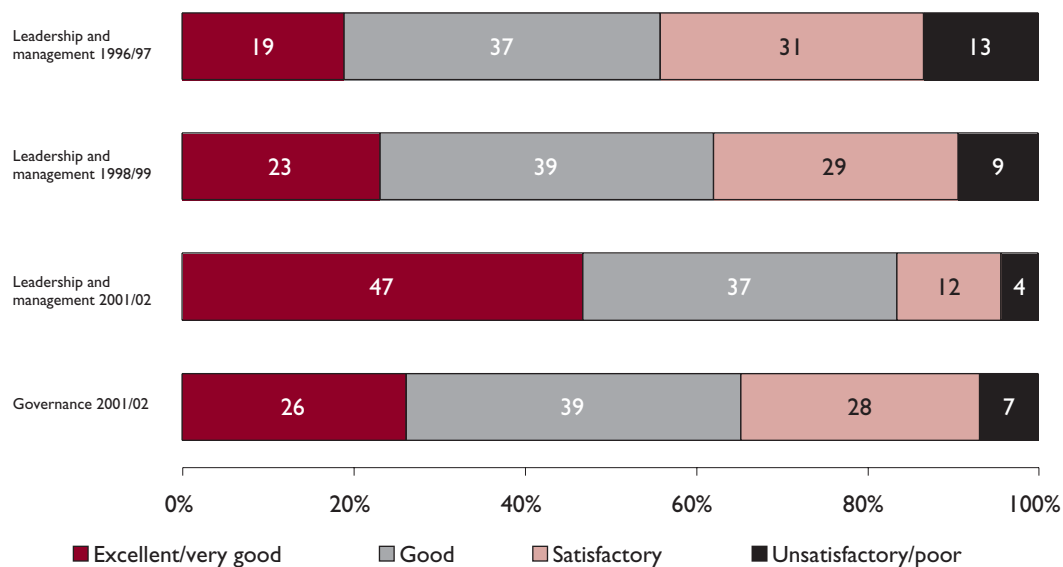
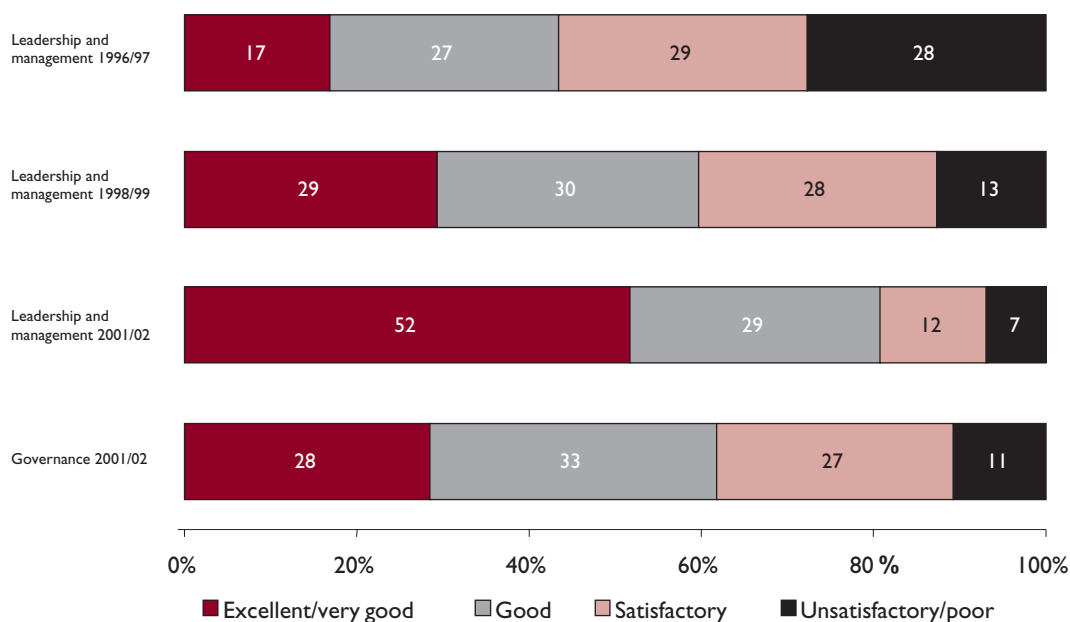


Figure 3. Leadership and management in special schools (percentage of schools inspected 2001/02)



19. Figures 1, 2 and 3 show that the inclusion of governance, until January 2000, in the overall judgement of leadership and management, is likely to have depressed the higher judgements to some extent, and an element of the improvement in leadership and management can be attributed to its

separation from governance. Nevertheless, the improvements have been remarkable, although leadership and management are still unsatisfactory in 6% of primary schools, 4% of secondary schools, and 7% of special schools.

20. As has been well documented in successive annual reports, alongside these striking improvements in leadership and management there have been significant improvements in the quality of teaching, especially in terms of the percentage of good or better teaching seen in lessons. These data are presented in charts as annex A.
21. There has also been a significant decrease in the percentage of unsatisfactory and poor teaching in lessons, and a move away from what a former chief inspector, Eric Bolton, described as the ‘stubborn 30%’ of lessons in which the teaching was unsatisfactory. These data are set out in charts as annex B.
22. Key elements of leadership and management in schools are identified and evaluated through the inspection process. Figures 4 and 5 illustrate five of these functions.

Figure 4. Leadership and management in primary schools (percentage of schools inspected 2001/2002)

