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Her Majesty's Inspectorate
for Education and Training in Wales

Evaluation of the extent and impact of remodelling on learning and the school workforce



BUDDSODDWR MEWN POBL
INVESTOR IN PEOPLE



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Introduction

- 1 This report is published in response to the annual Ministerial remit to Estyn for 2008-2009.
- 2 In January 2003, the Department for Education and Science (DfES) published 'Raising standards and tackling workload: a national agreement'.¹ The agreement recognised that further progress on raising standards for pupils would not be possible unless all teachers including headteachers:
 - do not routinely undertake administrative and clerical tasks;
 - enjoy a reasonable work-life balance;
 - have a reduced burden of providing cover for absent colleagues;
 - have guaranteed planning, preparation and assessment (PPA) time within the school day; and
 - are assured of a reasonable allocation of time to carry out their leadership and management responsibilities.
- 3 The agreement also stated that:
 - headteachers should have dedicated time which recognises their significant responsibilities; and
 - reform of support staff roles should be undertaken so that teachers and pupils are better supported.
- 4 As a result, a national agreement was rolled out for teachers and headteachers in Wales. This survey outlines the extent and impact of workforce remodelling on school staff and learners from the period of its introduction to the autumn of 2008.

¹ Appendix 1 outlines the provisions of the national workforce agreement.

Background

- 5 This report builds upon four previous reports by Estyn on related themes:
- a Good practice in para-professional and other support for teachers – November 2003;
 - b Teachers' workload – September 2004;
 - c Raising standards and tackling workload in schools in Wales – September 2005; and
 - d Impact of workforce remodelling on pupils' learning and raising standards – January 2007
- 6 The detail of this report includes an analysis of:
- the extent of remodelling in respect of statutory provision, for example structural elements such as planning, preparation and assessment (PPA) time (explained in the glossary), limits on cover, leadership time, dedicated headship time and the transfer of tasks from teachers to support staff;
 - benefits for the school workforce including the impact on the work-life balance of teachers, senior staff and headteachers;
 - work-life balance issues and strategies schools are using to create an appropriate balance;
 - the role that governors have taken in the change process; and
 - benefits for pupils' learning including the impact on attendance, behaviour, curriculum provision and standards.
- 7 The report draws on:
- information from reports on the primary, secondary and special schools inspected during the period September 2007 – July 2008;
 - discussions with headteachers, teaching and non-teaching staff during visits made by Her Majesty's Inspectors to 12 schools;
 - a detailed questionnaire response from a selection of 40 schools representing a cross-section of types and sizes of schools across Wales;
 - a detailed questionnaire response from 10 chairs of governors regarding governor involvement in the school remodelling process; and
 - the responses from the Wales Audit Office's school surveys undertaken in 20 local authorities.

Main findings

- 8 The workload agreement is having a very positive effect in schools. A half of schools have changed their initial arrangements as they develop better ways to meet the demands of the agreement. A majority of schools are now beginning to evaluate the impact that the arrangements are having on curriculum provision and raising standards.
- 9 The remodelling includes structural elements such as planning, preparation and assessment (PPA) time, limits on time spent covering for absent teachers, leadership time, the allocation of dedicated headship time and the transfer of tasks to support staff. Positive aspects in the extent of remodelling include the outcomes described below.
 - a Almost all secondary schools surveyed have removed the requirement for teachers routinely to undertake administrative and clerical tasks. However, about one in 10 primary schools report that they have not, as yet, fully implemented this aspect of the agreement.
 - b Almost all schools sampled have fully reduced the burden of providing cover for absent colleagues to required levels.
 - c All teachers in the survey schools receive at least 10% PPA time and, as a result, they have more time available in which to undertake planning, preparation and assessment activities.
 - d All secondary schools in the sample report that they have removed the requirement for teachers to invigilate examinations.
- 10 Schools find it more difficult to implement the conditions of the agreement as they apply to leadership time and dedicated headship time. Although all schools are working towards implementing reasonable allocations of time for senior staff to carry out their leadership and management responsibilities, over a third currently report that they have not been able to do this fully. Dedicated headship time remains the aspect of the workload agreement that has been the most difficult to implement in practice. It has been fully implemented in only about a third of schools, while headteachers receive no dedicated headship time in about a quarter of primary schools. Overall, in primary schools, the position is worse than in secondary schools, often because the headteacher takes responsibility for a class.
- 11 In the last Estyn report on remodelling in January 2007, we stated that a combination of factors, including the limits on cover, the removal of the requirement for teachers to invigilate examinations and the introduction of guaranteed PPA time, have together had a very positive impact on all teachers. This remains the case and we have found that all teachers, irrespective of the size of the school or phase they are working in, are reporting benefits to their roles as a result of changes associated with workforce remodelling and workload reduction.

