

# Time for Standards:

Reforming the school  
workforce

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# Foreword



We have the best generation ever of teachers and headteachers.

Pupils are working harder than ever before and standards of achievement are rising.

Yet too many pupils, especially from our most disadvantaged communities, are failing to receive the benefits. They will struggle in later life to fulfil their potential. And the adults in schools who are trying to help them, need more time, extra support and renewed leadership if they are to make the necessary difference.

So far we have had incremental change. In the next phase, we need transformational change – not because we are failing, but because we need to be world class. In the 21st century, every nation is finding that continual improvement is needed just to maintain position.

Government has a responsibility to set the vision and provide the resources. In July this year I announced substantial new resources to secure the next phase of reform in education. An extra £12.8 billion annually by 2005-06 will help ensure the transformation we need.

The extra resource is a necessary but not sufficient condition for change. We need a partnership across the whole schools sector so that resources are used to good effect. If we are to give our teachers the help they need, this should involve:

- More time for high quality, more individualised lesson planning, preparation and pupil assessment;

- A concerted attack on any bureaucracy that gets in the way of what matters most – teaching and learning and raising standards of pupil achievement;
- Extra support inside and outside the classroom, with new school support staff filling roles at every level in the school, so that teachers can focus on teaching.

And we need to help our headteachers, too, including through more time for leadership and through new support from our National College for School Leadership.

This document summarises our proposals for a restructured teaching profession and reformed school workforce. Without the far-reaching support staff reforms we are proposing, we cannot help teachers with their workloads, or deliver the contractual changes we want to introduce. And, if we cannot help teachers with their workloads, they will not be able to do all that is necessary to raise standards.

Working together with the Government, the education partners must seize the chance I am offering to secure a win-win outcome on pupil standards and teacher workload. This generation has a unique opportunity to get this right. We shall not get a second chance.

A handwritten signature in black ink, reading 'Estelle Morris'.

Estelle Morris

# 1. Introduction

This overview document is supported by more detailed consultation papers released today on contractual change for teachers and the new roles and supervision of school support staff. Together, the suite of documents heralds a school workforce fit to meet the challenges of the 21st century.

## INVESTMENT FOR REFORM

The record investment made by Government provides an historic opportunity to make substantial progress towards a vision of a world-class education system for all, where staff quality, motivation and deployment will help ensure an effective approach to teaching and learning and the achievement by all our pupils of their full potential.

The Government is seeking to advance reform on the basis of four clear principles of public sector reform:

- i. *Standards and accountability* – the importance of a national framework of standards and accountability, including inspection and performance measures, and of individuals being open to challenge and scrutiny, where they are rewarded for success but accountable for failure;
- ii. *Devolution and delegation* – to headteachers and governing bodies at the front-line, allowing greater freedom and innovation at local level, including over the timings of the school day and the size of school classes (subject to existing legislation), over the commitment of resources and over capital and ICT infrastructure;

- iii. *Flexibility and incentives* – so that schools and their workforce are better able to make modern and effective provision by fundamentally altering their staffing balance and where roles are flexible, with less demarcation and more use of teaching staff drawn from beyond school and QTS boundaries, eg from further and higher education; and
- iv. *Expanding choice* – parents and pupils are assured that poor provision will be tackled quickly and effectively, and that schools will become more diverse through specialisms and the creation of Academies and federations.

To achieve these goals, investment must march in step with reform and there must be a successful partnership between Government and schools, so that we achieve ever higher standards in a future where:

- i. our *pupils* are supported by a wide range of teachers and other adults, working flexibly and differentiating their approaches to meet pupils' needs; and pupils are developing their own learning skills;
- ii. our *teachers* are using effective approaches to teaching and learning, are working in teams with other teachers and support staff, are committed to their own development and confident in exercising their professional judgement; and have higher status, proper remuneration and incentives, more responsibility and autonomy, more support and a better work/life balance;
- iii. our *support staff* are recognised for their contribution to raising standards and have more opportunities to take on wider and deeper roles in support of teaching and learning, supported by the right training and new career paths, with numbers growing as far as necessary to deliver reform;
- iv. our *Heads* and leadership teams are committed to innovation, leading the change to new, more flexible, ways of working, and to better teaching not just within their own schools, but in partnership with other schools and institutions and with their LEA, are ensuring an appropriate work/life balance for their staff; and are embracing leadership responsibilities in the wider community; and
- v. our *schools* are making world class provision, supported by world class teaching and world class ICT, with well-designed and equipped premises which can adapt to modern approaches to teaching and learning, and where there is flexibility over the length and size of individual lessons and the school day.

## THE CHALLENGES

*Standards.* Pupil standards of achievement continue to rise. This document celebrates that – see Section 2. But there is no room for complacency:

- Testing has shown that attainment in literacy and numeracy in primary schools has improved dramatically in the last 5 years. But too many pupils then struggle at 11-14;
- Results at GCSE continue to improve each year. But almost half of our 16 year olds still fail to achieve 5 A\*-C;
- The OECD's PISA survey findings show that our secondary school pupils score highly in world rankings. But, the OECD also shows that there is a yawning attainment gap between the best and the bottom, wider than in most other developed countries.

To achieve the next step forward in raising pupil standards, there will need to be much greater attention paid to the pupils who need the greatest help. And teachers will need to differentiate their lesson preparation, teaching and assessment to take account of the individual circumstances of those they teach.

*Workload.* That more differentiated approach will require more time from teachers. Yet teacher time is already in short supply. The School Teachers' Review Body<sup>1</sup>, building on independent work by PricewaterhouseCoopers<sup>2</sup>, has said that teacher workload needs to be tackled. Teacher hours in term-time are on average some 52 hours per week. It is true that, averaged over the year as a whole, this is in step with many other walks of life. Nonetheless, facing the challenge we do on standards, we need to see reductions in the extreme workloads of some teachers and also in the average hours.

Teachers are not always allowed to focus on what is most important – teaching. Teachers on average are being expected to spend some 20% of their time on non-teaching tasks that other adults could do just as well instead. That must change.

*The SMF analysis.* While it is tempting to see a massive expansion in teacher numbers as the obvious solution to creating more time for today's teachers, this is not an option.

<sup>1</sup> School Teachers' Review Body, *Special review of approaches to reducing teacher workload* (May, 2002).