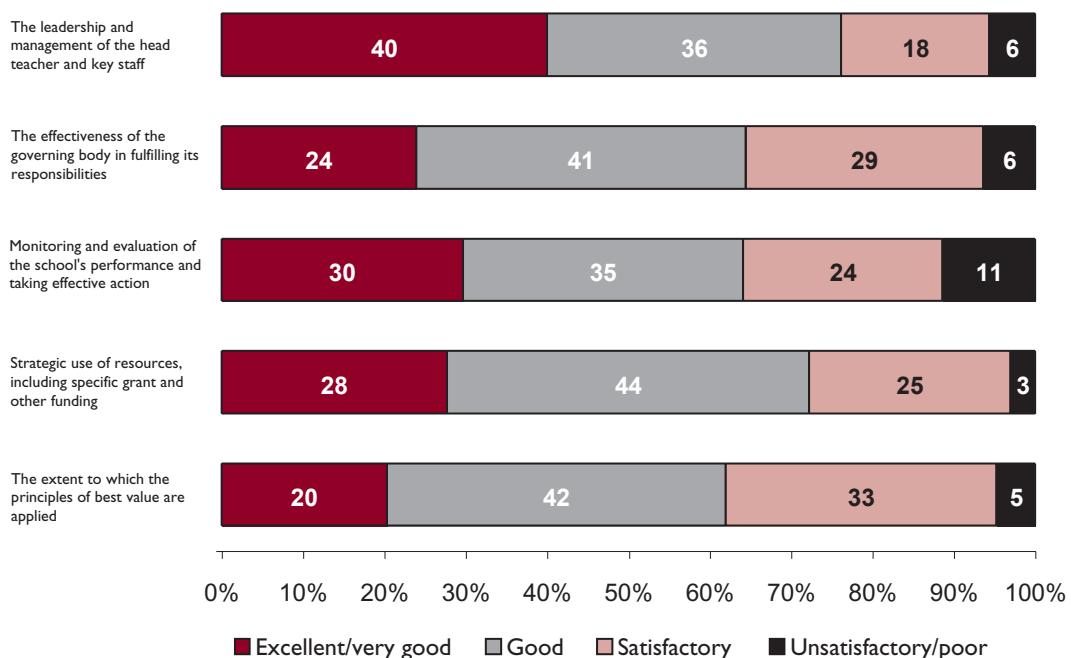
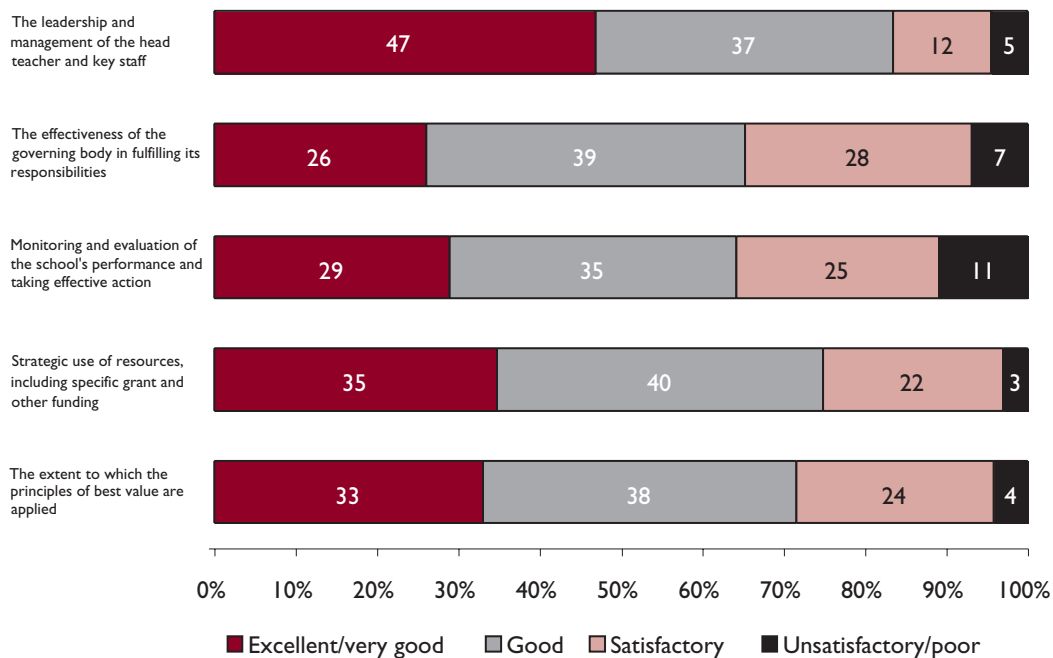


Figure 5. Leadership and management in secondary schools (percentage of schools inspected 2001/2002)



23. The aspects of management that have improved most markedly in recent years are the monitoring and evaluating of the school's performance and the subsequent taking of effective action. These remain weak in approximately one in ten schools.

24. There is more very good leadership and management in secondary schools than in primary schools. The relative demands made on headteachers of primary and secondary schools need to be considered: secondary schools are usually larger and always more complex organisations than primary schools, although secondary headteachers usually have fewer teaching commitments and a more substantial senior management team to support them and take the lead on some key issues. Primary headteachers rarely have a senior management team without a substantial (often full-time) teaching commitment; and many primary headteachers have to balance their own teaching commitment with their leadership and management responsibilities.

25. The data used to compile figures 4 and 5 relate to the inspections carried out on all schools (full or short inspections). Even more detail is provided on leadership and management within schools receiving full inspections, although it must be remembered that these schools are not nationally representative, given that the short inspections were of the more effective schools.

26. Figures 6 and 7 illustrate a considerable variation in the effectiveness of leadership and management between different areas of responsibility, and between the primary and secondary phases.

Figure 6. Leadership and management (percentage of primary schools having full inspections in 2001/02)

