Towards an empowered system



Improving school empowerment through self-evaluation:

a framework for local authorities

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1. Introduction

The <u>Education Reform Joint Agreement</u> between Scottish Government and Local Government makes a commitment to develop guidance, without the requirement for legislation, on the context of empowerment and how the headteachers' charter is to be supported. This Agreement is founded on the understanding that everyone involved in the education system will require to work together to create a system which promotes collaboration and professional judgement at school level and beyond.

The guidance and tools for progressing towards an empowered system are set out in <u>An empowered system</u>. These materials have been produced by working groups involved in all areas of the Scottish education system.

This self-evaluation framework is a key element of the overarching work in evaluating the progress towards such an empowered system, built on mutual trust, cooperation and highly effective communication. In an empowered system head teachers and local authorities are partners, supporting each other and respecting the different role each plays within our developing system.

This document is provided to assist local authorities evaluate and improve the way in which they deliver expectations of the Joint Agreement, and subsequent guidance documents, in the context of the empowerment of schools. It supplements the advice given in HGIOS4? and provides advice on the process of improvement through self-evaluation.

It is designed to support local authorities by:

- encouraging a consistent approach to evaluating how well authorities are bringing about improvement in education provision through empowering schools and their local community, head teachers, teachers, parents¹ and children and young people;
- providing a set of key questions with links to existing quality indicators which can be used to evaluate empowerment; and
- providing illustrations of effective practice and sources of guidance and support for each theme of empowerment.

1.1. Background to the empowerment agenda

One of the recommendations made by the International Council of Education Advisers (International Council of Education Advisers Report 2016-18) is for the Scottish Government to consider professional empowerment, responsibility, and ownership as policy imperatives for the next phase of improvement to help create a self-improving learning system:

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¹ Throughout this document the term parent refers to parents and carers.

- Professional empowerment: While initial large-scale educational reforms for a whole country often require clear direction from the centre of national government, to move to sustainable high-quality implementation requires a shift to professionally-led educational improvements within and across classrooms, schools and local authorities.
- Responsiveness: Empowered education professionals and policy-makers are also highly alert, adaptive, and responsive to local needs, priorities, changes and challenges.
- Ownership: Putting the above together empowerment of all involved and responsiveness to professional judgement and evidence is vital to developing the co-ownership that is essential to realise the ambitions of excellence and equity for all learners, and the priority to close the historical and persisting poverty-related attainment gap in Scotland. It is important that Scotland's education system is both world-leading and uniquely and appropriately Scottish.

1.2 What do we mean by empowerment?

The <u>An empowered system</u> resource provides the following definition:

An empowered system is one that grows stronger and more confident, working in partnership to lead learning and teaching that achieves excellence and equity for all learners. Empowerment and collaboration for improvement happen at all levels in an empowered system. An empowered system is built on mutual trust, cooperation and highly effective communication. In an empowered system head teachers and Local Authorities are partners, each contributing and supporting each other and respecting the different role each plays.

This self-evaluation resource draws on the guidance published as part of the above resource including:

- The Empowering School Leaders guidance which considers the contribution of school leaders in an empowered system; and
- The Head teachers' Charter for School Empowerment which considers the contribution of head teachers in an empowered system.

Scotland has started a collective endeavour to build an empowered, connected, self-improving education system to achieve excellence and equity for all children and young people, as set out in the National Improvement Framework (NIF).

In an empowered school-led system, school leaders are part of the collective leadership of the system, as well as leaders within their own organisation. The leadership skills required include: working across organisational boundaries; building shared values and trust; drawing on a wide range of perspectives and resources across systems to design local solutions; and reflecting local context, communities and aspirations.

In December 2018, Education Scotland published its findings from the <u>Readiness for Empowerment National Thematic Inspection</u>. The evidence from this thematic inspection on Readiness for Empowerment indicated that local authorities, while at different stages, are implementing a range of strategies and approaches to develop an empowered education system.