<sup>2</sup> PricewaterhouseCoopers, *Teacher Workload Study* (December, 2001).

The reasons are set out as part of a detailed analysis by the Secretary of State in her Social Market Foundation pamphlet of November 2001<sup>3</sup>. But, in brief:

- Teacher numbers are already at their highest point for twenty years;
- We already need to recruit 10% of new graduates to teaching on today's figures, and in subjects like mathematics the figure is 40%.

So, while the Government reiterates its commitment to there being 10,000 more teachers during this Parliament, an expansion much beyond those levels is not sensible or realistic.

Moreover, there are different and better ways of creating time for today's teachers. This is partly because of the relatively unexploited potential of Information and Communications Technology (ICT). But it is mainly by reforming teaching and restructuring the school workforce, as happened long ago in medicine and law. This is how we can reduce teachers' overall burdens. And it is how we shall raise the overall quality of the teacher's job, by ensuring that valuable teacher time is no longer diverted to a range of clerical and other non-teaching tasks.

#### THE GOVERNMENT'S PROPOSALS

The Government has a seven point plan for creating time for teachers and headteachers and therefore *time for standards*:

- i Changes will be made in teachers' contracts, to ensure teachers:
  - are not routinely diverted to the mainly administrative tasks listed at appendix 1;
  - are relieved of some of the cover they now provide for absent colleagues;
  - have guaranteed planning, preparation and assessment time, to support their teaching, individually and collaboratively.Headteachers will also have guaranteed leadership time;
- ii. A concerted attack will be made on unnecessary paperwork and bureaucratic processes for teachers and heads. An Implementation Review Unit will be established, featuring a panel of experienced, serving headteachers;

<sup>3</sup> Estelle Morris, *Professionalism and Trust* (November, 2001).

- iii. We will help schools to achieve progressive reductions in teachers' overall hours over the next four years;
- iv. Additional school support staff will be recruited to act as "personal assistants" to teachers;
- v. New types of school support staff will take on more demanding roles in the classroom, for which appropriate training will be developed and provided;
- vi. New managers and others with experience from outside education will be recruited where they have the expertise to contribute effectively to schools' senior management teams;
- vii. Headteachers will be supported by a national "change management" programme, to help achieve in their schools the necessary reforms of the teaching profession and restructuring of the school workforce.

In this document:

- Section 2 sets out what our best teachers are already doing to ensure teaching and learning in schools is fit for purpose in the 21st century;
- Section 3 explains in detail why far-reaching reforms are needed in how teachers spend their time, how they are supported and how they are led;
- Section 4 explains in more detail the seven point plan above that will create time for standards;
- Section 5 records that reform, and the matching investment, will depend critically on reaching agreement with national partners across the school system; and on a shared commitment to help implement the agreement through action at local level.

Allied to this document are four further publications, also released today:

- The Government's Response to the May 2002 Report on Teacher Workload by the School Teachers' Review Body – this consultation paper has a closing date of 26 November 2002;
- Draft Regulations and Guidance to be made under Section 133 of the Education Act – these documents, which bear on respective teacher and support staff roles and the requirement for supervision, have a closing date for comments of 22 January 2003;



- Developing the Role of Support Staff – this consultation paper has a closing date for comments of 22 January 2003;
- Guidance on planning for primary teachers – part of the attack on bureaucracy, this guidance has been developed, with Ofsted and the QCA, to help teachers cut unnecessary documentation when planning.

## 2. The Future of Teaching and Learning

We cannot reform the teaching profession without a clear understanding of the highly complex, challenging and expert nature of the teacher's role in the school of the future. This Section explains our vision of informed teacher professionalism for the early part of the 21st century.

### THE LANDSCAPE

Teaching is the most important profession – without it, there would be no others. Our teachers are making a crucial contribution to the success of society and the economy. Just as importantly, they are a key influence on every individual they teach.

It is not surprising that the public regularly puts teaching in its top two most respected professions, alongside medicine. This has been true for the last 50 years. But the landscape for teachers over that time has changed profoundly – the world of Miss Jean Brodie is long gone. While a time-travelling teacher would recognise many aspects of school life – the timetable, the classroom – they would also be amazed at the differences. The landscape has been shifting.

First, our modern economy demands more and more from our education system. Before the Second World War, many jobs did not even require basic literacy. Today 3/4 of all jobs require some form of qualification. Eight out of 10 jobs created between now and 2010 will be aimed at graduates. And, by then, almost 1/3 of all jobs in the economy will require NVQ level 4 or above.

Secondly, changes to the economy are affecting recruitment to teaching. Young people do not automatically think of any career as a job for life. We are still getting used to the idea of teaching as a profession where people come and go, interchanging with business, industry and other parts of the public sector.

Thirdly, as standards of living have improved and educational achievement has become more widely based, citizens have become more aware of their power as consumers. They expect and demand high levels of service and accountability, not just from the private but also the public sector. In education, parents have increasing knowledge and information about the level of service they want from schools and the level that is provided. Nothing can or should try to put that into reverse.

Fourthly, there have been massive changes in the schools' framework. We have a national curriculum, which sets clear expectations and standards, and Ofsted to monitor school performance. At school level we have performance targets, performance tests and the publication of results. We also have, at individual teacher level, a performance management system which relies on the setting and monitoring of clear objectives. All of this leads to the increasing personal and public accountability of teachers, individually and collectively.

None of this was evident 50 years ago. There was little measurement, no feedback, no debate and no teacher held accountable for performance. Individual teachers may have taught well but teachers as a whole were, in the professional sense, "uninformed". There was little scope for identifying and disseminating good practice or for creating strategies to improve standards for all.

#### **INFORMED PROFESSIONALISM**

Our current system is rich in information. We can track our successes and failures and we are well placed to develop strategies for continuous improvement. We can celebrate teachers' achievements, because for the first time we actually know what they are. There is no going back to ignorance. The public would not let us, as they demand accountability.

Until the 1980s, teachers had high levels of professional autonomy, but little accountability. The advent of the national curriculum, performance measures and national inspection changed that.

In 1997, we embarked on reforms that brought teaching and learning into focus, but on a basis of “informed prescription”. That was crucial to achieving the rapid advances that were needed, not least in literacy and numeracy. But high levels of prescription and intense scrutiny can create bureaucracy, stress and increased workloads.