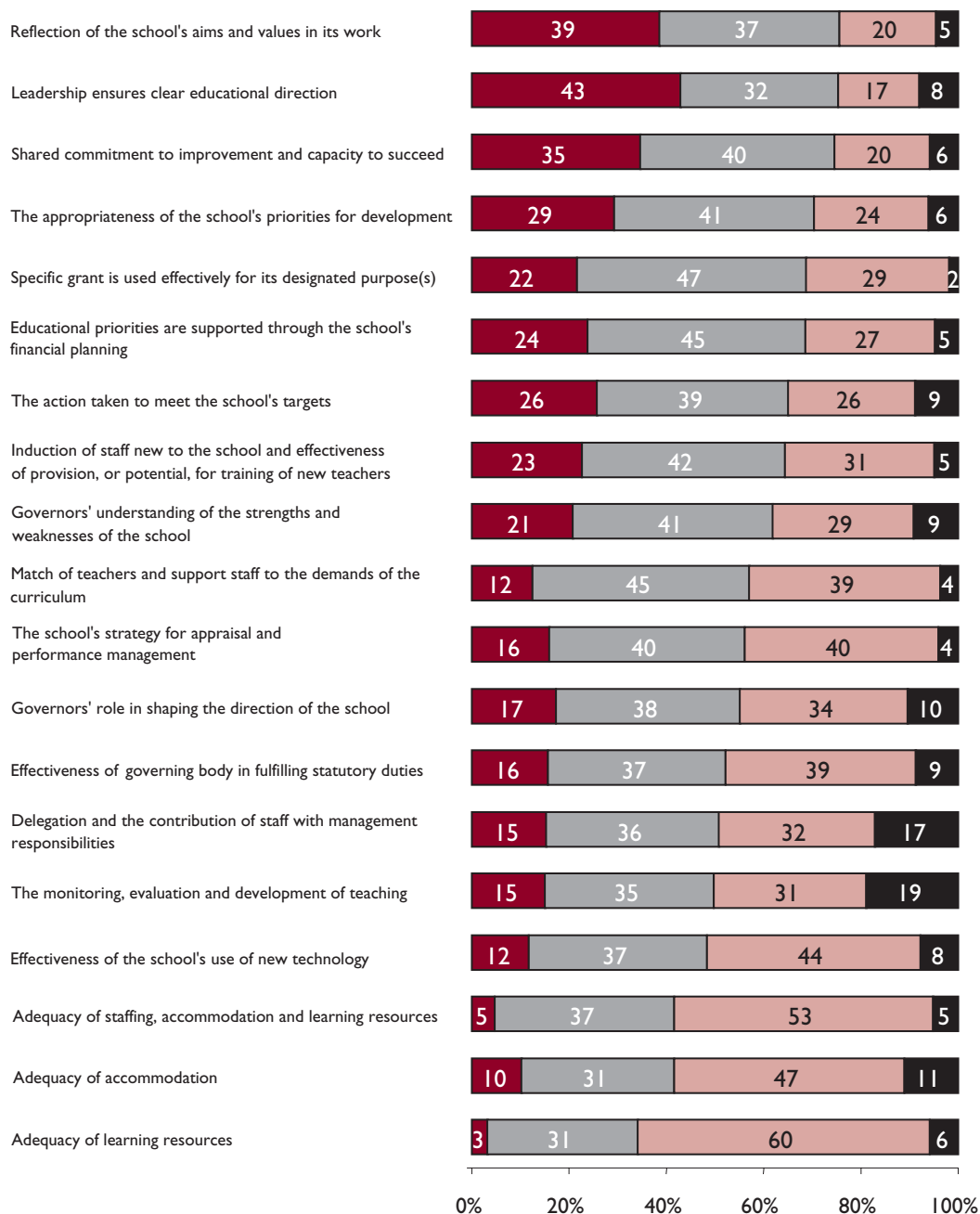
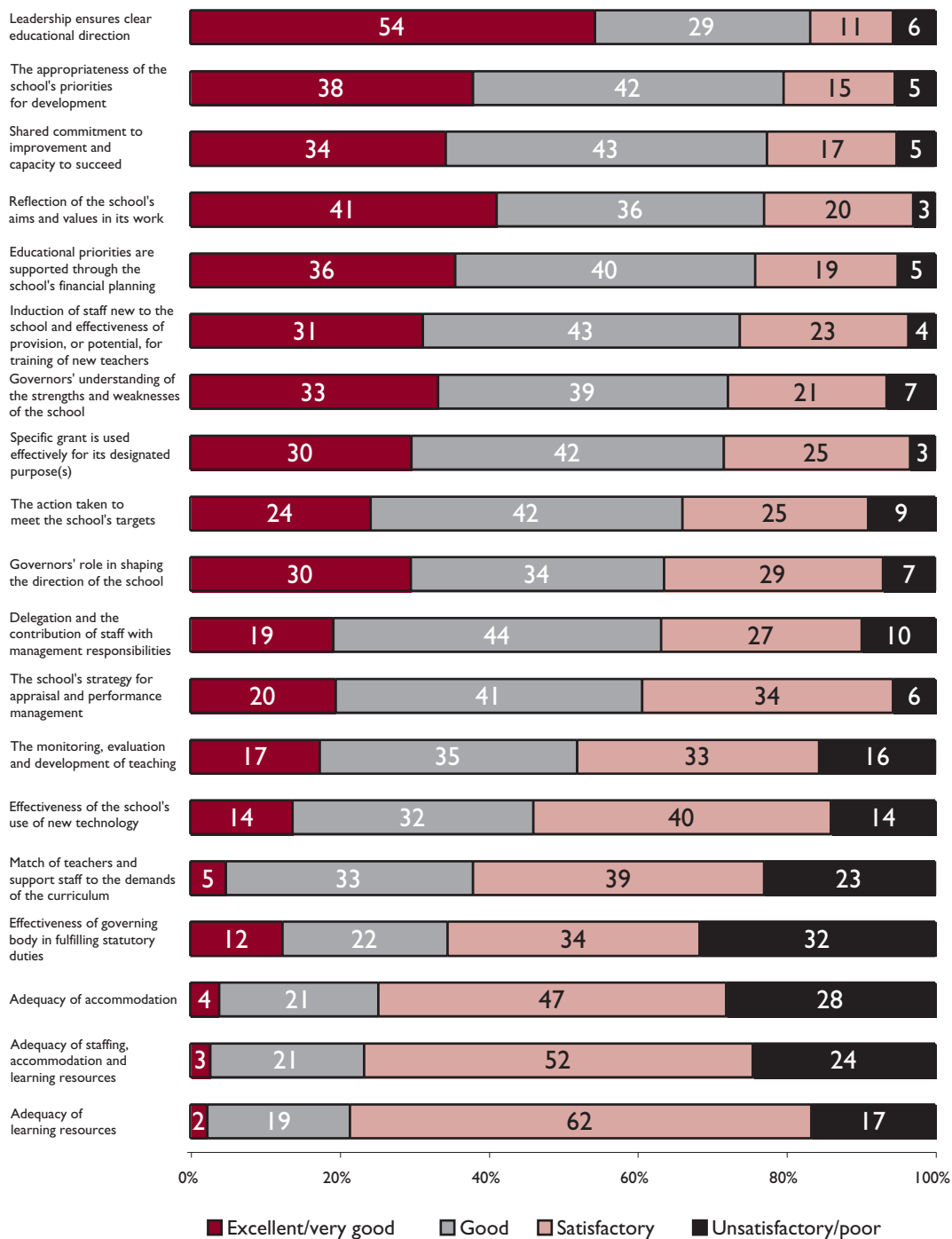


Figure 7. Leadership and management
(percentage of secondary schools having full inspections in 2001/02)



27. The strengths of leadership and management in **primary schools** are:
- a reflection of the school's aims and values in its work (76% good or better)
 - leadership that ensures clear educational direction (75%)
 - a shared commitment to improvement and the capacity to succeed (75%)
 - the establishment of appropriate priorities for development (70%)
 - the support of educational priorities through financial planning and the effective use of specific grants for their designated purposes (69%).
28. The strengths of leadership and management in **secondary schools** are:
- leadership that ensures clear educational direction (83% good or better)
 - the establishment of appropriate priorities for development (80%)
 - a reflection of the school's aims and values in its work and a shared commitment to improvement and capacity to succeed (77%)
 - the support of educational priorities through financial planning (76%)
 - the induction of staff new to the school and the effectiveness of the provision for the training of new teachers (74%)
 - the use of specific grants for their designated purposes (72%)
 - the governors' understanding of the strengths and weaknesses of the school (72%).
29. Some differences between the phases are marked, for example:
- there are many more concerns about the adequacy of resources and staffing in secondary schools (24% unsatisfactory) than in primary schools (5% unsatisfactory)
 - accommodation in secondary schools is unsatisfactory in 28% of schools, compared with 11% of primary schools

- the effectiveness of the governing body in fulfilling statutory duties is unsatisfactory in 32% of secondary schools compared with 9% in primary schools.
 - in 63% of secondary schools, delegation and the contribution of staff with management responsibilities are good or better compared with 51% of primary schools. In over 15% of primary schools, this aspect of leadership and management is unsatisfactory or poor.
30. Some aspects of leadership and management in secondary schools have shown marked improvement from the 2000/01 outcomes. These include:
- the monitoring, evaluation and development of teaching
 - the school's strategy for appraisal and performance management
 - the delegation and contribution of staff with management responsibility.
31. In primary schools, while schools' strategies for appraisal and performance management have improved, the monitoring, evaluation and development of teaching are still unsatisfactory or poor in nearly one in five schools.
32. Overall, Ofsted evidence suggests that schools do better on some of the key aspects of leadership than on those of management. The most effective aspects of the work of both primary and secondary headteachers are ensuring a clear educational direction, and reflecting the school's aims and values in its work. Both these aspects suggest headteachers 'leading from the front', setting the school's agenda and direction, and promoting shared values in pursuit of the school's aims. Headteachers are less effective in carrying out some of their managerial responsibilities, such as establishing effective governing bodies, monitoring the teaching, and developing appraisal and performance management systems.