- 12 This positive picture is not mirrored for senior staff and headteachers. We have raised as an issue the workload for senior teachers and headteachers in previous reports where we stated that, in a large number of schools, changes associated with the national agreement represent one of the biggest initiatives these staff have had to manage. It is taking a significant amount of management time for senior teachers and headteachers to organise these changes efficiently and effectively.
- 13 Managing the changes associated with the national agreement adds considerably to the workload of senior staff and headteachers. However, more senior staff and headteachers are now reporting positive benefits resulting from workforce remodelling and workload reduction. Some of the positive benefits are described below.
- 14 The delivery of specified work (explained in the glossary) during teachers' PPA time (explained in the glossary) is undertaken in most schools by teachers. These are largely employed directly by the school. Schools managers seem determined to use teachers to provide specified work even though many are supplementing the costs of these teachers from their mainstream budgets rather than use less costly support staff. Higher level teaching assistants (HLTAs) deliver specified work in only a minority of schools while in a few schools a range of other adults are employed, including supply teachers, nursery nurses, learning support assistants, cover supervisors and sports coaches.
- 15 In our last report we found that, in a small number of primary schools, the curriculum for pupils during PPA time had been enriched through the inclusion of a wider range of activities, including drama, dance and sporting activities. These activities were often taken by specialist tutors or volunteers.
- 16 Our recent evidence indicates that, in just over a half of the schools, routine curriculum activities are undertaken with pupils during PPA time. However, in the other half of schools there is a more creative use of the time to focus on areas of the curriculum where standards need to be raised. In the best cases in primary schools, the staff who are deployed during PPA time teach the pupils specific subjects, for example information and communications technology (ICT), music or physical education. In this way, the pupils are taught the subject by the same specialist each week. This specialist teaching helps to raise standards in these subjects.
- 17 Our most recent evidence suggests that standards have improved in certain curriculum subjects in just over two-thirds of the sample schools. This improvement is largely to do with better specialist teaching during PPA time, especially in primary schools, rather than to the effect on class teachers themselves of being released to undertake more planning, preparation and assessment. This raises questions about the value for money of the changes associated with the national agreement in raising standards more generally.
- 18 The duties and responsibilities of school managers in respect of the national agreement are monitored in a number of ways. Many managers routinely monitor planning, preparation and assessment in general. Also, each year, Estyn carries out around 300 inspections in mainstream schools. Estyn's Common Inspection Framework requires inspectors to report on workforce remodelling.

- 19 Governors have been fully involved in the changes associated with the implementation of the national agreement, including considering the headteacher's work-life balance, in almost two-thirds of the schools. In the other schools, governors have been informed of and have approved the changes made.
- 20 There are concerns in schools about the resources available for workforce remodelling. In some cases, schools do not have enough resources to fully implement the statutory elements of the national agreement. This is especially so with regard to leadership time, dedicated headship time and examination invigilation and, in our sample, only about six in every 10 schools say that they have enough resources.
- 21 More than a half of schools in 10 local authorities feel that generally they do not receive enough guidance and support from the authority to implement the elements of the national agreement effectively. For example, headteachers with a teaching commitment in small schools, in particular, need advice on how best to implement the requirement to provide dedicated headship time. In seven of these local authorities, support was rated poor or very poor by more than 10% of the schools. In one local authority four in 10 schools say that the level of support for the implementation of the workload agreement is poor or very poor.
- 22 The changes associated with the national agreement have been far-reaching in all schools. The benefits of the changes for teachers represent good value for money. However, the value for money of the changes as far as improvements in pupils' standards are concerned is far more limited.

