

Evaluation of the Effectiveness of the Statutory Arrangements for the Induction of Newly Qualified Teachers

Michael Totterdell, Ruth Heilbronn, Sara Bubb, Cath Jones

Institute of Education
University of London

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Research team

| | |
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ABBREVIATIONS

| | |
|--------|---|
| AB | Appropriate Body |
| AST | Advanced Skills teacher |
| ATL | Association of Teachers and Lecturers |
| B.Ed | Bachelor of Education |
| CEP | Career Entry Profile |
| CPD | Continuing Professional Development |
| CTC | City Technology College |
| DfEE | Department for Education and Employment |
| DfES | Department for Education and Skills |
| FEFC | Further Education Funding Council |
| GCSE | General Certificate of Secondary Education |
| GTC | General Teaching Council (for England) |
| HEFCE | Higher Education Funding Council for England. |
| HEI | Higher Education Institution |
| HMI | Her Majesty's Inspectorate |
| ICT | Information and Communications Technology |
| IEP | Individual Education Plan |
| INSET | In-Service Education and Training |
| ISCTIP | Independent Schools Council Teacher Induction Panel |
| ITE | Initial Teacher Education |
| ITT | Initial Teacher Training |
| LEA | Local Education Authority |
| LGA | Local Government Association |
| LPSH | Leadership Programme for Serving Headteachers |

| | |
|--------|---|
| NPQH | National Professional Qualification for Headship |
| NQT | Newly Qualified Teacher |
| NUT | National Union of Teachers |
| OFSTED | Office for Standards in Education |
| PEIY | Project on the Evaluation of the Induction Year |
| PGCE | Postgraduate Certificate in Education |
| QCA | Qualifications and Curriculum Authority |
| QTS | Qualified Teacher Status |
| SCITT | School-Centred Initial Teacher Training |
| SEN | Special Educational Needs |
| SENCO | Special Educational Needs Co-ordinator |
| SFC | Sixth Form College |
| SMART | Specific, Measurable, Achievable, Relevant, Time bound. |
| TIAC | Teacher Induction Appeal Committee |
| TES | Times Educational Supplement |
| TTA | Teacher Training Agency |

Executive Summary

Introduction

1. The research was commissioned by the DfES and carried out by a team from the Institute of Education, University of London between October 2000 and December 2001. The main body of evidence upon which the report is based came from:
 - Face-to-face interviews with an NQT, induction tutor and headteacher in each of three schools within each of eight Appropriate Bodies. These formed 24 case studies of schools.
 - Postal questionnaire responses from a total of 302 NQTs undergoing induction in 2000-2001, 240 NQTs of the 1999-2000 cohort, 470 induction tutors and headteachers in mainstream state schools, 134 headteachers and induction tutors in other sectors and 93 Appropriate Body induction personnel.
 - 31 telephone interviews with induction personnel in 18 Appropriate Bodies

Main Findings

Since the introduction of the statutory induction policy in September 1999, the quality of provision for newly qualified teachers has improved. There is overwhelming agreement among headteachers and induction tutors that statutory induction is helping NQTs to be more effective teachers.

The other main findings relate directly to the four research aims of the project.

A. The effectiveness of mechanisms for carrying out the induction of NQTs

a) The role of the school

1. A large majority of respondents reported that the introduction of statutory induction had improved their school's induction provision. Almost all respondents who thought their school's induction provision had not improved said that they already had extensive induction programmes in place.
2. The number of NQTs on temporary contracts remains high, more than a third of NQT contracts. No evidence was found that those on temporary contracts receive lesser quality induction provision than those on full time contracts.
3. Specific characteristics of certain schools often affect how induction is provided. In certain distinctive situations induction was usually more effective when managers paid appropriate consideration to alternative sources of personal support, particularly:
 - in small schools, especially to overcome isolation when planning;
 - in small schools where the headteacher has taken the role of induction tutor but has limited time to carry it out
 - in challenging schools (with multiple staffing shortages and challenging pupil behaviour);

- in areas where it is difficult to find satisfactory supply teachers to cover NQT's release time.
4. The 10 percent reduced teaching timetable is considered a vital component of induction provision by all involved. Despite this, our surveys of NQTs showed that 20% of the 1999-2000 cohort and 19% of the 2000-2001 cohort did not consistently receive this entitlement. Classroom release facilitates many other aspects of induction, such as attendance at training sessions and observations of other teachers, and so a significant minority of NQTs are experiencing less than full support.
 5. The management of the use of release time is highly variable across schools. Between one quarter and a third of NQTs had no programme of activities; between one third and a half had only occasional activities, and approximately one quarter had a year long programme. (It is to be noted that this figure includes some of the 20% who had no release time).
 6. Some headteachers and induction tutors expressed concern about NQTs who had to deal with particularly 'difficult' situations that were beyond their control. It was frequently suggested that these NQTs should be granted an extension and be moved to another school, to give them a better chance of success, rather than fail their induction period.
 7. Whole school involvement in statutory induction is highly beneficial for NQTs. All staff need to be made aware of the school's induction provision and offered opportunities to contribute to NQTs' programmes of support and training.
 8. Induction tutors in all types of school surveyed are predominantly senior teachers. Theirs is the key role in induction provision and they need to have a wide range of skills, knowledge and experience, including in-depth understanding of the standards for qualified teacher status and induction, and of the contexts of education and professional development. Many induction tutors are dedicated to maintaining good induction provision, often without being given time or financial reward.
 9. The large majority of state school induction tutors received support and training for their role from the LEA, although a significant minority did not, which is a concern.
 10. Observation and feedback *of*, and observation *by*, NQTs were found to be the most effective and cost-effective element of induction. The professional dialogue about teaching was particularly beneficial.