The following dimensions of empowerment are emerging as features of practice within Scottish schools:

Autonomy	having permissions and freedom to take the initiative and be creative and innovative in meeting the needs of learners and individual school's context within a flexible framework of delegated leadership responsibilities.
Professional learning	enabled through engaging in career-long professional learning which challenges thinking, develops skills of enquiry and criticality, promotes collaborative practices and impacts on learning of children, young people and adults.
Participation and engagement	involvement in, and ownership of, evidence-based decision-making about the life and work of the school built through consensus.
Collaboration	engaging in co-production, solution-orientated activities to deliver and improve education and achieve collective goals and aspirations for learners and schools.
Resources	having access to skills, information, guidance, tools and resources to bring about improvement to school practices and performance.
Impact	being responsible, trusted and accountable for actions leading to improved outcomes for learners.

These dimensions of empowerment are important levers for change to support further discussions and developing further empowerment of head teachers and schools. They can apply at all the different levels of the education system to ensure that decisions about children's learning and school life are taken within schools, supported by parents and the local community.

1.3. How can this self-evaluation resource be used?

This self-evaluation resource is designed for local authority staff to use to engage in an evidence-based analysis of what is working well in relation to school empowerment and what needs to improve to have greater positive impact on outcomes for learners.

Use of the framework by staff in differing roles across the local authority, with partners, children and young people and their families, will strengthen evaluative work. Headteachers, as senior officers of the local authority, will be key to the collaborative self-evaluation activities required to support improvement.

The following questions remain at the heart of self-evaluation:

- How are we doing?
- How do we know?
- What are we going to do now?

Through using this self-evaluation approach with partners, you will look inwards to analyse your work, look outwards to find out more about what is working well for others locally, regionally and nationally and look forwards to gauge what continuous improvement might look like in the longer term.

This self-evaluation resource is intended to support you and your partners in looking inwards to evaluate performance at every level and in using the information gathered to decide on what needs to be done to improve. Effective self-evaluation involves a level of reflection and critical enquiry which is best achieved through a blend of internal and external analysis. Making sound judgements about the impact on learners should be central to self-evaluation.

Triangulation is an important part of the self-evaluation process and is used to ensure evaluative statements about strengths and aspects for development are grounded in a robust evidence base. The triangulation of evidence-based information and data, people's views and direct observation of practice should involve all local authority and school staff, learners, parents, partners and other stakeholders. This process leads to a shared assessment of risk and an understanding of your local authority's capacity for continuous improvement in relation to school empowerment.

2.0 Self-evaluation of empowerment

The diagrams on the following pages give a synopsis of the key elements of each theme.

2.1 Theme 1. Improvement

The Local Authority has statutory responsibility for the provision and improvement of education in the area. In all localities head teachers and Local Authorities should work in partnership with children, young people and their families to take decisions which reflect the local context.

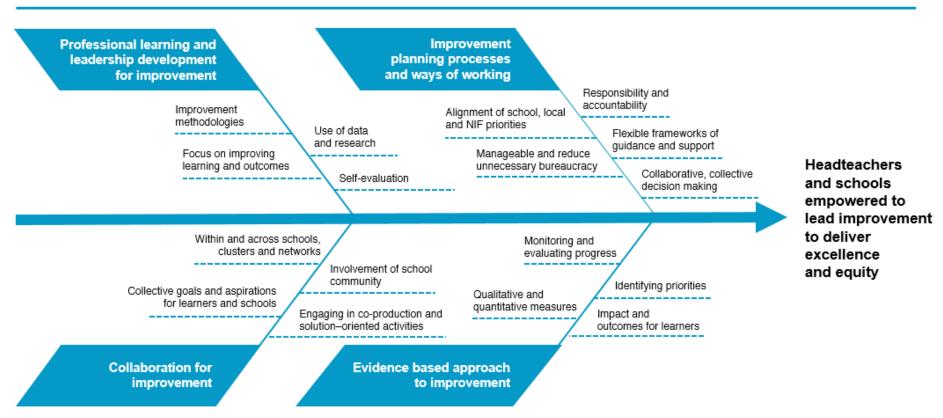
The Head teachers' Charter for School Empowerment highlights that in an empowered system, head teachers and Local Authorities are partners in a collective endeavour towards equity and excellence in education, each contributing and supporting each other and respecting the different roles each play.

