

Reforming and developing the school workforce

This report evaluates the introduction and implementation of workforce reform within the context of the national agreement and other initiatives related to workforce deployment. The survey that formed the basis for this report found that the reforms have resulted in a revolutionary shift in the culture of the school workforce. Teachers' time and work are now focused more directly on teaching and learning and the substantial expansion of the wider workforce at all levels is allowing the schools to extend the curriculum, provide more care, guidance and support for pupils, and use data more effectively to monitor pupils' progress.

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Contents

Executive summary	4
Key findings	6
Recommendations	7
Time for standards	7
Ticking boxes or improving learning?	7
Time to manage change	10
Teaching and learning responsibilities	10
Every Child Matters	12
Time for teaching and learning	14
Teachers' workload	14
Time for leadership and management	17
Dedicated headship time	17
Senior managers	18
Middle managers	19
Time for a new workforce culture	21
Changing working practices	21
Helping teachers and managers to use ICT more effectively	24
Extending the curriculum	26
Improving care, guidance and support	27
Time to develop the workforce	31
Missing links?	31
Notes	34
Further information	34
Publications	34
Websites	35
Annex 1: Schools and local authorities visited for this survey	36
Schools	36
Local authorities	39
Annex 2: The National Workforce Agreement – a seven-point plan for creating time for teachers and headteachers	39

Executive summary

Her Majesty's Inspectors of Schools (HMI), accompanied by Additional Inspectors, visited 51 primary schools, three special schools and 45 secondary schools in inner city, suburban and rural locations, between September 2005 and March 2007. This report also uses evidence of visits to seven local authorities to assess the level of the support they provided.

In October 2002, the Department for Education and Skills (DfES) published *Time for standards: reforming the school workforce*, which set out the Government's plans for creating additional time for teachers and headteachers and therefore time for raising educational standards.¹ In January 2003, the Government, employers and trades unions (with the exception of the National Union of Teachers) agreed to the principles of *Raising standards and tackling workload: a national agreement*. This agreement set out a seven-point plan, to be implemented over three years, to reduce teachers' workloads and improve standards.

In December 2004, Ofsted reported on how effectively schools were implementing phase 1 of the national workforce agreement and its impact. During the first year, most schools saw remodelling as action designed to reduce teachers' workloads, but they did not make explicit the link between this and raising standards. The great majority of the schools in the survey had made satisfactory progress in delegating administrative and clerical tasks from teachers to support staff, but had made less progress with the other objectives in phase 1.

Ofsted published a further report about implementation in December 2005. Most schools in the survey were beginning to understand the potential of remodelling to improve the quality of education and raise standards. Nearly all the schools had made at least satisfactory progress in restructuring their workforce to focus more on improving the quality of teaching and learning. The implementation of phases 1 and 2 of the national agreement had most impact on the workload of teachers and support staff, and least on headteachers and senior managers. Approximately half of the schools visited had received little more than satisfactory support from their governing bodies or external agencies such as the National College for School Leadership and the National Remodelling Team.

While schools were implementing phases 2 and 3 of the national agreement, the Government set in train several other important national initiatives that had far reaching implications for the school workforce. The Children Act 2004 and the publication of *Every Child Matters: change for children* defined the important

¹ *Time for standards: reforming the school workforce* (DfES/0751/2002), DfES, 2002. On 28 June 2007 the Department for Education and Skills became the Department for Children, Schools and Families and the Department for Innovation, Universities and Skills.

relationship between educational achievement and well-being.² Five outcomes were identified as the key to well-being in childhood and later life: being healthy; staying safe; enjoying and achieving; making a positive contribution and achieving economic well-being. In addition, the Government published non-statutory guidance through the publication *Common core of skills and knowledge for the children's workforce* to inform all those working with children.³ In June 2005, a prospectus for extended schools set out what was known as a 'core offer' of services that, by 2010, should be accessible through schools, often beyond the school day, to help meet the needs of children, their families and the wider community.⁴ In September 2005, schools were required to undertake reviews of teaching and learning responsibilities to prepare for the introduction of a new pay structure in January 2006 that identified and rewarded responsibilities linked to teaching and learning.

This report provides further evaluation of the introduction, implementation and impact of workforce reform within the context of the national agreement and other initiatives related to workforce deployment. The survey that formed the basis for this report found that the reforms have resulted in a revolutionary shift in workforce culture, with clear benefits for many schools. The national workforce agreement set out to achieve progressive reduction in teachers' overall hours over four years. None of the schools or individual teachers had quantified their hours or monitored their workload sufficiently to show that workload has reduced. However, teachers' time and work are now focused more directly on teaching and learning. Headteachers and senior managers continue to sustain a heavy workload, but increasingly they are supported by well qualified and experienced managers from outside education which is allowing them to allocate more time for strategic leadership and management. The substantial expansion of the wider workforce at all levels is allowing the survey schools to extend the curriculum, provide more care, guidance and support for pupils, and use data more effectively to monitor pupils' progress.⁵

Although many of the schools saw significant benefits as a result of workforce reform, few were evaluating the impact of their actions on raising standards and in contributing to the five outcomes of Every Child Matters. One of the greatest challenges facing school leaders was to provide an increasingly diverse workforce with relevant induction, training, performance management and professional development to contribute to an identifiable career structure.

² *Every Child Matters: change for children* (DfES-1110-2004), DfES, 2004.

³ *Common core of skills and knowledge for the children's workforce* (1 84478 375 8), DfES, 2005.

⁴ *Extended schools: access to opportunities and services for all: a prospectus* (1 84478 451 7), DfES, 2005.

⁵ In this report, the term 'wider workforce' is used to describe any person, other than a qualified teacher, who works in or with a school.

Key findings

- Almost all the schools visited had met the statutory requirements of the national agreement. The reforms had resulted in a revolutionary shift in workforce culture with clear benefits for many of the schools.
- The messages from the Government and external agencies about the desired outcomes of workforce reform as a means to improve the quality of education and raise standards had not been clearly understood by many of the schools and local authorities visited.
- The schools which had understood the principles underlying workforce reform had planned a coherent strategy and managed the changes well. This enabled them to plan for and implement other national initiatives more successfully.
- A key principle of the national agreement, which was to provide time for teachers to focus on teaching and learning, had been realised in nearly all of the schools visited. However, as most of the schools did not monitor and evaluate the impact of the reforms on pupils' learning, they had little firm evidence to show whether standards were rising as a result.
- Schools were making slow progress in providing time for strategic leadership and management and dedicated time for headship, because the requirements were not clearly defined or understood.
- The deployment of the wider workforce and the review of teaching and learning responsibilities combined to increase middle managers' accountability for achievement and standards across year groups and subjects.
- The substantial expansion of the wider workforce and the increasing breadth and diversity of roles were leading to changes in working practices at all levels in the survey schools. These changes were most effective when good practice was identified, shared and used to agree the most effective ways of deploying the wider workforce
- The schools visited had made significant progress in using ICT for administration, teaching and learning. The integrated working practices developed through workforce reform were enabling schools to use data more effectively to monitor pupils' progress.
- Pupils benefited from increased support from members of the wider workforce. Deploying adults with different skills allowed the schools to improve care and guidance for vulnerable pupils and those at risk of exclusion.
- The full potential of the wider workforce to raise achievement and standards was not realised when schools did not match skills and expertise sufficiently closely to school needs, and when insufficient attention was given to the performance management and career development of the workforce.
- Performance management of members of the wider workforce was not consistent. When they reported to more than one person, it was not always clear

who would conduct their annual performance review or what evidence would be used for assessment.

Recommendations

The Department for Children, Schools and Families (DCSF) should:

- take steps to help schools and local authorities clearly understand and prioritise national agendas for school improvement.

The Training and Development Agency for Schools (TDA) should work with schools and local authorities to:

- help them to manage the performance and career development of members of the wider workforce
- develop the potential of the wider workforce at all levels of responsibility by providing information about training and career progression.

Schools should:

- monitor and evaluate the effects of workforce reform to assess its impact on pupils' learning
- develop a professional workforce culture by agreeing a set of working practices for the deployment of the wider workforce and sharing ideas and practice about teaching and learning among all staff
- provide relevant induction, training, performance management, and professional and career development for the wider workforce, linking these to school self-evaluation and improvement planning.