Leadership and management: other aspects of the work of schools

Teaching

33. Figures 8, 9 and 10 illustrate the relationship between the quality of the leadership and management of the headteacher and key staff and the quality of teaching. In primary schools, of the 38% of schools in which the leadership and management were very good, the quality of teaching was good or very good in nearly all of the schools. In secondary schools and special schools the relationship is very similar. There is a very strong statistical link in this relationship, but not necessarily a causal one, although inspection, unlike the analysis of data, provides a professional judgement of the effect of one factor on another. While observing the teaching at first hand, inspectors look at the reasons why, for example, pupils' attainment is as it is.

Relationship between leadership and management and the quality of teaching

Figure 8. Primary schools
Quality of teaching

The leadership and management of the head teacher and key staff	Excellent/very good	Good	Satisfactory	Unsatisfactory/poor
	Excellent/very good	13	24	1
Good	1	28	7	0
Satisfactory	0	7	12	0
Unsatisfactory/poor	0	1	3	3

Figure 9. Secondary schools
Quality of teaching

The leadership and management of the head teacher and key staff	Excellent/very good	Good	Satisfactory	Unsatisfactory/poor
	Excellent/very good	11	32	2
Good	1	25	10	2
Satisfactory	0	4	7	1
Unsatisfactory/poor	0	1	1	3

Figure 10. Special schools
Quality of teaching

The leadership and management of the head teacher and key staff	Excellent/very good	Good	Satisfactory	Unsatisfactory/poor
	Excellent/very good	29	17	1
Good	2	26	2	0
Satisfactory	0	10	4	0
Unsatisfactory/poor	0	2	2	4

34. One particular feature of leadership and management which could be expected to link with the quality of teaching is the monitoring and evaluation of the school's performance and taking effective action. Figures 11 and 12 show that there is a strong link between very good monitoring and evaluation and good or better teaching.

Relationship between monitoring and evaluation and the quality of teaching

Figure 11. Primary schools
Quality of teaching

Monitoring and evaluation of the schools' performance and taking effective action	Excellent/very good	Good	Satisfactory	Unsatisfactory/poor
	Excellent/very good	11	17	0
Good	3	27	5	0
Satisfactory	1	13	11	0
Unsatisfactory/poor	0	2	7	3

Figure 12. Secondary schools
Quality of teaching

Monitoring and evaluation of the schools' performance and taking effective action	Excellent/very good	Good	Satisfactory	Unsatisfactory/poor
	Excellent/very good	9	18	1
Good	2	28	5	1
Satisfactory	1	13	10	1
Unsatisfactory/poor	0	3	5	3

School governance

35. In the past the role of the governing body within the inspection system has been to receive the inspection report and monitor the implementation of the necessary action.
36. The following extract from a primary school inspection report illustrates the importance of governing bodies in contributing to the management of their schools, fulfilling a wide range of statutory roles and taking responsibility for what goes on in the school. This importance is recognised now by the requirement that inspectors make a judgement about the governance of the school that is separate from judgements of leadership and management.

The governors' effectiveness in fulfilling their responsibilities is excellent. The school enjoys the support of a very hard working team of governors, led by a very committed chair of governors. The governors have an excellent relationship with the staff, pupils and parents, all of whom they consult regularly regarding their plans for the development of the school. They monitor and evaluate these plans regularly, ensuring that the implementation of improvements is continuous. The governors' contribution to the effectiveness of the school is excellent. They visit frequently in a monitoring role, as every governor has a subject of the curriculum for which he or she is responsible. All governors regularly report their findings to the full governing body. Their work helps them to gain a very good impression of the school's strengths and weaknesses.

37. Figures 1, 2 and 3 show, however, that in only about a quarter of schools is the effectiveness of the governing body in fulfilling its responsibilities judged to be excellent or very good, and in around one in fifteen schools this important function is unsatisfactory or poor. For a governing body to be able to fulfil its responsibilities effectively, besides fulfilling its statutory duties, it needs to have a good understanding of the strengths and weaknesses of the school so as to help the school in a continuous process of improvement. This requires leadership and management by the headteacher and key staff that ensure rigorous monitoring and evaluation linked to effective strategic planning.
38. Figures 13 and 14 show the relationship between the leadership and management of key staff and the effectiveness of the governing body in fulfilling its responsibilities. In nearly 90% of the schools, both primary and secondary, where the leadership and management are excellent or very good, the effectiveness of the governing body in fulfilling its responsibilities is at least good.

Relationship between leadership and management and the effectiveness of the governing body in fulfilling its responsibilities

Figure 13. Primary schools
Quality of teaching

	Excellent/ very good	Good	Satisfactory	Unsatisfactory /poor	
Leadership and management of headteacher and key staff	Excellent/very good	18	16	4	0
Good	4	20	11	1	
Satisfactory	0	4	12	2	
Unsatisfactory/poor	0	0	2	3	

Figure 14. Secondary
Quality of teaching

	Excellent/ very good	Good	Satisfactory	Unsatisfactory /poor	
Leadership and management of headteacher and key staff	Excellent/very good	21	17	6	1
Good	3	19	13	3	
Satisfactory	0	2	9	1	
Unsatisfactory/poor	0	0	2	3	

The curriculum in primary schools

39. Ofsted's evaluation of the National Literacy and Numeracy Strategies has shown that the breadth of the curriculum in primary schools may be affected adversely by the way schools respond to the combined effect of the two strategies, and the requirement of schools to meet increasingly demanding performance targets as measured by the national tests. There are schools that, although offering a curriculum that contains all the required subjects and aspects, do not provide sufficient depth in their teaching of the non-core foundation subjects. There are also, however, some schools which provide their pupils with a very good or excellent quality and range of learning opportunities and yet whose pupils still manage to achieve high standards of attainment in English and mathematics. During 2001/02, HMI visited a representative sample of these successful primary schools and reported on how they do what many others claim is not possible (*The Curriculum in Successful Primary Schools*, Ofsted, 2002).
40. The quality of the leadership provided by the headteacher, combined with

effective management, were the key factors in enabling success. The headteachers of these schools:

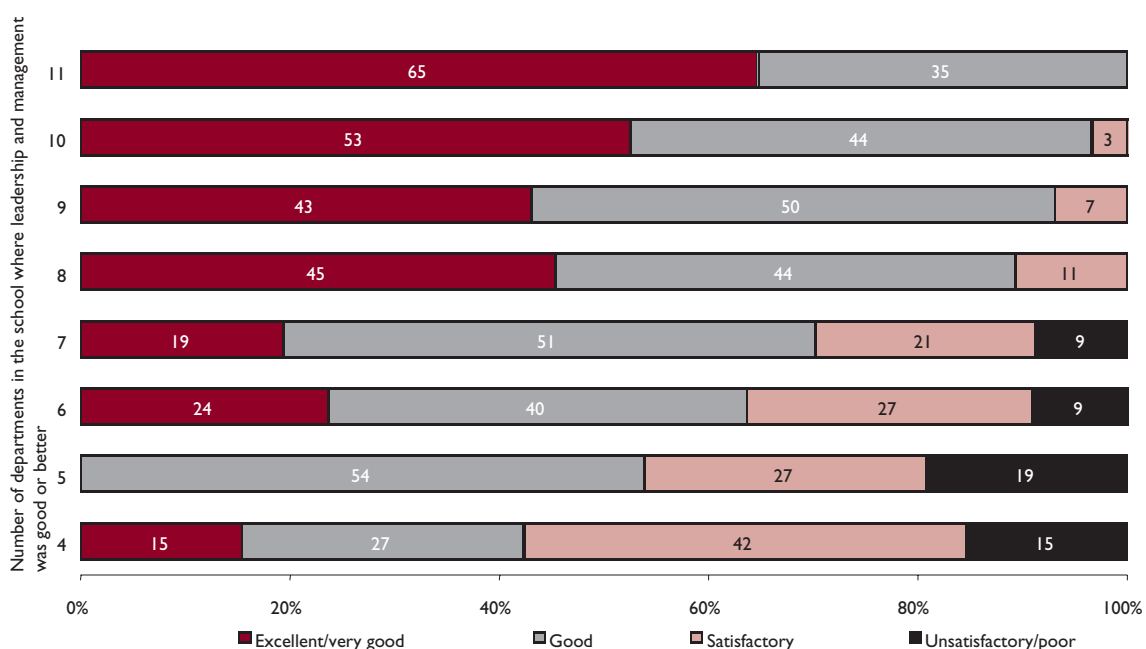
- were single-minded in their approach to school improvement, having a clear vision of what they wanted their schools to achieve, and seeing the curriculum as the means for ensuring the vision
 - had clear and high expectations not only of what should be taught but how. They enabled the school's principles to be translated into practice by setting out a detailed teaching and learning policy to be followed by all staff
 - involved themselves actively in managing the curriculum and, at the same time, created a strong sense of teamwork by involving the staff in discussion and decision-making
 - managed curriculum planning and teachers' time so as to allow teachers to concentrate on improving their teaching
 - managed the curriculum time so as to allow enrichment for the pupils through a wide variety of experiences
 - were able to persuade all staff to face up to weaknesses revealed through the analysis and use of performance data.
41. The inspectors found that many of the headteachers had been a long time in their current posts or had been headteachers elsewhere. This experience gave them the confidence to pursue their goals with determination and, if necessary, to take risks. Their leadership inspired loyalty from staff and the community and gave teachers confidence in what they were doing.
42. The evaluation of the implementation of the National Literacy and Numeracy Strategies involved the monitoring over time of a nationally representative sample of 600 primary schools. From these HMI selected 24 schools as case studies to investigate why some schools made much better progress than others (*Strategies in Action*, Ofsted, 2003).
43. HMI found that all the headteachers in the schools making good or better progress provided strong leadership and good management in establishing a culture of improvement. They were particularly good at persuading staff of the need for change and involving them fully in the process of improvement. Where there was resistance to change, they were not afraid to make difficult or unpopular decisions. HMI describe how:

One headteacher attempted to introduce the National Literacy Strategy to tackle the relatively poor levels of attainment of her pupils who lived in an affluent, semi-rural area of south-west England. The teachers were very reluctant to change their long-established routines. After a year of limited progress, the head decided to change the emphasis and concentrate upon the full implementation of the National Numeracy Strategy, an area where staff felt less certain of their own practice. There were a few crucial changes of staff, and before long, and with the active encouragement of the headteacher, the ideas embedded in the daily mathematics lesson also began to influence the teaching of literacy. After two years, the resistance to more effective ways of working in both subjects was largely overcome. Relationships improved and most staff began to see the value of the new approaches.

Subject departments in secondary schools

44. If there is a relationship between leadership and management and the quality of teaching, there is also likely to be a strong relationship between leadership and management and the quality of the individual subject departments in the school. Figure 15 indicates that this is the case.

Figure 15. Distribution of school leadership and management grades against number of departments in the schools judged to have good or better leadership and management (2001/02 inspections)



These figures have been rounded and may not add up to 100 per cent

45. The relationship between leadership and management across the whole school and the quality of departments is striking. In those secondary schools in which 10 or 11 subject departments were good or better, the overall quality of leadership and management was excellent or very good in at least half of the schools and mainly good in the rest. Conversely, schools where fewer than half of the departments were judged to be good or better – say, four or five departments – were much less likely to have good or better leadership and management.
46. During 2001/02, HMI inspected work in 15 subjects in 152 secondary schools, all selected as being effective overall, to explore some of the features of best practice and investigate the departmental or school organisation that underpins such very good teaching (*Good teaching, effective departments*, Ofsted, 2000/01).
47. The survey found that, even in good schools, achieving consistency across the whole curriculum remains a considerable challenge, requiring whole-school leadership that promotes consistent quality across all departments, and creates an ethos and school-wide systems that promote excellence in all subjects. Such leadership does not tolerate weaknesses or accept low standards.
48. In effective departments, the features of strong leadership and good management mirror those at whole-school level. Good heads of department make sure their aims are linked to those of the school; organise their departments to use time and resources, including staff expertise, efficiently and effectively; monitor teaching and pupils' progress and take effective action; maintain a strong sense of teamwork and collective responsibility; and provide good role models.

School improvement

49. In 2002 the DfES designated a particular group of secondary schools as 'facing challenging circumstances'. At present these are schools where 25% or fewer of the pupils achieved five or more grades A* to C in the GCSE and equivalent examinations in one or more consecutive years between 1999 and 2001, or where more than 35% of the pupils are entitled to free school meals. They represent fewer than one in five of all secondary schools, but include almost two thirds of those that are subject to special measures or have been designated as having serious weaknesses or as underachieving. From monitoring visits to around half of these schools, HMI have identified the following challenges for leadership and management:

- difficulties in recruiting and retaining specialist teachers, and widespread reliance on temporary and unqualified teachers, some of whom have very limited knowledge of the National Curriculum
 - seriously low and often worsening rates of attendance, particularly in Years 10 and 11
 - lower than average numbers and vacant places, making schools vulnerable to casual entrants, including poor attenders and pupils excluded from other schools
 - the pressure which high mobility of pupils, often including large number of refugees, can put on specialist resources, together with disruption to the continuity of teaching and learning.
50. Some of these schools are in areas where traditional industries such as coal-mining, textiles or ship-building have disappeared taking with them employment and a sense of local identity and culture: others are in cities with higher than average minority ethnic populations, often including refugees and asylum-seekers. Although schools in these disadvantaged areas face problems that are evident elsewhere, what sets them apart from the majority of schools is the intensity and complexity of these problems.
51. From their monitoring of such schools, including the evaluation of the Excellence in Cities programme, and from their observations of effective practice reported in 'Improving City Schools: the training of headteachers and other managers in secondary schools' (unpublished paper, Ofsted, 2001), HMI identified the following key issues which need particular and well-contextualised attention in leading and managing these schools, and where focused training and development opportunities are needed:
- building effective teamwork
 - appointing and supporting new staff
 - enhancing the performance of teachers and support staff
 - monitoring and evaluating pupils' and schools' performance
 - understanding the diversity of pupils' backgrounds
 - understanding effective teaching, curriculum management and pupil response