In an empowered system, head teachers are enabled to:

- lead collaborative, evidence-based decision-making while recognising that they are an integral part of a wider education and children's services system and open to constructive support and challenge by the Local Authority and their colleagues;
- lead learning communities to determine the most appropriate approach to lead change and improvement, making decisions in partnership with their learning community about the improvement priorities and plan for their school, reflecting and informing the local improvement plan and the National Improvement Framework;
- actively participate in the wider corporate work of the Local Authority, consistent with their role as leaders of learning and contribute to the Regional Improvement Collaborative – accessing support and working collaboratively to lead improvement; and
- empower staff to continually improve practice, encouraging professional dialogue, supporting career-long professional learning and collaborative enquiry, and the use of research and evidence-informed practice. Head teachers should model a commitment to lifelong learning through their own practice.

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2.1 Theme 1. Improvement



1. IMPROVEMENT: To what extent do local authorities empower headteachers and schools to lead change and improvement, making decisions in partnership with their learning community within their schools?

Links to QIs:

- QI 1.3 Leadership of change Theme 2 Strategic Planning for continuous improvement;
- QI 1.1 Self-evaluation for self-improvement Theme 1 Collaborative approaches to selfevaluation.

Key questions

- 1.1 How well do local authority systems, processes, support and ways of working for improvement promote autonomy and empowerment and:
 - align school local and NIF priorities through improvement planning?
 - support headteachers to take responsibility and be accountable for their own school's improvement priorities?
 - embed collegiate approaches to decision-making, where teachers and practitioners are able to influence decisions?
 - reduce unnecessary bureaucracy and take account of working time agreements?
- 1.2 How well does the local authority promote and support collaboration for improvement:
 - · within and across schools?
 - with members of the school community?
 - with the Regional Improvement Collaborative?
- 1.3 How well does the local authority promote and support professional learning for improvement with a focus on leading change and improvement in curriculum, learning, teaching and assessment?
- 1.4 How well is an evidence-based approach to improvement used:
 - to determine key priorities for improvement that meet the needs of learners?
 - to build in qualitative and quantitative measures of success to support monitoring and evaluation and ensure a focus on gathering evidence of impact?
 - to focus on reducing inequalities of outcome?

Level 5 illustration

Across our local authority, headteachers and schools are empowered well to lead improvements in education provision. They have the responsibility, ownership and accountability, within flexible frameworks of guidance and support, to bring about improvement within their own school's context. Our improvement planning is streamlined with appropriate alignment between local and NIF priorities and those identified through schools' self-evaluation. Collaborative and collective decision-making between local authority staff and headteachers is a key feature of our improvement practices.

We support and promote professional learning and leadership development which focuses on building capacity for improvement with a focus on learning and teaching, curriculum and improving outcomes for all learners. Our headteachers champion high quality professional learning for all staff, including supporting students and probationers and lead by example.

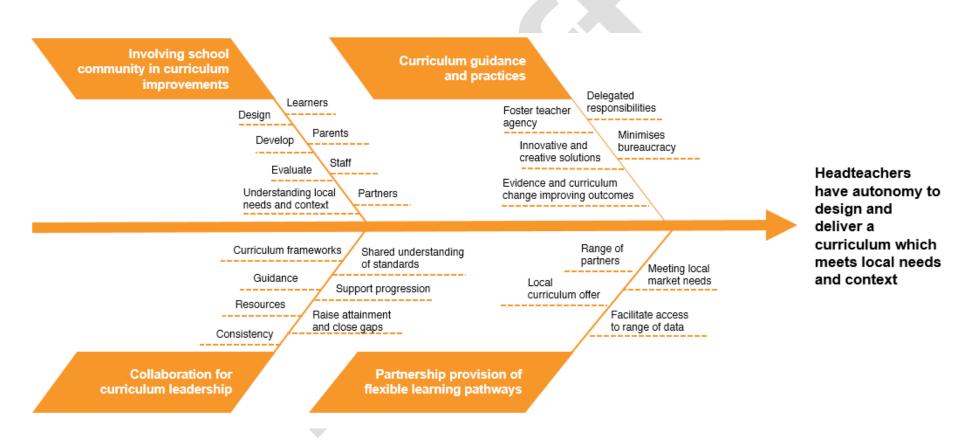
Collaboration within and across schools in our local authority develops collective goals and aspirations for learners and schools, Learners, parents, services, partners and the school community are engaged well in collaboration for improvement. Staff engage in co-production and a range of solution-oriented activities. They are able to demonstrate improvements in learning and teaching and outcomes for learners as a result of their collaboration.