Recommendations

The Welsh Assembly Government should:

- R1 review the distribution of funding for the statutory elements of the national agreement to ensure that all schools can implement the changes fully; and
- R2 continue to monitor, by commissioning further research on the implementation of the national agreement, its impact on pupils.

Local authorities should:

- R3 review the quality of the guidance and support offered to schools relating to the effective implementation of the national agreement.

Schools should:

- R4 focus on how teachers can make more use of the time released by remodelling to raise standards of pupil achievement;
- R5 implement all statutory elements of the national agreement fully;
- R6 ensure that governors review the headteacher's workload in order to support a reasonable work-life balance; and
- R7 continue to evaluate the impact of the changes on pupils' standards of achievement.

The extent of remodelling in respect of statutory provision

- 23 Schools have made considerable progress in implementing all aspects of the national agreement. However, schools are finding that it is far easier to implement some aspects than others.
- 24 The transfer of tasks from teachers to support staff is progressing well. The numbers of support staff in schools have increased significantly. Many jobs that have traditionally been done by teachers are now being carried out by support staff. Almost all secondary schools surveyed have been successful in implementing this aspect fully and teachers in these schools are no longer involved in any routine administrative tasks. However, one in 10 primary schools need to do more to remove administrative tasks from teachers and transfer these to support staff. In these primary schools, teachers continue to display pupils' work and undertake other administrative tasks such as collecting money for school visits.
- 25 Guaranteed PPA time should be set at the equivalent of at least 10% of a teacher's normal timetabled teaching time. This requirement has been implemented successfully in all schools because headteachers have concentrated on ensuring that this is achieved. This means that all teachers have more time for planning, preparation and assessment activities and teachers themselves determine the particular priorities for each block of PPA time allocated.
- 26 The way that PPA time is organised varies between schools. No schools allocate PPA time in blocks of fewer than 30 minutes. Almost all secondary schools organise PPA time in 60 minute blocks. In three-quarters of primary schools, PPA time is organised in half-day blocks per week for each teacher, with almost all the remaining primary schools releasing teachers for PPA time in blocks of one day per fortnight.
- 27 In large primary schools, headteachers arrange for staff in the same year groups to be released together so that they can share planning, preparation and assessment activities. In these schools, teachers feel that the support they receive from other teachers is helping to make planning more consistent and is helping to reduce the time they need to give to this activity.
- 28 Newly-qualified teachers (NQTs) benefit considerably from PPA time and a reduced timetable in their first year of teaching. They are supported by specific funding from the Welsh Assembly Government for the 10% reduced timetable over and above the PPA time. In the best cases, NQTs' PPA time is organised to coincide with other teachers in the same year group in primary schools, or in departments in secondary schools. This enables them to discuss and share ideas with more experienced teachers.
- 29 Many schools arrange for specified work during PPA time to be carried out by qualified teachers. The number of schools using teachers for this purpose has increased over the last two years with 85% of sample schools now using teachers to provide specified work. Evidence shows that these schools seem determined to use teachers to provide specified work even though many are supplementing the costs of these teachers from their mainstream budgets rather than using less costly support staff.