Through dialogue with teachers, we have reduced the amount of paper sent automatically to schools, introduced a lighter touch Ofsted regime and we are taking account of added value in assessing performance. In Section 4 we also set out further proposals on reducing bureaucracy.

But we need more fundamental reform to develop a framework which puts teachers and Heads centre stage. They are best placed to understand the needs of individual pupils and the often complex interplay of factors which affect learning at a local level. No reform to teacher or support staff roles will alter that. Rather, we need to empower teachers and Heads, allowing them to use their skills to create increasingly differentiated and individualised learning pathways and to stimulate school-led innovation.

To develop a pedagogy fit for the 21st century, we need to restore more autonomy and professional control to teachers, albeit within a national system of accountability. In short, we need to move from a system of informed prescription to informed professional judgement.

This movement will be supported by Government in a variety of ways, including:

- The establishment of our Innovation Unit to encourage innovation throughout the school system. It will help teachers bring innovative ideas and practice to a wider audience in order that they can make the greatest possible impact on teaching and learning;
- Putting more money into the hands of those making decisions at the front line.

- Power to innovate. Under the Education Act 2002, any school will be able to apply to have an aspect of primary or secondary legislation suspended so that they can pilot innovative change.

### NEW MODELS OF TEACHING AND LEARNING

Our best teachers are already using informed professional judgement. They are creating an evidence-based body of knowledge about teaching and learning. Establishing such a body of knowledge has always been a crucial step in marking out the top professions in our society. It will provide working models that other teachers will adopt and ensure that teaching is acknowledged for what it is: an innovative and expert profession.

Some of the major trends in creative best practice include:

- Greater use of pedagogic strategies which develop students' learning capabilities;
- Greater use of student feedback and student performance data to modify teaching strategies to deliver increasingly differentiated and effective learning pathways;
- An emerging culture of continuing professional development and a commitment to sharing best practice;
- More effective team working, where teachers orchestrate the work of a range of other adults within and outside the classroom to enhance student learning;
- More imaginative use of the growing potential of ICT to support learning; and
- Increasingly innovative and flexible timetables and class structures.

These developments are summarised below. The reforms the Government is promoting will help create the time teachers will need to reap the rewards of these developments in pedagogy.

### Pedagogic strategies

Most teachers master the basic skills needed to maintain classroom control and create an orderly environment for teaching. However, our best teachers are going further. They are operating with a sophisticated and research-based understanding of what is happening in a classroom and what the learning aims need to be.

Successful teachers have always realised that teaching is not just about presenting information to students. It is also about creating situations in which pupils learn effectively. Our best teachers explicitly help their pupils to develop their thinking skills so that they can solve problems, evaluate evidence and respond to criticism – in short, take control of their own learning.

In the national strategies at KS2 and KS3 we have developed guidance and teaching materials which teachers tell us have been enormously helpful in strengthening their pedagogic skills, particularly in handling whole class teaching. Critically, these strategies have been developed from what serving teachers were already doing – to ensure the rest learn from the best.

We need to ensure that our approach to pedagogy is consistent across the age range, particularly from 11-19, so that we have an integrated approach to building students' learning skills through KS3 and the increasingly varied pathways from 14-19. Over the next few months we want to discuss with teachers how we can develop a consistent pedagogy from 11-19, so that all our students get the best possible teaching.

### **Student feedback and student performance data**

Teachers have always been informed by all kinds of feedback about their pupils' progress, including classroom behaviour and formal data. But the revolution in data collection and data interpretation is profoundly affecting the practice of our best teachers.

Part of a teacher's skill in pushing forward their students' learning lies in the use of assessment – not just to rank students but to highlight individual students' particular strengths and weaknesses; not just to judge the quality of a piece of work but to show the student how and where it can be improved.

The use of data for formative rather than summative assessment is increasingly being shown to have real potential for raising standards. And by combining this approach to performance data with listening to pupil feedback on their experiences of effective teaching, teachers can focus and refine their teaching strategies and engage pupils more actively in the learning process.

## Continuing Professional Development (CPD)

Building the skills to underpin creative best practice requires high quality continuing professional development, with teachers learning from each other and from what works. Our best headteachers put this at the heart of their strategy for raising standards. They work hard to make their schools professional learning communities, which share their learning with other schools through wider learning networks.

This is our aspiration for all teachers, so that relevant, focused, effective professional development becomes part of their everyday experience throughout their career. This is what we believe teachers should be entitled to expect, and headteachers should have a duty to ensure professional development opportunities are available.

We believe the right approach, embodied in our Performance Management reforms, in the various National Strategies and in the CPD Strategy we published last March, is to place responsibility for professional development where it belongs, with teachers themselves, their senior colleagues and headteachers. And Government will support this by creating an increasingly wide range of different professional development opportunities, with substantial additional funding, on which teachers can draw to increase their skills and raise standards. Increasingly, career progress will depend on teachers taking up such opportunities.

We began in primary schools with the extensive training and school-based support in the National Literacy and Numeracy Strategies. Last year we began a similar programme for secondary schools with the KS3 Strategy. All teachers have had opportunities for training in the use of ICT through the New Opportunities Fund.

The CPD Strategy created or extended a number of schemes which give teachers choice and autonomy in the development activities they undertake: an Early Professional Development Programme for 2nd and 3rd year teachers, currently being piloted in 12 LEAs; Professional Bursaries for all 4th and 5th year teachers; Best Practice Research Scholarships enabling teachers to do classroom-based research; International Professional Development Programmes; and sabbaticals for experienced teachers in our most challenging schools.

And there is much more to come. For example, there are rapidly growing numbers of Advanced Skills Teachers leading professional development in their own and other schools. Last month, the first cohort of Networked Learning Communities, involving over 500 schools, began work. Before Christmas, the NCSL will begin piloting “Leading from the Middle”, an innovative programme for subject and specialist leaders, complementing its range of programmes for headteachers. And we are developing training in behaviour management, which we plan to make available to secondary schools and more widely as appropriate.

### Team working

Teaching is increasingly becoming a team game, breaking down the isolation that teachers have sometimes felt. Advanced Skills Teachers are one example of the team approach. Leading by example, they are starting to tackle some of the difficult issues teachers are facing, such as the primary/secondary transition, the need for more individualised learning plans and innovation in areas such as thinking skills and learning skills.