We empower school leaders to make an active contribution to local, regional and national education policy to support improvement. They contribute well to our Regional Improvement Collaborative to access support and work collaboratively to lead improvement.

Our headteachers and schools are skilled in using a range of quantitative and qualitative data. They use these to identify priorities and to monitor and evaluate progress in bring about improvements that impact on outcomes for learners.

2.2 Theme 2 Curriculum leadership

The Headteachers' Charter for School Empowerment highlights that in an empowered system headteachers lead learning communities. They determine the most appropriate approach to leading collaborative work to co-design and develop curriculum and learner pathways, including transitions, which best meet the needs of all children and young people.



2. Curriculum leadership: To what extent do local authorities empower headteachers and schools to lead collaborative work to co-design and develop the curriculum and learner pathways, including transitions, which best meet the needs of all children and young people within their local context?

Links to QIs:

• QI 2.2 Curriculum

Key questions

- 2.1 How effectively does the local authority curriculum guidance and practice promote empowerment of schools and local communities to design their curriculum in line with Curriculum for Excellence?
- 2.2 How well does the local authority support and challenge schools to engage with their local communities to design, develop and evaluate their curriculum?
 [Staff, parents, pupils, wider partners, local authority]
- 2.3 In what ways does the local authority promote and support partnerships to:
 - enhance the local curriculum to provide flexible learning pathways?
 - support different needs of learners?
 - support transitions at all stages?
 - lead to raising attainment?
- 2.4 How does the local authority support collaboration for curriculum leadership and improvement so:
 - school leaders are empowered and supported to lead change and improvement in curriculum, learning, teaching and assessment?
 - teachers and practitioners collaborating within and across school in their approaches to leading learning and improvement?
 - schools to take high-quality decisions about curriculum, learning, teaching and assessment to ensure positive impact for the benefit of the community it serves?

Level 5 illustration

Our headteachers and schools have the autonomy to design and deliver a curriculum which meets their own school's context. We support them well with a range of guidance and clear delegated responsibilities. Teachers are encouraged and supported to take the initiative and be creative and innovative in developing and delivering a curriculum to meet their learners' needs. They appreciate this level of responsibility and are able to provide evidence of the impact of their work on improving outcomes for learners.

We promote and support collaboration and co-production of flexible curriculum frameworks, guidance and resources within and across schools to empower staff in leading curriculum improvements. Such approaches focus on developing a shared understanding of standards, support consistency and ensure learners' progression in learning. We promote high expectations in raising attainment and closing gaps and ensure that transitions at key areas of the learner journey are supported.

We have clear expectations that our schools design, develop and evaluate their curriculum in collaboration with the school community. We support schools to work with staff, learners, parents and partners to develop a shared understanding of their unique local context and needs, interests, goals and aspirations of children and young people.

We support and promote collaboration with a range of partners, including schools, colleges, employers, CLD and third sector organisations. These partnerships enhance the local curriculum offer and provide flexible learning pathways to support different needs of learners and to raise attainment. We work with partners to facilitate access to a range of data including synthesised attainment information and local labour market information to support evidence-based evaluation and review of curriculum developments.

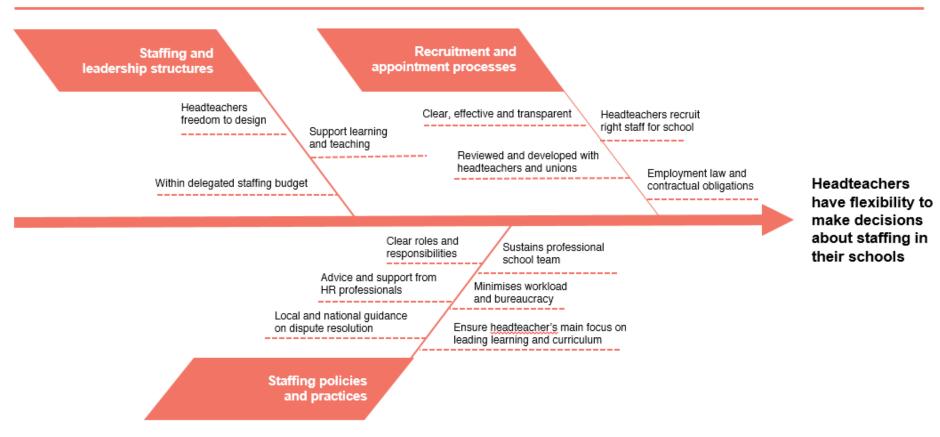
2.3 Theme 3 Staffing

The Head teachers' Charter for School Empowerment highlights that in relation to making best use of the school's resources, Head teachers are enabled to:

- play an active role in designing and reviewing recruitment and staffing approaches, both for their own school/s and for the wider Authority;
- design a staffing structure which best supports the school's curriculum and leadership requirements, working within their delegated staffing budget and supported by their Local Authority and SNCT/LNCT in terms of agreements and guidance;
- play an integral part in the appointment of staff in accordance with the best interests of children and young people and work in partnership with the Local Authority to ensure good practice in recruitment and appointment, in line with SNCT/LNCT agreements and guidance; and
- work within the Local Authority structure, within clearly defined roles, responsibilities and accountabilities, to ensure a highly professional school team is built and sustained to meet the needs of the school's learning community.



2.3 Theme 3 Staffing



3. Staffing: To what extent do local authorities provide schools with flexibility to make decisions about staffing and leadership structures in their schools to best support improving outcomes for learners?

Links to QIs:

 QI 1.4 Leadership and management of staff Theme 1 Governance framework; Theme 2 Building and sustaining a professional staff team

Key questions

- 3.1 How well does the local authority work with senior leaders in schools and professional associations/unions to review and design recruitment and appointment processes?
- 3.2 How well does the local authority work with senior leaders in schools and professional associations/unions to maximize flexibility in staffing and leadership structures in schools?
- 3.3 How effective are staffing policies and practices:
 - in making clear the roles, responsibilities of local authority and school staff?
 - in minimising workload and bureaucracy?
 - in providing appropriate HR support and professional learning?
 - ensuring appropriate accountability?
 - ensuring a highly professional team is built and sustained?
 - in addressing the deployment of staff?

Level 5 illustration

Our headteachers have the flexibility to make decisions about staffing in their schools. Our headteachers and professional associations/unions play an active role in the design and review of recruitment and staffing approaches both within their schools and for the wider authority. Our recruitment and appointment processes are clear, effective and transparent. We are proactive in seeking to address any local staffing shortages to ensure schools have appropriate staffing levels and specialists in place.

Our headteachers are involved in the recruitment of staff and can appoint staff with the skills and experience suited to their school in accordance with the best interests of children and young people. They do this with due regard to employment law and our local authority contractual obligations and ensure good practice in recruitment and appointment.

We enable headteachers to design the staffing and leadership structure that best supports the curriculum and leadership requirements in their schools, within the delegated staffing budget and supported by our SCNT/LNCT agreements and guidance.

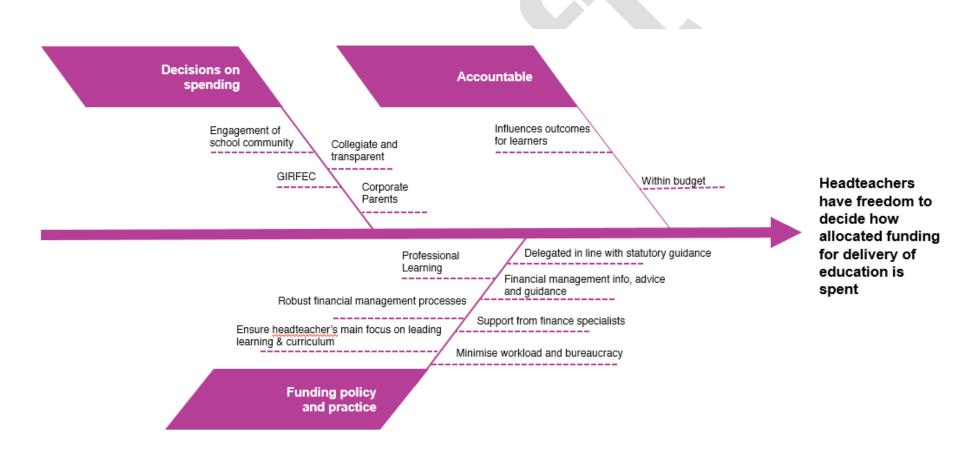
We have a range of effective polices and supportive guidance in place that clearly outlines roles and responsibilities in relation to developing and sustaining a professional school team to meet the needs of the learning community. We ensure headteachers are well supported by high-quality advice and guidance from HR professionals with strong knowledge of education policy.