- 30 Higher level teaching assistants (HLTAs) deliver specified work in some way in about a third of schools while in a few schools a range of other adults are employed including supply teachers, nursery nurses, learning support assistants, cover supervisors and sports coaches.
- 31 About a half of schools have changed their arrangements for providing PPA time for teachers. Changes to arrangements have been made in most of these schools because they wanted to improve on their initial strategy or because of funding concerns. Many of these schools initially put arrangements in place quickly to ensure that PPA time was provided for all teachers. However, many schools have now had time to reflect on the outcomes of their initial arrangements for pupils and are changing them to ensure that the specified work is of a higher standard.
- 32 Almost all teachers use the time allocated for planning, preparation and assessment exclusively for these purposes. A small number use some of the time for other activities that they consider important such as meeting parents or dealing with managerial issues.
- 33 The planning, preparation and assessment that teachers undertake is monitored in almost all schools, usually through the schools' normal monitoring processes. In about eight in every 10 schools, the headteacher or senior members of staff monitor the quality of planning, preparation and assessment. This often, for example, entails senior teachers collecting and checking plans on a weekly basis or scrutinising plans and assessments during classroom observation sessions. In just under a quarter of schools, headteachers and senior staff monitor the quality of planning, preparation and assessment by means of specific activities. These entail, for example, proformas which are completed by teachers and identify brief details of the work they undertake in PPA sessions or by teachers completing PPA diaries.
- 34 In all secondary and special schools, teachers undertake their PPA time on the school site. In almost all of these schools, teachers may use specific rooms set aside for them to work in. Many of these rooms have good facilities and include intranet and internet access. However, in about a third of primary schools teachers undertake PPA activities off-site. This is mainly because in many of these schools there is no spare accommodation that teachers can use for quiet working.
- 35 In the small number of schools that employ supply teachers to undertake PPA cover, most use those in whom they have confidence and who they use on a regular basis. In many cases, schools now have handbooks that are especially designed for supply teachers to help them quickly to understand the ethos of the school and its procedures. This means that the supply teachers can integrate more quickly into the school and uphold the ethos and standards of behaviour of the school.
- 36 The national agreement limits the amount of cover that teachers should undertake for absent colleagues to not more than 38 hours per year but with progressive movement towards a position where this should only happen rarely. Almost all schools have met this upper limit and in many schools, this has been surpassed. However, the overall objective is to revise this limit downwards, so a small number of schools will need to adjust their arrangements for cover to meet this requirement.

- 37 The national agreement states that teachers should not routinely be required to invigilate external examinations. In all secondary schools sampled, this requirement has been fully implemented.
- 38 Under the terms of the national agreement, teachers with leadership and management responsibilities are entitled to a reasonable allocation of time within the school day to undertake their responsibilities. Overall, just under two-thirds of the sample schools currently report that they have been able to do this fully. In nearly all secondary schools these teachers receive a reasonable balance of time, whereas, in the primary sector, this requirement has only been fully met in just over a half of schools. In the schools where the requirement is not fully met a limited amount of leadership time has usually been created. Only two survey schools report that they have not put in place any allocation of leadership and management time. Schools that have failed to provide reasonable allocations of leadership and management time for staff say that lack of funding is the main reason.
- 39 The national agreement recognises that headteachers must have dedicated time to lead their schools, not just manage them. It states that governing bodies will be expected to ensure that headteachers have dedicated headship time in which many of their leadership tasks can be carried out.
- 40 Just over three-quarters of headteachers receive an allocation of time to lead their schools and a third feel that their allocation of time is reasonable. The situation is not as good in primary schools with a quarter of headteachers having no dedicated time and a further 40% having a limited allocation. In these primary schools, headteachers state that dedicated headship time is difficult to take because of the daily demands of the job. Many of the headteachers who do not receive an allocation of dedicated headship time have few staff to delegate work to and therefore 'take on' too many managerial tasks themselves.

Benefits for school staff

- 41 The implementation of the national agreement in schools is generally having a very positive effect on support staff, teachers and senior staff and, to a more limited extent, on headteachers. These positive effects are outlined below.
- 42 In almost nine out of every 10 schools, the roles of support staff have changed and improved. Around half of the support staff feel that the roles that they now undertake in schools have enhanced their professional status and they feel more valued. A large number of support staff perceive the changes as improving their job opportunities in schools and changes have provided them with welcome increased responsibilities. About a quarter of support staff feel that they now receive more professional development opportunities and they have acquired new skills that help them carry out their roles more effectively.
- 43 In all schools, teachers feel that the changes associated with the national agreement have brought benefits to their working life. Many teachers now feel they have more time for planning, preparation and assessment activities and they have a reduced administrative burden. The combination of guaranteed time for planning, preparation and assessment coupled with reduced demands for cover and examination invigilation have greatly enhanced the working life of most teachers.

Case study 1: How a school has evaluated the impact of PPA time on aspects of teachers' work

Context: In one large primary school in south-east Wales, the headteacher has analysed the impact of PPA time on the work that teachers do. The analysis was carried out in 2006 and again in 2008. As a result, the headteacher has been able to ascertain whether the introduction of PPA time is having a positive effect on the quality of teachers' work.