b. The role of the Appropriate Body

11. Appropriate Bodies are fulfilling their statutory role. A few are doing this to a minimum whilst many are going well beyond the statutory requirements in a variety of ways.
12. Of the support offered by Appropriate Bodies, networking and moderation sessions were considered most useful by induction tutors and NQTs alike. However, they were not universal and there were calls for more sessions of this type.
13. There was widespread consensus that a session introducing induction to NQTs, induction tutors and others in schools was essential and highly effective. Sessions on behaviour management were welcomed and appreciated, but other courses were seen to be less effective. Lack of opportunities to meet individuals' targets,

repetition of material covered during initial teacher education and, most significantly, the organisation and presentation style of course leaders were heavily criticised.

14. Many NQTs said that certain entitlements were not consistently being provided by their schools. They made strong calls for their schools' induction provision to be monitored by Appropriate Bodies much more tightly than at present.
15. There is evidence to suggest that some schools and Appropriate Bodies are reluctant to fail NQTs because of the consequences of not being able to teach subsequently in the state maintained sector. Rather, NQTs at potential risk of failing are encouraged to move to other schools which are not necessarily aware of their new teacher's background at the point of appointment.
16. Overall, schools reported that preparation and guidance received for induction from LEAs has improved. Training for induction tutors in assessing NQTs against the induction standards appears to have improved since the OFSTED findings in this area.
17. Quality assurance was systematically and thoroughly undertaken in some but by no means all Appropriate Bodies. For example, certain Appropriate Bodies give no feedback to schools on assessment reports in ways that would assist future improvement. This issue raised serious concerns for maintaining the momentum of improvement.

c. Cost effectiveness of the components of induction

18. Funding arrangements vary within institutions but in all sectors surveyed the spending head/budget holder of the induction funds is a senior teacher or manager. In primary schools this is generally the headteacher (95%).
19. The funding given to schools covers the NQTs entitlement to a 90% timetable, but leaves very little left over to cover other activities.
20. The LEA/Appropriate Body service agreement package can represent good value for money for schools, as they can include a range of elements, such as monitoring and assessment visits; support for induction tutors, and courses for NQTs. Given the high costs of releasing teachers from timetable, the provision in these service agreements is an important factor in the costs of induction to individual schools and colleges.
21. The most cost effective as viewed overall by all respondents is lesson observation of all kinds. (This finding was reached by a correlation of two sets of results, i.e. a variety of induction activities were rated for their *cost effectiveness* by headteachers, induction tutors and Appropriate Bodies. These activities were rated for their *effectiveness as induction activities*, by NQTs). Headteachers/principals and Appropriate Body respondents said that lesson observations made by NQTs of other teachers teaching was the most cost effective activity, whereas induction tutors placed '*being observed*' and '*observing teachers in their own school*' almost equally highly. NQTs rated observing a teacher from their own school teach their own class, as a very effective induction activity.
22. All meetings other than review and assessment meetings came next in ranked order, as most cost effective. The least cost effective induction activities are induction courses run by some private organisations or HEIs.

B. The effectiveness of dissemination of information by DfES, TTA and Appropriate Bodies

23. Although most schools were aware of the new statutory induction standards, a proportion had not received relevant documentation, including the DfES circular. In particular, information relating to assessment was found to be the least effectively disseminated information
24. Numerous instances of confusion about induction were discovered. Some of these were lack of awareness of regulations, such as whether there is a time limit between gaining QTS and starting induction. Others were caused by their employing schools not meeting expectations based upon accurate interpretations of the regulations.
25. There is almost total confusion amongst supply teacher agencies about the definition and implications of the 'four term rule' for NQTs working on supply.

C. The impact of induction on the effectiveness of NQTs' teaching and professional development

26. It is evident that the Career Entry Profile (CEP) is not working as intended. At best, the CEP acts as a summative judgement at the end of initial teacher education. Almost all targets written into CEPs at the end of initial teacher education courses were inappropriate in specific employment contexts. There is a duplication within LEA, TTA and school professional development documents of the recording of targets, and there is little space in which to review them.
27. A large number of schools only review objectives at the end of each term, rather than half termly as is required by induction regulations.
28. NQTs are acutely aware of variability in different experienced staff's interpretations for assessment against the induction standards and differences of provision across schools and they are concerned that induction should be equitably implemented.

D. The impact of induction on the recruitment and retention of NQTs

29. There was no evidence that certain groups (part timers, temporary contracts, mature entrants, people from ethnic minorities, men or women) had received poor treatment in terms of induction provision.
30. The number of NQTs working as supply teachers has decreased radically. It seems from evidence that NQTs appreciate that being in a stable post is beneficial for a satisfactory completion of their induction period.
31. Headteachers, induction tutors and NQTs consider that induction is providing a bridge between initial teacher education and teaching. There is less evidence of it being so effective for the transition from the first year of teaching to further professional development, but this is thought to be more difficult for participants to judge. It was widely considered 'too early to tell' whether induction was having an impact on the recruitment and retention of NQTs through providing a 'bridge' between initial teacher education and further professional development.

32. Induction appears to be fitting in very well with the performance management in school. Headteachers and induction tutors found coherence between the two practices and expected future practical benefits.