Together with headteachers, we have regard to supporting guidance developed by SNCT and LNCT (where appropriate) on the processes that should be observed when resolving disagreements about staffing matters between headteachers and the local authority. We intervene appropriately should any statutory duty or contractual obligation be in breach.

We ensure staffing processes minimise workload and bureaucracy for headteachers. This ensures that headteachers can prioritise their focus on improving their school, learning, teaching and the curriculum.

2.4 Theme 4 Funding

The Head teachers' Charter for School Empowerment highlights that in relation to making best use of the school's resources, head teachers manage a delegated budget, supported by the Local Authority and a fair, transparent and equitable local Devolved School Management Scheme. They deploy the school's budget in accordance with best value principles and Local Authority procurement arrangements, with appropriate support and guidance from their Local Authority.



4. Funding: To what extent do local authorities support and challenge schools to manage their delegated budgets in fair, transparent and equitable way to improve outcomes for all children and young people?

Links to QIs:

• QI 1.5 Management of resources to promote equity

Key questions

4.1 How effectively does the local authority work with senior leaders in schools to ensure robust financial management procedures are in place which minimise bureaucracy?

- 4.2 How well does the local authority enable senior leaders in schools to make effective use of devolved funding and support them to be accountable for their decisions?
- 4.3 How well does the local authority support headteachers in engaging with their school communities on how funding is used?
- 4.4 To what extent do senior leaders have flexibility in line with the expected and desirable criteria in the devolved school management guidance?
- 4.5 How does the local authority ensure decisions about education spend are collegiate and transparent and pay due regard to Getting it right for every child (GIRFEC) and local authorities' role as Corporate Parents?

Level 5 illustration

We are responsible for the devolved local authority education budget to our schools and for the delegation of funding to schools in line with statutory guidance. Headteachers are well-empowered in deciding how funding allocated to their schools for the delivery of education is spent through our fair, transparent and equitable local Devolved School Management scheme. We provide appropriate support and guidance so that headteachers deploy the school's budget in accordance with best value principles and local authority procurement arrangements.

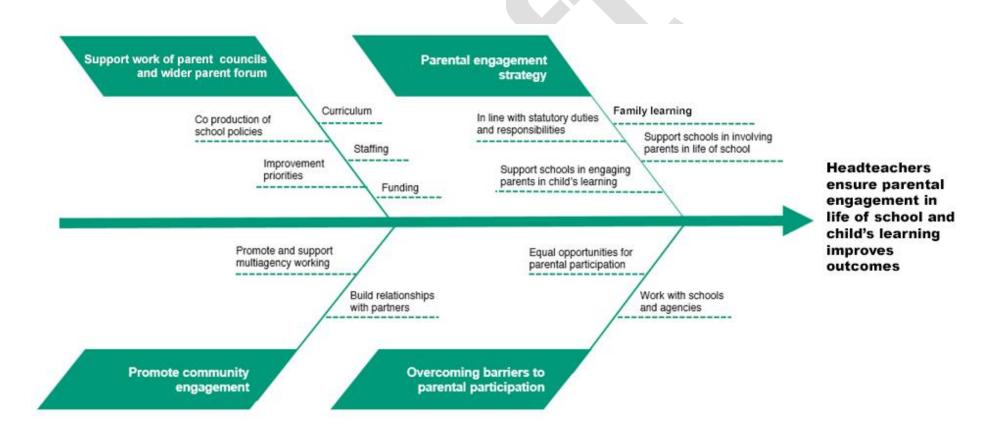
We support headteachers well with a range of financial management information, advice and guidance, professional learning and support from finance specialists. We work with senior leaders in schools to ensure robust financial management procedures are in place. We ensure funding processes minimise workload and bureaucracy for headteachers. This ensures that headteachers can prioritise their focus on leading school improvement, and being leaders of learning and the curriculum.