Time for standards

Ticking boxes or improving learning?

1. At the beginning of the academic year 2003/04, schools were at different stages of readiness to introduce workforce reform and there was considerable variation in the progress they made in implementing it. Towards the end of 2006/07, nearly all the schools surveyed had met their statutory obligations, with the exception of allocating dedicated headship time. The schools were benefiting from a new culture that embraced the skills and expertise of an increasingly diverse workforce, and believed strongly that standards were rising. However, few of the schools were able to provide robust evidence for this.
2. In January 2003, the principles of *Raising standards and tackling workload* were agreed. However, most of the schools put the emphasis on 'tackling workload' rather than 'raising standards'. Initially, there was not enough

planning for the initiative as a whole, or identification of the effects of actions on pupils' learning. The approach was therefore fragmented: schools ticked off the requirements of the separate phases of the agreement, rather than incorporating them into a coherent agenda for school improvement.

3. Schools did not always understand clearly or act upon what they were told by external agencies such as the National College for School leadership, the National Remodelling Team and local authorities. Few headteachers or governors who were interviewed during the survey had sought advice from national websites or used their local authority's training. Those who did were often frustrated by a 'one size fits all' approach, which made it difficult for them to apply the models to their own school. One headteacher reported that the local authority's trainers merely passed on messages from the national remodelling team and other national bodies, without interpreting them to fit the local context. Most schools thought that the local authority's training and guidance focused on human resources issues and compliance with requirements. Little attention was paid to linking workforce reform to wider school improvement initiatives or guidance given on prioritising national agendas. The need to monitor the impact of actions on standards was rarely considered. This was partly because the majority of local authorities were still establishing the procedures and systems they needed to support their schools.
4. Most schools interpreted the aims of reducing teachers' workloads, improving work/life balance and extending the roles of support staff as outcomes in themselves, rather than setting them within the context of improving the quality of education and raising standards.

A lack of focus on raising standards: two examples

A middle school responded by appointing learning support assistants as technicians for the English and mathematics departments for three hours each week. Their roles were mostly administrative: photocopying, laminating, inputting test data, filing, and displaying pupils' work. The school did not identify departmental needs or audit skills and expertise. Consequently, the two departments deployed the technicians in different ways. One technician was a qualified teacher. The head of department frequently apologised for giving her photocopying tasks and asked her to do research on the Internet and prepare introductions to lessons. The other technician used her time for displaying work. The school had no formal procedures to appraise the technicians' work. Neither technician received feedback about the quality of their work or was given an opportunity to discuss training needs. The roles were perceived as a means to reduce workload, and benefited some of the teachers by freeing them from administrative tasks. However, the heads of department missed the opportunity to focus on improving the quality of teaching and

learning in their departments by using the technicians' time more appropriately.

A secondary school headteacher reviewed the school's pastoral structure and replaced the posts of three assistant heads of year with a full-time non-teaching post of pastoral support coordinator. Although the initial planning was good, senior leaders did not consider the impact of the role on teachers and pupils. The selection procedures were exemplary: the job description was based on the national standards, and the interviews involved staff, governors and pupils. The successful candidate had experience of working in the youth service and counselling. Through working as a teaching assistant, the candidate was skilled in managing pupils' behaviour and had developed good ICT skills. However, problems began shortly after she took up her post. No one knew precisely what was expected of the new role. Some heads of year treated the coordinator as a replacement for the assistant they had lost and became impatient when she was not able to fulfil these responsibilities. The year heads did not meet to discuss and develop the coordinators' role. By the end of the first half term, the lack of clear working practices and the resentment shown by some staff left her feeling isolated and demoralised.

5. In contrast, one primary school's initiatives to implement the national agreement were integrated fully into the school's wider priorities and improvement planning. The emphasis was on improving quality, as reflected in the school's principle: 'Remodelling is a way of approaching structured change which empowers us to tackle key issues in a way that reflects our individual circumstances.' The focus was 'the process, rather than resources – success has been more about the philosophy of embracing change positively, being innovative and seeking ideas outside the box, from staff across the school.'

Embedding and evaluating workforce reform initiatives

The school produced a detailed annual summary of its remodelling changes and involved all staff in reviewing them. The emphasis was on defining the objectives of change clearly, ensuring they were relevant and valuable, and evaluating the changes against the original objectives. Staff were encouraged to ask two key questions: What went well? What could be done better? In this way, the process of change became the focus rather than the actions. For example, an analysis of achievement identified a problem with standards of literacy, so the work of teaching assistants was directed towards extending guided reading with pupils. Classroom monitoring focused on this and linked it to the teaching assistants' performance management.

The school was also able to justify why some actions were not fully implemented. For example, although someone was employed to do photocopying, this did not work in practice, so changes were made. Some

teachers wished to retained specific photocopying tasks so they were released from assembly to do this.

6. Similarly, senior leaders in a secondary school planned their reform initiatives to make the school a more effective teaching and learning institution.

Using additional roles to improve learning

All the additional roles created by the reform agenda focused on improving learning. The new role of data assessment manager and the deployment of pastoral administrative support had a marked impact on raising achievement because they freed staff to focus on teaching, and released senior leaders for strategic management. Heads of departments and heads of year were able to identify underachieving groups and individuals and to plan to raise achievement. The school used time gained from employing external invigilators imaginatively to suspend the timetable for whole year groups. These days were effective because they had a clear rationale which was linked to teaching and learning. Thorough evaluation by staff and pupils allowed the school to identify short term effects and to plan for further developments.

Time to manage change

7. While schools were implementing phases 2 and 3 of the national agreement, the Government introduced several other important national initiatives. Nearly half of the schools visited continued to deal with each element in a fragmented way, but others began to make links between them and the overall objective of raising standards and achievement. During the final year of the survey, one teacher commented that she had not really understood remodelling but had recently felt that 'everything had all come together'.

Teaching and learning responsibilities

8. In over half of the secondary schools visited, implementing workforce reform increased the schools' capacity to introduce teaching and learning responsibility payments, since they saw the initiatives as complementary. The national agreement had already enhanced the roles and status of support staff while allowing teachers to focus on their core roles; teaching and learning responsibility payments helped to ensure accountability for the quality and effectiveness of teaching and learning. In these schools, staff perceived a marked change in senior leaders' attitudes to, and expectations about, performance.

A radical new structure for 'quality time'

The headteacher established a clear timeline to implement teaching and learning reviews. This included regular opportunities for disseminating information and consultation and feedback from all staff and governors. The school's actions and workforce reform were linked in two ways. First, the school's successful earlier handling of the workload agreement increased staff's openness to change and innovation. Second, an increasingly diverse workforce helped the further transfer of responsibilities from teachers to support staff. As a result, the school introduced a radical new structure with relative ease and considerable support from all staff.

The new teaching and learning structure was already having an impact. Heads of houses were now very focused on raising standards. Attendance, behaviour and monitoring of target grades were all handled by house administrative assistants. Heads of house reported having more quality time and the opportunity to work alongside form tutors to strengthen their mentoring skills. A new system of vertical form grouping was improving pupils' attitudes and behaviour.

9. In contrast, one school that had responded to the remodelling initiative as a means to reduce workloads found it difficult to plan for and review their staffing structures and to introduce teaching and learning responsibility payments.

Different perceptions of change

Many of the staff in a large secondary school had been in post for a number of years and had acquired a range of management responsibilities, which were not always related to teaching and learning. Job descriptions had not been reviewed regularly and performance management was not fully developed. The school needed to meet the requirements of the national agreement and to review teaching and learning responsibilities, but found it difficult to present the changes as part of a coherent agenda. Not all of the staff understood the underlying rationale.

The coordinator for work experience had taught in the school for 26 years and her job description matched the post to which she was appointed in 1990. As a result of workforce reform, work experience was being outsourced to an external agency and administrative support was increased. The coordinator was therefore being transferred to a post for leading, managing and developing work-related learning. The management allowance she received under the previous structure was greater than the salary attached to her new responsibility. She felt that the job had relied on her goodwill for many years and that reducing her salary was unjustifiable.

In contrast, the head of the science department, who had also been in the school for many years, supported the changes, even though he would also lose money, because he understood that his role needed to change to focus more clearly on teaching and learning.