Strategy: In this school, all teachers feel that the introduction of PPA time has had a very beneficial effect on the quality of marking, preparation of individual education plans for particular pupils, weekly planning and the exploration of relevant educational websites for good quality teaching materials.

Action: Teachers in this school spend about half of their allocated PPA time in planning with the remaining time equally used for preparation and assessment.

Outcomes: Almost all teachers agree that PPA time enables them to:

- reflect on children's needs better and to target lessons more precisely;
- improve their teaching as they are better prepared;
- share good practice with other teachers in the school; and
- spend less time at home on school-related activities.

- 44 As a result of the guaranteed time for planning, preparation and assessment that teachers now have, the quality of these aspects of teachers' work has improved in nine out of every 10 sample schools. Teachers feel that, as they have more time to prepare for lessons, their preparation is more thorough with resources researched and used more effectively.
- 45 The quality of planning has also improved in many schools. Teachers in these schools now engage in more collaborative planning with other teachers and consequently planning in many schools is more consistent. Teachers' planning is also more focused and is more tailored to different groups of pupils of differing abilities. In a few schools, individual education plans for pupils with additional learning needs have improved and contain clearer targets. This is helping to improve standards for these pupils.
- 46 The quality of assessment has also improved in many schools. In some of these schools, teachers spend more time than they did previously on assessing pupils' work and, as a result, are better able to target tasks to meet individual pupils' needs. In a few large primary schools, teachers in the same year group are released for PPA time together. This enables them to discuss and share the assessment of pupils' work which helps them to better understand assessment criteria and to reach a shared understanding of National Curriculum level descriptions.

Work-life balance issues

- 47 The national agreement states that all teachers, including headteachers, must have a reasonable work-life balance. Headteachers must ensure that their staff have appropriate workloads, in support of a reasonable work-life balance, while governing bodies similarly are responsible for overseeing that the work-life balance of headteachers is reasonable.
- 48 Almost all teachers feel that the changes associated with the national agreement have improved their work-life balance. Many state that they now feel better able to cope with the demands of the job and consequently feel more relaxed. The small number that feel the changes have not improved their work-life balance state that a plethora of initiatives such as revisions to the National Curriculum, new assessment arrangements, self-evaluation and the implementation of the Foundation phase have added to their workload. This impact of current national initiatives and consequent increases in teachers' workload has also been raised in the Assembly's Enterprise and Learning Committee recent report on the 'Implementation of the Teacher Workload Agreement'.
- 49 Our findings largely reflect the findings of some of the professional associations that suggest the failure to achieve a satisfactory work-life balance is generally related to a teacher's seniority. Whereas almost all teachers feel that the changes associated with the national agreement have improved their work-life balance, only about two-thirds of senior teachers and one third of headteachers feel that their work-life balances have improved.
- 50 Most headteachers realise that it is very difficult to maintain a reasonable work-life balance at all times. They acknowledge that there are times when the demands of the job can be excessive but, overall, a majority feel that improvements associated with the implementation of the national agreement have had little positive effect on their working lives.
- 51 Most headteachers have told us that they employ a variety of strategies in order to endeavour to maintain a reasonable work-life balance. Successful strategies include:
- strictly prioritising the work they do;
 - putting well-organised school systems in place;
 - taking only a minimal amount of work home;
 - putting strict time limits on meetings;
 - clustering meetings so that fewer different sessions are encroached upon;
 - keeping meetings to a clear agenda;
 - holding senior management team meetings during the school day;

- holding governor meetings as soon as is practicable after the end of the school day;
- employing extra office administrative support staff with defined roles; and
- working at home when work opportunities permit.

52 A few headteachers feel that the concept of dedicated headship time is always going to be very difficult to achieve because of the nature and demands of the role. Headteachers of schools in challenging areas, in particular, find it difficult to identify any time during the working day when they are not involved with operational issues.