Decisions about education spending at local authority and school level are made in a collegiate and transparent way, paying due regard to Getting it right for Every Child (GIRFEC) and the local authority's 'role as Corporate Parents. We encourage and support schools in engaging with staff, learners, parents and partners in decisions about how funding is used.

We support elected members so that they are well informed about education policy and practice. Elected members provide appropriate support and challenge on decisions about education spend to ensure that these decisions are democratically accountable. We support head teachers to be accountable for decisions in budget allocation and that such spending is to support positive outcomes for learners.

2.5 Theme 5 Parental and community engagement

The Headteachers' Charter for School Empowerment highlights that in relation to empowering the learning community, headteachers are collaborative and collegiate, enabling staff to lead and co-creating a supportive and empowered culture. They work collaboratively with their Parent Council and wider parent forum, encouraging and supporting parents to be involved in the life of the school and in decision-making.



5. Parental and community engagement: To what extent do local authorities support and promote parental and community engagement?

Links to QIs:

- QI 1.3 Leadership of change;
- QI 1.1 Self-evaluation for self-improvement;
- QI 1.5 Management of resources to promote equity;
- QI 2.2 Curriculum:
- QI 2.5 Family learning.

Key questions

5.1 How effective is the local authority's parental engagement strategy in supporting and promoting schools to engage parents and the wider community in school policy and improvement?

- 5.2 How effectively does the local authority support and promote the work of Parent Councils to:
- ensure school policies are coproduced?
- parents are appropriately engaged in identifying and taking forward improvement priorities?
- engage parents and partners in designing, developing and evaluating your school curriculum?
- involve parents in decisions about how funding is spent, as appropriate?
- 5.3 How well does the local authority overcome barriers to effective parental participation so that there are equal opportunities for parents to actively and meaningfully participate in their children's learning and the life of the school?
- 5.4 How well does the local authority promote and support partnerships across schools and partners in order to improve outcomes?

Level 5 illustration

We support schools well in promoting the involvement of parents in their child's education through its parental engagement strategy, in line with our statutory duties and responsibilities.

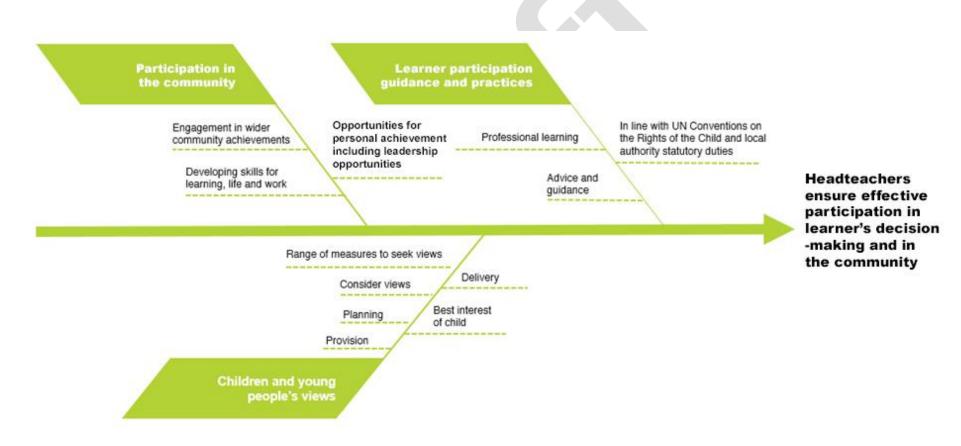
We support the work to ensure that parents are involved in the life of the school in many different roles. This will include the work of the Parent Council in schools and the parental involvement required to ensure that there is authentic coproduction of school policy and improvement. As a result, parents are actively engaged in informing and taking forward school improvement priorities and in developing and evaluating their school curriculum. They have appropriate opportunities to be involved in the recruitment of staff and in decisions about how funding is spent, where appropriate.

We work well with schools and other services to consider and overcome any barriers some parents face to getting involved in their child's learning. This ensures parents have equal opportunities to actively and meaningfully participate in their child's learning and in the life of their school. We support school staff to develop the skills in meeting the range of parents and families' needs.