Every Child Matters

10. Workforce reform encourages schools to deploy a wider workforce with diverse expertise and skills to embed the Every Child Matters agenda more fully. Increasingly, schools have recognised an overlap between workforce reform and Every Child Matters, although, initially, few of the schools in the survey made the links between them explicit.
11. In the schools in the survey, members of the wider workforce contributed significantly to healthy school agendas by organising and running breakfast clubs and helping pupils to understand healthy lifestyles. Schools established strong links with outside agencies such as social and health services. In one school visited, the school nurse provided support and guidance to pupils about the dangers of smoking, the school counsellor provided support with anger management, and the out-of-hours learning mentor worked with disaffected youths, encouraging them to take up sporting activities. Focused support from the wider workforce therefore improved the personal development and well-being of individuals and groups of pupils.

An inclusion manager in an inner city secondary school describes her role

'A major benefit of my role is the support provided for Every Child Matters. Having one person with responsibility to liaise with key agencies such as Social Services and CAMHS [Child and Adolescent Mental Health Services] makes it much easier to work together effectively. My responsibilities are as follows:

- work with individual students and their carers on issues such as behaviour, attendance, peer relations, bullying, anger management and self-esteem
- looked after children, which involves liaison with social services and foster carers and close monitoring of their progress
- deputy child protection officer, with responsibility for liaising with social services, following up referrals, and attending meetings
- liaison with outside agencies offering emotional and social support to students, such as CAMHS, counselling services, youth advice centres and refugee support services
- day to day running of the peer support scheme and overseeing the work of the peer supporters.

Essential in making the role effective are:

- the school's commitment to inclusion, which gives the role the status it needs
- very close working with senior pastoral staff
- knowledge and understanding of the different agencies working with young people
- an office, phone and computer.'

Helping to achieve the five outcomes in a primary school

The school's welfare assistant, who was also a governor, oversaw the management of the school tuck shop in consultation with the school council. A team of Year 6 tuck shop monitors reviewed what was being sold. Provision changed completely, from crisps, chocolate and fizzy drinks to fruit, healthy snacks and water. The welfare assistant also trained the monitors to liaise with suppliers by telephone, many of whom reported that they were impressed by being able to talk to confident pupils in this role, and by their ability to compare and contrast wholesale prices and calculate the difference in costs of purchase and revenue from sales. This gave the monitors, and those to whom they reported:

- increased understanding of the need to eat healthy food
- a better understanding of money
- confidence in using mathematical calculations
- increased economic awareness
- an understanding of how they could contribute to developing their school as a community.

The welfare assistant also built in a clear appraisal process for tuck shop monitors, including:

- a short report on how well each child completed the work
- reference to the skills they developed and their enjoyment and achievement.

Extended schools

12. The most effective schools were actively developing extended services. They carefully assessed the functions that teachers should retain and those that could be devolved to the wider workforce. New staffing structures, in part developed through workforce reform, were being used to bring services together.

13. Schools in the survey were beginning to identify gaps in extended services. They used the wider workforce to support learning outside school and develop links with the wider community.

Using the wider workforce to support learning beyond school

A secondary school had employed a range of specialists to support learning beyond school. This included two behaviour mentors, a school counsellor, a school matron and a work-related learning and 'Aimhigher' coordinator.⁶ The school also worked closely with a Metropolitan Police coordinator for 'safer schools' who was based in the school for four days each week.

Learning mentors in a primary school managed most of the activities provided by outside agencies. All the pupils from Year 1 upwards were encouraged to choose at least one after-school activity each week from a wide range which included Asian music, ICT, gymnastics, arts and crafts, gardening, rugby, cricket, dance, drama and football. All pupils completed a survey so that provision could respond to their interests. Teaching assistants worked on a summer play scheme and ran after-school courses.

Another primary school introduced new curricular and extra-curricular activities to support the extended schools programme, which included an early morning and an after school club. It used its diverse workforce to organise weekly information meetings for parents. One such meeting was a breakfast meeting, followed by a discussion about an aspect of learning in Key Stage 1. The meeting (which took place on the day of the survey visit) was well attended by male and female parents and carers, all of whom were from the Asian community. Bilingual teaching assistants helped with communications. There was also a 'Fun for fathers' club, between 17.00 and 19.00, aimed at male carers and supported by teaching assistants.

Time for teaching and learning

Teachers' workload

14. Provision for teaching and learning had improved in all the schools in the survey as a result of a reduction in teachers' administrative tasks, limits on covering for absent colleagues, time gained and guaranteed time for planning, preparation

⁶ The DCSF's 'Aimhigher' campaign encourages young people to think about the benefits and opportunities of higher education, especially young people from families with no tradition of higher education. Details can be found at: www.teachernet.gov.uk/aimhigher/

and assessment. Over three quarters of the teachers who were interviewed felt that they had greater control over their work and had time to plan collaboratively, develop resources, keep up with assessment and liaise with colleagues. They suggested that their lessons were more interesting as a result. A science teacher said that she was now able to do much more practical science because she could use the time to plan experiments that she had not done before, making the work more interesting for her and the pupils. Reduced levels of stress also led to a reduction in teacher absence. Previously teachers had to work through their lunch breaks to keep ahead of things, but now they were able to take a proper lunch break and relax with colleagues.

15. At the time of the previous report, primary schools were at different stages of planning for guaranteed time for planning, preparation and assessment (PPA) and many were concerned about its sustainability. Nearly all schools in this survey had implemented PPA successfully, using senior managers, qualified teachers, specialist coaches or teaching assistants. A key consideration was to maintain continuity by using regular rather than supply staff.
16. Teachers viewed PPA time very positively. One said that it was a 'huge benefit' and that she 'used to be miserable on a Sunday, but not now'. In one primary school, teachers welcomed the fact that they were allowed to take their PPA time off site; they felt they were trusted as professionals without being checked or monitored. Very limited work areas meant that being able to work elsewhere was very useful and all staff were helped by having laptop computers. One teacher said that at first she felt guilty about taking the time for PPA but now was beginning to get used to it; her only fear was that 'one day it might be taken away'.
17. Organising PPA time to enable teachers to plan at agreed times allowed them to review and improve the curriculum, knowing that 'no one can grab you for cover'. One teacher's PPA time had been organised so that she was able to work with the other teacher in the year group for one day every two weeks. As a result, the teacher improved her skills in matching pupils' work to National Curriculum levels, linked assessment and planning more effectively and was able to share ideas. This led to more imaginative teaching.

Evidence of improved planning

One school analysed a sample of lesson plans produced between 2004 and 2006, after it had organised PPA time to allow teachers to plan in groups. Plans in 2004 showed that the matching of work to pupils' different needs was minimal. Many of the plans identified the 'level of questioning' as the main means for doing this, by simply asking the more able pupils more difficult questions. This was very imprecise and records of lesson observations by senior leaders showed that it was not carried out. The plans from 2006 had improved considerably in their quality and depth and the way in which they provided for pupils' different needs.

18. In most of the primary schools, cover for absent teachers was provided by the teaching assistants who usually worked with the class. In all but two of the secondary schools visited, cover for absent teachers was supervised by a member of the wider workforce and was being implemented effectively.

Better quality cover and reduced costs

The appointment and deployment of cover assistants in a large secondary school were managed extremely well. In the financial year 2001–02, teachers provided 70% of the cover needed. In 2002–03, the school made a commitment that teachers should not be required to cover more than one lesson each week and therefore the cost of supply cover rose. There were concerns about pupils' behaviour and the quality of learning in lessons covered by supply teachers and the school decided to employ cover assistants to provide better quality cover and to reduce costs. This approach led to improved behaviour by pupils in the lessons that were covered; and because the teachers knew the cover assistants as colleagues, they were well informed about their pupils' progress when they returned to the classroom.

The system proved to be cost effective. The cost of cover assistants was significantly less than for supply teachers. Teachers valued the work of the assistants highly, since demands for teachers to provide cover were reduced. In the first half term of the academic year 2005/06, cover assistants supplied 323 'covers' from a total of 622. Pupils preferred the cover assistants because 'they are stricter and know what they are doing'. Behaviour in cover lessons improved considerably and pupils no longer felt that they could get away with things.