Section A

Foundations for the Research

Chapter 1. Introduction

- 1.1 The research was commissioned by the DfES and carried out by a team from the Institute of Education, University of London between October 2000 and December 2001. The body of evidence upon which the report is based came from:
- Face-to-face interviews with a Newly Qualified teacher (NQT), induction tutor and headteacher in each of three schools within each of eight Appropriate Bodies. These formed 24 case studies of schools.
 - Postal questionnaire responses from a total of 302 NQTs undergoing induction in 2000-2001, 240 NQTs of the 1999-2000 cohort, 470 induction tutors and headteachers in mainstream state schools, 134 headteachers and induction tutors in other sectors and 93 Appropriate Body induction personnel.
 - 31 telephone interviews with induction personnel in 18 Appropriate Bodies i.e. Local Education Authority (LEA) and Independent Schools Council Teacher Induction Panel (ISCTIP).
 - Telephone interviews with 8 teacher supply agencies.

Structure of the Report

The report is written in four sections, A to D, with a number of chapters in each.

Section A. Foundations for the Research

- 1.2 This section outlines how the research design meets the research specification. Chapter 1 states the aims of the project, the sample and the varied methods used to collect the data. Chapter 2 goes on to summarise the findings of empirical research published both before and just after the introduction of statutory induction. This provides a solid background understanding of the wide number of issues involved, including what is seen to constitute effective induction. In addition, this literature was used as a basis against which evaluation of the current policy could be compared.

Section B. Induction provision and its effectiveness

- 1.3 This section presents the findings from our own research on the extent and quality of provision of induction for NQTs. The section comprises four chapters: Chapter 3 deals with the management of induction by schools; Chapter 4 with the role and responsibilities of the induction tutor; Chapter 5 evaluates the contribution of Appropriate Bodies to the induction process, and Chapter 6 investigates the dissemination of information about induction by the DfES, TTA and Appropriate Bodies. Effectiveness is measured according to the extent the practices and policies observed match the statutory induction policy. Good practice is defined through a wealth of relevant previous research.

Section C. The Impact of Induction

- 1.4 The section focuses on the impact on NQTs and on the wider teaching profession. NQTs experiences, both as recipients of statutory induction and as active participants, provided an essential perspective through which the other issues in the section are viewed. These are the effects of statutory induction upon the cost-effectiveness of induction, recruitment and retention of NQTs, and finally, the early and continuing professional development of teachers.

Section D. Conclusion

- 1.5 This section brings together previous research on induction, the intentions of the statutory induction policy and our empirical findings. Chapter 11 presents conclusions which summarise the research project and gives an overview of our research in the light of current, wider educational issues. Chapter 12 considers practical and policy implications of the research in terms of recommendations for the future.

Chapter 2. Aims, Methodology and Background

- 2.1 This introductory chapter presents the research aims and methodology. Then briefly reviews the policy and practice of induction prior to September 1999 when statutory induction was introduced. Previous research in the field is discussed and the intentions of the current statutory induction policy are outlined. This forms the basis for the subsequent evaluation of the impact of statutory induction, in the main body of the report.

Aims of the research

- 2.2 There were four overarching aims of the project. These were to assess:
1. The effectiveness of mechanisms for carrying out the induction of NQTs, including the cost effectiveness of its various different components.
 2. The effectiveness of dissemination of information by DfES, TTA and Appropriate Bodies about the statutory arrangements.
 3. The impact on the effectiveness of NQTs as a result of undergoing the induction year.
 4. The impact on recruitment and retention of NQTs.

The aims were broken down into forty specific research objectives, which were developed by the project team and negotiated and agreed with the project Steering Group. The full list can be found in the Appendix to this report.

Overall approach: methodology

- 2.3 The starting points for the evaluation were the intentions of the policy, as expressed in *Circular 5/99: The Induction Period for Newly Qualified Teachers*, and research findings which highlighted the weaknesses of the induction of newly qualified teachers (NQTs) before the statutory regulations came into effect, in September 1999. These formed the basis against which empirical findings could be compared and contrasted. Our overall approach was therefore to compare the ‘intentions’ of the policy with the ‘outcomes’ or actual practices of school, Appropriate Bodies and other bodies.
- 2.4 Previous work in the field led the project team to adopt a number of other research principles and concepts:
1. Interpretations of different participants in induction are likely to vary. The PEIY research was concerned to build a broad and balanced picture of statutory induction by investigating all participants’ perspectives.
 2. Dissemination of information is crucial in any research on the implementation of government policy and is one of the four aims of this project. Thus, processes, networks and flows of information between and within groups of participants were examined.

3. Key characteristics of statutory induction relate very closely to wider education policy trends. For example we relate:
 - a) The impact of induction on the recruitment and retention of NQTs to the overall situation in teacher supply.
 - b) The induction period's intended role to link initial teacher education with early professional development, to wider changes in structures for teachers' professional development.
4. The evaluation was conducted in the second year of the implementation of the statutory induction policy. Whilst there has been some time for it to 'bed down', a limited amount of further change is to be expected. Change between the beginning and end of the project was explored through repeat visits, interviews and questionnaires to the same groups. At the same time we acknowledge that it is too early to make a definitive assessment of the long term impact of induction.