Benefits for pupils

- 53 Since the introduction of the national agreement, curriculum provision has improved overall in about three-quarters of the sample schools. In our last report we found that, in a small number of primary schools, the curriculum for pupils during PPA time had been enriched through the inclusion of a wider range of activities, including drama, dance and sporting activities. These activities were often taken by specialist tutors, sports coaches or volunteers. This is still the case but this wider range of activities is only undertaken in a very small number of schools.
- 54 The nature of specified work undertaken by pupils during PPA time varies considerably between schools. In just over a half of the schools, routine curriculum activities are undertaken with pupils during PPA time. Routine curriculum activities are those that happen to be timetabled when PPA time is arranged and cover staff follow normal timetabled activities. In secondary schools, the curriculum is largely unaffected by the provision of PPA time for teachers.
- 55 In almost a half of primary schools there is a more creative use of the time to concentrate on particular curriculum activities where standards need to be raised. These schools have introduced strategies where specified work during PPA time is undertaken by staff, usually teachers, with a particular curriculum expertise. These staff usually undertake work in a number of classes throughout the school and concentrate on a specific curriculum area or areas. In the best cases in primary schools, the staff who cover PPA time teach the pupils specific subjects, for example ICT, design and technology, music, art or physical education. In this way, the pupils are taught the subject by the same person each week and they receive specialist teaching. In many cases, sole responsibility for the teaching of some specific curriculum subjects rests with these staff.
- 56 In our last report in January 2007, we stated that almost all schools felt that it was too early to make any sort of firm judgement on the impact of workforce remodelling on standards of pupils' achievement. Also, many schools felt that the causal link between remodelling and raising standards of pupil achievement will not always be possible to establish clearly. Part of the problem in measuring improved standards as a result of PPA time is that success criteria for measuring improvement may not be clearly stated at the outset at individual teacher or departmental level.
- 57 Nevertheless, there is strong evidence in the sample schools that have put specialist teaching into operation during PPA periods that this is helping to raise standards in specific subjects. The outcomes of this specialist teaching are evident in the improved quality of pupils' classwork and, in a few cases, improved numbers of pupils attaining the expected levels in end of key stage teacher assessments. Overall, in just over two-thirds of the sample schools, standards in certain curriculum areas have improved. This improvement can be mainly linked to the use of specialist inputs rather than to the effect on teachers themselves of being released to undertake more planning, preparation and assessment. However, there still remain schools that are not evaluating the impact of their actions on raising standards.

Case study 2: How one primary school has raised standards in Welsh and music

Context: In one large primary school, PPA time is organised for every member of staff for one day per fortnight.

Strategy: The school employs a full-time teacher to provide specified work in PPA time.

Action: This teacher delivers music and Welsh to all classes during the PPA sessions and also co-ordinates these subjects throughout the school. The teacher has developed extra curricular opportunities for pupils in music including taking part in a newly established school orchestra.

Outcome: In a recent school review, the local authority school improvement service confirmed the school's own evaluation that there has been considerably progress in levels of Welsh reading and oracy and in standards of music throughout the school compared with the previous year.

- 58 Rates of attendance in three-quarters of schools have been largely unaffected by changes associated with the national agreement. However, in a quarter of the sample schools, changes to the curriculum, to teaching arrangements and experiences with a greater range of adults have enthused pupils and attendance rates have consequently improved.
- 59 The implementation of changes associated with the national agreement has resulted in the behaviour of pupils remaining constant in about three-quarters of schools but a quarter of schools report improvements. In only a very few schools have there been incidences of worsening pupil behaviour. In these schools, there have been times when behaviour has suffered as a result of PPA sessions. Some pupils find it difficult to deal with discontinuities in staffing even though the support staff and teachers delivering specified work are well known to the pupils.
- 60 In one comprehensive school, pupils with additional learning needs have benefited from an increased number of support staff and greater access to the special needs co-ordinator for individual support. Also, in this school, increased numbers of support staff generally in classes has had a positive effect on pupils' behaviour.