Team working can also involve other adults in the school. Teachers bring to the team the pedagogic skills and knowledge and they take on the most demanding teaching work. But they are supported, both in and beyond the classroom, by other adults. To use a medical analogy, this is the model of the consultant surgeon – the practitioner whose knowledge and skills are put to use both in the team and in the operating theatre.

Working with multi-professional teams is a challenge but also brings substantial benefits to teachers, children and society. For example, multi-professional Behaviour and Education Support Teams (BESTs) can make a real difference to behaviour in schools.

BESTs are a key part of our Behaviour Improvement Programme, which is operating in 34 local authority areas. This year we are investing £50m in a range of measures to help nearly 700 schools tackle bad behaviour and truancy. As well as BESTs, measures include the appointment of Lead Behaviour Professionals, more Learning Support Units and basing police in schools. Action in these 34 areas is the first phase of a wider national behaviour strategy. More details of that will be announced later this Autumn.



Support staff can, with appropriate induction and training, make a powerful contribution to the life of our schools and the core task of raising standards of achievement. In doing so, they can also relieve teachers and headteachers of many burdens. This is explored in more detail in the next section.

If teachers are to be effective in team working and managing the contribution of other adults in the team, we need to provide more training. The GTC, the TTA and the NCSL can help with this.

### Information and Communication Technology

Supporting teaching and learning through up-to-date and effective ICT will be critical in the 21st century school. We know that teachers left “chalk and talk” behind long ago. And our schools were amongst the first in the world to give pupils extensive access to PCs. But, for a long time, the use of ICT as a means of supporting the whole curriculum was tentative. However, our best teachers are now integrating ICT as a seamless part of the teaching and learning process.

ICT cannot do a teacher’s job. The computer is not a replacement for a teacher. But it is a tool which can make teachers and teaching more powerful. And it can free up valuable teacher time.

Cutting-edge ICT plus teacher creativity adds up to a heady mixture in stretching pupils’ imaginations. To exploit that potential, teachers must have the skills and support necessary to feel comfortable using ICT in their classrooms. Teachers and support staff must also be aware of the role ICT can play in reducing the time spent on administrative and management tasks.

The NOF-funded ICT training and the Laptops for Teachers scheme have done a great deal to secure increased confidence and access among teachers. But, as the technology continues to develop, we must continue to invest and to help all school staff develop their ability to exploit it.

### Innovation in timetable and structures

We are also seeing schools pioneer new, more flexible approaches to the school day and week, and to class sizes. There are a range of models to complement the traditional 40-minute period for 30 pupils. For example:

- Teachers leading seminars and giving lectures to older secondary school pupils;
- One to one teaching;
- Larger classes led by a single teacher, supported by other adults as appropriate;
- Pupils engaged in self-directed learning, supported by other adults and ICT.

As Section 3 explains, these developments are not just about new models of teaching and learning: They are also helping to free up the precious time of our teachers, so that they can focus on preparing high quality lessons and greater differentiation to help those who need it most.

### TEACHING – A HIGH STATUS PROFESSION

In talking about what our best teachers are doing, we are describing a profession that is on the move. A profession that is increasingly focusing on its central reason for being – to help pupils learn. A profession that is constantly striving to improve its practice, individually and collectively.

It is a profession that has high academic and pedagogic entry standards in the form of Qualified Teacher Status and this will continue to be the basis on which we recruit and retain the brightest and best of each generation. The threshold standards set a benchmark for our experienced teachers, adding even higher value to pupils' learning.

Reform of the teaching profession and restructuring of the school workforce must not dilute quality. We must and shall maintain for qualified teachers:

- High entry standards;
- A developing body of knowledge;
- A determination by teachers to learn from, and work with, each other;
- Openness to inspection and public scrutiny;
- An effective regulatory body.

These are all crucial characteristics of any top profession. We hope that teaching will emerge as the most admired profession of the 21st century, and the one young people are keenest to join.

But if this rise in the status of teachers is to become a reality, we must change not only teacher practice, but also public understanding. We need the public to recognise that teaching and learning are complex and sophisticated matters, and that qualified teachers have a unique expertise, just as our best doctors do.

We need a shift in public understanding away from the old model of teaching as the transmission of facts and figures and towards one which captures teachers' role as expert practitioners in advanced pedagogy. We all have a part to play in making this happen. Together, we can create a new and thoroughly deserved image for teachers – an image of teachers as mind shapers, not child minders.

### 3. Time, Support and Leadership

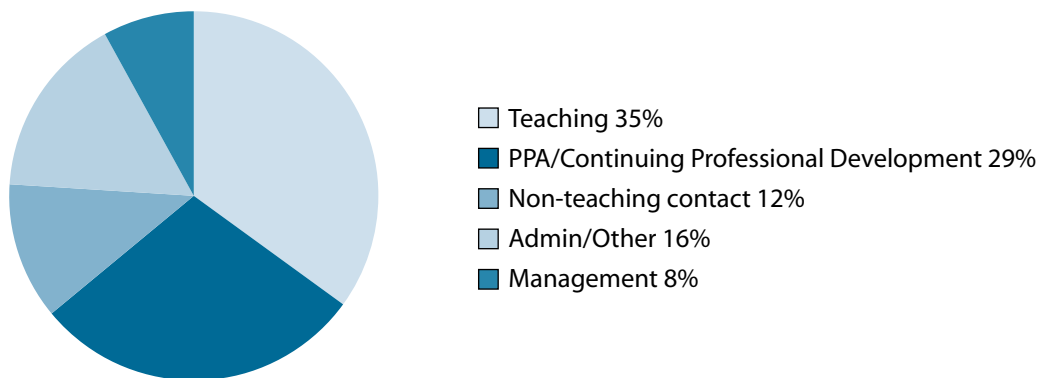
Section 1 set out the Government's headline proposals for restructuring the teaching profession and reforming the school workforce in order to raise standards and reduce teacher workload. These improvements in standards are founded on two basic premises. First, that action is needed to tackle teacher workload in order to give teachers time to be more effective where it matters – in the classroom. Second, that the means to achieve this cannot be simply an expansion in teacher numbers.