Participants in the research: the respondent samples and data collection

- 2.5 Stratified random sampling identified potential survey participants, usually using the DfES/TTA database of registered teachers. Appropriate Bodies in which the school case studies were to be located were initially selected by geographical diversity, i.e. urban/rural and by region. Telephone interviews with representatives from 18 Appropriate Bodies, (17 LEAs and ISCTIP) were conducted. Nine were then identified for the case studies, of which one subsequently dropped out. The eight Appropriate Bodies were asked to identify one school which they deemed to offer 'best practice' in induction provision. The researchers selected a further two case study schools, ensuring that at least one primary and one secondary school were seen within each Appropriate Body, and that the sample contained a range of characteristics overall, e.g. small, foundation, single sex etc.
- 2.6 The forty research objectives were carefully distributed between the case studies and the surveys, according to the most suitable respondent and the depth of answer required. We combined quantitative and qualitative research methods, which were used to complement each other.
- 2.7 Surveys were used to gather data from many individuals on the same topics and to enable patterns and trends to be identified. The design and sampling for the surveys aimed to maximise participation whilst giving economy of distribution. For the surveys of NQTs undergoing induction in 1999-2000 we selected potential participants by stratified random sampling, using the DfES database of teachers who had successfully completed their induction period the previous summer. The induction tutor and headteacher samples were also drawn from a DfES database and were random, except for ensuring geographical spread.

The completed, returned questionnaire answers were coded and entered for processing and analysis into the computer-based package SPSS.

- 2.8 Semi-structured interviewing in the case studies gave in-depth, rich data that allowed experiences, reasons and influences to be gained. In October 2000 and again in September 2001 semi-structured telephone interviews were conducted with senior induction personnel in eighteen Appropriate Bodies, seventeen LEAs and the Independent Schools Council Teacher Induction Panel (ISCTIP). The LEAs were chosen to represent a wide range of size and type of local authorities nationally, avoiding those undergoing inspection. The schools were visited on two separate occasions (at the beginning of the second term and then at the end of the school year) in order to judge experiences at different stages of the induction period. Face-to-face interviews were conducted with an NQT, an induction tutor and the headteacher or induction coordinator. The interviews were around 30 minutes long, were audio-recorded, transcribed in full, and processed and analysed using the computer-based package QSR NVivo. In addition to the interviews, school-produced documents such as induction policies and the researcher's field-notes were collected and analysed. We also conducted semi-structured telephone interviews with key personnel in supply teacher agencies to explore particular issues for NQTs on supply.
- 2.9 Table 2.1 shows the number of participants in the research. The 'target number' is that agreed between the researchers and the steering group and appears in the original bid. The 'total sample' is the number of questionnaires sent out, or requests by letter for individuals and schools to participate. The 'response rate' shows the percentage of the target and the actual number of individual respondents.

Table 2.1. Research methodology.

| Research Strategy | Data Collection Method | Date | Number of Participants | | |
|-----------------------------|--|--------------------|------------------------|----------------------------------|---|
| | | | Target number | Total Sample i.e. no. approached | Response rate (% of target no.) and actual number |
| Appropriate Body case Study | Appropriate Body telephone interview 1 | Oct. '00 | 20 | 20 | 90% (18) |
| | Appropriate Body telephone interview 2 | Sept. '01 | 18 | 18 | 72% (13) |
| | Appropriate Body documents | Oct '00 | N/A | N/A | N/A (10) |
| Appropriate Body survey | Appropriate Body questionnaire | Nov. '00 | 150 | 154 | 62% (93) |
| Supply agency | Supply agency telephone interviews | Jun. '01 | 8 | 13 | 100% (8) |
| School case study | Headteacher, Induction Tutor and NQT interview 1 | Dec. '00 – Jan '01 | 72 | 78 | 92% (66) |
| | Headteacher, Induction Tutor and NQT interview 2 | Apr. – Jun. '01 | 72 | 66 | 84% (59) |

Table 2.1. Continued.

| Research Strategy | Data Collection Method | Date | Number of Participants | | |
|-------------------|--|----------------------|------------------------|----------------------------------|---|
| | | | Target number | Total sample i.e. no. approached | Response rate (% of target no.) and actual number |
| | Collection of documents from the 24 schools | Jan. 01 and Apr. '01 | N/A | N/A | N/A (16) |
| School survey 1 | State school head teacher questionnaire | Mar '01 | 250 | 650 | 99% (247) |
| | State school induction tutor questionnaire | Mar '01 | 250 | 650 | 89% (223) |
| | Special school head teacher questionnaire | Mar '01 | 20 | 45 | 90% (18) |
| | Special school induction tutor questionnaire | Mar '01 | 20 | 45 | 70% (14) |
| | Sixth form college principal questionnaire | Mar '01 | 20 | 45 | 80% (16) |
| | Sixth form college induction tutor questionnaire | Mar '01 | 20 | 45 | 90% (18) |
| | Independent school principal questionnaire | Mar '01 | 30 | 75 | 117% (36) |
| | Independent school induction tutor questionnaire | Mar '01 | 30 | 75 | 107% (32) |
| School survey 2 | NQT questionnaire 1: 1999-2000 cohort | Dec '99 | 250 | 600 | 96% (240) |
| | NQT questionnaire 2: 2000-2001 cohort | Jun '01 | 250+30* | 830 | 121% + 87% (302+15+11)** |

*=250 people with QTS who were teaching and doing induction plus 30 not teaching or teaching but not doing induction. **=302 teachers on induction plus 15 teaching but not doing induction plus 11 not in teaching.

2.10 The research was principally concerned with induction in *state* schools and so these sample sizes are significantly higher than those for other sectors. However, there are specific regulations and/or contexts for induction which differ from those in the mainstream state sector and required investigation, i.e. the independent sector, sixth form colleges, supply agencies and special schools. The samples of these groups were small, but were found to be large enough for patterns and difference to emerge in certain areas of induction.