- working in partnership with parents and the wider community
 - managing difficult behaviour
 - financial management
 - planning and implementing change.
52. In *Making Headway* (Ofsted, 1998), a survey of the effectiveness of LEAs' strategies for seconding headteachers into schools requiring special measures, HMI wrote: 'When a school is put into special measures, one of the factors leading to this decision is often poor leadership. In many cases the headteacher leaves the school.' In *Lessons learned from special measures*, Ofsted, 2000, a report on schools which have achieved rapid improvement in the quality of the education they provide for their pupils, HMI described how, in addition to the issues listed above, the headteacher and senior managers also have to deal with other obstacles to improvement such as:
- anger about the label of 'failure', which can take a long time to dissipate
 - the need to address staffing problems, including complacency and resistance to changing practice
 - low expectations of pupils' ability to achieve high standards.
53. Clear-sighted and dynamic leadership is crucial to promoting positive attitudes, and engaging pupils, staff and parents in the process of improvement. From *Improving City Schools*:
- The dedication, drive and vision of the headteacher need to be evident to the whole school community. Headteachers must have a clear sense of direction, be tough, and maintain a very high profile. They cannot hide behind a closed door or seek refuge in paperwork, but need to be highly visible throughout the day, so that staff and pupils are reminded of the headteachers' expectations of them.*
54. Effective management at all levels is essential to bringing about school improvement. The headteacher and other managers must work as a team to manage the tasks required to implement the action plan, and manage the staff so that tasks can be completed successfully. They must balance the tensions between building on strengths and working on weaknesses.

Social inclusion

55. The persistent problem of low achievement and the growing problem of securing social inclusion were identified in the 1997 White Paper, 'Excellence in Schools', as the key areas that education policy needed to tackle effectively. Initiatives such as Education Action Zones (EAZ) and Excellence in Cities (EiC) were developed to do this, and to complement existing and new strategies for school improvement such as: the National Literacy and Numeracy Strategies, action to improve pupils' behaviour and attendance, and changes to school inspection, requiring inspectors to judge the extent to which the school had improved.
56. An HMI evaluation (*The Impact of Special Funding Programmes*, Ofsted, 2003), shows that what determines the extent to which a school improves is the extent to which the school's management at all levels is capable of using the additional funds and integrating the initiatives into the school's own development to meet the specific needs of the pupils.

Well-led, well-managed schools with a culture of self-appraisal and good strategies for self-improvement are using and adapting to good effect the initiatives, irrespective of whether they are funded by EiC or EAZ. In such schools the progress of pupils on all fronts is rapid. Inclusion strategies are firmly embedded in the pastoral structure, so that, for example, all staff tackle poor behaviour in the same way; and gifted and talented programmes improve the quality of teaching and planning in all lessons, not just those directed at these pupils. The school has adopted the good practice encouraged by the initiatives and can sustain and develop it throughout all its activities.

In short, whatever the source of funding and the improvement strategy, it works best in a school which is well run, both by senior managers, and by those responsible for the co-ordination of specific programmes, who influence directly the work of teachers and mentors. All staff share a common philosophy, commitment and approach to improvement, and bear a joint responsibility for making it happen. The programmes have far less impact, and sometimes very little at all, in schools where these factors are not present.

57. A 1999 Ofsted report (*Raising the Attainment of Minority Ethnic Pupils: School and LEA responses*) underlines the importance of strong leadership and management in raising the attainment of pupils from minority ethnic groups.

In the schools which have been most successful in raising the attainment of minority ethnic pupils, senior managers make clear that the underperformance of any group is not acceptable, gather evidence systematically and challenge individual teachers and departments to spell out what they intend to do to improve the situation.

In two reports of good practice in schools (*Achievement of Black Caribbean Pupils: Three Successful Primary Schools*, Ofsted, 2002, and *Achievement of Black Caribbean Pupils: Good Practice in Secondary Schools*, Ofsted, 2002), where Black Caribbean pupils achieve more than they do in other schools, the importance of leadership is emphasised in establishing an ethos that gains the confidence of parents, pupils and the local community. All three reports make clear that, in schools that are successful, curricular and pastoral strategies are sensitive to the ethnic groups in the school and the wider community.

Performance management of teachers

58. Since September 2000, the governing body of each maintained school in England has been required to ensure that the performance of its teachers, including the headteacher, is reviewed annually. This requirement developed from a national system of compulsory appraisal introduced in 1991, but which Ofsted found had failed to contribute as much as it should have done to raising pupils' standards of achievement and improving teachers' levels of performance.
59. The rationale for introducing the new scheme is set out by the DfES in its 'Performance Management Framework'.

Performance management is a way of helping schools improve by supporting and improving teachers' work both as individuals and in teams. It sets a framework for teachers and their team leader to agree and review priorities and objectives within the overall framework of school development plans. It focuses attention on more effective teaching and leadership to benefit pupils, teachers and schools.

60. A link between the overall quality of management in a school and how well it meets the requirements for performance management is evident from *Performance Management of Teachers*, Ofsted, 2002, a report on the implementation of the government's new performance management requirement for teachers, based on a sample of primary, secondary and special schools. Where performance management has weaknesses, these are either the result of a failure to carry out the required procedures properly or to link performance management to other aspects of school management.

61. The evidence from school inspections for 2001/02 (figures 6 and 7) is that the strategy for appraisal and performance management is good or better in 56% of primary schools and 51% of secondary schools. Although this is an improvement on 2000/01 outcomes, much more still needs to be done. The report sets out clearly which are the areas to which schools should give particular attention. These include ensuring that:

- there is more effective linkage between the performance management of teachers and schools' other planning cycles
- objectives are specific with clear and robust success criteria
- performance data are used more effectively in setting pupil progress objectives
- training plans support teachers effectively.

Training for leadership and management

62. Three national training programmes for headteachers are a central component of the government's drive to improve school leadership and management. These programmes are: the National Professional Qualification for Headship (NPQH); the Leadership and Management Programme for New Headteachers (HEADLAMP); and the Leadership Programme for Serving Headteachers (LPSH). They are designed to meet, respectively, the needs of aspiring headteachers, newly appointed headteachers and headteachers with several years' experience. In addition, LEAs have a responsibility for providing induction for newly appointed headteachers.
63. In April 2002, HMI reported their inspection findings for NPQH, LPSH and LEA induction arrangements, including some elements which were paid for with HEADLAMP funding. HMI found some shortcomings in both the quality of provision and the way in which the training as a whole is structured. In particular they had concerns about: insufficient emphasis on leadership teams as well as individuals; a lack of progression between the three training programmes; and, most importantly for the headteachers of schools facing particular challenges and of small rural primary schools, a failure to meet sufficiently their particular needs.
64. In their report, HMI listed key issues for the National College for School Leadership (NCSL), launched in November 2000, to consider. These include:
- the need for training programmes to distinguish more clearly between leadership and management
 - the provision of differentiated training to meet the needs of headteachers from varying contexts
 - the need to structure the training programmes to ensure coherence and progression
 - the need to evaluate the impact of leadership training on school improvement and raising standards.
65. In the follow-up to *Improving City Schools*, HMI identified the same general issues for consideration relating to the needs of schools working in difficult circumstances. They also suggested that more and better use could be made of development strategies such as visits, exchanges, secondments, mentoring and systematic opportunities for training across similar schools

in challenging circumstances. These are strategies that could be applied beneficially to schools in a variety of contexts.