19. Nearly all the schools visited had complied with the requirement to transfer the task of examination invigilation from teachers to appropriate support staff. Teachers recognised the benefits of 'gained time'. Anecdotal evidence suggested that they were using it purposefully for planning and teaching, moderating work, discussing new initiatives, departmental and collaborative activities, and individual work which included performance management observations and visits to other schools.⁷ However, few of the schools directed or monitored this time, preferring to leave it to the professional judgement of individuals or departments.

⁷ Particularly in the summer term, teachers who take examination classes are often released from some of their timetabled teaching commitments as a result of pupils being on study or examination leave. Such time is known as 'gained time'.

20. A 14 to 19 school analysed gained time carefully, allowing the considerable amount of time available to be freed for training. This led to an increase in formal professional development. The programme of in-house training was consciously planned to retain good members of staff by providing opportunities for leadership and management training. Another secondary school used gained time imaginatively for the core subjects in 'learning to learn' days. By devoting a single day to a subject, a department could plan work that was differentiated to meet the needs of learners:

'Learning to learn' days

While Year 9, the sixth form and 'fast track' Year 8 pupils were completing mock examinations invigilated by non-teaching staff, timetables for other pupils and staff were suspended to provide three 'learning to learn' days. Year 11 pupils studied a core subject, which was selected to meet the needs of those close to their final examinations. Year 10 pupils were engaged in examination preparation and completing coursework, an enterprise day and a careers day. Year 7 and the remainder of the Year 8 pupils spent time developing memory skills, evaluating their learning styles, redrafting school rules and writing and performing a school dance and song.

Staff were allocated non-contact time to moderate coursework, plan and review schemes of work and share good practice in their departments. Evaluations from staff and pupils helped senior leaders to decide whether the objectives had been achieved and informed further planning.

21. Although the majority of the schools visited could identify improved provision for teaching and learning from the time released by workforce reform, and most teachers perceived that their teaching had improved, only a few could provide evidence of any impact on pupils' learning. Most schools considered that conditions were being established to raise standards, but that this was more likely to be achieved in the medium and long term.

Time for leadership and management

Dedicated headship time

22. Few of the headteachers or governing bodies in this survey had implemented the requirement for 'dedicated headship' time. Schools interpreted the messages about dedicated time for headship mostly in terms of achieving a work/life balance rather than time for strategic leadership and management. Considerable confusion existed about what 'dedicated headship' time meant, and a common response from headteachers was that all their time was 'headship time'. They continued to accept a heavy workload as part of the job and resisted any attempts to categorise it.

23. However, by the end of the survey, nearly all the headteachers were placing a greater emphasis on their strategic role and were more willing to use the skills of others, including the wider workforce, to support this. Some headteachers developed the skills and capacity of their senior leadership teams particularly well and spent less time on day to day operational issues. By appointing and deploying non-teaching managers to deal with school finance, inclusion, child protection issues, liaison with external agencies, and the submission of bids and data analysis, time was released for headteachers to focus on school self-evaluation and improvement.

Senior managers

24. Initially, senior managers did not benefit from remodelling to the same extent as other staff. Time for leadership and management was often negotiated, with no agreement about what the time should be used for.
25. By the end of the survey, time for leadership and management was being defined separately from non-contact time and PPA and the ways in which senior managers used time had changed significantly. They were able to focus on key areas of school improvement, such as monitoring and evaluating pupils' and staff performance, and curriculum reviews. A deputy headteacher of a primary school had been in post for almost 10 years; he said that only since September 2005 had he had any management time. As a result of his one day each week dedicated to leadership and management activities he felt 'great this term' and had a higher level of job satisfaction than for some time. This positive view was reflected in the views of many senior managers during the survey who felt that workforce reform had given them the time to 'do the job properly'.

Changes for the better in a small primary school

The assistant headteacher of a small school considered that her work/life balance had been improved by leadership and management time. She was in charge of continuing professional development and had noticed that teachers had more time for high quality professional dialogue. She had more time to arrange relevant courses for staff and to meet consultants to assure the quality of external trainers and course materials. The assistant headteacher used some of the time to monitor and observe lessons in mathematics, an area for which she was responsible, and had observed more teaching of a good standard than in the previous academic year. She felt that greater control over her time made her more likely to stay in post. She had been a deputy headteacher in the past and was able to compare the working lives for senior managers before and after workforce reform. Her job satisfaction had increased greatly as she now had time to fulfil her numerous responsibilities.

26. Time for leadership and management was benefiting coordinators in primary schools who had more time for planning and thinking creatively about the

curriculum. A minority of the schools visited, particularly primary schools, had not been systematic about providing time for leadership and management and their current arrangements were not sustainable.

In one school, trainees on the graduate teacher programme for initial teacher training were used to provide leadership time for the special educational needs coordinator. While it was not a current problem, since the trainee was teaching 60% of the coordinator's timetable, the coordinator was concerned about what would happen when the training was over.

27. In other schools, the workload of senior leaders had not reduced because they did a lot of 'troubleshooting' to ensure that they protected PPA time for all staff.

The teaching commitment of a deputy headteacher increased from 0.5 to 0.6 and she no longer had a class of her own: she worked across the school, teaching mainly science in PPA time. She also provided cover for unexpected absences. This arrangement gave her less time than before to support the headteacher and she was rarely able to protect her own management time.

Middle managers

28. The roles of middle managers in secondary schools changed considerably as a result of reforms. Schools transferred substantial aspects of care and support for pupils from pastoral leaders to members of the wider workforce.

Non-teaching Year 8 manager in a large secondary school

One school's structure gave five heads of year, who also taught, 35 hours a fortnight in total to manage pastoral affairs across the five year groups. The school concluded that this could be improved by giving an appropriately trained pastoral manager 37 hours each week to take care of the pastoral needs of pupils from one or two year groups.

This new position had a direct and positive impact on teachers' workloads and the quality of support for pupils. The year manager was flexible, accessible and able to deal with behavioural and other pastoral issues immediately. She was able to give more time to the 'invisible band' of pupils who did not cause trouble and did not have major problems but who, nevertheless, needed attention and encouragement. The head of year had often faced tensions between the needs of the many and those of the few: the 27 pupils in a science class waiting to be taught, versus a child with a child protection issue who needed immediate attention.

Initially, the head of Key Stage 3 had reservations about the post, feeling that he might have to deal with more incidents than he would have done with a traditional head of year. However, the immediacy and accessibility

of the role and the provision of full-time pastoral support benefited all pupils and staff and meant that, in his words, 'I got my life back and can now concentrate on the things I was trained to do – teaching and learning and curriculum issues.'

29. In the schools visited, workforce reform released time for subject leaders and coordinators to do more curriculum planning, introduce new schemes of work, manage assessment data and monitor teaching and learning. Schools that had monitored and evaluated the impact of these changes were able to provide evidence of good progress.

Faculty assistants: allowing heads of faculties to get closer to the things they could do

Faculty assistants were benefiting teaching and learning in a secondary school. Each faculty had one assistant who contributed positively to the faculty and allowed teachers to focus more effectively on teaching and learning. Assistants provided cover for absent staff which provided greater continuity for pupils and a more consistent approach to managing behaviour, and contributed positively to pupils' learning. Faculty assistants also supported teachers in lessons and, in particular, provided opportunities for teachers to support pupils and plan work which matched their needs more appropriately.

Faculty assistants also gave excellent support to the heads of faculties, allowing them to focus more on planning and leading teaching and learning, and giving them more time for strategic leadership. A faculty head said, 'There are things I must do, things I should do and things I could do. In the past I rarely got beyond the things I must do. The support I get from the faculty assistants enables me to get closer to doing the things I could do.'

30. There was a strong feeling among some of the middle managers in the survey that the time created by remodelling had been filled very quickly by other activities which resulted from raised expectations about teaching, learning and performance issues. Some managers concluded that the changes had had a significantly positive impact on teaching and learning and the quality of education, but not on their work/life balance. Middle managers' increased accountability for achievement and standards across year groups and subjects has changed the nature of their workload rather than reducing it.