2.11 Ideally, the response rates would be 100%. There are a number of reasons why this is not so:

- In the case study sample one Appropriate Body and four individuals within schools felt unable to participate, despite their initial agreement. A further seven individuals were unavailable for the second round of interviewing.

- It is known that 34 non-responses to NQT questionnaire 1 were due to changes of address. The DfES/TTA database listed the addresses which teachers had given at the end of their initial teacher education courses. It is not surprising that many had moved on. There were also approximately 25 database entry errors, which were only discovered when questionnaires had been returned by the Royal Mail.

2.12 To evaluate induction provision in relation to equal opportunities, NQTs were asked their ethnicity, age and gender and the age phase they taught. Overall, no significant differences were found between these groups and the other NQTs.

1. Ethnic minorities

The proportion of NQTs from ethnic minorities in the questionnaire sample was very small (just 2%) and no conclusive evidence was found through either survey or case study material of any difference in treatment according to ethnicity.

2. Age of respondents

The age profile of respondents for both the 1999-2000 and 2000-2001 NQTs peaked (average 52%) at 23, 24 and 25. After these ages there was what could be described as a ‘long tail’ of decreasing numbers of respondents as age increased. Various correlations between age and other questionnaire answers suggest that no significant differences in provision by age exist.

3. Gender of respondents

The 1999-2000 cohort of NQTs comprise 70% female and 16% male and the 2000-2001 cohort comprised 77% female and 14% male respondents, with approximately one quarter not identifying their gender.

4. Age phase taught and gender of respondent

Averaging the two years of NQTs surveyed, 122 of the females and 12 of the males taught in the primary sector whereas 130 of the females and 30 of the males taught in the secondary sector. Despite proportionate numbers of male and females in the total sample, in the year 1999-2000, half as many female secondary teachers responded as in the year 2000-2001 year. Any differences in provision and perspective of primary and secondary participants are made clear in the report. For a small number of elements of their induction provision females rated elements more positively than males. This is thought to reflect general gender questionnaire response bias rather than significant difference in provision, and no differences were found in the case studies.

Structure of the Report

The report is written in four sections, A to D, with a number of chapters in each.

- 2.13 **Section A. Introduction, Methodology and Background**
This section outlines how the research design meets the research specification. It states the aims of the project, the sample and the varied methods used to collect the data. It goes on to summarise the findings of empirical research published both before and just after the introduction of statutory induction. This provides a solid background understanding of the wide number of issues involved, including what is seen to constitute effective induction. In addition, this literature was used as a basis against which evaluation of the current policy could be compared.
- 2.14 **Section B. Induction provision and its effectiveness**
This section presents the findings from our own research on the extent and quality of provision of induction for NQTs. There is an evaluation of the provision made by induction tutors, headteachers and the whole school; by the Appropriate Bodies, and through paper-based dissemination by the DfES, TTA and others. Effectiveness is measured according to the extent the practices and policies observed match the statutory induction policy. Good practice is defined through a wealth of relevant previous research.
- 2.15 **Section C. The Impact of Induction**
The section focuses on the impact on NQTs and on the wider teaching profession. NQTs experiences provided an essential perspective through which the other issues in the section are viewed. These are the effects of statutory induction upon the cost-effectiveness of induction, recruitment and retention of NQTs, and finally, the early and continuing professional development of teachers.
- 2.16 **Section D. Conclusions and Recommendations**
Some conclusions are offered, which bring together our own empirical work and previous research and policy intentions. Practical and policy implications of the research are reviewed and recommendations are made.

Policy and practice before the introduction of statutory induction

- 2.17 Issues surrounding induction policy and practice have been stubbornly persistent over a long period of time. Much previous research highlights the importance of good quality induction and the fact that it was not widely experienced. Simco (2000, p.11) identifies three key areas in which induction had been problematic over many years:
- the linking of ITT and induction
 - the existence or otherwise of professional support linked to individual needs
 - consistency in provision between LEAs and schools
- 2.18 There have been attempts to address these issues, as can be seen in the list of key events in the history of induction policy:
- 1925, Board of Education attempts to link initial training and induction

- 1944, McNair Report establishes the principle of assessing new teachers' work within a context of proper support
- 1972, James Report seeks to establish appropriate balance between assessment and professional developments in the probationary year
- 1982, 1987, 1993, HMI reports question the consistency of effective provision for new teachers
- 1992, Probation abolished by the conservative secretary of state Kenneth Clarke
- 1992, 1999, no national arrangements for NQTs
- 1997, Career Entry Profile introduced to facilitate the transition between initial training and a teacher's first job
- 1999, DfES introduces the new induction arrangements

(Based on Simco 2000, p.9)

2.19 The probationary year was abolished in 1992. For seven years afterwards there was neither any assessment of the first year of teaching nor a requirement for schools to provide induction. It was up to the 'professional integrity of heads, teachers and advisers to sustain and encourage good practice' (Bleach 1999, p.2).

2.20 There were numerous examples of good induction practice and innovation as well as other connected reforms. For example, the teacher training reforms which involved partnerships between schools and training institutions enabled some staff in the participating schools to be more confident about supporting, monitoring and assessing beginning teachers, using the competence-based assessment for qualified teacher status (Simco 2000, p.13). The OFSTED inspection structure also meant that teaching and learning were discussed using common criteria, and led to more frequent, focussed observations of teaching. Some LEAs worked with higher education institutions to accredit NQT and mentor training, and many produced and refined portfolios to aid NQTs' professional development, with observation formats using lists of teaching competencies. Some LEAs provided extensive induction programmes for NQTs and training for mentors. However, many found these initiatives hard to maintain without funding.