66. In 2000, Ofsted contributed its evidence to a workshop organised by the Standing International Conference of Central and General Inspectorates of Education (SICI) on 'Evaluating School Management' (SICI workshop, March 2000). The workshop identified that, although there are variations across the (European) member states in the way schools are structured and organised, there are key elements of management that are independent of these structural differences. In 2001, the Organisation for Economic Cooperation and Development (OECD) published a nine-country study on innovative initiatives in school management. The case studies illustrate the different strategies that different countries are developing to deal with what are often fundamentally the same issues.
67. The NCSL has established a staged programme for developing leadership and is providing courses to meet the needs of headteachers working in different school contexts. It has also recognised the value of gaining firsthand experience of leadership and management issues in other countries and how they are dealt with by arranging a programme of overseas secondments for headteachers.
68. Extensive research has been carried out into leadership and management in schools and Ofsted takes account of this research when planning its own work. Much of this research also has significant implications for NCSL. A substantial survey commissioned by the Department for Education and Skills to establish the current state of leadership and management in England (Establishing the Current State of School Leadership in England, DfES Research Report RR336, 2002), includes among its numerous and detailed findings the following examples of which are of particular interest:
 - teachers want to become leaders in order to 'have a say' and 'make a difference'
 - although the majority of respondents in the sample were white, there were more NPCH candidates and middle managers than heads and deputies from minority ethnic backgrounds, indicating that there are now more potential school leaders from such backgrounds
 - there is a need for leadership programmes that encourage school leadership which permeates the organisation of the whole school.

The NCSL is recognising the need for leadership and management to be embedded throughout the school by increasingly providing training for staff at all levels.

Further challenges

69. The government has made clear its continued commitment to raising standards and promoting social and educational inclusion. Policies for improvement include initiatives aiming to provide new or extended challenges for the leadership and management skills of headteachers and key staff.
70. In 1997 the government decided to focus its reform programme on primary and early years education. Headteachers faced the challenges of expanding provision for the under-5s and implementing the National Literacy and Numeracy Strategies. Although attainment at Key Stage 2 in English and mathematics has improved significantly, it has also reached a plateau. Primary headteachers are now faced with improving the attainment of the difficult 25% of lower-achieving pupils in order to meet the revised government targets.
71. More recently the focus of improvement has shifted to secondary education. In September 2001, the Key Stage 3 Strategy national programme began. In their initial evaluation of the strategy (*The Key Stage 3 Strategy: evaluation of the second year*, Ofsted, 2003), HMI found that it has had a generally beneficial effect on teaching, but that there is no evidence as yet of widespread significant improvement in the Key Stage 3 test results in English and mathematics in the schools involved in the pilot programme since September 2000. The challenge to improve standards at Key Stage 3 has still to be met. Ensuring more effective transition between Key Stages 2 and 3 needs to be a key component in any strategy to meet this challenge.
72. At Key Stage 4, attention has focused on increasing the numbers of pupils who achieve five or more grades A* to C in schools designated by the DfES as facing challenging circumstances. In his annual report 2001/02, David Bell commented:
- When we inspect these schools we often find that their provision is satisfactory or better. We see teachers working hard and with intense dedication. But raising the measurable outcomes of these schools in terms of performance in public examinations is proving to be a real challenge. Yet there are schools which have done particularly well in the most unpromising of circumstances and their example offers genuine hope to others.*
73. The quality and range of the curriculum are critical in both primary and secondary education. The challenge for primary schools to maintain a

broad curriculum while at the same time meeting increasingly demanding performance targets as measured by national tests has already been referred to. The Key Stage 3 Strategy has also identified the need for a concerted approach across the whole curriculum. For Key Stage 4 and beyond, the White Paper '14 to 19: Opportunity and Excellence' is aimed at addressing the structural weaknesses in 14 to 19 education and training of the lack of breadth and challenge in the curriculum and weak vocational provision.

74. Many schools now work more closely with one another and with other agencies to improve social and educational inclusion through initiatives such as Excellence in Cities, Early Excellence Centres and extended schools. Secondary schools in particular are being encouraged to improve collaboration and collegiality and to form federations to train teachers for example. The White Paper 'A New Specialist System: Transforming Secondary Education' aims to give schools more freedom and flexibility in how they operate, as well as the opportunity to innovate and lead change. It includes freedom for popular schools to expand and the development of a 'Leading Edge' programme for schools to improve in partnership with one another, building on Advanced and Beacon Schools. The White Paper introduces the Leadership Incentive Grant which requires schools to work collaboratively to bring about change where there is weak or uncommitted leadership. To the skills already required of strong leaders and effective managers must now be added those of being able to work successfully with other schools and agencies so as to improve their own and others' performance.

Conclusion

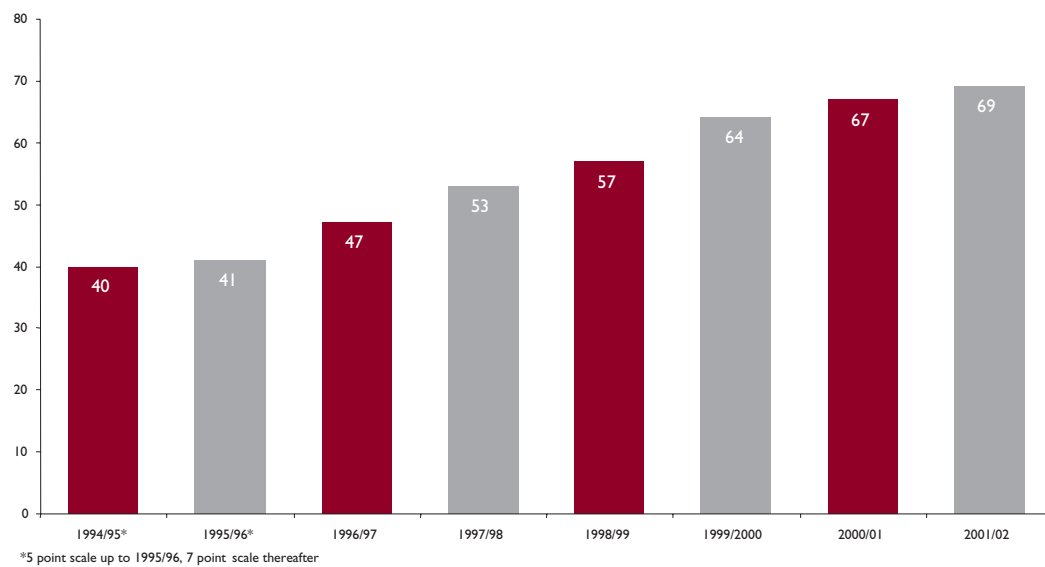
75. The increasing delegation of authority for managing schools to headteachers and governors, which began with the Education Reform Act 1988, has led to a greater level of challenge in the already very demanding tasks of leading and managing a school of any kind. The need for strong and inspiring leaders and for highly competent and effective managers is greater than ever before.
76. Evidence from school inspections shows that the proportion of schools in which leadership and management are good or better has increased significantly since 1996/97. In 2001/02, leadership and management were found to be good or better in over three quarters of all schools inspected. The proportion of schools with excellent or very good leadership and management has more than doubled over the same period. Some of the improvement can be attributed to the programmes of training for headteachers which began in 1995 and which have led to the setting up of the National College of School Leadership in 2000.
77. There are more strengths in aspects of leadership than of management and there is more very good leadership and management in secondary schools than in primary schools. In most schools, leadership is good at ensuring a clear educational direction for the school and that the school's aims and values are reflected in its work.
78. Aspects of management which are in particular need of improvement in both phases include the school's strategy for appraisal and performance management, and the monitoring, evaluation and development of teaching. Nearly a quarter of secondary schools are unsatisfactory or poor at matching teachers and support staff to the demands of the curriculum and in over 15% of primary schools, the delegation and contribution of staff with management responsibilities are unsatisfactory or poor.
79. Surveys by HMI provide detailed evidence of the importance of leadership and management in a variety of contexts, including in schools designated by the DfES as schools facing challenging circumstances (SFCC), and in schools involved in the Excellence in Cities programme. This evidence confirms the widely held view that the way in which the characteristics of strong leadership and good management are applied in different circumstances is of fundamental importance.
80. In the drive to raise standards and promote social inclusion, the individuals who lead and manage our schools continue to face new challenges. It is no longer true – if it ever was – that leadership and management are the sole