Time for a new workforce culture

Changing working practices

31. The total number of support staff employed in schools has increased each year, and has more than doubled in the past 10 years.⁸ The result has been a revolutionary shift as highly qualified and skilled people from teaching or other fields have taken on responsible and challenging roles in supporting teaching and assessment, and in aspects of leadership and management. These people include parents or carers who want a job that fits in with their family commitments and people who have retired from teaching or other professions who wish to work in a less pressurised role or want a change of career. Examples noted during the survey included a marine biologist with a PhD working as a technician in a biology department, a psychologist training in a mathematics department, a recruitment officer from a major national company taking responsibility for recruitment across the school, and a retired bank manager working as a business manager. In addition, recent graduates were taking roles as teaching assistants or cover supervisors to gain experience in schools before training to teach.
32. The number of support staff has increased markedly at all levels of responsibility, such as secretaries, administrative and clerical staff, personal assistants, laboratory assistants, technicians, librarians, resource officers, welfare assistants, learning mentors, counsellors, medical staff, personnel managers, data managers, bursars and premises managers. The survey found that the wider workforce was deployed effectively in three quarters of the schools visited. Their skills and experience were used productively and their status rose as they contributed to raising achievement. Most members of the wider workforce reported high levels of job satisfaction. They appreciated the way teachers treated them as equals and involved them more closely in decisions about their deployment.
33. Teaching assistants felt valued because of the changes in their work. One described her first term when she was not allowed to do anything but sharpen pencils and wipe noses. They felt that they had a positive impact through supporting individual pupils, acting as learning mentors, providing intervention work for groups, and supervising classes. The most effective support was provided when teaching assistants received high quality training relevant to the needs of the pupils and were clear about the purpose of their support and intervention. Where the teacher and the teaching assistant had carefully planned the work together, teaching assistants were often given a high level of responsibility within lessons, and regularly led activities. It was increasingly

⁸ National statistics for the school workforce in England, January 2007.
<http://www.dcsf.gov.uk/rsgateway/>

common for teaching assistants to be attached to one group of pupils and move through the key stage with them. This provided continuity and was also helpful to the new teacher as the teaching assistants knew the pupils well and were able to provide vital information about their prior experiences.

Teachers' personal assistants

A beneficial change in one primary school came about with the appointment of teachers' personal assistants. At the time of the survey there were four, who worked 80 hours each week between them. They were firmly embedded within the school's staffing structure and were used well by teachers. The assistants took on increasingly demanding tasks, as teachers began to realise their potential. What began as a role to accomplish the 24 tasks of the national agreement was moving into the analysis of performance data and increased responsibility for communications between the school and parents.

Regular discussion leads to 'good dynamics'

Learning mentors with the SENCO (higher level teaching assistant status with a non-teaching role) were deployed well to support teaching and learning in a secondary school. They had regular discussions with the teachers in whose classes they worked, received copies of materials and had built up excellent relations with pupils. One of the teachers described how this led to 'really good dynamics in the classroom'.

The individual needs of pupils who caused teachers concern were met very well. This allowed work to be better matched for pupils at all levels, including A* and A grade pupils. Teachers felt that if they had needed to give more of their time to those pupils who were struggling, they could not have maintained the pace of lessons for more able pupils without support staff.

Improved communication leads to better planning

Teachers in a secondary school reported that cover by a teaching assistant was highly effective. An online curriculum cover audit indicated the nature of cover to be provided, the resources available, extension tasks, location and the level of differentiation. Each department had prepared online cover resources (one-off lessons) which could be downloaded when needed. The cover lesson plan gave space for the cover assistant to provide written feedback, which teachers found very helpful in subsequent planning. Poor behaviour during such lessons was much reduced. Since teaching assistants were also present during lessons covered by their colleagues, they reported that they did not find themselves having to 'fire-fight' as they often did when supply teachers were employed.

34. Members of the wider workforce often worked very effectively as part of a team. A secondary school established a team of learning mentors with a team leader who set out very helpful guidelines for working practices for staff and parents in the form of a leaflet, including clear reasons for referrals and a referral sheet.
35. As a result of the changes, teachers and managers needed to manage their time more effectively in order to plan for administrative and other support in and out of the classroom. Many of the teachers interviewed were skilful in deploying teaching assistants, such as directing them to teach the openings of lessons or mark work during a plenary session.
36. In the effective schools, teachers met teaching assistants weekly during their PPA time to plan and evaluate lessons. Following these meetings, the teachers provided copies of the weekly plans. In some cases, these were emailed to teaching assistants, which ensured that they were well informed and could play a full part in the lessons.

Using PPA time effectively and monitoring its impact

In consultation with the governing body, a primary school headteacher drew up protocols to be followed during PPA time and identified success criteria. Senior managers and staff monitored the use of time through staff meetings and observations by governors. Evidence of the impact was seen in the quality of lesson planning, record keeping, assessment and curriculum provision. Monitoring found that staff tended to focus on the logistics of managing this time rather than evaluating its effectiveness. The headteacher was aware that 'good' teachers used the time well but 'weaker' teachers did not. She felt that some of the weaker teachers were not used to the freedom and not all of them adapted their patterns of work easily to accommodate it. The potential benefit of PPA to improve quality was therefore not fully realised.

37. Few of the schools visited had formal procedures to observe the work of the wider workforce or to offer feedback and constructive advice. Partnerships often relied on informal contact or the strength of personal relationships rather than explicit working practices. Judgements about learning were then derived largely from whether pupils behaved or not, or whether they were enjoying themselves.

Helping teachers and managers to use ICT more effectively

38. Substantial investment in ICT in many schools through initiatives such as 'Laptops for teachers' and the provision of electronic whiteboards, improved communication through email, and shared areas on networks and access to national websites, has enabled many schools to enhance their ICT capability.⁹ Members of the wider workforce with ICT skills developed and improved ICT infrastructures and, by providing dedicated support, improved teachers' confidence in the reliability of the systems. This was a key reason for the increased use of laptops and whiteboards.
39. In the schools visited, members of the wider workforce provided administrative support, technical knowledge and analytical skills to enable ICT to be used more effectively. Previously, collecting and managing data had been the responsibility of individuals, including deputy headteachers and subject leaders, whose understanding of data and skills at collecting and analysing it, varied considerably. The new role of a non-teaching manager of data brought benefits for leaders and managers. Senior leaders were able to concentrate on understanding the significance of data, thus improving their strategic management. Staff with responsibility for subjects were able to learn from the data and implement changes, and teachers were able to carry out more detailed analyses of assessment. Teaching improved because they were able to identify more clearly which pupils needed support. Pupils' progress was monitored better and pupils and parents understood targets more clearly.

Using data to raise achievement

The data manager in a secondary school had developed her confidence in using data. She was able to analyse performances in tests and to identify trends – something that the teachers did not necessarily have either the time or the expertise to do for themselves. For example, her analysis of the end of key stage mathematics tests from Year 6 showed that pupils had done badly in using and applying mathematics, compared to other aspects of the subject. This changed the focus of mathematics teaching, which the head of department monitored closely in lessons. Consequently, the results in the following year's tests improved, with correct answers for the questions on using and applying mathematics rising from 46% to 55%. Results in other sections of the paper also improved, which may have been the result of pupils' better skills in applying mathematics.

⁹ The 'Laptops for teachers' initiative was a three-year programme from the DfES and Becta, which provided teachers with laptop computers to use at home and in school.

More rigorous tracking benefited the pupils. Their grades and their targets, set at the start of Year 5, were monitored termly. 'Traffic light' systems highlighted underachievement and these pupils were supported by heads of department, teaching assistants in booster lessons and intervention from the SENCO. Parents were better informed about their children's progress. All this contributed to the substantial improvement in results.

Using data to support the management of behaviour in a secondary schools

A secondary school set up a dedicated database with individual folders for each pupil in which staff could enter information about positive achievements or concerns. For example, teachers noted problems in the classroom using a form on their laptops, which was sent automatically to form tutors, heads of key stages, pastoral managers, the leadership group and to the dedicated database via the network. This ensured that staff who needed to know about individual pupils received information quickly and, more importantly, knew what actions had been taken. The system enhanced the work of non-teaching pastoral managers because it supported a consistent approach to managing behaviour.

Teachers in an inner city comprehensive received efficient and reliable technical support from the technicians in the ICT and media resources departments, who also provided encouragement and training for all staff. The increased use of interactive whiteboards, website research, video editing and the opportunity to design stimulating audio-visual resources improved teaching. The technicians' skills also saved the school money: high quality displays, the school prospectus and all school documents were produced in-house. The ICT technician designed and customised the new computer suites and contracted builders, carpenters and cablers to do the fitting.