2.21 Overall, there was widespread consensus (e.g. Earley and Kinder 1994; HMI 1993; Mahony 1996; Simco 1995) that throughout the country:

- provision was highly variable
- there were no systematic links between induction and the early professional development of teachers
- the issue of individual needs was not uniformly addressed

The intentions of statutory induction

2.22 The proposal to reintroduce statutory induction for NQTs to 'consolidate skills' learnt during initial teacher education was announced in the 1997 White Paper 'Excellence in Schools' (DfEE 1997). Induction was made statutory in

England for all gaining qualified teacher status (QTS) after May 1999. Since then, all NQTs have to complete a statutory induction period of three terms, usually undertaken consecutively as a school year, in order to be able to teach in maintained schools. It was introduced to provide:

- all newly qualified teachers with a bridge from initial teacher education to effective professional practice
- a foundation for long-term continuing professional development
- well-targeted support... which in turn helps them to... make a real and sustained contribution to school improvement and to raising classroom standards

(DfEE 2000a, para.1)

Ralph Tabberer, the Chief Executive of the Teacher Training Agency, speaking at the TTA/LGA conference in March 2000 said that induction would help to make the next generation of teachers ‘the best, the best supported, the most positive, the most professional, the most enabled, the most enthusiastic’ (Tabberer 2000).

2.23 The policy has two main principles:

- NQTs’ national entitlement to support and professional development
- assessment of NQTs against defined national standards

Thus, induction in England can be seen as both a carrot and a stick. On the one hand, NQTs must be assessed by their school at the end of each of the three terms that make up the induction period. They have to demonstrate that they meet all the standards that they met during their initial training (DfEE 1998c) and the ten additional induction standards (DfEE 1999). Anyone failing to meet them is not allowed to teach in a maintained school or non-maintained special school again. On the other hand, it gives NQTs a statutory, funded framework of support, including a reduced timetable and meetings with an induction tutor.

2.24 The policy tries to address the previous weaknesses in induction provision and what were considered to be essential elements of effective induction: half termly observations of NQTs’ teaching, structured support and a 10% reduction in timetable for professional development activities, such as observing other teachers. The Career Entry Profile is intended to be the link between training and employment and the foundation stone on which the objectives for improvement throughout the induction period are set. Objectives should link into professional activities and support which meet individual needs, and should be reviewed every half term. Making induction a funded and legal requirement for all NQTs should also provide consistency of experience. The PEIY research project set out to investigate whether this ‘package’ of mechanisms and elements for delivering induction is effective, and whether it is sufficiently different to previous models to succeed in overturning the ‘history of failure’ of induction, as is outlined by Tickle (2000a,p.702).

- 2.25 Once they have embarked on statutory induction all NQTs must receive the same package of support and monitoring and must meet all the induction standards. Certain groups, however, have slightly different or additional regulations relating to them. Independent schools meeting all other requirements, such as teaching the full national curriculum, can offer statutory induction, although this is not obligatory.

Similarly, since September 2000 sixth form colleges can offer statutory induction to NQTs with QTS but it is not obligatory. In sixth form colleges, no more than 10% of the NQTs' teaching should be devoted to teaching classes of pupils predominantly aged 19 and over. Also, they should spend the equivalent of at least 10 school days teaching children of compulsory school age, to ensure that all induction standards can be met. Schools under special measures are not to employ NQTs, unless HMI certify that the school is a suitable context for providing induction. For NQTs working as supply teachers, only placements of full terms count towards induction and there is a time limit of four terms when they can work on shorter-term placements before starting their induction.

Sources of previous research on the implementation of statutory induction

- 2.26 It is important to place our research alongside others. By the start of and during our research project, which covered the academic years 1999-2001, some large and small-scale research on statutory induction had already been carried out. These are the most significant:

Table 2.2. Research on statutory induction.

| | Researcher | Timing | Size of samples | Focus of study |
|---|-------------------|-----------------------|--|--|
| 1 | OFSTED (2001) | Nov. '99 -Oct. '00 | Visits to 63 schools in 18 LEAs with a total of 220 NQTs. Repeat visits to most schools. Survey of 220 NQTs. | Provision of all elements of induction. |
| 2 | FEFC (2001) | Sep. '00 -Mar '01 | 70 NQTs in 18 sixth form colleges across England. | Provision of all elements of induction. |
| 3 | NUT (2000) | Oct. '99 | 64 LEAs. | Funding arrangements |
| 4 | NUT (2001) | Sep. '01 | National survey of up to 5462 NQTs in 41 LEAs. | Pass, failure and retention of NQTs at the end of induction. |
| 5 | Bubb (2000) | Oct. '99 -July '00 | Survey of 59 NQTs and 32 induction tutors in 27 schools in one inner city LEA. | Various issues in the implementation of induction. |

Table 2.2. Research on statutory induction. (cont.d)

| | Researcher | Timing | Size of samples | Focus of study |
|---|--------------------|----------------------|--|---|
| 6 | Merry et al (2000) | Sept. '99 -July '00. | 63 NQTs from one locality surveyed and 11 interviewed. | Comparison of cohorts of NQTs who had/had not done statutory induction. |
| 7 | McLeod (2000) | Sept. '98 -July '00. | Survey of 118 NQTs from one locality. | The use of the Career Entry Profile. |

Key findings from these and other pieces of research are drawn upon in the rest of this Chapter, which outlines what is already known about the different elements of induction.