We facilitate developing partnerships with the wider community and as a result partners are actively engaged in informing and taking forward school improvement priorities and in developing, delivering and evaluating the school curriculum.

2.6 Theme 6 Learner participation

The Headteachers' Charter for School Empowerment highlights that in relation to empowering the learning community, headteachers support and encourage children and young people to participate in decisions about their own learning and the life of the learning community.



6. Pupil participation: To what extent do local authorities promote and support pupil participation?

Links to QIs:

- QI 1.3 Leadership of change;
- QI 1.1 Self-evaluation for self-improvement;
- QI 1.2 Leadership of learning;
- QI 1.5 Management of resources to promote equity;
- QI 2.2 Curriculum.

Key questions

6.1 How well does the local authority guidance and practices promote and support pupil participation in line with UNCRC and local authority statutory duties?

- 6.2 How effective are the range of measures the local authority uses to ensure children's and young people's views are at the centre of all stages of planning, provision and delivery of education services?
- 6.3 How well does the local authority support schools to engage children and young people in a range of opportunities for personal achievement in the community and support their understanding of their development of skills for learning, life and work?

Level 5 illustration

We ensure that the views of children and young people are heard, respected and taken seriously in line with the United Nations Convention on the Rights of the Child and its statutory duties. We support schools in promoting children's rights and participation through a range of effective polices and supportive advice and guidance and professional learning.

We use a range of measures to seek children's and young people's views about matters which affect them and always considers their views in determining what is in the child's best interest. We place children and young people at the centre of all stages of planning, provision and delivery of education services.

We support schools and community partners in engaging children and young people in the wide community. We ensure that children and young people have access to a range of opportunities for personal achievement, including leadership opportunities, to support their development of skills for learning, life and work.

Useful links and resources

International Council of Education Advisers Report 2016-18

Education Reform Joint Agreement

Driving excellence and equity: Advice on School Improvement Planning 2018/19

An empowered system

The Empowering School Leaders

The Headteachers' Charter for School Empowerment

Readiness for Empowerment National Thematic Inspection

https://connect.scot/application/files/3015/3424/6991/E_PC5_Guidance_to_Scottish_Schools_Parental_Involvement_Act_FINAL.pdf

https://www.gov.scot/publications/guidance-part-1-section-2-duties-publications/guidance-part-1-section-2-duties-publications/guidance-part-1-section-2-duties-publications/guidance-part-1-section-2-duties-publications/guidance-part-1-section-2-duties-publications/guidance-part-1-section-2-duties-publications/guidance-part-1-section-2-duties-publications/guidance-part-1-section-2-duties-publications/guidance-part-1-section-2-duties-publications/guidance-part-1-section-2-duties-publications/guidance-part-1-section-2-duties-publications/guidance-part-1-section-2-duties-publications/guidance-part-1-section-2-duties-publications/guidance-part-1-section-2-duties-publications/guidance-part-1-section-2-duties-publications/guidance-part-1-section-2-duties-publications/guidance-part-1-section-2-duties-publications/guidance-part-1-section-2-duties-publications/guidance-part-1-section-2-duties-publication-2-duties-publication-2-duties-publication-2-duties-publication-2-duties-publication-2-duties-publication-2-duties-publication-2-duties-publication-2-duties-publication-2-duties-publication-2-duties-publication-2-duties-publication-2-duties-publication-2-duties-publication-2-duties-publication-2-duties-publication-2-duties-publication-2-duties-publication-2-duties-publication-2-duties-publication-2-duties-publication-2-duties-publication-2-duties-publication-2-duties-publication-2-duties-publication-2-duties-publication-2-duties-publication-2-duties-publication-2-duties-publication-2-duties-publication-2-duties-publication-2-duties-publication-2-duties-publication-2-duties-publication-2-duties-publication-2-duties-publication-2-duties-publication-2-duties-publication-2-duties-publication-2-duties-publication-2-duties-publication-2-duties-publication-2-duties-publication-2-duties-publication-2-duties-publication-2-duties-publication-2-duties-publication-2-duties-publication-2-duties-publication-2-duties-publication-2-duties-publication-2-duties-publication-2-duties-publication-2-duties-publication-2-duties-publication-2-dut

How Good is Our School? 4th Edition