responsibility of the headteacher. High-quality leadership and management must now be developed throughout a school's organisation if these new challenges, many of which require working much more closely in partnership with other schools and agencies at all levels, are to be met successfully.

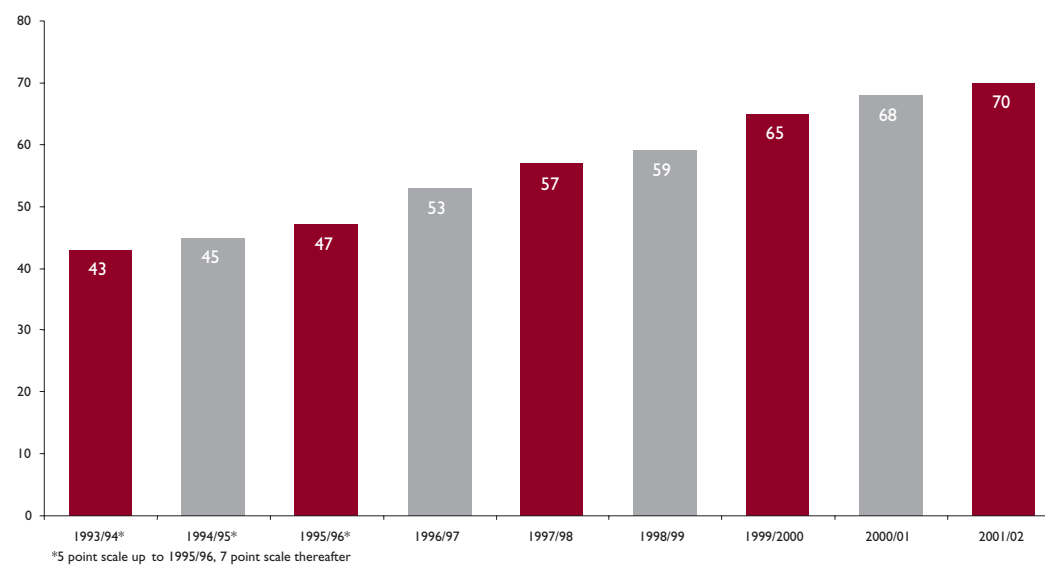
Annexes

Annex A. Good or better teaching in lessons (%)

Primary schools

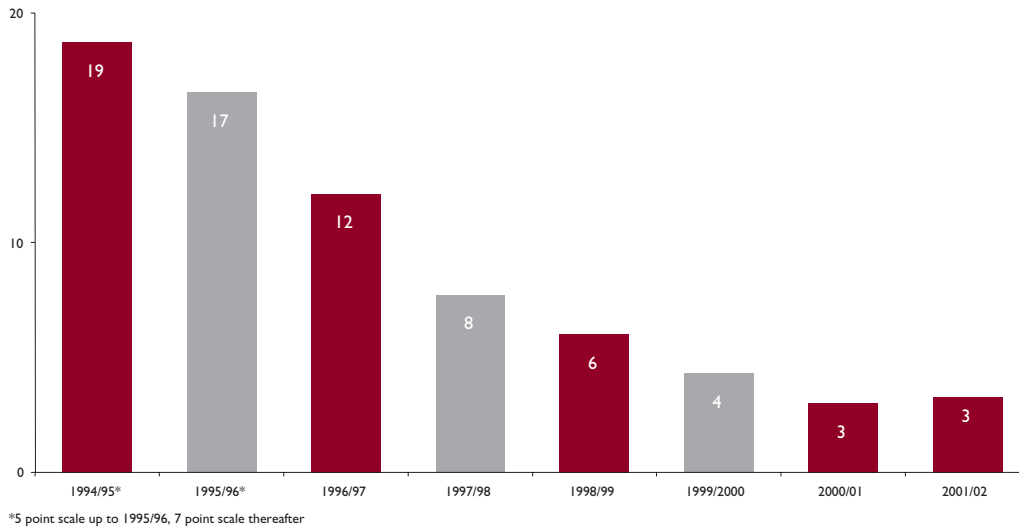


Secondary schools

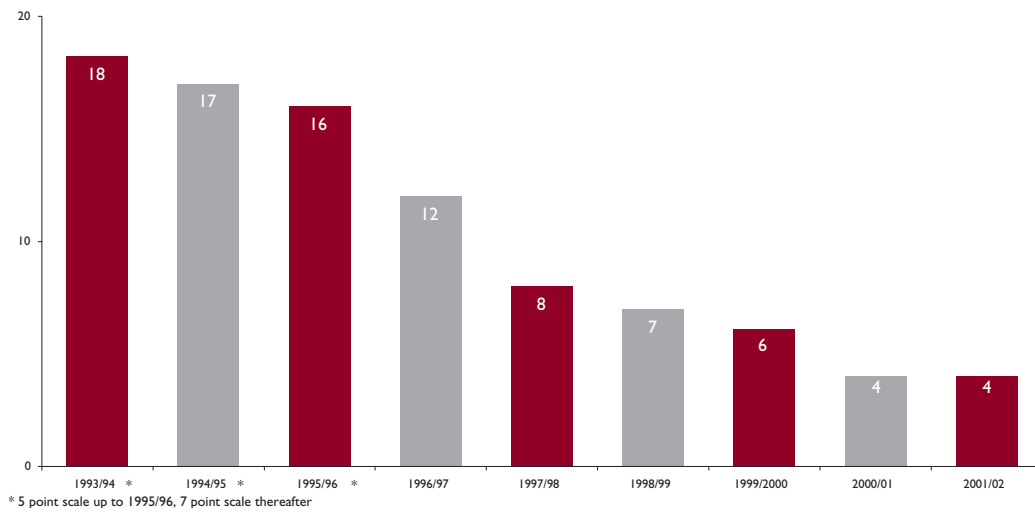


Annex B. Unsatisfactory or poor teaching in lessons (%)

Primary schools



Secondary schools



Notes:

