

# Developing the role of school support staff

The Consultation

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# Foreword by the Secretary of State for Education and Skills

Today, over 200,000 support staff are helping transform our schools' ability to raise standards of pupil achievement. Playing fulfilling roles in their own right, including in classrooms, they are also freeing teachers to focus on teaching. But we now need to go even further. This consultation paper heralds a revolution in both the nature and the extent of the contribution made by our support staff in schools.

Teaching assistants working alongside teachers have already contributed to significant improvements in the quality of teaching of literacy and numeracy. Over the coming years, we shall see further types of support staff appearing in our classrooms. That includes the development of a new stream of higher-level teaching assistants, pushing back the boundaries of what they can do in classrooms, just as nurses have done in recent years in hospitals.

Our schools face intense and urgent challenges. They need to progress and enrich the primary curriculum, to transform standards in secondary education, to provide more choice from 14 onwards, to tackle poor behaviour, and to respond more flexibly to the individual needs of all pupils. Support staff will be critical to the achievement of these goals, both through their direct contributions and by releasing the energies of our teachers.

The momentum of change is now gathering pace. Education investment over the next three years – an extra £12.8 billion annually by 2005–06 – provides the opportunity to accelerate reform. We shall see support staff numbers continue to grow dramatically – we estimate at least by 50,000 during this Parliament alone.

More adults will be working in our schools in a wider range of support roles than ever before. We need to ensure this precious resource is having the utmost impact on raising pupil standards. Schools will need to draw on as wide a range of skills and expertise as possible. Sports coaches, language assistants, learning mentors, technicians, music and drama coaches, special needs assistants, nursery nurses, will all have a role to play.

The proposals in this paper are designed to help schools seize the new opportunities. Reform on the scale we envisage must be properly managed. That is why we are making available additional resources; providing a new legal framework to govern the supervision of support staff involved in teaching and learning; establishing a major new programme of training to support the higher-level teaching assistant role; mapping clearer progression routes for all support staff; and providing training, guidance and support for headteachers, teachers, support staff and governors in managing the changes.

Working in partnership, the education service can deliver the biggest boost to pupil standards ever achieved by the schools sector, as a result of these reforms.

I look forward to hearing your views on the proposals set out in this paper.



Rt Hon Estelle Morris MP  
Secretary of State for Education and Skills  
October 2002

# Executive Summary

Our vision is to unlock the full potential of the school workforce to raise standards of pupil achievement, through developing the role of support staff. With the right training and supervision, as well as sufficient numbers, support staff can release significant amounts of time for teachers and headteachers to focus on their core professional role, improving standards of teaching and learning, not being dragged back by an excessive workload of other tasks. Increased numbers of better trained support staff will in their own right enrich the experience of pupils.

We look to governors and headteachers to review how they can use their budgets as a whole – both existing resources and the substantial increases promised over the next three years – to make the most of their current support staff and recruit significantly more, deploying them innovatively and extending their role. We look to support from local education authorities and other stakeholders, including unions and professional associations, to help make new approaches work in the interest of pupils and their members alike.

*The Government proposes to act in four main areas to support schools in building the momentum for change and tackling barriers.*

## **1. We will enable schools to recruit more support staff**

Additional funding for schools' mainstream budgets will include money for support staff salaries. We estimate that schools should have the capacity to recruit at least 50,000 more (full-time equivalent) support staff during this Parliament. The increased School Standards Grant paid direct to every school, and the new Leadership Incentive Grant for many secondary schools in challenging areas, will provide particular opportunities for schools to remodel their staffing structures.



We propose the following as the priority areas for deploying additional support staff:

- assisting classroom teachers with administrative and other routine tasks
- assisting classroom teachers with higher-level tasks directly associated with teaching and learning
- supporting school-wide behaviour management
- providing technical support, particularly relating to information and communications technology (ICT)
- assisting headteachers with higher-level managerial and administrative responsibilities.

Actual numbers and deployment will depend on decisions of individual schools.

## **2. We will introduce a new framework for the teacher-support staff relationship**

The Government's vision of a broader and deeper contribution by support staff to the work of schools requires a reassessment of the respective roles of teachers and support staff and of the regulatory framework. In pushing back the boundaries, we need to be clearer about the conditions and safeguards governing this.

We propose for the first time to regulate the involvement of support staff in teaching and learning. Draft regulations and guidance relating to section 133 of the Education Act 2002 are published for consultation alongside this paper. Responses are requested by 22 January 2003.

The regulations will clarify the circumstances under which support staff can undertake 'teaching activities'. Our proposed approach is based on the principle that qualified teachers must have responsibility for ensuring high standards of teaching and learning. Most teaching requires the expertise and skills of a qualified teacher; but some teaching activity can be undertaken by suitably trained staff without Qualified Teacher Status (QTS), provided they are working within a system of leadership and supervision provided by a qualified teacher. Determining what should be delegated, and the nature and extent of supervision should primarily be a matter for the professional judgement of headteachers and qualified teachers rather than for rigid national demarcation.

### **3. We will improve training, qualifications and career progression opportunities and promote development of higher-level roles**

Decisions on appropriate ranges and combinations of responsibilities need to be made at school level. The Government will focus on developing a broad framework of training and qualifications to support career progression, including the development of higher-level roles.

We propose to:

- extend induction training for all support staff, building on the success of the DfES induction training for teaching assistants
- encourage the development of three broad career progression routes – “pedagogical”, “behaviour and guidance”, and “administration and organisation”
- commission the Teacher Training Agency to develop standards and training for higher-level teaching assistant roles – we envisage funding a programme that can build up to 20,000 places a year, delivered through local providers
- develop smoother progression routes to QTS for those support staff who wish to enter the teaching profession
- develop higher-level behaviour and guidance roles with suitable training
- extend customised training for school bursars and business managers – the National College for School Leadership will offer at least 750 places a year on certificate level training and develop a higher level diploma course
- conduct a systematic mapping exercise to show how existing qualifications fit with the proposed career progression framework
- provide additional targeted funding over the next three years to develop new training provision and support its local delivery.

### **4. We will support headteachers and governors in managing the change and deploying support staff effectively**

These changes represent a significant leadership and management challenge for governors and headteachers. The Government looks to school leaders to seize this opportunity to establish support staff within a clear management structure, ensuring that the whole of the workforce is operating as an effective and cohesive team.

To support the management of change, we propose to:

- develop further guidance and a programme of support based on lessons learnt from the 32 workforce pathfinder schools around the country, which are using change management techniques to rethink the way they use their resources
- work with the National College for School Leadership and other key stakeholders to ensure that training programmes and networks for school leaders support these needs
- provide extra support through the new Leadership Incentive Grant for schools facing the greatest challenges to restructure their staffing
- make more case study material available from cutting-edge schools across the system
- facilitate new ways of working through the Innovation Unit, and encourage the spreading of ideas and good practice through collaboration and federations of schools
- develop further in-service training materials for teachers on managing and deploying support staff effectively, taking account of advice offered by the General Teaching Council
- fund up to 100 new Advanced Skills Teacher posts for teachers with particular skills and experience in working with and managing support staff
- support Local Education Authorities in their key role of helping individual schools to think through the implications of remodelling for their budgets, management and personnel practices, and developing plans
- liaise with the National Joint Council for Local Government Services as it develops guidance for schools and LEAs on the framework for grading support staff, with the aim of ensuring that schools and LEAs include the proposed higher-level roles within their future thinking on grading levels
- encourage a whole-school approach to staff development, with joint planning and training activities where appropriate
- support schools and LEAs in addressing the implications for school buildings and equipment, recognising these as a priority for the use of capital expenditure, which is set to increase significantly over the next three years.

**The proposals in this paper relate to schools in England only.**

**This consultation begins in October 2002 and lasts for three months. We are very keen to receive responses from as wide a range of individuals as possible, including members of all the support staff groups mentioned in this paper, teachers, headteachers, governors, parents, LEA staff, training providers, and Learning and Skills Councils. We would encourage headteachers to circulate the paper widely within their school and beyond.**

**All responses must reach us by 22 January 2003 in order for your views to be taken into account. Ways of responding are set out in Chapter Five.**

# 1: A remodelled school workforce

1. A new school workforce is taking shape. In the past few years it has undergone a quiet revolution in its make-up and roles. The challenge now for Government, school leaders, teachers, support staff, LEAs and others is to lead and accelerate that revolution. Schools are about people: more than 7 million pupils who need the best possible start in life, to realise their full potential; and hundreds of thousands of adults working to bring to life the vision of a world class education system.

2. Maximising the individual potential and the collective contribution of school staff – 700,000 strong and rising – is in all our interests. Well managed, the benefits to high quality teaching and learning, and to raising the status and tackling the workload of the teaching profession, will be great. This consultation paper discusses how we can secure these benefits, and invites stakeholders across the system to play their full part.

## WHERE ARE WE NOW?

3. There are more teachers now than for twenty years – about 420,000 full-time equivalents. Their quality and commitment to raising standards are unprecedented. We are well on the way to meeting the Government's 1997 Manifesto pledge of 10,000 more teachers by 2006. But the biggest transformation has been among school support staff. Some schools now have as many support staff as there are qualified teachers. Many are part-time, but even expressed as full-time equivalents there are 216,000 – a third of the total workforce, and 80,000 more than in 1997.

4. They perform an increasingly wide range of roles, in and out of the classroom:

- more administrative staff, with more complex jobs, assist heads as schools have taken on more management responsibilities
- librarians and laboratory technicians are familiar figures in secondary schools
- ICT staff bring technical skills to support teachers' use of information technology
- learning mentors and other trained staff are tackling barriers to pupils' learning, improving behaviour and attendance, strengthening links with parents and the local community
- nursery nurses are well-qualified with high status without being qualified teachers, as are many staff who work in special schools
- parents have already seen the difference made by many more teaching assistants and special needs staff – over 100,000 now, up by 50% since 1997 – working closely with pupils as part of the teaching and learning team, particularly on literacy and numeracy
- evidence from Ofsted section 10 inspections shows that the quality of teaching in lessons with teaching assistants is better than in lessons without them.

5. Recruitment levels are strong, the work is interesting and family-friendly, and support staff help to ground schools in the communities they serve.

6. Growth has so far been organic, and numbers and roles vary widely between schools and across phases of education. A full analysis of the current position is at Annex A to this consultation paper, and a summary of recent research findings on the contribution of existing support staff within the current legislative framework is at Annex B. Reinforced by the extra funding from the 2002 Spending Review, a further rapid expansion of support staff numbers is welcome and unstoppable. Their current role is highly valued by governors, headteachers and parents. But with the right investment and reform many current and new support staff will want to make an even bigger contribution than now, unlocking the potential of the whole school workforce and helping create the capacity for transformation. This is an historic opportunity.

## WHAT IS THE VISION?

7. We want to unlock the full potential of the school workforce to raise standards of pupil achievement, through developing the role of support staff. With the right training and supervision, as well as sufficient numbers, support staff can release significant amounts of time for teachers and headteachers to focus on their core professional role, improving standards of teaching and learning, not being dragged back by an excessive workload of other tasks. Increased numbers of better trained support staff will, in their own right, enrich the experience of pupils.

8. In July this year the Government's "Investment for Reform" document outlined its vision of an education system challenged to transform its expectations and working practices and backed by sustained resources, rising to £57.8 billion in 2005/06. Schools will have stronger leadership; collaborate more effectively; be more outward facing; and focus relentlessly on improving teaching and learning. Increasingly, the devolution of resources and responsibility to the front line will mean that schools themselves will be leading transformation, working in partnership to identify and share good practice and innovative solutions.

9. The school workforce must be at the heart of these changes. We want:

- teachers to drive forward new, more flexible models of teaching and learning: exercising their informed professional judgement in leading a range of colleagues to enrich provision and raise standards for each and every pupil, and accountable for learning outcomes rather than for every step of the journey
- teachers to be freed up from more routine tasks to concentrate on the most demanding teaching roles, with time for high quality preparation, planning and assessment, raising their status and enhancing their professionalism. We shall not achieve higher standards for pupils, or the changes we are discussing with national partners to ease teachers' workloads, without the reforms discussed in this paper

- support staff to be available in sufficient numbers, and with the right skills and knowledge, to complement headteachers and teachers in their work at increasingly high levels: some helping headteachers to lead and manage their schools, some, with appropriate leadership and supervision, ready and able to lead some teaching and learning in their own right, some supporting teachers in managing the behaviour of pupils
- a system confident enough to sweep away old demarcations and assumptions, and committed to good quality induction, training and management for all staff which allows them to play their full part
- headteachers and governors to think radically about how they spend their budgets and deploy their staff to deliver this vision
- supportive LEAs and other stakeholders, including unions and professional associations, willing to help make new approaches work in the interests of pupils and their members alike.

#### **BUILDING MOMENTUM, TACKLING BARRIERS**

10. The Government looks to governors and headteachers to review how they can use their budgets as a whole – both existing resources and the substantial increases promised over the next three years – to make the most of their current support staff and recruit significantly more, deploying them innovatively and extending their roles in line with this vision. The additional funding for schools' mainstream budgets will include money for support staff salaries, and we estimate that schools should have the capacity to recruit at least 50,000 more (full-time equivalent) support staff during this Parliament. The increased School Standards Grant paid direct to every school, and the new Leadership Incentive Grant for many secondary schools in challenging areas, will provide particular opportunities for schools to remodel their staffing structures.

11. We see the following as the priority areas for deploying additional support staff:

- assisting classroom teachers with administrative and other routine tasks
- assisting classroom teachers with higher-level tasks directly associated with teaching and learning
- supporting school-wide behaviour management



- providing technical support for Information and Communications Technology (ICT) systems
- assisting headteachers with higher-level managerial and administrative responsibilities.

12. Much will depend on the decisions made by individual schools, taking into account their current position and development objectives, the resources available to them, and LEA policies. Governors and headteachers will need to decide the right balance between teacher, support staff and other costs; the range and level of support staff roles and the training and other support they will need; and when to employ new staff, when to extend the hours worked by existing staff, and when to invite staff to step up to higher-level responsibilities. But the challenge is not whether these changes can happen; it is how we make the most of them together.

13. The Government's vision and the detailed proposals in this consultation document have benefited from:

- challenging but constructive discussions in the past year with the unions and associations representing head teachers, teachers and support staff, and with representatives of employers, and key national bodies;
- research and evaluation of the contribution made by support staff so far;
- valuable advice from the General Teaching Council on the role of other adults in teaching and learning, and recommendations from the School Teachers' Review Body on teachers' workload issues; and
- many contacts with individual schools.

14. It is clear that there is an appetite for change; a growing consensus that support staff are key to the next stage of school reform; and a rapid increase in innovative working practices at school level. But – rightly – there is also a demand that Government and its partners manage the transition well, to maintain the focus on high standards and ensure that individuals involved are well supported. This consultation document is an important next step in the dialogue. Specifically, it looks at three key issues:

- a new framework for the relationship between those with Qualified Teacher Status and others in schools who are involved in the teaching and learning process (Chapter Two)
- the development of higher-level roles for some support staff, and how these changes will be supported by improved training, qualifications and career progression opportunities for all support staff (Chapter Three)
- support for change, and other implications for the management of schools and staff (Chapter Four).

#### QUESTIONS FOR CONSULTATION

**Do you find compelling the Government's vision of more support staff with extended roles to support high quality teaching and learning and help tackle teachers' workload? Do you have examples of ways in which schools are already beginning to realise this vision?**

**Are there any key risks to be managed in taking the vision forward? Are there specific issues for primary, secondary and special schools?**

**Do you agree with the early priorities for the deployment of additional support staff identified here?**

## 2: A new framework for the teacher/support staff relationship

15. Pushing back the boundaries of what support staff can and cannot do, and being clearer about the conditions and safeguards governing this, are critical to the next phase of reforms and higher standards of pupil achievement. In the past, the involvement of support staff in the teaching and learning process has been unregulated. The Government's vision of a broader and deeper contribution by support staff to the work of schools requires a reassessment of the respective roles of teachers and support staff and of the regulatory framework. The roles themselves are discussed further in Chapter Three. This Chapter discusses the principles and legal framework that should underpin the working relationship between teachers and support staff.

### KEY PRINCIPLES

16. The key principles underlying our proposed approach are that:

- qualified teachers must have overall responsibility for effective teaching and learning;
- most teaching requires the expertise and skills of a qualified teacher; but some teaching activity can be undertaken by suitably trained staff without QTS, provided they are working within a clear system of leadership and supervision by a qualified teacher;
- determining what should be delegated, and the nature and extent of supervision should primarily be a matter for the professional judgement of headteachers and qualified teachers rather than for rigid national determination;

- this kind of supervision, regulated by law, could be quite distinct from any arrangements the school will decide to make for the line management of the relevant member of the support staff;
- the purpose of this kind of supervision is to ensure high standards of teaching and learning. The Government's reforms are intended to raise standards of pupil achievement and nothing must jeopardise this;
- this supervision provides the safeguards over teaching and learning; but the school will need to ensure other types of safeguards are in place, including training for those with health and safety responsibilities; and child protection checks.

#### LEGAL FRAMEWORK

17. For the first time, the involvement of support staff in the teaching and learning process is to be regulated. This follows the enactment of section 133 of the Education Act 2002. Put simply, this provides for the regulation of specified work when conducted by support staff without QTS.

18. In particular, this chapter focuses on the circumstances under which teaching activities can be delegated to staff without QTS. Further details are provided by:

- draft regulations made under section 133 of the Education Act 2002; and
- accompanying guidance, which also includes specimen job descriptions for support staff, for illustrative purposes;

which have been published for consultation in parallel with this document.

#### CATEGORISING WHAT TEACHERS AND OTHER STAFF CAN DO

19. The current work of teachers can be disaggregated in principle into the challenging and high added value teaching and direction of which only a qualified teacher is capable; teaching activities that could be undertaken by staff without QTS, subject to an appropriate degree of supervision by a qualified teacher; and activities that do not necessarily require any professional involvement from a qualified teacher.

## What only a qualified teacher can do

20. Only qualified teachers can take overall responsibility and accountability for the quality and outcomes of teaching and learning. They should also undertake, in person, those activities that add the most educational value and require the knowledge, skill and professionalism of a qualified teacher. The next phase of raising standards of teaching and learning requires that teachers are able to take an even more differentiated approach than in the past to the individual learning needs of the different pupils they teach. This will require expert diagnostic assessment and a high added value approach to their teaching.

21. The Government's reforms are designed to free teachers to teach: to contribute the expertise in the classroom that their highly specialised training and preparation fit them for. They are about putting teachers to the forefront and giving them the time to bring their highly developed skills to bear. Only in this way will we narrow the achievement gap, which is too wide even within some schools, not just between one school and another.

22. Consequently, these reforms are not about teachers moving into background roles, and are not about support staff taking over the brunt of the teaching responsibility. The Government will also be continuing to expand the number of qualified teachers, with a commitment to an extra 10,000 teachers during this Parliament.

23. But the reforms will involve a new type of higher-level teaching assistant taking on new roles in the classroom; and support staff (who may in some cases also be higher-level teaching assistants) helping to provide cover when teachers are absent. There will also be cases where a trained and experienced adult without QTS can make a particular contribution to pupils' learning, as with sports coaches.

24. These new roles will require a degree of interaction with pupils over their learning, which can properly be described as teaching activity. This activity will not displace qualified teachers, or their contribution, any more than the increasing roles taken on by nurses have displaced doctors.

25. In practice, the difference between the contribution of a qualified teacher and a higher-level teaching assistant, or a cover supervisor, will not be defined in terms of simple words

but by the quality of what each member of staff can reasonably be expected to demonstrate. It is not reasonable to look to a teaching assistant to demonstrate the full subject expertise and professional judgement of the qualified teacher.

26. For example, there is a difference between teaching a new, stretching concept to a class and overseeing revision or consolidation activities, or the independent learning that our pupils increasingly need to be equipped with. But that difference cannot be distilled in a few legal or administrative phrases – it is the essence of what pedagogy is all about and schools will be able to exercise expert judgements here that no DfES rulebook could or should hope to second guess.

27. Some tasks can be captured by words, however. For example, the Government considers that the appraisal of the teaching work of a qualified teacher should only ever be done by another qualified teacher.

### Tasks that require a system of supervision by a qualified teacher

28. *Teaching activities*: the regulations which we propose to make under section 133 of the Education Act 2002, and which have been issued in parallel with this document in draft for consultation, list ‘specified teaching work’ as follows:

- a. planning and preparing lessons and courses for pupils;
- b. delivering lessons to pupils;
- c. assessing the development, progress and attainment of pupils;
- d. reporting on the development, progress and attainment of pupils; and
- e. marking the work of pupils.

29. These duties are carried out by qualified teachers on a day-to-day basis and the regulations propose that they can, if schools so choose, be carried out by a range of adults without QTS, subject to a system of supervision<sup>1</sup>. As argued above, these phrases only describe *kinds* of activities. They do not convey the degree of challenge and complexity of different learning situations. The more complex the teaching that needs to be done, the more clear it will be that it should only be done by a qualified teacher.

<sup>1</sup> In addition to the support staff groups covered by this paper, the draft regulations and guidance also refer to groups of teachers without QTS, such as teachers with an overseas teaching qualification, student teachers and instructors, for whom separate arrangements apply. For further details, see the draft regulations and guidance.

30. In any event, qualified teachers must always **oversee** the teaching and learning process, using their training and expertise to identify learning activities and goals, and to define pace and scope for individual pupils and for groups. However, in doing this they may identify activities that will contribute to teaching and learning and that, in their professional judgement, can be carried out entirely or partially by other suitably trained adults with an appropriate level of supervision.

31. For example, there are activities that support learning such as finding, selecting and co-ordinating resources using ICT, which do not necessarily need to be done by a qualified teacher. It could also be a more appropriate use of time if the teacher decides what is to be taught and leads on the topic, and then another adult delivers subsequent aspects of the lesson. In some cases, appropriately trained support staff could take the lead with whole classes to free teachers to undertake planning and preparation for future lessons.

#### Case study 1 – Supervision of cover and specialist support

At Haberdashers Aske's Hatcham College in Lewisham, technicians are used to teach specific ICT skills to some students at KS3 and to supervise classes when teachers are absent. The technology technicians at the school have a range of skills and capabilities that are used to support pupils. They are perceived as full members of the teaching team, contributing to the School Development Plan, attending staff meetings and being part of the school's performance management process. As the technicians are aware of the learning programmes delivered in the school and are aware of their pupils' learning needs, the school believes that they are better placed to cover for teacher absence than supply teachers. This approach also ensures that there is less interruption to pupils' learning.

32. *Cover*: the Government believes that well-trained and experienced support staff can play a useful role in undertaking cover for *short-term* teacher absence, for example when teachers are ill or undertaking professional development or planning, preparation and assessment (PPA) activities. A member of the support staff with appropriate classroom management training and skills, who knows the pupils' needs and school procedures, may be a more appropriate choice to undertake cover than another qualified teacher from the school or a supply teacher. Cover supervisors helping pupils with their learning will be covered by the supervision requirements of the regulations.

33. *Other supervisory and behaviour/guidance support:* teachers undertake a number of functions that are not directly related to teaching and learning, but that may require behaviour management and, in some cases, counselling skills. These activities range from playground supervision, exam invigilation and study support, to behaviour/guidance support and support for individual pupils.

### Case study 2 – Supervision of cover by teaching assistants

At Admiral Lord Nelson School in Portsmouth, support staff have been trained to take on the role of 'study supervisor' and supervise classes while teachers are away. The headteacher recognised that many of her support staff were better able to manage pupils than short-term supply staff, as they knew about the curriculum being delivered, the needs of the individual pupils and the procedures and processes operating in the school. A clear role description was provided so that the teaching assistants and other staff knew how they would function. The role included instructing students about work left by their subject teacher, providing students with resources for their learning, recording and registering attendance at lessons, answering queries regarding the instructions left by teachers, liaising with heads of department over student queries and reporting inappropriate behaviour. As a result of this system, teachers have been less stressed with non-contact time cover reducing from 2.5 covers to 0.3 covers per week. Pupil performances have shown steady improvements since the system has been operating and there has been a significant reduction in supply staff costs which has freed up resources to support learning and employ additional staff.

34. These expanded roles for teachers have come about incrementally over many years. They are **not** at the heart of the teaching function. Because, over many generations, the nation has failed to give schools the support staff they need to take on such roles, teachers have had to absorb them. At a time when the workloads of some of our teachers are already excessive, and when we need to be reducing average teacher hours to help the drive for improved standards, we must begin to turn back the tide of additional roles flowing towards teachers. We must and shall help schools with the resources to expand the numbers of support staff to take on such roles.

35. Learning mentors are already undertaking some of these tasks, working under the supervision of teachers, headteachers or other professionally-trained senior managers. Connexions personal advisers are working alongside school staff within the framework of



a partnership agreement to guide and support young people. Other cadres of support staff will need to evolve and be introduced into schools over the coming years as part of one of the most fundamental – and overdue – structural reforms the school system has ever seen.

36. To the extent that the various types of support staff involved with pupils' behaviour are also supporting their learning, they will be covered by the supervision requirements set out above.

### **Tasks that do not require any professional involvement by a qualified teacher**

37. *Administrative and clerical work:* many teachers currently undertake a wide range of administrative tasks that have little or no connection with their professional skills as teachers. They include the list of 25 common tasks published by the DfES in March 2002 which in the Government's view need not routinely be carried out by teachers and should, as soon as practicable, be transferred to support staff or ICT.

38. Some of these tasks are routine but essential, like photocopying, whilst others, such as the administration of examinations, are more complex organisational tasks. Other tasks that have traditionally fallen to headteachers include financial, personnel and premises management, data management, procurement and sponsorship.

39. Each of these tasks could be transferred to appropriately trained administrative staff, ranging from 'personal assistants' working directly with teachers or whole subject departments to senior administrative staff such as bursars and business managers.

### **Case study 3 – Administrative support for behaviour management systems**

At Lampton School in Hounslow, Middlesex, administrative support assistants have taken over responsibility for aspects of the school detention system which were previously carried out by teachers. As well as organising and managing the Saturday detention systems, the assistants supervise detention with a teacher and have complete responsibility for following-up non attendance. Teachers have traditionally had limited time to follow-up those who fail to arrive at detention, but with a clear expectation that they will be pursued, pupil attendance at detentions has improved and the instances of behaviour for which detention is given have been reduced. The headteacher states that the process has never been carried out so effectively and Ofsted has commented positively on behaviour standards in the school. In addition, pupils have responded well to the assistants taking on these roles.

40. These administrative tasks do **not** require supervision by a qualified teacher, although they may well require supervision by a bursar, office manager or other administrator. For certain tasks, of course, for example in financial matters, the headteacher remains legally accountable, even where the detail has been delegated to others.

#### A SYSTEM OF SUPERVISION

##### Supervision: teaching and learning

41. Determining what should be delegated and the nature and extent of supervision should primarily be a matter for the professional judgement of headteachers and qualified teachers rather than for rigid national demarcation. The purpose of this kind of supervision is to ensure high standards of teaching and learning. The Government's reforms are intended to raise standards of pupil achievement and nothing must jeopardise this.

42. In exercising judgements, we anticipate that schools are likely to be considering a wide range of issues, including the following:

- How do we want the member of support staff to be deployed?
- Have we developed a clear job description, with the help of the member of staff and those he or she will be supporting?
- Will they be focused wholly or mainly on supporting the teaching and learning process, or will a significant proportion of their time be spent on, for example, administrative duties (where QTS supervision is not relevant)?
- Should the teaching and learning supervision come from the class teacher in a particular case or from a subject coordinator/head of department?
- Is the same arrangement needed for all the lessons where the support staff member is involved, or will they, for example, need to be guided by different teachers for different lessons?
- How are we making the support staff member feel integrated within the education team/subject department, and up to date with its objectives and methods?
- How are we inducting the member of staff and ensuring their continuing development?
- How are we integrating the member of staff within our annual performance review systems?

43. There will also be exercise of judgement by the supervising teacher or headteacher:

- How do I want the support staff member to support my learning objectives for the pupils in a particular lesson?
- How close is the monitoring that this individual will need, bearing in mind what is known of their experience, qualifications, training, track record with the school/teacher?
- In what circumstances will I be satisfied for a higher-level teaching assistant to be leading the whole class in their own right?
- Am I clear how I will ensure the right pace, challenge and diagnostic assessment of pupils as part of the new approaches?

44. It is critical to the success of the reforms that, subject to safeguards, supervision by a qualified teacher need not always mean direct supervision exercised through being present in the classroom. In medicine and law we have seen, over a generation, how professionals and paraprofessionals have worked successfully together to share burdens, each group doing the work for which their education, qualifications and training best fits them. Unless we stretch higher-level teaching assistants to the maximum of their potential, we shall not be able to free our qualified teachers from the unnecessary burdens they have been carrying; nor will they have the time and space needed to reflect on how to add maximum value to the benefit of their pupils.

### **Supervision: line management**

45. The kind of supervision described above, regulated by law, is quite distinct from any arrangements the school decides to make for the line management of the relevant member of the support staff where they are employed by the school. It should be entirely a judgement for the school whether this is a responsibility of a qualified teacher or a non-QTS member of staff. In the latter case, the line manager will obviously wish to take into account the perspectives of relevant qualified teachers in the context of staff appraisals.

### **Supervision: health and safety and child protection**

46. Again, this kind of supervision provides the safeguards over teaching and learning; it is quite distinct from the further safeguards that will need to be in place, including training for those with health and safety responsibilities, and child protection checks.

*Health and safety:* the headteacher will need to ensure that each member of the support staff is aware of his/her responsibilities relating to health and safety, and the duty of care towards the pupils. This could include the provision of training in first aid and the safe use of equipment within the school. Other training, such as in the use of physical contact and when and how restraint should be used, may also be appropriate. It is important that the member of staff is covered by the school's insurance policy.

*Child protection:* all schools will need to fulfil their responsibilities in terms of the checks needed for all staff working with children, including List 99 checks and, for staff who regularly supervise children, an enhanced disclosure from the Criminal Records Bureau should be requested.

47. Further details of the proposed system of supervision are set out in the draft regulations and guidance accompanying this document.

#### QUESTIONS FOR CONSULTATION

**Do you agree that a broad framework of delegation and supervision is the right way forward?**

**Do you agree that the kind of supervision described in Chapter Two is essentially a matter for the professional judgement of headteachers and teachers?**

**If you have any more detailed comments on the issues raised in Chapter Two, please see the parallel consultation on draft Regulations and guidance under section 133 of the Education Act 2002.**

## 3: Roles, training and development

### CAREER PROGRESSION ROUTES

48. At school level, headteachers, teachers and support staff will make their own judgements about the appropriate range and combination of responsibilities. It is not the Government's intention to propose a complex and rigid template for these. However, we believe that it would be helpful to schools as they review their future staffing plans to set out in conceptual terms three career progression routes that might be open to support staff in future, supported by a clear and consistent framework of training and qualifications. There is already much good practice available on which to build: for example, Liverpool LEA is introducing a framework of training and qualifications for all support staff, which will include five job levels, linked to appraisal, competences and qualifications.

49. The three progression routes are not mutually exclusive. Indeed, we see considerable scope for movement between the routes and at various levels. Accreditation of prior experience and learning (APEL) within a clear framework of qualifications should maximise flexibility. The DfES has already produced guidance showing career and qualification pathways between early years, childcare, playwork and other educational sectors. We also want to encourage lateral routes of progression to roles involving counselling, mentoring or guidance.

50. The three proposed career progression routes are:

**the pedagogical route** – for those supporting pupils and teachers in the teaching and learning process. This route may be appropriate for all groups providing classroom support, and would include a new higher-level teaching assistant role.

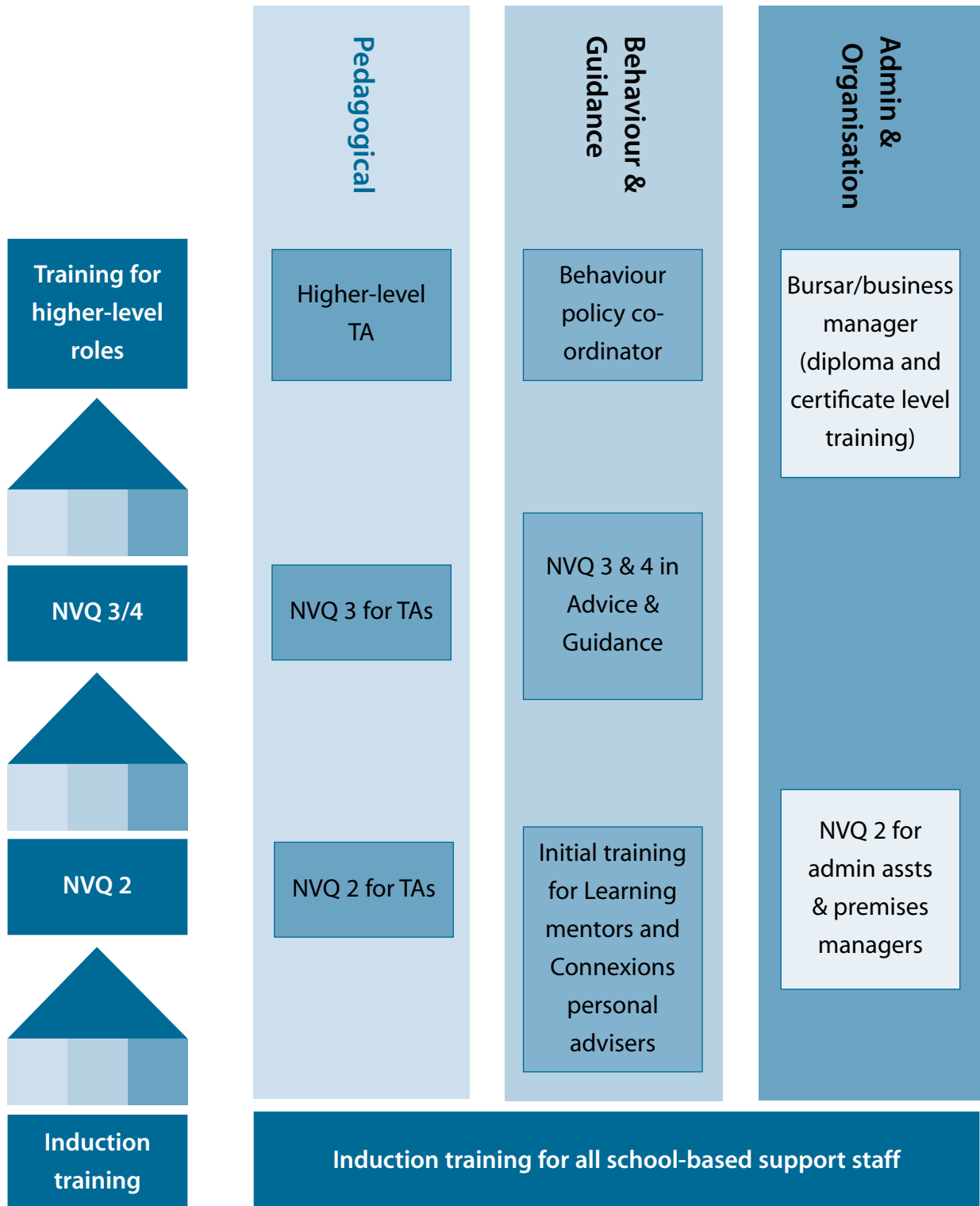
**the behaviour and guidance route** – for those such as learning mentors who provide support and guidance to individual pupils, helping to overcome barriers to learning, or who are involved in pastoral, attendance and discipline issues. This route could lead to new roles in schools such as an overall co-ordinator of the school’s behaviour policy, or enable progression within support services such as Connexions or the Education Welfare Service.

**the administration and organisation route** – this may be appropriate for school administrators or premises managers, and could lead to a higher-level bursar or business manager role within the senior management team.

#### Case study 4 – The teaching assistant manager role

At Stantonbury Campus, Milton Keynes, teaching assistants are organised and managed in a way that allows them to provide the most effective support for teachers and pupils. Part of this organisation includes the role of a Principal Teaching Assistant who manages the school’s 33 teaching assistants. Previously this job was a full-time task for a teacher and a clerical officer. The Principal Teaching Assistant carries out cross-campus tasks, supervises and inducts new teaching assistants, carries out performance management, leads meetings and takes a lead role in sharing good practice, developing SEN resources and Code of Practice reviews. Other teaching assistants have designated roles including professional development, liaison with curriculum staff, administration, record-keeping and pastoral support. Clear job descriptions are provided for all roles and teaching assistants have designated liaison time, break times and weekly time for training and meetings. Having a well-organised teaching assistant team has enabled teachers to be released from many clerical, administrative and management duties, has complemented their work with individual pupils and the school has shown substantial evidence of progress made by pupils with special educational needs.

Proposed career progression routes for support staff



### Case study 5 – Examination administration by support staff

Brooke Weston College has developed the role of one member of the administrative support staff from providing support to the senior assistant principal in dealing with examination entries and data recording, to taking on virtually full responsibility for the school's examination administration. The senior office administrator now co-ordinates and manages all aspects of examination entry, results and supervision. She liaises with heads of department, prepares entries, organises the examination hall, delivers and receives papers, specifies supervision requirements, manages receipt of the results and co-ordinates appeals and queries. The role also involves reporting direct to the senior management team on all issues affecting the examination process. Students at the school know that their queries about examinations will receive the undivided attention of the appropriate staff. Teaching staff, including heads of departments and the senior assistant principal, have also been freed to concentrate on teaching and learning issues.

#### GENERAL INDUCTION

51. Following the success of the DfES induction training programme for teaching assistants, we propose to develop similar programmes for other support staff in schools. All support staff could, regardless of their role, benefit from basic training in relation to behaviour management, child protection, special educational needs and disabilities, and working with pupils who have English as an additional language. Training in behaviour management would be particularly helpful in preparing support staff to support teachers in maintaining classroom discipline, to cover for absent teachers and to supervise larger groups, for example, during assemblies, school trips or sports clubs. Induction training would also support midday supervisors in developing skills to help them fulfil their essential role in behaviour management and guidance for pupils. In the case of administrative staff, induction training could also cover ICT skills and the use of school management systems, in addition to the core elements set out above.

52. In addition, over time, both induction and continuing training will be informed by the recommendation of the cross-cutting review of children at risk, undertaken as part of the 2002 Spending Review, for the development of a common core of skills, knowledge and competence to be shared by all those who work with children and young people.



## PEDAGOGICAL ROUTE

53. We see this as a progression route not just for teaching assistants, but for a much broader range of existing and potential school support staff including science technicians, music specialists, and nursery nurses, and those who wish to move into classroom support roles.

54. Levels of qualifications held by current teaching assistants vary greatly. Evidence from the Labour Force Survey suggests that the median is at NVQ level 2 or the equivalent, although some teaching assistants are graduates and even qualified teachers. However, a wide range of training and qualifications is available. This includes Foundation Degrees for teaching assistants, the Early Years Sector-Endorsed Foundation Degree, Specialist Teaching Assistant Courses, specialist qualifications related to SEN/disabilities and locally-provided qualifications. Non-accredited training such as that supporting the National Strategies is also widely taken up.

55. National Vocational Qualifications for teaching assistants have been developed at levels 2 and 3 and are now available from a range of providers. Support staff working with Foundation Stage pupils may also be working towards NVQ level 2 or 3 qualifications, and many are qualified as nursery nurses or early years practitioners. We propose that these existing qualifications should form the foundations of the career progression structure for the pedagogical route.

56. Many support staff will not aspire to higher-level roles, and work at their current level will remain very valuable to schools in its own right. But for those who will be attracted to teaching and learning responsibilities at a higher level, the new framework for the teacher/support staff relationship – outlined in Chapter Two and taken forward through the draft regulations and guidance under section 133 of the Education Act 2002 published with this consultation document – will be key. Paragraphs 28-36 in Chapter Two set out the areas in which senior support staff could play an enhanced role in teaching and learning subject to the professional judgement of heads and teachers and appropriate supervision. New training provision will be the other key ingredient supporting the development of these higher-level roles.

### Case study 6 – Specific work relating to special educational needs

At St Aidan's CE Aided Primary School in St Helens, teaching assistants work closely with teachers in providing individual support for pupils with special educational needs (SEN). One teaching assistant has worked closely with the SENCO on carrying out assessments of pupils, while others have assessed Individual Education Plan (IEP) targets using a range of standardised and non-standardised tests. Teaching assistants and teachers work together on recording, reporting and reflecting the findings of the assessments and teaching assistants attend annual reviews and report back to parents. The whole staff team attends staff meetings and INSET days, and teaching assistants have received continuous professional development provided by the local LEA. As a result of the closer involvement of teaching assistants in the SEN process, teacher workload has been reduced, pupil self-esteem has been boosted and the SEN provision of the school has been recognised by Ofsted as being exemplary.

### Training to prepare support staff for higher-level roles

57. We propose to commission the Teacher Training Agency to develop a set of standards for higher-level roles and a training programme to meet those standards. This will help support staff demonstrate their potential to progress and will provide headteachers with an indication of the level of supervision by a qualified teacher which will be appropriate in the particular circumstances. The expectation is that those who successfully complete the training will be better prepared to work more independently.

58. Work on the development of the standards and training includes:

- a. *Development of standards* – the standards could include some elements of the current QTS framework, as well as other standards progressing from the existing level 3 National Occupational Standards for teaching assistants. Issues which could be covered include:
  - curriculum and subject knowledge, including pedagogical skills – for example, specialist training to support modern foreign languages in primary schools;
  - behaviour management, building on training already available;
  - ICT training – technical and pedagogical;

- skills relating to working with children of particular age groups e.g. Foundation Stage pupils;
  - skills in relation to pupils with SEN and/or disabilities, building on training already available;
  - working with parents/carers;
  - counselling and guidance skills.
- b. *Accreditation of training providers* – e.g. LEAs, FE colleges or local initial teacher training providers. Training will need to be easily accessible for support staff, many of whom have childcare responsibilities. Training providers will also need to give access, and appropriate additional support, to those who are currently not working in schools. Elements of training could include:
- some common elements, and optional elements relating to different phases of education or different subjects;
  - accreditation of prior experience and learning;
  - provision of short intensive courses, with elements of face-to-face and distance learning;
  - in-school training and development to follow up the intensive courses, giving schools the flexibility to determine the further training and development needs of their staff.
- c. *Links to accreditation for participants* – we propose that training providers should assess participants against the standards. We also propose that training providers should be encouraged to provide credits, on successful completion of the training, towards other qualifications such as Foundation Degrees or other degree-level qualifications. It may be possible for participants to receive QTS credits if they want to progress to teaching.

59. Development work could start early in 2003, with some elements available for use by schools during the Summer Term. We hope that the full training programme can be piloted from the Autumn Term with wider availability starting from the Spring Term 2004. We envisage funding a programme that can build up to 20,000 places a year.

### Case study 7 – Support for primary school languages by Foreign Language Assistants

Liverpool LEA supports its primary school language teaching provision using a team of Foreign Language Assistants working with its advisory teachers. The team works together on the development of lesson plans, schemes of work and teaching resources for pupils from nursery to Year 6. The aims of the team's work include focusing on linguistic progression, cross-phase liaison and integrating modern foreign languages work into the curriculum for other subjects. The team also delivers an in-service training package to teachers in local primary schools and makes weekly visits to deliver lessons in collaboration with class teachers. The Foreign Language Assistants also provide language classes for teachers and parents, after-school clubs for pupils and they support contact with schools abroad. As well as raising standards for pupils, the team play a key role in improving attitudes to language learning and in promoting better understanding of other cultures.

#### Progression to teaching

60. Evidence from 12 recent pilot projects on smoother progression routes to QTS shows that a small proportion of teaching assistants would like to enter the teaching profession. By including elements of the QTS standards in the training for higher-level teaching assistants, and offering QTS credits, it should be possible to reduce the time taken for this group to qualify. Work on identifying parts of the QTS standards that can be achieved or contributed to through work experience is also currently underway and will feed into the development of the standards.

61. Support staff who want to enter teaching will still need to meet the requirements for initial teacher training, including the requirement for a degree-level qualification. For some, particularly those working in nursery and primary settings, a Foundation Degree may be the first step – higher education institutions around the country are now offering Foundation Degrees aimed at support staff working in schools and the Early Years Sector-Endorsed Foundation Degree has also been developed, allowing progression to an employment-based route to QTS such as the Graduate and Registered Teacher Programmes. Entry to employment-based routes to QTS is very competitive but places have been set aside specifically for teaching assistants – a 100 places have been made available for 2002/03 and we would expect the numbers of support staff making use of this route to increase in future years.

## BEHAVIOUR AND GUIDANCE ROUTE

62. This kind of support is provided by a variety of people, including learning mentors. They work closely with external agencies, such as Connexions personal advisers and Education Welfare Officers. Their key role is to help pupils learn effectively and overcome barriers to achievement. They also enable teachers to concentrate on teaching, by securing access to in-school and specialist support.

63. To maximise the contribution that support staff can make, we need to achieve the right mix of skills and expertise in each school. We also need to make sure that the roles of learning mentors, Connexions personal advisers and other support staff are clear and complementary. We will work with practitioners to identify and spread good practice, and will improve the guidance that we provide to Connexions partnerships and LEAs. We will also conduct small-scale pilots to test merging the learning mentor and personal adviser roles in some schools.

64. A five-day initial training programme for learning mentors is provided by the DfES. Connexions personal advisers are qualified to NVQ level 4 in a relevant discipline and in addition are required to complete the Understanding Connexions course or the Diploma for Connexions personal advisers. Work is about to commence on developing a set of national occupational standards leading to NVQs, which will provide a coherent framework of interlinked qualifications for Connexions personal advisers, learning mentors and Education Welfare Officers. This development will support improved career progression and development for staff working to support young people.

### A lead role in behaviour and guidance

65. Teachers and school leaders spend a good deal of time on behaviour, attendance and welfare issues. In exclusions cases the task of gathering evidence and attending appeals can be particularly onerous. There is considerable scope for development of a higher-level role to manage some of these tasks. Higher-level roles could include:

- a. a 'behaviour and guidance manager' taking on the form tutor role or, at a more senior level, the individual casework of a secondary head of year or primary deputy or headteachers.

- b. co-ordination and management of the behaviour and guidance team – some Connexions Partnerships have already agreed with schools that they will fulfil a similar role. This could also include responsibility for links with other agencies, including the National Mentoring Network and police working in schools.
- c. a behaviour policy co-ordinator with lead responsibility for ensuring that the school's behaviour policy is consistently applied throughout the school.

66. This approach would help to relieve the burden on teachers and increase the quantity and quality of personal guidance available to pupils through better co-ordination. Good personal relationships between teachers and pupils would, of course, remain just as important.

#### **ADMINISTRATION AND ORGANISATION ROUTE – ROLES AND TRAINING**

67. This progression route covers support staff who ensure the smooth and efficient running of the school, and includes bursars and business managers, administrative staff, technical support staff and premises managers.

68. A range of qualifications is available for similar jobs in different sectors including NVQs. In addition, the Learning and Skills Council is undertaking a pilot project aimed at developing level 2 vocational qualifications for support staff groups including premises managers and administrative assistants. For support staff in technical support roles, competences and tasks have been developed at three different levels and are available at <http://technicalsupport.ngfl.gov.uk>. The Institute of IT is also aligning its core standards for technical support teams to the needs of the education sector.

### Case study 8 – School technical support

Six primary schools in the London Borough of Barking and Dagenham have appointed front-line technicians, recruited and paid as teaching assistants, to provide on-site technical support to staff. The ICT assistants have been a cost-effective alternative to a qualified technical engineer, by relieving ICT co-ordinators from daily work such as diagnosis and remedy of common problems, routine maintenance and servicing of ICT resources, and being a point of contact between the school and the local IT centre. As well as providing immediate technical support across the school, the ICT assistants do some ICT teaching of pupils, training of teachers and work on extracurricular activities such as computer clubs.

### The role of the bursar or business manager

69. The role of bursar or business manager is increasingly being taken on by business professionals with experience from outside education. Bursars in schools have management responsibilities and are usually part of the Senior Management Team, reporting directly to the headteacher. Our aim is that this should become common practice in primaries as well as secondary schools, with expertise being shared where appropriate between smaller schools.

70. In addition to finance and facilities management, some bursars, usually in larger secondary schools, have wider responsibilities, e.g. securing sponsorship funding; advice on employment issues; advice on admissions; management of support staff; and promoting the school to parents, partners and local community.

71. The need for customised training for bursars has been widely endorsed. The National College for School Leadership is developing provision to equip bursars and business managers to take an increasingly active strategic management role. Training leading to a Certificate in School Business Management has been piloted and will be offered to at least 750 trainees a year from 2003–04. A higher-level diploma course will also be developed for bursars/business managers with more senior responsibilities in larger schools.

### Case study 9 – A shared bursar for small primary schools

The Inner-City Schools Consortium in Nottingham includes 9 primary and nursery schools which share a Budget Management Assistant as a solution to the problem for small schools of affording specialist budget support. The Budget Management Assistant works for one day per fortnight in each school, providing support on managing budgets, liaising with the school's staff and providing training where appropriate. In addition, the Budget Management Assistant liaises with local agencies on budgetary matters, attends relevant Governors' meetings and provides annual financial reports and accounts. The creation of this post has provided a cost-efficient way of ensuring that this group of small schools have relevant specialist support, thus reducing the workload of the schools' headteachers and other administrative staff.

#### MAPPING OF EXISTING QUALIFICATIONS

72. There is currently no clear framework of how the existing range of training and qualifications for support staff fits together and how individuals can use them to progress their career. A list of some of the current qualifications available to support staff is set out in Annex C.

73. We propose to clarify the current situation by commissioning a mapping exercise to show how existing provision fits into the proposed career progression framework and how individuals can move between the three progression routes. This exercise would also take into account the proposed career structure for science technicians, which is being developed in response to the recent Royal Society/ASE report.

#### FUNDING FOR TRAINING AND DEVELOPMENT OF SUPPORT STAFF

74. We propose to provide additional targeted funding over the next three years to develop new provision and support its local delivery. This will include increased expenditure for induction and ICT skills training as well as the higher-level teaching assistant and bursar training. At the same time schools and LEAs will need to give careful consideration to the training and development needs of support staff when deciding how they deploy mainstream budgets.



## QUESTIONS FOR CONSULTATION

**What are the priority areas for extending the induction, training and development of support staff?**

**What areas of content should be covered in the proposed standards for higher-level pedagogical roles?**

**Should the training for higher-level pedagogical roles:**

- a. be accredited in its own right?
- b. provide credits towards other qualifications? If so, which qualifications would be most appropriate?
- c. not offer accreditation other than assessment as having met the required standards?

**What training is needed to enable support staff to take lead responsibility for ensuring that a school's behaviour policy is consistently applied throughout the school?**

**How can training providers such as higher and further education institutions support the development and implementation of these proposals?**

## 4: Support for change, and other management issues

75. These proposals represent a significant leadership and management challenge for governors and headteachers. The Government looks to school leaders to seize this opportunity to establish support staff within a clear management structure, ensuring that the whole of the workforce is operating as an effective and cohesive team. We will build on the growing number of case studies available, and fresh thinking from cutting-edge schools across the system. Specifically, the 32 workforce pathfinder schools around the country who are using change management techniques to rethink the way they use their resources, including staff, time, ICT and accommodation, will inform further guidance and support over time.

### TRAINING NEEDS OF HEADTEACHERS AND TEACHERS

76. Governors, headteachers and other members of the Senior Management Team may also need further training if they are to be confident in making the most of these developing roles and routes for support staff. We are discussing with the National College for School Leadership and other key stakeholders how the various leadership programmes and networks can most effectively support these needs. We also propose to provide further guidance for schools, including governing bodies, to help them deploy their workforce in the most effective way possible.

77. For teachers more generally, a number of studies suggest that training and confidence-building in managing and deploying support staff effectively would be useful. The revised requirements for initial teacher training refer to the deployment of other adults in the classroom, and the induction period offers particular opportunities for new teachers to

develop their ability to work with other adults. For existing teachers, guidance on working with teaching assistants, which is also relevant to support staff roles more generally, is already available in the DfES publication "Working with Teaching Assistants – A Good Practice Guide", and we propose to develop further in-service training materials. It will be important for schools to help teachers make an up-front investment in these skills of management, communication and delegation, to ensure that support staff who complement them are well managed to raise standards and reduce teachers' own workloads over time.

78. Other elements of the school reform agenda will also be helpful:

- the new Leadership Incentive Grant will provide extra support for schools facing the greatest challenges to restructure their staffing and make the best use of outside expertise to support their leaders
- the General Teaching Council has already offered valuable thoughts on the issues schools will need to address
- the Innovation Unit will facilitate new ways of working by schools
- developing thinking on collaboration and federations of schools will encourage the spreading of ideas and good practice, including the sharing of staff with particular skills and expertise – an issue for many small and primary schools
- the Government is funding up to 100 new Advanced Skills Teacher posts across England from the current financial year. These posts, funded at 100% grant rate for one year from appointment, will be aimed at teachers with particular skills and experience in working with and managing support staff, and will help spread good practice. There will be up to 5 posts in any single LEA, allocated on a first come first served basis, and we expect all 100 ASTs to be in post by February 2003.

79. Local Education Authorities also have a key role to play here, helping individual schools to think through the implications of remodelling for their budgets, management and personnel practices, and development plans. More specifically, they can:

- work with governors to raise awareness of the remodelling agenda, and encourage them to play their full part in strategic decision-making to support it and in promoting its benefits to parents and the community

- provide a central point of reference for all support staff issues, emphasising the value placed on this group of staff
- provide training for all school staff including, where appropriate, joint training for teachers and support staff
- develop structures for the pay and conditions of support staff which are well aligned with the needs of schools and the proposed extension of roles.

#### PAY AND CONDITIONS OF SUPPORT STAFF

80. The pay and conditions of most support staff are determined at local level – that is, they are subject to local decisions by LEAs, Excellence in Cities or Connexions Partnerships and schools. The Government has no plans to change this. The rapid recruitment of support staff in recent years has demonstrated the advantages of flexibility to respond to local needs and circumstances.

81. However, the Government recognises that the proposals in this consultation document may have implications for the pay and conditions of some support staff, if, within the resources available over the next three years, schools are to be able to:

- recruit more highly skilled people for some of the extended roles proposed; and
- encourage existing staff to undertake the training and development needed for additional, higher-level responsibilities.

82. The National Joint Council for Local Government Services (NJC), which represents the local government employers' organisation and support staff unions, is currently considering the links between duties, skills, competencies and grading for support staff. The establishment of a clear national framework for training and qualifications, as proposed in this paper, will aid this process. We propose to liaise with the NJC as it develops guidance for schools and LEAs on the framework for grading of staff, with the aim of ensuring that schools and LEAs include the proposed higher-level roles within their future thinking on grading levels.

83. In addition:

- the position of many lower-paid term time workers is likely to be improved by two new tax credits, Child Tax Credit and Working Tax Credit, that are being introduced from April 2003. Under the new system, eligibility for both the tax credits will be based initially on household income in the previous tax year, with the possibility of amending the award up or down in response to a change in the claimant's circumstances or income. Term-time workers over the age of 16, with dependent children or with a qualifying disability, who work 16 or more hours per week, will be eligible for Working Tax Credit.<sup>2</sup> Those aged 25 or over, without dependent children or a qualifying disability, and who work 30 or more hours per week, will also be eligible for the first time. Child Tax Credit will be available to anyone with responsibility for at least one child or qualifying young person, whether or not the adult(s) in the family work.
- schools should have more certainty about the number of support staff that can be employed from year to year as money for support staff salaries becomes included in mainstream school budgets.