The involvement of governors

- 61 Headteachers and leadership teams in partnership with their governors are responsible for implementing the reforms associated with the national agreement. Together they make choices about strategies and priorities in response to individual school circumstances. A few schools feel that governors have contributed some excellent ideas and solutions to potential problems associated with remodelling issues.
- 62 In almost two-thirds of schools, governors have been fully involved in discussions and in making decisions regarding workforce reforms. In these schools, governors are well informed about what changes need to be made to comply with the national agreement, the choices open to the school and the financial resources available. Many governors have attended training sessions organised by local authority or consortium change managers where they have been informed of the reforms and the implications for governors.
- 63 Many governors are regularly updated about how well the reforms are working in their schools. In many of these schools, specific governor committees have been established to oversee progress and to modify strategies if needed in the light of experience and changing circumstances. The financial implications of the reforms are regularly included for discussion with governors.
- 64 In one large comprehensive school, three governors appointed by the full governing body meet with the headteacher regularly to discuss his workload and work-life balance. The discussions are open and frank and all outcomes are reported to the full governing body. In this way, the headteacher feels that the governors are knowledgeable about the work demands placed on him and they are receptive and responsive to easing sometimes excessive and unreasonable work demands.
- 65 In one small primary school, the governors were concerned about the headteacher's workload. The governing body discussed various strategies for reducing the workload of the headteacher, taking into account the financial implications for the school budget. They have ensured that as the headteacher has a teaching commitment the amount of time available for administrative work and PPA time should be commensurate with the demands of the job. The extension of class non-contact time and the improvement in the school secretary's hours has greatly assisted the headteacher to ensure a more reasonable work-life balance.
- 66 In a few schools, not only do headteachers report to governors at meetings about how well the reforms are progressing but also reflect on how the reforms are impacting their own workloads.

Resources and support for the workload agreement

- 67 Schools have concerns about the resources available for workforce remodelling in order to implement the statutory elements of the national agreement.
- 68 The largest element in terms of spending is the allocation of 10% planning, preparation and assessment time to all teachers. All schools prioritise the money they receive for remodelling to provide, in the first instance, for teachers to receive PPA time. However, only about six in every 10 schools feel that they receive enough resources to fully support this aspect. Those schools that feel they do not receive enough resources for this state that they cannot afford to provide for teachers to cover PPA time and, as a result, are not able to raise standards by implementing this aspect of the national agreement.
- 69 Similarly, only the same proportion of schools feels that the resources to support the transfer of tasks are adequate.
- 70 Limits on cover and the requirement that teachers do not invigilate external examinations, in particular, affect secondary schools. In these schools, only just over a half feel that they receive enough resources to fully implement these requirements and, therefore, in order to ensure that these aspects are successfully supported, supplement the monies they receive by using extra financial resources from their main school budget.
- 71 Leadership and dedicated headship time are the two areas that schools feel are most underfunded. This is reflected in the lack of success in the implementation of these two aspects of the national agreement as both aspects are those least successfully implemented. Overall, almost a half of schools feel that they do not have enough resources to fully implement reasonable allocations of leadership time and almost two-thirds of schools feel similarly about dedicated headship time.
- 72 Support for the remodelling process is provided by a network of senior officers in local authorities. Most local authorities have appointed a senior officer to act as a change manager to provide advice and support to schools regarding workforce remodelling issues. These, in turn, are often supported by consortia co-ordinators as local authorities are grouped across Wales into five geographical consortia and each has a co-ordinator.
- 73 In summer 2007, all but two local authorities in Wales took part in an Audit Commission school survey. The main purpose of this school survey was to provide evidence about schools' perceptions of the support provided by their local authority and the services provided for children and young people.
- 74 The survey contains a section on support for school improvement and, amongst many other things, schools were asked to rate 'the quality of their council's guidance relating to the effective implementation of the teachers' workload agreement'.
- 75 Response rates from schools in different local authorities ranged from a 93% response rate in Conwy to only a 16% rate in Anglesey. Nevertheless, some 777

schools in Wales took part in the survey. Schools were able to answer the questions in the survey using one of six possible responses: very good, good, satisfactory, poor, very poor or unable to comment.