This section explores in more detail the nature of the current working patterns of teachers and how best these can change to free up more time to support teaching and learning. It goes on to examine how teachers can use some of this time to achieve a step change in raising pupil attainment – the yardstick by which all reform must be measured.

The reforms being proposed will help schools by creating more capacity for raising standards while also helping tackle teacher – and headteacher – workload. But this opportunity also involves a challenge – for headteachers to work with their colleagues, including their governing bodies, on **remodelling** how the school is staffed, how the school budget is allocated and to what, and how school and teacher time is deployed. This remodelling is what will deliver the changes our teachers need to tackle workload and raise standards.

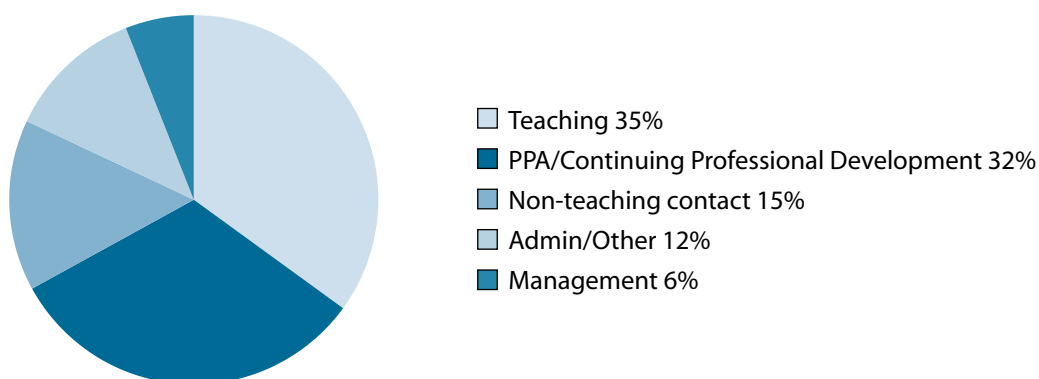
#### TIME

We know from studies by the Office for Manpower Economics and PricewaterhouseCoopers how teachers spend their time. The following pie-chart, for example, shows the breakdown of the working week of a primary classroom teacher:



Around a third of their time is spent teaching. A further quarter is spent in activities that directly support this teaching – planning, preparation and assessment (PPA). But a quarter (amounting to some 13 hours per week) is taken up with general administrative duties and contact with pupils that is more about supervision than delivering the curriculum.

A broadly similar pattern can be seen for secondary classroom teachers:



The first issue, therefore, in reducing workload must be to free teachers of those tasks that could, in many cases, be done by others.

*Administrative tasks* come in many shapes and sizes. At present, teachers undertake a wide range of routine administrative tasks. This cannot make sense. We need to remove these unnecessary burdens by embracing the contribution of other adults in the school and of ICT and by scrutinising requirements for planning, reporting, accountability and information, to minimise duplication and bureaucracy.

Some administrative tasks are simple – filing pupil records, recording absence data and collecting money. Others, such as administering examinations, ordering equipment and compiling and submitting bids require more expertise, but not necessarily that of a qualified teacher.

We need to take administrative support staff into subject and year group areas, where they can provide direct, targeted support for teachers. They will develop their own expertise in record keeping, stock control, preparing resources and classroom display that is relevant to the teachers they support. And experience suggests that they will become more efficient in undertaking these tasks than teachers, not just because of the better division of labour, but because for them these tasks will be their primary function, rather than an unwanted distraction from teaching and learning.

But this is not just about increasing the provision of general administrative support to individual teachers. Many schools have also benefited from the creation of specific administrative roles such as health and safety officers, examination and timetabling officers and attendance clerks. And as the use of ICT becomes more prevalent, schools will increasingly need more and better trained technical support.

In respect of administrative tasks, we could therefore see teachers' time being freed by increasing numbers of other adults playing the following sorts of roles:

- Administrative support to teachers/Heads
- Health and safety/site managers
- Attendance clerks
- Timetabling officers
- Exam officers
- ICT technicians.

*Non-teaching contact time.* A typical teacher will spend four hours with pupils each week on tasks that are not concerned with teaching and learning. This kind of contact with pupils can be important. But how important relative to the requirement that teachers focus on teaching? We must break away from practices which sprang up in the days when the only

staff in the school were the Head, the teachers and the caretaker. We need to consider ways for other adults to become involved in handling some of that guidance and supervision.

There is no inherent reason why these tasks cannot be done by staff other than teachers. Clearly, it will be necessary for such staff to be skilled and trained in behaviour management and to be able to command the respect of pupils. In some cases, they will also need to be able to offer counselling and advice. Learning mentors are already taking on this role in Excellence in Cities areas.

Poor pupil behaviour is a major cause of teacher workload, both in the time spent dealing with individual pupils and their parents and the associated paperwork. Support staff, parents, the police and the wider community can play a key role in helping to improve behaviour. Section 2 detailed the work that is underway as part of our Behaviour Improvement Programme. Details of a wider national behaviour strategy will be announced later this Autumn.

A further issue relates to providing short-term cover for absent teachers. There are clear gains from having a cadre of trained support staff with a knowledge of the pupils who could, under the supervision of a qualified teacher, provide this cover, freeing teachers of an often unforeseen burden and enabling them to plan their working day more effectively.

In respect of non-teaching contact, we could therefore see teachers' time being freed by increasing numbers of other adults playing the following sorts of roles:

- Invigilators
- Behaviour managers
- Careers advisers
- Learning mentors/advice and guidance
- Cover supervisors.

*Fuller pupil contact time.* Beyond this, we must consider what kinds of teaching activity could be delegated to trained, high-level teaching assistants and to expert coaches, practitioners and tutors, including those with further and higher education experience. There would need to be adequate safeguards to ensure standards and teachers would have to retain overall responsibility for pupil learning, but it would be short-sighted to ignore

the possible contribution of others. Subjects like music and other performing arts, sport, technology and modern languages might be particularly appropriate.

For example, while teachers would need to carry out complex assessment of pupils' work, it may be possible for teaching assistants to undertake routine marking, within a scheme set by the teacher. Similarly, it will be for the teacher to plan the overall structure of a scheme of work, but there may be a role for teaching assistants in developing specific resources or worksheets.