#### WHOLE-SCHOOL APPROACHES TO STAFF DEVELOPMENT

84. Many schools are now adopting a whole-school approach to staff development. This includes joint planning and training activities where appropriate, more effective briefing and communication systems, and in some cases incorporation of support staff within the school's performance management arrangements. Where schools have sought Investors in People status or similar forms of accreditation, they have recognised that this approach is a good way to improve skills and working relationships and support the organisation's needs more effectively.

<sup>2</sup> Entitlement to Working Tax Credit will be based on the hours a person "normally" or "typically" works. In calculating these "normal" hours, any period of customary or paid holiday will be disregarded. This should benefit not only term-time workers who are on continuing contracts and are therefore paid during school holidays, but also those who are not, but for whom the school holidays are nevertheless "customary" in their annual working cycle.

## ACCOMMODATION AND FACILITIES

85. More support staff playing more diverse roles will have implications for school buildings and equipment. Significant increases in capital expenditure will be available over the next three years. Schools and LEAs will want to consider issues such as access to staff rooms, the design of teaching areas and ICT equipment for support staff. Early experience from the School Workforce Pathfinder projects shows that addressing capital needs can be critical for new ways of deploying the school workforce.

### Case study 10 – A whole school approach to staff development

At Newark Orchard School, a large team of teaching assistants is closely involved in all aspects of school life. The school, which is featured as an exemplar on the Investors in People UK website, takes a whole-school approach to staff development, involving all support staff in all relevant INSET sessions, and providing tailored INSET to meet the needs of different staff groups. A 4-level career structure has been put in place for teaching assistants – led by the Teaching Assistant Manager and including a Senior Teaching Assistant role, teaching assistants and personal care assistants. The Teaching Assistant Manager has a lead role in managing the work of the teaching assistant team and is on the school's Senior Management Team but also continues to work in the classroom to keep up-to-date with developments. The teaching assistants have high-level skills with which they support pupils' learning and they sometimes lead lessons if they have relevant skills in the area. The personal care assistants provide support for more basic pupil needs. All staff have regular personal reviews with their team leader. Ofsted has recently praised the work of the teaching assistant team and has described the school as 'very good with many excellent features'.

#### **DAY-TO-DAY MANAGEMENT**

86. Schools will need to ensure that appropriate recruitment, induction, capability, discipline and grievance, and child protection procedures are applied to all staff in accordance with their roles and terms of employment.

87. Where adults without QTS are undertaking teaching activities, the proposed regulations under Section 133 of the Education Act 2002 will, in future, require a clear system of supervision to be in place for which a qualified teacher is responsible. That does not mean, however, that classroom teachers should necessarily take on the line management responsibility for support staff who assist them with teaching duties. Often it will be a more efficient use of teacher time if that managerial role can be played by a more senior member of the support staff team.

#### **QUESTIONS FOR CONSULTATION**

**What specific support from:**

- a. central government and other national bodies; and**
- b. LEAs**

**would best help governors, headteachers and other school staff in developing and implementing these proposals effectively?**

**What are the training and development priorities to assist headteachers and teachers in working effectively with support staff across the developing range of their responsibilities?**

**Are there examples of good practice in whole-school approaches to staff management available?**

## 5: How to respond to the consultation

The consultation period begins in October 2002 and lasts for three months.

All responses must reach us by 22 January 2003 in order for your views to be taken into account.

You may respond by:

- completing the response form contained the consultation paper and sending it to:

**Richard Masters  
Consultation Unit  
Department for Education and Skills  
Area 1B  
Castle View House  
Runcorn  
Cheshire  
WA7 2GJ**

Or

- by email to [supportstaff.consultation@dfes.gsi.gov.uk](mailto:supportstaff.consultation@dfes.gsi.gov.uk)



Or

- completing the electronic response form on the DfES website at [www.dfes.gov.uk/consultations](http://www.dfes.gov.uk/consultations)

### **Confidentiality of responses**

All replies sent to this consultation will be analysed, providing they reach us by the deadline. In due course, we may wish to use your comments publicly and to attribute them to you or to the organisation you represent.

However, if you feel strongly about this and would prefer your comments to be kept confidential, please tick the box on your response form to let us know that you would not like your comments to be made public.

### **Acknowledgement of responses**

If you would like us to confirm that we have received your response, please tick the acknowledgement box on the response form or request one in your email to us.

### **Representation of opinions**

We would be grateful if you could complete the section on the consultation form that asks about your role, in as much as detail as possible so that we know, for example, whether you are responding on behalf of an organisation or as an individual.

### **Contact point for further information**

If you have any further questions about the contents of this consultation, please email Gillian Langford at [supportstaff.consultation@dfes.gsi.gov.uk](mailto:supportstaff.consultation@dfes.gsi.gov.uk)

# Annex A: Current position of support staff in schools

## TYPES OF SUPPORT STAFF

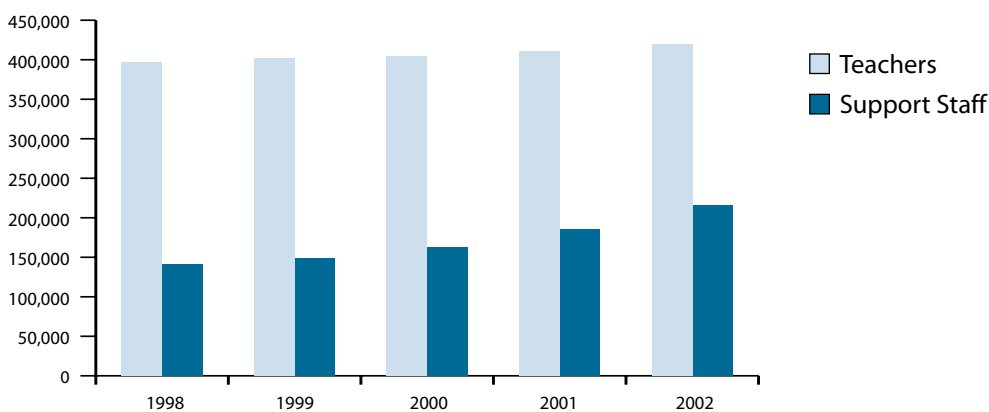
1. We use the term support staff to include a wide range of jobs found in schools, all of which contribute towards pupils' education through work in the classroom, specialist and technical support for learning, support for improving behaviour, guidance for individual pupils, and administrative and organisational support. In total, we have identified 16 categories of support staff who, using a range of different titles and at many different levels, are providing this kind of support.

Teaching assistants	Librarians
Nursery nurses	Learning mentors
Science technicians	Connexions personal advisers
ICT/technical support staff	Midday supervisors
D&T technicians	Bursars/business managers
Music specialists	Administrative staff
Language assistants	Premises managers/staff
Bilingual support assistants	Catering staff

2. There are many other adults working in schools, including volunteers, members of the emergency services, business people, sports coaches and other members of the local community, who provide invaluable support to teachers and pupils. However, within this paper we have concentrated on adults who work primarily in schools and are generally school employees.

### GROWTH IN NUMBERS

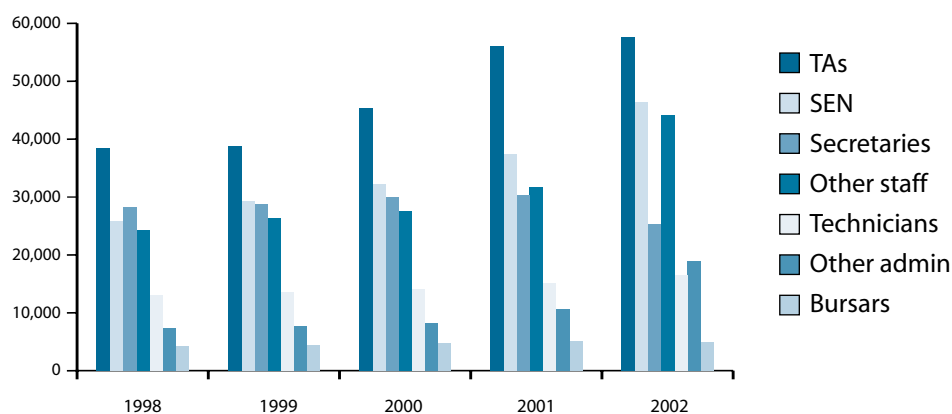
3. In January 2002, there were 216,000 full-time equivalent support staff in schools, an increase of more than 50% since 1997. Many of these staff are part-time so the actual number of individuals will be considerably greater. The relative increases in teachers and support staff are illustrated in the graph below.



4. This rapid increase in support staff has been prompted, in part, by national initiatives supported by ring-fenced funding. In particular, between 1999 and 2002, £350 million was allocated via LEAs to support the recruitment and training of more teaching assistants, who have played a very significant role in national initiatives, such as the National Literacy and Numeracy Strategies, the Key Stage 3 Strategy and the drive towards greater inclusion for pupils with special educational needs.

### CHANGING SUPPORT STAFF ROLES

5. The graph below shows the way in which numbers of support staff in the categories collected in the annual schools census have changed over the past five years. In this graph, 'TAs' includes minority ethnic support staff (bilingual language assistants) and 'other staff' includes child care staff from boarding schools, matrons/nurses and medical staff, and other uncategorized staff.



6. The range of support staff varies considerably depending on the type and size of the school. Primary and special schools employ proportionately more teaching assistants than secondary schools, but secondary schools employ a wider range of other support staff including technicians and subject specialists.