40. Producing pupils' reports electronically reduced the bureaucratic burden on teachers: they provided the professional evaluation of performance, while administrative staff managed the collation and distribution.
41. Effective use of technology in a nursery and an infants' school improved communication with parents and increased their involvement in their children's education.

Using visual images to record achievement

A team of support staff in a nursery and infant school situated in an area of social and economic deprivation recognised that many parents were wary of involvement with the school, and lacked the knowledge and skills to support their child's education and personal development fully. Cameras were readily available and the team took photographs of the children

throughout the year: moments of exploration, engagement and achievement were captured regularly. During special events such as science and health days, to which parents were invited, members of the team would discreetly photograph children and parents together.

Some of the photographs were laminated and used for teaching, for example, as prompts for child-initiated activities. Other photographs were mounted in albums for parents and visitors and many were pasted into the Foundation Stage profile and discussed during parents' consultation meetings. These photographs transformed the profile into an attractive visual record of each child's development and parents were amazed by their child's capabilities. In some instances, the photographs helped overcome language barriers; in all cases, they helped parents understand more clearly what their children had achieved, and provided ideas for activities at home.

Extending the curriculum

42. The potential of workforce reform to enhance and extend the curriculum was being realised in nearly three quarters of the schools visited. The skills and expertise of the wider workforce were used well. Employing adults with specialist knowledge and skills such as physical education (PE) coaches, artists, musicians and linguists increased pupils' enjoyment and achievement. Extra-curricular clubs and performances, including karate, football, gymnastics and ICT, involved a wide range of pupils, some of whom had not previously shown confidence in these areas.

Enhancing or extending the formal curriculum

A small primary school deployed part-time teachers effectively for PPA time and to compensate for the relative weaknesses of teachers in religious education, PE, dance and music. The school felt that this had improved these areas of the curriculum.

In another primary school, a higher level teaching assistant with specialist training introduced 'circle time' to the provision for personal, social and health education and helped to create a calmer school community.

Extending cross-curricular provision

Appointing key stage assistants allowed a secondary school to introduce activity days to enhance the curriculum and develop a wide range of cross-curricular skills. An industry day allowed pupils to meet industrialists, learn about enterprise and visit many small businesses, as well as work with representatives from a well known high street store. Other regular activities included an art day, a tutor day, an activities week, activities for disabled pupils and for gifted and talented pupils at other venues, and a

wide range of trips. These could not have taken place without the year assistant who did much of the planning, letter writing, money collecting, resourcing and organising.

Extending the pastoral curriculum

The college was organised into four 'guilds' for pupils aged between 11 and 16 years. Mixed-age, tutor-led groups each had a curriculum theme, within which they pursued projects which pupils had chosen before starting at the college. In some cases, tutors were members of the wider workforce who had been selected for and trained in the role. One group, tutored by a science technician, was pursuing a project using the theme of the sea and its impact on Plymouth. Artists in residence provided specialist input in ceramics, fine art and graphic design. Dance was the theme in another tutor group. A male parent volunteer, who was a professional dancer and former member of the Ballet Rambert, led a group of 11 girls and five boys in a series of classical dance exercises. The pupils made outstanding progress in their dance skills and coordination and the sessions contributed to their health, fitness and social skills. The tutor provided an excellent role model for the boys.

43. Teachers benefited from the time gained, the wider workforce gained status and job satisfaction and, generally, pupils enjoyed the work. However, schools rarely monitored or evaluated the quality of specialist teaching, so they were not able to judge whether pupils' learning improved.

The negative impact of PPA time on pupils' learning

One primary school's inspection by Ofsted provided the headteacher with clear evidence that an innovative project to cover PPA time was having a negative impact on pupils' learning. In order to release his teachers, in pairs, for PPA time, the headteacher taught Spanish and music and employed two unqualified trainers to teach ICT and dance. The quality of teaching and learning during the PPA time was unsatisfactory overall. The trainers were not using time effectively and not managing learning well. They were not fully aware of National Curriculum expectations and assessment. The teaching of Spanish was satisfactory, although the secondary school, to which all pupils transferred, did not offer Spanish in Year 7. The half day of enrichment, coupled with other pressures on the curriculum, was leading to a lack of balance in provision.

Improving care, guidance and support

44. Workforce reform encouraged schools to deploy adults with different perspectives and skills and to focus on specific targets. These targets included improving attendance, attitudes and behaviour and providing better support for pupils with learning difficulties and those at risk of exclusion.

Improving sixth form attendance

Attendance improved considerably following the appointment of a sixth form learning mentor. During a previous Ofsted inspection, average attendance had been 80%. At the time of the survey, attendance was between 94% and 97%. Before the learning mentor was appointed, registers were completed by hand; she asked for a computer and the relevant software to compile a spreadsheet to track the attendance of students in tutor groups, lessons and independent study sessions. The learning mentor communicated absences regularly to tutors, heads of subjects and the head of the sixth form and designed a series of forms to check and authorise attendance, and letters to be sent to parents. She also visited the common room regularly to ensure that study periods were being used appropriately. The learning mentor produced a student bulletin and a weekly tutor bulletin to report the percentage of attendance in tutor groups and in lessons. She investigated all absences thoroughly and informed parents. When a pattern of good attendance had been established for most pupils she began to compile a weekly update for teachers and tutors on reasons for the absence of persistent absentees.

Improving behaviour in a secondary school

A secondary school had a high rate of exclusions and increasing problems with poor behaviour. This situation was improved by the appointment of a behaviour support officer and the launch of a new behaviour policy. It was agreed that, in the 'time out' facility, pupils should take some responsibility for their behaviour. When sent to the 'time out' facility they recorded the incident that occurred and were encouraged to reflect on what they could have done differently and what they could do to reconcile the situation with the teacher involved, whom they would have to see at the end of the day. If the pupil and teacher did not agree that reconciliation was successful, a programme of restoration was established.

The results of this were:

- a reduction in exclusions from 250 in the previous academic year to 157
- a reduction in referrals to 'time out' from 145 in term one to 52 in term two; and intensive support reduced from 92 cases in term one to 52 in term two
- a view by pupils that behaviour had improved and more learning and teaching were taking place when disruptive pupils were removed from lessons
- more time for staff to focus on teaching and learning without disruption

- considerable reductions in the time spent by the head of year in following up incidents of poor behaviour, allowing him more opportunity to devote time to the more positive aspects of his role
- using the data supplied, a recognition by the head of one department of a pattern of incidents and a review of the curriculum at Key Stage 3.

A learning support unit: 'You get more attention and some of the coolest teachers'

At the end of Year 7, a pupil who was identified as underachieving and with a poor attitude to learning was referred to the learning support unit. He attended for two and a half days each week for 12 weeks. The unit was a bright, friendly, well resourced classroom that offered academic, social and emotional support for pupils of all abilities. Pupils followed the same mainstream curriculum as their peers and worked with no more than 10 in each group. This offered them a chance to re-engage with learning and to be successful. The unit was staffed by a teacher and a higher level teaching assistant. Parents were fully involved and signed a daily diary. A target review sheet was sent home each week to inform them of progress.

The online pupil attitudes survey that this pupil completed showed his negativity in July 2006 and the dramatic improvements by November:

Online pupil attitudes survey	July 2006	November 2006
Self-regard	4.6%	58.6%
Perceived learning capacity	20.5%	72.2%
Feelings about school	38.5%	84%
Response to curriculum	6%	83.4%
Attendance attitudes	46.6%	97.8%

The pupil set himself targets for reintegration:

- not to distract others
- try to get more involved in lessons
- try not to get into deep discussions.

He said, 'It is the best here you could possibly get. I work much better in here. You get more attention and some of the coolest teachers.'