And this team approach could also extend to classroom delivery. A teacher might, for example, lead a seminar with a larger group of pupils supported by assistants. Indeed, teaching assistants could lead some classes, or parts of classes, in their own right, within a system of supervision by a teacher. Our consultation paper discusses how such roles can be extended across the school system; and also what safeguards will be necessary, in terms of appropriate training, qualifications and supervision by those with Qualified Teacher Status.

Of course, it will always be teachers who are in charge of pupils' learning. This is not about getting unskilled teachers on the cheap. It is about recognising the high value that responsible and committed adults add. The creative use of a range of other adults, each bringing their own skills and experience to pupils' learning, is a boost to teaching not a threat.

In respect of fuller contact roles, we could therefore see teachers' time being freed by increasing numbers of other adults as follows:

- FE and HE lecturers
- Business people
- High-level Teaching Assistants
- Sports coaches
- Music and drama specialists
- Language assistants



*Management time.* The notion of remodelling the school workforce is not confined to teachers and support staff. It can also be applied to aspects of senior management roles. On average, heads spend around half their time on management tasks. Clearly, managing the school is what they are there to do, but within that time there are many tasks, such as facilities management, financial planning and marketing/liaison with external bodies that could be done by others.

Such tasks could be transferred to senior non-QTS staff such as business managers and HR managers with the experience and training to undertake them efficiently and effectively. This would free more of the time of the leadership team to focus on the leadership of teaching and learning within the school.

To support this, the Government is committed to train an extra 1,000 bursars or business managers by 2006. The first cohort of trainees have just graduated from a pilot course run by the NCSL with a Certificate in School Business Management. Work is about to begin on the development of a higher-level Diploma.

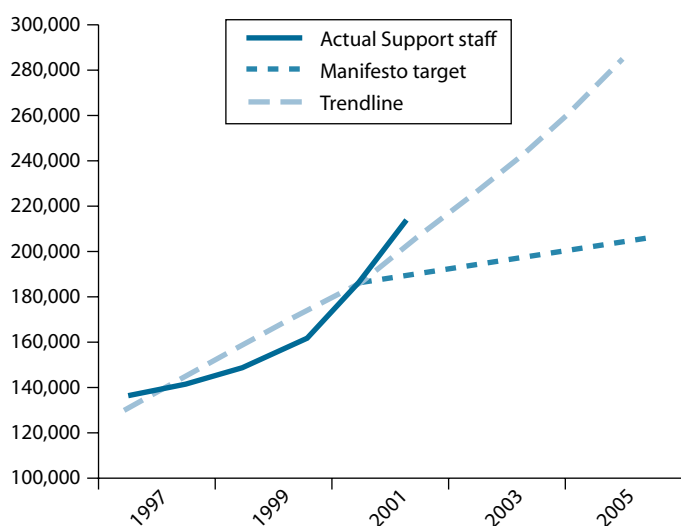
In respect of management issues, we could therefore see time being freed by increasing numbers of other adults playing the following sorts of roles:

- Business managers/bursars
- HR/personnel managers
- Facilities managers.

*Bureaucracy.* The deployment of more staff and more and better ICT across all aspects of the school has, then, the potential to save significant amounts of teacher and leadership team time. But we must also look carefully at whether some of these tasks need to be done at all. We need some formal mechanisms which can sort out what is necessary from what is unnecessary and refine systems as far as possible to make them less burdensome. This is discussed in Section 4.

## SUPPORT

Support staff numbers now stand at over 216,000 (full-time equivalent) in our 23,000 schools in England. The Government's recent and planned investment means that, during this Parliament alone, support staff numbers will have grown by at least 50,000. And this growth will not be at the expense of teacher numbers, which have also been rising and where there is a commitment to an extra 10,000 or more teachers during this Parliament.



It is inconceivable that such an unprecedented growth in the number of adults in our schools could fail to ease teacher workloads. This quiet revolution is making our schools unrecognisable compared to the staffing picture even of ten years ago. But, to reap the full benefits, schools will need to sharpen their practice in how support staff are best deployed. This issue is explored further in the Government's consultation paper published today on the roles of support staff.

Another key component of support for teachers is the use of more and better ICT to free up valuable teacher time. For example, by storing lesson plans electronically, teachers can easily share and adapt them and incorporate ideas and resources from the internet. ICT can also streamline assessment, by providing teachers with access to data and the software to produce high-quality reports quickly and effectively.

And ICT will continue to revolutionise learning. Interactive whiteboards and videoconferencing will give teachers access to powerful learning materials. Online resources, including those provided through Curriculum Online, will allow pupils to increasingly take control of their own learning, perhaps in dedicated ICT suites or Learn Centres, supervised by trained support staff.

### LEADERSHIP

Getting right the use of teacher time, and support for them in that time, is critical. But it will not be achieved by turning teaching into a clockwatching profession or perpetuating restrictive practices. We need more not less flexibility in schools, and that means getting leadership right: from Heads, from senior management, from year heads and subject heads.

Our determination is to ensure that every Head is able to do more than run a stable school. Transformation requires leadership which:

- Can frame a clear vision that engages the school community;
- Can motivate and inspire;
- Pursues change in a consistent and disciplined way; and
- Understands and leads the professional business of teaching.

To achieve their full potential, teachers need to work in a school that is creative, enabling and flexible. And the biggest influence is the Head. Every teacher is a leader in the classroom. Every Head must be the leader of these leaders. And the Head's greatest task is the motivation and deployment of their key resource: staff.

Heads must be free to remodel school staffing, the organisation of the school day, school week and school year and be imaginative in the use of school space – opening up opportunities for learning in the community, engaging with business and developing vocational studies.

It is a huge challenge. But that is why we are committed to supporting the development of school leadership:

- Through the additional resources that we are committed to putting into schools, focused on the front line with greater autonomy for Heads to match the accountability that is demanded of them;
- Through our recognition of the need to deregulate and to focus on high-impact policies; and
- Through the NCSL, set up as a driving force for world-class leadership in our education service. The College will provide a focus for development and research and promote excellence. It must become a major resource for schools and a catalyst for innovation.

Time for teaching. Support in teaching. Leadership of teaching. These are the key components of a fundamental reform of the school workforce that will free our teachers to develop new models of teaching and learning that will bring about a transformation in school standards.

## 4. The Way Forward

Many schools have at least made a start in **remodelling** their use of teachers' time. But the Government is clear that a series of formal steps is now needed to ensure effective change happens in every school, including changes to teachers' contractual conditions.