7. The roles played by support staff depend both on the needs of the school and the skills, qualifications and experience of the individual. There is increasing evidence of innovative practices developing in schools – for example:

- in primary schools, teaching assistants are playing an increasingly important and skilled role in literacy and numeracy teaching, representing a shift in emphasis from providing individual support to pupils with special educational needs/disabilities, to providing specific learning support for a wider range of pupils;
- some primary schools are grouping together to employ teaching assistants with particular technical skills to support their ICT provision and resources;
- in secondary schools, science technicians are involved in practical demonstrations, as well as more specific work within the Key Stage 3 Strategy;
- some schools are using support staff to follow-up on non-attendance and to liaise with the Education Welfare Service;
- in Foundation Stage settings, teaching assistants are working closely with teachers to create and sustain positive early learning environments and are increasingly involved in developing the knowledge, skills and expertise of children;

- librarians have worked with pupils on the Key Stage 3 Strategy's Literacy Progress Units for Information Retrieval as well as supporting pupils in developing their study skills;
- bursars/business managers carry out a range of significant managerial, personnel and financial responsibilities, and in larger schools are increasingly regarded as part of the senior management team.

8. Other examples of the innovative work that is being undertaken in schools are given in the case studies displayed throughout this paper. Further details, and additional case studies, are available at [www.teachernet.gov.uk/teachingassistants](http://www.teachernet.gov.uk/teachingassistants).

# Annex B: Research and evaluation on existing support staff

## EVIDENCE ABOUT EXISTING SUPPORT STAFF ROLES

1. A number of recent research studies have highlighted the positive impact of support staff on the quality of teaching and reducing teacher workloads. However, they have also identified limitations based on the current roles of support staff and how they are trained and deployed. The proposals in this paper have sought to address these limiting factors. We recognise that careful monitoring and evaluation will continue to be important as these proposals are developed and implemented.
2. Findings from studies to date include:
  - *Links to improved teaching* – the Ofsted evaluation of the use of teaching assistants in primary schools (2001-02) showed that the quality of teaching in lessons with teaching assistants is better than in lessons without them.  
In a survey of headteachers (July 2002) relating to the implementation of the National Literacy and Numeracy Strategies, 89% said that teaching assistants made a positive contribution to the quality of literacy teaching and the same percentage said that teaching assistants contributed to improving the teaching of mathematics.
  - *Links to improved standards* – research undertaken by the University of London Institute of Education (ULIE) looking at the impact of pupil:adult ratios at Key Stage 1 found positive evidence in individual schools but was unable to establish a statistical link. However, fieldwork for this research took place before the major recruitment, induction and training investment that has been in place since 2000 onwards.

- *Reduction of teacher workload* – the PriceWaterhouse Coopers (PwC) ‘Teacher Workload Study’ found that when schools adopted new and more flexible approaches to staffing, including administrative and business management support for headteachers, administrative support for teachers, more in-class support for teachers and the introduction of more specialists such as IT technicians, teachers felt more able to concentrate on their ‘core professional activities’.

Responses to the National Union of Teachers’ survey of members (April 2002) showed that the majority (58.3%) agreed that teaching assistants did help to reduce teacher workload.

Ofsted have observed that, as the role of some teaching assistants has shifted more towards providing learning support, some schools have found it hard to manage the balance between the demands of this work and the time needed for teaching assistants to provide their traditional practical support for teachers, such as managing and preparing materials. Ofsted also found that most teachers judge that having a teaching assistant in the classroom requires them to spend additional time on planning and preparation. However they regard this as worthwhile because the teaching assistant helps create a better working atmosphere and hence makes teaching less stressful.
- *Value placed on support by teachers* – both the ULIE and Ofsted reports highlighted the value placed by teachers on both the support provided by teaching assistants and on the benefits of having another skilled adult in the classroom.

In the NUT survey, 80.5% of respondents saw benefits in teaching assistants giving support to teachers.
- *Access to, and effective use of, support for teachers* – a study by the National Foundation for Educational Research (January 2002) found that many teachers did not have access to sufficient administrative support and that many were reluctant or unable to delegate tasks to administrative staff for reasons such as embarrassment or inconvenience.

The NUT survey found that only 1 in 5 of respondents had access to administrative support and, of those who did, 78% had less than 1 hour of support per week.

The PriceWaterhouse Coopers (PwC) ‘Teacher Workload Study’ found that schools were restricted in the way they deployed support staff by uncertainty about what was legally possible i.e. the belief that only teachers can undertake certain tasks.

- *Training for support staff* – the Ofsted study reported that the training that teaching assistants have undertaken in how to support the teaching of literacy and numeracy is improving significantly their knowledge of these subjects and of how they are taught. The study also showed that, where schools have taken part in the DfES Induction Training, the confidence and competence of teaching assistants has improved. However, the PwC study suggested that the lack of information about the availability and level of qualifications for support staff, makes career progression and development planning difficult.
- *Management and deployment of support staff* – the Ofsted study reported that, where schools have taken part in the DfES Induction Training, the way teaching assistants are managed in schools has improved. It also reported that schools with Investors in People status tended to manage support staff more effectively than those without. However, the study showed that schools seldom evaluate or monitor the work of teaching assistants effectively and that where teaching assistants are not effectively deployed, teachers do not experience the full benefits that their support can provide. The NUT survey showed that less than 15% of teachers had received training to help them work with teaching assistants, and that many were keen for more training to be provided on the effective deployment of teaching assistants, and for more time for joint planning and assessment. Similarly, the PwC study reported that many teachers and headteachers lacked confidence in deploying, developing and managing other adults in their schools, and would therefore benefit from additional training in this area.



# Annex C: Current qualifications available to support staff

1. Most of the roles identified in this paper do not currently require any specific qualifications or training before taking up the post. However, there is a wide range of training and qualifications available for support staff at various levels, much of it provided locally either at school or LEA level but some funded nationally to support national initiatives such as the literacy, numeracy and KS3 Strategies. The table below sets out approximate numbers for each support staff group, with an indication of the training and qualifications required or available to support their development.

## Training and qualifications currently available to support staff

	Numbers (at 2002 to nearest 500)	Training available	Qualifications available
<b>Pedagogical</b>			
<i>Teaching assistant</i>	55,000	DfES induction training. National Literacy and Numeracy Strategy training. KS3 Strategy training. Locally-provided training.	Specialist Teaching Assistant Courses. NVQ 2&3. Other specialist qualifications e.g. NVQ2/3 in sports development, coaching and recreation management.
<i>Teaching assistant for pupils with SEN disabilities (learning support assistant)</i>	46,000	Local training supported through Standards Fund.	Local qualifications available. TA NVQs include SEN aspects.

	Numbers (at 2002 to nearest 500)	Training available	Qualifications available
<b>Pedagogical – continued</b>			
<i>Nursery nurses</i>	20,500 (in primary schools)	Training provided by LEAs/Early Years Development & Childcare Partnerships including on the Foundation Stage and on literacy and numeracy.	CACHE: Level 3 Diplomas and Certificates relating to Child Care/Education/Pre-school Practice/childminding practice and NVQ3 in EY Care and Education; EdExcel: Level 3 Diplomas and Certificates relating to Early Years Care & Education.
<i>Science technicians</i>	10,000	Local training available inc health and safety.	NVQ2/3 available.
<i>ICT technicians</i>	6,500	Several training courses available – none fully comprehensive with respect to schools' needs.	IT Systems Support and vendor-specific qualifications. Work is being undertaken to relate available courses to the ICT competencies mentioned earlier in this paper
<i>Music specialists</i>	N/K	Music training at local level.	Music performance qualifications e.g. diplomas.
<i>Language assistants</i>	2,000	No formal training for the role – some local training given.	All are foreign undergraduates or graduates with a requirement for 2 years' HE. Some are trained teachers or language graduates.
<i>Bilingual support assistants</i>	2,000	N/K	N/K
<b>Behaviour and guidance</b>			
<i>Learning mentors (LMs)</i>	3,000	Initial training funded by DfES.	City and Guilds qualification equivalent to NVQ3 available. Other local qualifications may be developed.
<i>Connexions Personal Advisers (PAs)</i>	1000 in schools (total 3000 – numbers will rise as more partnerships go live with full services across England by 2003)	See qualifications Local Connexions Partnerships also deliver training (Introducing Connexions) to their staff and other partner organisations.	Requirement for 'Diploma for Personal Advisers' (80 CATs points) or 'Understanding Connexions programme' (20 CATs points) in addition to existing professional qualifications/NVQs from linked occupations.
<i>Midday supervisor</i>	N/K	N/K	N/K

	Numbers (at 2002 to nearest 500)	Training available	Qualifications available
<b>School organisation and administration</b>			
<i>Bursars/business managers</i>	5,000	National College for School Leadership training – being piloted in 2002/03 and rolled-out in 2003.04.	Training accredited as Certificate of School Business Management. Some bursar-related MBAs available.
<i>Librarians</i>	N/K	New Opportunities Fund ICT training for school librarians.	Librarianship degrees available.
<i>ICT support staff e.g. network managers</i>	N/K	Several training courses available – none fully comprehensive with respect to schools' needs.	IT Systems Support and vendor-specific qualifications. Work is being undertaken to relate available courses to the ICT competencies mentioned earlier in this paper.
<i>School admin staff</i>	44,000	Training at local level.	NVQs in related fields e.g. office administration.
<i>Premises manager</i>	N/K	Some related to specific initiatives e.g. Learning Through Landscapes modules being developed/pilot 2002/03.	NVQs in related fields e.g. security industry.
<i>Catering staff</i>	N/K	Basic health and hygiene training as required.	Qualifications in related fields e.g. general catering.

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