Summary of statutory regulations and previous research on their effectiveness

Funding

- 2.27 In the first two terms of statutory induction, Autumn 1999 and Spring 2000, the related costs for NQTs in maintained schools were met from the £290.5 million allocated for School Improvement through the Standards Fund. It was left to LEAs to decide exact amounts in consultation with their schools, but the DfES advised that the amount should be at least sufficient to secure the 10% reduction in NQTs' timetables.
- 2.28 The NUT found that in the first term of the arrangements '67% of LEAs had not retained any money centrally for induction, despite having significant responsibilities' (NUT 2000a, p.10) In addition, 'many LEAs found the procedures used to fulfil their responsibilities as the Appropriate Body both costly and time-consuming' (OFSTED 2001c, para. 21). This caused huge variations in funding. The NUT research showed that funding in the autumn term 1999 ranged from £450 to £1,200 per NQT per term. OFSTED found that the amount allocated by different LEAs for the period from September 1999 to Easter 2000 varied from £335 to £2,533 per NQT, and for the summer term of 2000, from £350 to £1,509 (OFSTED 2001a, para.283).
- 2.29 As a result, two terms after statutory induction was introduced the DfES did indeed bring in 'ring-fenced' funding of £1000 per NQT per term (see Standards Fund category 501 in the 2001 arrangements). In 2000-2001 the DfES allocated £64 million for induction. This included £5 million for LEAs to retain centrally for costs relating to assessment, monitoring and evaluation of the induction arrangements, and £59.4 million to be allocated to schools to provide at least £1,000 per term per NQT, for each of the summer, autumn and spring terms. The DfES advise that the money is intended to provide the necessary help and support to the NQT, including supply cover costs for the

NQT's lighter timetable, to carry out assessment during the induction period and to monitor and evaluate the new arrangements (DfEE 2001a, para.101).

- 2.30 Issues remain, however, despite the funding. Most sixth form colleges found that 'their expenditure exceeded the income from the standards fund' (FEFC 2001, para. 38). Small-scale research by Lewis & Varley (2000, p.11) in compulsory age schools led them to suggest that 'an audit of the use of the funding' ought to take place. This work raises further questions about the cost-effectiveness of elements of induction and efficient administration of allocated funds.

Management of induction by schools

- 2.31 Whole school involvement is beneficial. Williams and Prestage's research commissioned by the ATL concluded that 'NQTs receive the best induction...when they are seen as a whole-school responsibility' (ATL 1999). However, what this means in terms of national practice is still rather unclear.
- 2.32 It is primarily the headteacher's responsibility to make sure the NQT has a dedicated induction tutor and a 10% reduced timetable, that they do not have an unreasonable workload and that assessment forms are sent to the Appropriate Body. OFSTED found that only two thirds of secondary schools had given their NQTs 10% reduction in timetable and that in one third the release time was inconsistent (OFSTED 2001c, para.28). This same research found that almost all primary schools had allocated a reduced timetable, but as the induction year progressed the teaching load increased, so that 'about one fifth' ended up with a teaching load in excess of the target (Ibid). The effective use of the time is of great interest. The release time has been found to be used for non-induction related marking and preparation (OFSTED 2001c, p.2; Bubb 2000b, p.4). These practices are contrary to guidance from the TTA that:

'The 10 per cent remission from teaching duties ... should not be used as unspecified non-contact time nor should it be used to cover the teaching of absent colleagues ... [but] for a targeted and coherent programme of professional development, monitoring and assessment activities.'
(TTA 1999a, p. 28)

The PEIY project strove to investigate the use and effectiveness of the 10% timetable reduction in further depth when the policy had had more time to 'bed down'.

- 2.33 The induction circular (DfEE 2000a, para. 28) states that schools should not make unreasonable demands on NQTs. Bubb found that this was an issue in some secondary schools, where NQTs had to teach subjects for which they had no experience or qualifications. For example, one NQT had a PGCE in History but, as he was in the humanities department, had to teach geography and religious education as well. Other NQTs were form tutors and felt initially this added significantly to their workload and stress levels. Although they were keen to have a pastoral role, they found dealing with parents, holding PSHE

and tutor group sessions and organising assemblies stressful (Bubb 2000b, p.4). It is interesting to note alongside these findings that in three-quarters of secondary and two-thirds of primary schools NQTs did have fewer non-teaching responsibilities than experienced colleagues (OFSTED 2001c).

Induction tutors

- 2.34 Almost all induction tutors supported NQTs in their existing non-contact time or after school. Most needed further training in assessing NQTs against the standards (OFSTED 2001 para.39). This reinforces the findings of Williams and Prestage's research for the Association of Teachers and Lecturers which recommended that 'induction tutors should be trained not just named' (Williams and Prestage 2000, p.3). Small-scale research by Barrington (2000, p.19) suggests that headteachers need to consider what experience and skills an induction tutor should have. Further, release time for induction tutors is not statutory, but there are some indications that induction tutors need more dedicated time to do the job effectively (Bubb 2000b, p.4).
- 2.35 Meetings with an induction tutor, including half-termly reviews of progress, are a key aspect of the induction policy. OFSTED found that professional review meetings were not taking place as frequently as intended with 'the majority' having them only once a term (OFSTED 2001c, para. 40). Further, a small number of NQTs in sixth form colleges had not received one formal review after two terms (FEFC 2001, para. 25). Within one LEA practices have been found to vary considerably. According to Bubb (2000b p.3), there is a correlation between the number of meetings received and the satisfaction NQTs feel with the process of induction. A complicating factor here is the number of brief, informal but often highly useful meetings.