45. Learning mentors provided good support for pupils in many of the schools visited.

The impact of a learning mentor

The impact of the wider workforce was greatest for pupils with learning difficulties. Developing the specific expertise of teaching assistants in areas such as autism, dyslexia and speech and language difficulties improved provision. One Year 11 pupil with dyslexia reported that, after a session with a mentor, he felt he could cope with his school work: 'They make you see everything from a totally different point of view.' Many students with significant individual needs were able to stay in school and achieve in ways that would not have been possible without such support

A pupil in Year 12, who felt totally overwhelmed with work during Years 10 and 11, had asked for an interview with a learning mentor and was able to get substantial help and support throughout the two years: 'She had time to talk to me and to show me that I needed to be more self-disciplined – she suggested I clean my bedroom first, then begin to organise my work step by step. I needed the direction and gradually became more motivated and realised that I could achieve good results.' The pupil gained very good results at GCSE level and went on to study in the sixth form.

Pupils' comments about their learning mentors

- 'They bridge that awkward gap between teachers and students.'
 - 'Mentors really know you, not just your name.'
 - 'They understand us better and how we learn, our weaknesses and know how we feel – right from Year 7.'
 - 'You know they are on your side and that they will talk to teachers on your behalf.'
 - 'They are a cross between a teacher and a friend.'
 - 'They are like Mary Poppins teachers.'
 - 'They help you to catch up, get organised and plan out how to do homework. Teachers say use revision/crib cards but don't explain what they are or how you should use them. They can explain everything.'
 - 'They get you into a routine with homework; raise your confidence and self-esteem so that you can be in class on your own.'
 - 'They know everything; teachers just know their subjects.'
46. Few schools in the survey used the skills of the wider workforce to support gifted and talented pupils and only a minority were refocusing learning support roles from generalised to specific support for subjects.

Time to develop the workforce

Missing links?

47. In those schools visited which had undertaken remodelling most successfully, the wider workforce had received relevant induction, training, performance management and professional development, which led to an identified career structure. Most of the schools visited had one or more of these elements, but they were rarely all in place as part of a coherent cycle which linked professional development to school self-evaluation and improvement planning. Schools which had not discussed teachers' responsibilities for managing and deploying the wider workforce missed opportunities for this workforce to contribute to school improvement.

Recognising the wider workforce as a valuable resource

A headteacher recognised the need to develop and value the wider workforce and to see them as leaders of change as well as a valuable resource. A personnel manager for the whole school workforce was appointed to the senior management team. His responsibilities included integrating teaching and non-teaching staff and allocating the workforce to house and departmental teams. He was also in charge of salaries, duties, well-being, induction and professional development for all staff.

Non-teaching staff became full members of the staff association, had the same performance management and professional development opportunities as the rest of the staff, and were invited to all meetings. Some were part of the 'change group', the working party which led school improvement planning. They felt valued and fully part of the school and had a say in how it was run. Job satisfaction increased.

The personnel manager was also involved in advertising, role descriptions and interviews, attracting good fields of candidates. The number of applications for posts increased and the quality of applicants improved.

This school, more than most, had understood the principles behind the remodelling agenda and used it as a tool for change and school improvement.

Comprehensive induction and training for cover assistants

Rigorous interviews were carried out to ensure that the cover assistants had the correct skills and aptitude. The deputy headteacher in charge was open and honest about the developing nature of the role. Candidates were told it was a job they would either 'love or hate' and they were encouraged to evaluate and develop the role in negotiation with the senior leadership team. The status and identity of the assistants were made clear to staff and pupils from the beginning. The team was a department with

the same structure as other curriculum departments and a department base. The cover assistants were able to exercise the full range of sanctions, and senior leaders conveyed the expectation that all staff would support them fully.

A comprehensive programme of induction and training involved a two-week observation period and visits to key departments. The assistants started providing cover for lessons at Key Stage 3 when they felt ready. They provided a maximum of three 'covers' a day for the first half term, increasing to four in the second half term, leaving three free periods a week for administration and preparing resources, or staff development.

Cover assistants were part of the performance management system and clear career progression routes were identified for them. One cover assistant was appointed as the lead assistant, with management responsibilities to develop the department, and would eventually take over responsibility for cover from the deputy headteacher. The school supported and planned a move to the graduate teacher training programme for another assistant. The quality of supervision and pupils' learning were monitored using frequent lesson observations by senior managers and peers.

48. Many of the headteachers interviewed during the survey were good at recognising the skills of individuals and creating roles to match them. The resulting appointments were often very effective but relied heavily on the talents and personal skills of the post holder. It was often unclear whether posts could be sustained when particular individuals were separated from the roles.
49. The survey schools showed that members of the wider workforce now had a stronger sense of a career in education, but that opportunities for training and career development varied considerably. Bursars had opportunities to acquire qualifications in business management and administrative staff could access training in finance and ICT; but school managers did not understand clearly enough the career pathways for the wider workforce relevant to their level of skills and responsibility.
50. Although much training was available, it was often of mixed quality and was not always matched appropriately to the needs of individuals or schools. In most cases, individuals saw courses advertised and asked to attend. Considerable training had taken place to develop the skills of teaching assistants but, in the majority of the schools visited, systems to evaluate the impact of training on pupils' progress, or the quality of teaching and learning, were informal at best.
51. In most of the schools, career development focused mainly on teaching assistants who wished to undertake training for higher level teaching assistant (HLTA) status or for teaching as a career. One teaching assistant said that

covering for PPA time had given her the confidence to apply for a postgraduate certificate in education course.

52. The number of qualified HLTA deployed in schools has increased. However, progressing to HLTA from teaching assistant had been problematic for some. In one survey school, two teaching assistants had completed a college course during 2002/03 and wanted to train as HLTAs but were unable to do so because they did not have the necessary mathematics qualification. In another school, a teaching assistant aspired to study for an HLTA qualification, but tried three places before she found a course that had recruited a viable cohort. Teaching assistants who had achieved an NVQ at level 3 in one school did not feel encouraged to seek HLTA accreditation, having been told 'the school is not going down the HLTA route'.
53. Only a minority of the schools visited were using the time released to develop a culture where thinking and practice were shared among all staff, teaching and non-teaching, as part of their professional development.
54. Just over half of the schools visited had introduced an appraisal or performance management system for the wider workforce which mirrored that for teachers. However, although the systems appeared to be inclusive, they were not always working as well as the schools thought. Line management was most effective when roles and responsibilities were clearly defined, work was monitored and matched to performance targets, and professional development took into account a school's priorities for improvement. However, lines of accountability were not always understood and performance management arrangements were inconsistent, particularly in relation to the range of evidence used to inform the annual review meetings. Members of the wider workforce often reported to several different people and they were not always clear about who would conduct their performance review. Few members of the wider workforce were observed as part of their appraisal, or offered feedback.
55. Schools which did not have processes for analysing or recording the skills and development needs of the wider workforce were not realising the full potential of these staff. Senior leaders or middle managers, who were accustomed to assessing the performance of teachers, lacked the necessary knowledge and skills to carry out the role effectively. For example, the national occupational standards or the career development framework were rarely used to support effective performance review or to inform training plans. Performance management and continuous professional development sections of the staff handbook were focused almost entirely on teachers.
56. One of the greatest challenges facing school leaders in this survey was to provide relevant induction, training, performance management and professional development to contribute to an identifiable career structure for an increasingly diverse workforce.

Notes

HMI, accompanied by Additional Inspectors, visited 51 primary schools, three special schools and 45 secondary schools in inner city, suburban and rural locations, during the period between September 2005 and March 2007. Inspectors held detailed discussions with members of the wider workforce, teachers and school managers, representing a wide range of roles and responsibilities, and with school governors and pupils. Inspectors observed lessons and scrutinised school policies and other relevant documentation. The report also draws on evidence of visits to seven local authorities to assess the level of the support they provided.

The visits were planned to assess the effects of reforming and developing the school workforce by determining:

- what progress schools had made in implementing the reforms and their capacity to manage and adapt to change
- the impact of schools' actions on standards and achievement and the outcomes of Every Child Matters
- the impact on teaching and learning, the curriculum and inclusion
- the impact on the management, deployment and career development of the wider workforce.

Further information

Publications

Time for standards: reforming the school workforce (DfES/0751/2002), DfES, 2002.

The Children Act Report 2002 (ISBN 1-84478-038-4), DfES, 2003.

Every Child Matters: change for children (DfES-1110-2004), DfES, 2004.

Common core of skills and knowledge for the children's workforce (ISBN 1-84478-375-8), DfES, 2005.

Remodelling the school workforce: Phase 1 (HMI 2298), Ofsted, 2004.