- 76 The outcomes of the survey indicate that in the five local authorities with the best support for the implementation of the workload agreement, almost three quarters of the schools feel that support is good or very good. In contrast, in the five local authorities with the worst support for the implementation of the workload agreement, only about a quarter of schools feel that support is good or very good.
- 77 Slightly more schools overall feel that the support they receive is good or very good compared to those that feel the support is only satisfactory at best. However, more than a half of schools in 10 local authorities feel that support is only satisfactory at best and in seven local authorities support was rated poor or very poor by more than 10% of the schools. In one local authority, four in 10 schools feel that the level of support for the implementation of the workload agreement is poor or very poor. The issue of the erosion of the quality of support for headteachers has also been raised in the Assembly's Enterprise and Learning Committee recent report on the 'Implementation of the Teacher Workload Agreement'.

An overall school perspective

- 78 Schools state that there are many very positive aspects relating to workforce remodelling. However, such aspects mostly reflect the effect that the national agreement has had on teachers. Amongst those aspects that they consider positive are improvements such as guaranteed time for planning, preparation and assessment with consequently more time for teachers to spend on teaching and learning activities. Schools generally feel that the morale of teachers has improved as they have a better work-life balance. They also feel that the changes implemented have significantly improved the professional status of support staff.
- 79 Schools feel that the main negative features of the changes associated with the national agreement all relate to managerial aspects. Headteachers state that the changes have added to their workload and the workload of senior staff. They also refer to the difficulties faced when teachers are attending in-service training course or are absent for other reasons because of the inflexible nature of timetabled PPA time. Many schools also feel that they do not receive adequate resources or support in order for them to implement all the required changes fully.

Appendix 1: The national workforce agreement: a seven point plan for creating time for teachers and headteachers

- I Progressive reductions in teachers' overall hours over the next four years. This objective will be promoted by all the partners and progress will be monitored and audited, including at school level.
- II Changes to teachers' contracts, to ensure all 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; and
 - have a reasonable allocation of time in support of their leadership and management responsibilities;and that headteachers have dedicated time which recognises their significant leadership responsibilities for their school.
- III A concerted attack on unnecessary paperwork and bureaucratic processes for teachers and headteachers, including in England through the establishment of an Implementation Review Unit.
- IV Reform of support staff roles to help teachers and support pupils. Personal administrative assistants for teachers, cover supervisors and high level teaching assistants will be introduced.
- V 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.
- VI 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.
- VII Monitoring of progress on delivery by the Signatories to this Agreement.

Appendix 2: Numbers of support staff employed in maintained schools 2004-2008, as at January each year²

	2004	2005	2006	2007	2008
Teaching assistants					
Teaching assistants	6,065	6,791	7,815	8,718	9,583
Special needs support staff	2,219	2,610	2,410	2,287	2,356
Total	8,284	9,399	10,225	11,005	11,938
Administrative staff					
Total	2,774	3,088	3,186	3,256	3,416
Technicians					
Total	1,034	1,084	1,111	1,142	1,139
Other support staff					
Nurses	70	61	62	55	46
Nursing/childcare staff	555	327	444	377	407
Total	625	388	506	432	453
Total	12,717	13,962	15,027	15,834	16,946

The table above shows the increase in the number of support staff employed in schools since 2004. In particular, there has been a significant increase in the number of teaching assistants and administrative staff employed. These have increased by 58% and 23% respectively in the five-year period.

² Source: Welsh Assembly Government Schools Census

Glossary/references

Glossary:

Planning, preparation and assessment (PPA) time	The Department for Education and Skills (DfES) published 'Raising standards and tackling workload: a national agreement' in January 2003. As part of this agreement, from September 2005, all teachers have at least 10% guaranteed time per week available in the school day to plan, prepare and assess.
Specified work	This enables pupils to continue their learning as they carry out activities under supervision. This is distinct from cover supervision work to cover teachers absent on sick leave where no active teaching takes place. Specified work in schools can include tasks set by teachers, extended tasks jointly planned by support staff and teachers and free-standing enrichment activities delivered by external specialist teachers or volunteers.

References:

- Raising standards and tackling workload: A national agreement – DfES 2003
- Raising Standards and Tackling Workload: A National Agreement
A Resource Pack for Governors in Wales – DELLS 2006
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- NAS/UWT Workload Audit
- The deployment, training and development of the wider school workforce – Ofsted 2008
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