### Bureaucracy

The STRB and PwC have made plain the importance of streamlining paperwork and other requirements stemming not just from Government but from other national bodies, and from local authorities. In the next phase of reform, we must make a concerted attack on all unnecessary burdens placed on teachers and heads, to help schools raise standards still further.

This will require a change of culture right across the education service, with the Government leading by example. And it will require some formal structures and mechanisms which can sort out what is necessary from what is unnecessary and refine systems as far as possible to make them less burdensome. This will also meet concerns remaining from the Haskins<sup>4</sup> report on red tape.

We have already begun to make strides ourselves. A 50% cut has been achieved in what we send to schools. Moreover, DfES, Ofsted, QCA, TTA and the Learning and Skills Council are committed to a joint programme. Action has started with advice endorsed by DfES, Ofsted and QCA on cutting unnecessary documentation associated with lesson planning in primary schools – a major concern raised by the PwC workload study. Other areas being tackled are communications, funding streams, school and LEA level planning, and eliminating duplicate data collection. More details will be published as part of a joint report with the Cabinet Office on cutting “red tape” in schools.

<sup>4</sup> Better Regulation Task Force, *Red Tape Affecting Head Teachers* (April, 2000).

The priority is scrutiny of systems to minimise “red tape”, duplication of effort and unnecessary burdens. We need a means of reviewing education processes and finding better ways through.

We therefore intend to establish an Implementation Review Unit, which will have a panel of experienced, serving headteachers to provide a feedback mechanism on policy implementation, a challenge function on existing systems, and a sounding board on innovation. We expect there to be some nominated headteachers from partner organisations. The panel will:

- Meet quarterly;
- Be serviced by a dedicated team drawn from inside and outside government;
- Produce a public annual report;
- Have access to call in national agencies;
- Learn from the experience of the Better Regulation Unit;
- Meet Ministers six monthly;
- Set its own work programme.

There will be one member in each region, acting as a local champion for reducing bureaucracy, talking to neighbouring schools, encouraging LEAs to play their part, and making sure that grass-roots concerns get through to DfES and central agencies and are tackled.

The Unit will meet the concerns of the STRB for a mechanism which will ensure:

- A more rigorous assessment of the need for initiatives and fewer of them;
- Better management of initiatives, including trials and evaluation before national implementation, thus avoiding constant modifications;
- More resolute matching of initiatives to capacity;
- Regular review of requirements and the removal of those which are no longer necessary.

The establishment of the Unit and panel is dependent on reaching agreement with national partners.

## Contractual change

The Government proposes to make changes in teachers' contracts, to ensure that:

- Teachers should not routinely be required to do the 25 mainly administrative tasks at appendix 1, with this provision taking effect for most tasks in most schools from September 2003;
- Teachers should not be required to cover for absent colleagues for more than 38 hours within their 1265 contracted hours, from September 2004 at the latest;
- Teachers should have guaranteed time for planning, preparation and assessment (PPA), free from any obligation to cover, from September 2005 at the latest. This should be the equivalent of at least 10% of their teaching time and would count towards their 1265 contracted hours.

Guaranteed PPA time, in particular, is critical to driving up pupil standards. It will give teachers time in the school day to:

- Focus on how each individual pupil is doing, assessing their needs, analysing and interpreting the wealth of assessment data now available which is revolutionising teaching and learning in our schools;
- Develop new teaching strategies, based on knowing what works best for each and every pupil in their class;
- Match the wealth of high-quality resources now available, including web-based material, to those teaching strategies;
- Work with other teachers and their support staff on devising increasingly individualised learning opportunities and strategies for delivering them.

In short, guaranteed PPA time will embed professional excellence in the day to day work of every teacher. It will help create a culture of assessment **for** learning within a system predicated on assessment **of** learning.

Planning, preparation and assessment are core duties and need core time devoted to them. We would not expect a surgeon to rush into an operation without reviewing the patient's notes. And yet we shuttle teachers from one lesson to the next, pausing sometimes on route to load up the photocopier. This cannot continue.

The Government also intends to explore how best to introduce contractual changes to give Heads guaranteed leadership time, by September 2005 at the latest.

These changes are dependent on reaching agreement with national partners.

### **Working hours**

The Government agrees with the STRB that there should be a reduction in the extreme hours some teachers are working; and a reduction in the current average term-time working week of 52 hours.

It also agrees with the STRB that this should not be written into the teachers' contract. As the STRB observe, to impose a statutory limit would be "unconvincing on practical grounds and unusual for professional people"<sup>5</sup>.

Nonetheless, the Government does want to see progressive reductions achieved in teachers' overall hours over the next four years. It will be promoting this with schools and will look to the STRB to monitor progress using formal survey techniques.

This action by the Government is dependent on reaching agreement with national partners.

### **Change management programme**

Headteachers will be supported by a national "change management" programme, to help achieve in their schools the necessary reforms of the teaching profession and restructuring of the school workforce.

Changing organisational behaviour and culture is not easy. Research has shown that organisations seeking to transform themselves need to develop the capacity for questioning existing structures to create a vision of what they might achieve; and they need the ability to recognise and deal with barriers to change.

<sup>5</sup> STRB, *Special Review of Approaches to Reducing Teacher Workload* (May 2002, p20).



The “change management” programme will support school leaders in leading change and gaining ownership of the remodelling agenda in their schools. It will provide support to schools in marshalling their existing resources to reform their workforce and reduce teacher workload, as well as making the best use of the new resources being made available following the Spending Review. The programme will also support the development of skills within schools that will make them better able to handle future changes in a way which is manageable for their staff.

### Resources

We shall ensure that schools have the resources to carry out the necessary reforms. The additional funds available to schools through the recent Spending Review will build up significantly over the next three years. And the great majority of the funds will be subject to schools’ own decisions: ring-fenced funding is being transferred into mainstream budgets wherever possible.

Additional resources will help support the growth of teacher numbers and support staff. During this Parliament, we estimate that schools will be able to afford at least 10,000 extra teachers and at least 50,000 extra support staff of all types.

And the extra funds will not only be available for recurrent spending. The reforms described in this document have clear implications for the use of school space. The schools capital budget will increase from £3 billion today to £4.5 billion by 2005-06.