Remodelling the school workforce (HMI 2596), Ofsted, 2005.

The logical chain: continuing professional development in effective schools (HMI 2639), Ofsted, 2006.

Inclusion: does it matter where pupils are taught? (HMI 2535), Ofsted, 2006.

Websites

Time for standards: reforming the school workforce

www.teachernet.gov.uk/doc/3181/DfES-Time%20for%20Standards.pdf

Raising standards and tackling workload: a national agreement

www.tda.gov.uk/upload/resources/na_standards_workload.pdf

Information on remodelling

www.tda.gov.uk/remodelling

The Children Act Report 2002

www.dfes.gov.uk/publications/childrenactreport/docs/DfES-Childrens%20Act.pdf

Every Child Matters: change for children

www.everychildmatters.gov.uk/files/B434EAE08179B3F6C1ABC1CB0BB6B1D2.pdf

Common core of skills and knowledge for the children's workforce

www.everychildmatters.gov.uk/files/37183E5C09CCE460A81C781CC70863F0.pdf

The extended schools prospectus: Access to opportunities and services for all

www.everychildmatters.gov.uk/files/C05E124E3B3519D07D9B1BB9CD24D88C.pdf

The national occupational standards for teaching/classroom assistants

www.tda.gov.uk/search.aspx?action=search&keywords=national+occupational+standards&Go=Search&atleast=&allwords=&exactphrase=

Career development framework

www.tda.gov.uk/support/careerdevframework.aspx?keywords=career+development+framework

The career development framework has been created to help school leaders and support staff identify appropriate training and development. By showing progression opportunities within and across different roles it will help staff consider potential career pathways.

School workforce development board

www.tda.gov.uk/search.aspx?action=search&keywords=school+workforce+development+board&Go=Search

The school workforce development board is the sector-wide body concerned with training and developing the wider workforce. Chaired by the TDA, it was established in 2004 to guide the work of the TDA on training and development for support staff.

Annex 1: Schools and local authorities visited for this survey

Schools

Barwell Infant School	Leicestershire
Belleville Primary School	Wandsworth
Bosham Primary School	West Sussex
Bowerham Community Primary and Nursery School	Lancaster
Bradshaw Community Primary School	Warrington
Bridge Hall Primary School	Stockport
Broadwater Primary School	Wandsworth
Brockington College	Enderby, Leicestershire
Brownedge St Mary's RC High School and Sports College	Preston
Bushey Meads School	Watford, Hertfordshire
Cardinal Newman Catholic High School	Warrington
Chamberlayne Park School	Southampton
Charles Dickens Junior School	Portsmouth
Chestnut Grove School	Wandsworth
Chiswick Community School	Hounslow
Chorley Southlands High School	Lancashire
Churnet View Middle School	Leek, Staffordshire
City of Portsmouth Girls' School	Portsmouth
Claybrooke Primary School	Claybrooke Parva, Leicestershire
College Park Infant School	Portsmouth
Cornfield School	Littlehampton, West Sussex
Corsham Primary School	Wiltshire
Countesthorpe Community College	Leicestershire
Court Lane Junior School	Portsmouth
Cromwell Park Primary School	Huntingdon, Cambridgeshire
Desmond Anderson Primary School	Crawley, West Sussex
Devonshire Infant School	Portsmouth

Dial Park Primary School	Stockport
Dorchester Middle School	Dorset
Drayton School	Banbury, Oxfordshire
East Farleigh Primary School	Maidstone, Kent
East Preston Junior School	Littlehampton, West Sussex
East Shore School	Portsmouth
Elliott School	Wandsworth
Ernest Bevin College	Wandsworth
Farnham Heath End School	Surrey
Ferndown Upper School	Dorset
Flixton Girls' High School	Trafford
Forton Primary School	Preston, Lancashire
Four Swannes Primary School	Waltham Cross, Hertfordshire
Franciscan Primary School	Wandsworth
Glazebury C of E (Aided) Primary School	Warrington
Grafton Junior School	Barking & Dagenham
Green Lanes Primary School	Hatfield, Hertfordshire
The Greneway School	Royston, Hertfordshire
Great Harwood Primary School	Stockton on Tees, Lancashire
Haslingden High School	Rossendale, Lancashire
Hastings High School	Hinckley, Leicestershire
Highlands School	Enfield
Holbrook Primary School	Coventry
Holy Trinity Church of England Primary School	Bristol, South Gloucestershire
Hotham Primary School	Wandsworth
Imberhorne School	East Grinstead, West Sussex
Kibworth High School and Community Centre	Leicestershire
Kings Langley School	Hertfordshire
Langstone Infant School	Portsmouth
Lipson Community College	Plymouth
Lydford Primary School	Devon

Marlwood School	Bristol, South Gloucestershire
Mawnan C of E VA Primary School	Falmouth, Cornwall
Mount Carmel RC Technology College for Girls	Islington
Mount Grace High School	Hinckley, Leicestershire
North Baddesley Junior School	Southampton, Hampshire
Oathall Community College	Haywards Heath, West Sussex
Paulton Infant School	Bath & NE Somerset
Priestnall School	Stockport
Purwell Primary School	Hitchin, Hertfordshire
Queens' School	Bushey, Hertfordshire
Rainham Mark Grammar School	Medway
Richard Lee Primary School	Coventry
The Robert Smyth School	Market Harborough, Leicestershire
Ryecroft C of E (C) Middle School	Uttoxeter, Staffordshire
Saddleworth School	Oldham
Seagrave Village Primary School	Loughborough, Leicestershire
Sharneyford Primary	Bacup, Lancashire
Sheldwich Primary School	Faversham, Kent
Southam College	Warwickshire
SS Alban & Stephen RC Infant & Nursery School	St Albans, Hertfordshire
St Andrew C of E Primary School	West Sussex
St Anselm's College	Birkenhead
St James' Catholic High School	Stockport
St John's Catholic Primary School, Burscough	Ormskirk, Lancashire
St John's Primary School	Wallingford, Oxfordshire
St Mary's Church of England VA Primary School	Thornbury, Gloucestershire
St Paul's Catholic College	West Sussex
St Wilfrid's Catholic Primary School	West Sussex
St Bede's Roman Catholic High School, Blackburn	Blackburn with Darwen
Swanage Middle School	Dorset

The Lakes School	Windermere, Cumbria
Rydon Community College	Pulborough, West Sussex
The Sacred Heart Language College	Harrow
Thelwall Community Junior School	Warrington
Thistly Meadow Primary School	Blaby, Leicestershire
Thorpe Acre Junior School	Loughborough, Leicestershire
Townhill Infant School	Southampton
Watchlytes Junior Mixed Infant and Nursery School	Welwyn Garden City, Hertfordshire
West Ham Church Primary School	Newham
Wicor Primary School	Fareham, Hampshire
Woolgrove School	Letchworth, Hertfordshire

Local authorities

Hertfordshire
Lancashire
Leicestershire
Portsmouth
Wandsworth
Warrington
West Sussex

Annex 2: The National Workforce Agreement – a seven-point plan for creating time for teachers and headteachers

Progressive reductions in teachers’ overall hours over the next four years.

Changes to teachers’ contracts, to ensure teachers, including headteachers:

- do not routinely undertake administrative and clerical tasks
- have a reasonable work/life balance
- have a reduced burden of providing cover for absent colleagues
- have guaranteed planning, preparation and assessment time within the school day to support their teaching, individually and collaboratively
- have a reasonable allocation of time in support of their leadership and management responsibilities

- do not invigilate external exams
- that headteachers have dedicated time which recognises their significant responsibilities for their school.

A concerted attack on unnecessary paperwork and bureaucratic processes for teachers and headteachers. An implementation review unit will be established, featuring a panel of experienced, serving headteachers.

Reform of support staff roles to help teachers and support pupils. Personal administrative assistants for teachers, cover supervisors and higher level teaching assistants to be introduced.

The recruitment of new managers, including business and personnel managers, and others with experience from outside education where they have the expertise to contribute effectively to schools' leadership teams.

Additional resources and national 'change management' programmes to help school leaders achieve in their schools the necessary reforms of the teaching profession and restructuring of the school workforce.

Monitoring of progress on delivery by the signatories of the agreement.