## Phasing of change

### **Phase one – 2003**

- Establish new Implementation Review Unit
- Routine delegation of 25 non-teaching tasks
- Begin to promote reductions in overall excessive hours
- [provisional – introduce new work/life balance clause]
- Undertake review of use of school closure days

### **Phase two – 2004**

- Introduce new limits on covering for absent teachers

### **Phase three – 2005 (at latest)**

- Guaranteed professional time for planning, preparation and assessment
- Leadership time

These changes will help create the time for our teachers and school leaders to raise standards still further. But we shall not be able to deliver any of the contractual changes set out in this document unless schools carry forward the reforms in our support staff consultation paper: this is what will release the extra time for teachers and reduce their workloads. It will not be possible to make or deliver contractual changes unless we can reach an agreement with national partners on reforming the teaching profession and restructuring the school workforce.

## 5. Next Steps

As explained in Section 1, this is one of five reform documents published today, three of which invite comments by specified dates.

The Government will continue to discuss with the national partners the basis of an agreement about a restructured teaching profession and a reformed school workforce. In the light of this, it will consider with all the partners the next steps including the development of a supportive change management programme, to help schools and LEAs implement the reforms at the front-line.

Responsibility for delivering reform will lie with all the social partners and stakeholders involved, so that:

- i. The Government fulfils its responsibility for articulating the overall vision and strategy, for ensuring that sufficient resources are available for schools and LEAs to deliver reform of the school workforce, including through contractual change; and for freeing schools from bureaucracy and restraints that stifle innovation;
- ii. Heads and leadership teams, in partnership with their governors, feel empowered and responsible for implementing the reforms, and make choices about local priorities through their spending decisions;
- iii. Individual teachers and support staff are responsible for delivering high quality provision in support of the reforms;
- iv. LEAs fulfil their existing duty to promote raising standards in schools. They and other employers are also responsible for ensuring that schools and Heads get the support they need to implement reform;

- v. The unions and associations (covering heads, teachers and support staff) are committed to supporting the agreed reform process by disseminating and promoting reform among their memberships, by celebrating achievements in schools and by working to smooth the way for local implementation;
- vi. National bodies, including the General Teaching Council, the National College for School Leadership and the Teacher Training Agency, contribute their expertise and energy, including through the exercise of their training and development responsibilities.

# Appendix 1

## 25 NON-TEACHING TASKS

Tasks that classroom teachers should not routinely do

*The list from DfES circular 2/98 now ratified by STRB*

- Collecting money
- Chasing absences
- Bulk photocopying
- Copy typing
- Producing standard letters
- Producing class lists
- Record keeping and filing
- Classroom display
- Analysing attendance figures
- Processing exam results
- Collating pupil reports
- Administering work experience
- Administering examinations
- Invigilating examinations
- Administering teacher cover
- ICT trouble shooting and minor repairs
- Commissioning new ICT equipment
- Ordering supplies and equipment
- Stocktaking
- Cataloguing, preparing, issuing and maintaining equipment and materials
- Minuting meetings
- Co-ordinating and submitting bids
- Seeking and giving personnel advice
- Managing pupil data
- Inputting pupil data.

# Appendix 2

## FORMAL GOVERNMENT PROPOSALS FOR CONSULTATION

The Government has invited comments by Tuesday 26 November 2002 on the following **proposals** and *questions*:

### CONTRACTUAL MATTERS

#### A. 25 non-teaching tasks

- i. Teachers should not routinely be required to do the 25 tasks at appendix 1, with this provision taking effect for most tasks in most schools from September 2003; and for all tasks in all schools from September 2005 at the latest;
- ii. Each task should be more clearly defined to meet the test of being included in a statutory document.

*Could every task be covered by the contractual change from September 2003? or is there a small number that would need later implementation and, if so, why? In addition, are there issues about the implementation date for very small schools, ie below 100 pupils?*

#### B. Cover for absent teachers

- i. Teachers should not be required to cover for absent colleagues for more than 38 hours within their 1265 contracted hours;
- ii. This provision should have effect from September 2004 at the latest.

*Could the proposed implementation date be brought forward earlier, and apply effectively in every school?*

#### C. Planning, preparation and assessment

- i. Teachers should have guaranteed time for planning and preparing high quality lessons and for assessing pupils' work, effective from September 2005 at the latest;
- ii. this guaranteed time could not be eroded by any obligation to cover for absent colleagues;

- iii. PPA should be set at the equivalent of at least 10% of a teacher's teaching time, where only teaching time within a teacher's 1265 contracted hours would count for these purposes, not other forms of pupil contact time;
- iv. PPA time would itself be in "directed" time and would therefore count towards a teacher's 1265 contractual hours;
- v. this contractual PPA would be distinct from any planning, preparation or assessment undertaken outside the 1265 hours, as part of a teacher's professional duties.

*Could the proposed implementation date be brought forward earlier, and apply effectively in every school?*

*Should PPA be timetabled in by heads as a weekly entitlement, or should it be subject to an aggregated approach, over a month, half-term, full term or year?*

#### **D. Leadership time**

- i. The Government intends to explore further with national partners how best to introduce contractual changes, so that Governing Bodies ensure headteachers get adequate leadership time; and headteachers ensure other members of the leadership group get adequate leadership time;
- ii. The intention is that these changes should be formulated to take effect from September 2005 at the latest.

#### **E. Work/life balance**

- i. The Government intends to explore further with national partners how best to introduce contractual changes, so that schools take account of the need for teachers to have a reasonable work/life balance;

### **NON-CONTRACTUAL MATTERS**

#### **F. Bureaucracy**

- i. The Government intends to establish an Implementation Review Unit during the early part of 2003.

### **G. Reducing excessive hours**

- i. The Government intends to lead a national campaign to bring downward pressure to bear on excessive teacher hours;
- ii. The intention is that average overall hours should reduce progressively in the period 2003 to 2006, as monitored independently by the Office of Manpower Economics.

### **H. Continuing Professional Development**

- i. The Government intends to explore further, with the help of the GTC in particular, how to assist the spread of good school practice over the use of school closure days.

Comments should be sent to:

Clive Rayner  
Department for Education and Skills  
Sanctuary Buildings (Area 4D15)  
Great Smith Street  
LONDON SW1P 3BT

or

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