Objectives and the Career Entry Profile (CEP)

- 2.36 Objectives are intended to be informed by strengths and areas for development identified in the CEP, to help NQTs meet the induction standards. There is some evidence that the introduction of the induction year 'has done nothing to improve the somewhat patchy nature' of the use of the CEP and that 'providers and potential users lacked a shared understanding as to its purpose' (McLeod 2000, p.43). However, Merry et al found an improved use of the CEP in the first year of statutory induction compared to the previous year (Merry et al. 2000, p.3). Larger scale research also reports that only a half of secondary and one-third of primary schools found the NQTs' CEPs useful as an initial pointer to training needs and as a recording device. Moreover, Annex C of the profile was not being used to chart progress across the three terms and to set targets as was intended (OFSTED 2001c, para.31/32). In sixth form colleges 'most' NQTs provided a CEP but inspectors, experienced college staff and NQTs alike thought that the quality of them was generally not good (FEFC 2001, p.14).
- 2.37 Previous research has revealed difficulties for induction tutors in setting objectives. Some induction tutors were wary of placing further burdens upon NQTs who were already successful and, where NQTs were having problems,

there was common difficulty in deciding on the two or three objectives that would really help their development (Bubb 2000b, p.6). Some objectives were too hard, general or open to interpretation, but induction tutors were becoming better at setting them as the year went on (Bubb 2000b, p.6).

Observation and feedback, assessment meetings and reports

- 2.38 Merry et al found that observations of NQTs had increased in frequency with the onset of statutory induction (Merry et al 2000, p.5). In almost all the schools visited by the OFSTED team, NQTs were observed at least twice a term (OFSTED 2001c, para. 39). However, the effectiveness of these observations is questioned by Brading (1999 p.13) who found headteachers 'did not always make explicit what informed their responses', for example asking NQTs to keep a 'general eye' on classroom events. Those who did not receive their full entitlement were concentrated in a small number of schools. In two schools the NQTs were not observed because they were perceived to be doing well (Bubb 2000b, p.5).
- 2.39 Statutory induction requires that an assessment meeting and report be completed at the end of each term: the first two are to monitor progress and the third is a summative judgement. The assessment forms are to be sent to the Appropriate Body, which makes the final decision based on the headteacher's recommendation. Although almost always accurate enough for the purpose, a small minority of schools made no specific reference to the induction standards (OFSTED 2001c). There is particular concern about the uneven quality of forms, probably linked to multiple interpretations of standards (OFSTED 2001c, para. 4; Bubb 2000b p.6).
- 2.40 In the current context of teacher supply patterns, the PEIY research was concerned to investigate links between induction, recruitment and retention. Jones developed three indicators of the likelihood of new teachers to remain or resign, based on an empirical study: the quality of departmental or key stage management; capacity to manage the 'reality shock', and ability to reconcile personal beliefs and values with those reflected in the school culture (Jones 2001, p.11). Earley's concept of the 'affective domain' of induction is a further reminder of the central importance of enjoyment and personal satisfaction for NQTs. Our research aimed to place these experiential aspects alongside national NQT retention statistics. Of those NQTs starting induction in September 1999, less than 1% failed and 7% had not yet successfully completed induction after three terms (NUT 2001, p.3). The number who failed was very small. The numbers who left during the year and who gained extensions beyond three terms was far higher. Neither central government bodies nor many LEAs held accurate figures in this area. (NUT 2000a). Nevertheless, this interesting situation warranted further investigation, as did whether induction has had an impact upon the recruitment and retention of NQTs, and the accompanying reasons.

Appropriate Bodies

2.41 Every school and sixth form college that provides statutory induction has to have a designated 'Appropriate Body'. This is generally the LEA but independent schools can use Independent Schools Council Teacher Induction Panel (ISCTIP). Appropriate Bodies have overall responsibility for induction in conjunction with headteachers and governors. The induction circular (DfEE 2000a) identifies their specific statutory duties as:

- ensuring that headteachers and governing bodies are aware of and capable of meeting their responsibilities for monitoring, support and guidance (para. 19)
- ensuring headteachers are capable of undertaking rigorous and fair assessments of NQTs (para. 19)
- making the final decision about whether an NQT meets the standards for the completion of the induction period and communicating their decision to NQTs, schools and the DfES/GTC (para. 87)
- keeping records and assessment reports on NQTs (para. 21)
- providing a named person for NQTs to contact if they are unhappy with support, monitoring and assessment by their school (para. 32)
- extending the induction period in exceptional circumstances (para. 82)
- ensuring that schools with NQTs get ear-marked funding (para.101)

So, Appropriate Bodies have a key role in ensuring that relevant staff in schools are well enough informed to carry out their roles effectively. In September 1999 the ATL union stated that 'the teaching profession has been under-informed and ill-prepared'. Since then TTA booklets entitled *Supporting Induction* have been widely disseminated (TTA 2001).

2.42 As yet, there has been very little empirical research focusing on the procedures and practices of induction within and by Appropriate Bodies, especially regarding their statutory duties of monitoring and assessment. Very early after the introduction of induction, Lewis & Varley reported that one fifth of their NQT sample thought that choice of LEA courses to support induction was limited, the implication being that objectives would be difficult to meet through this particular route. They also suggested that not all NQTs were aware of any courses being offered. (Lewis & Varley 2000 p.7). The NUT research highlights what it saw as shortcomings in the types of records kept on NQTs for the purpose of monitoring them. (NUT 2000a, p.10).

Conclusion

- 2.43 Statutory induction policy was introduced as one part of a broader strategy for raising teaching and learning standards for children and students in English schools. It is also intended to support those entering the teaching profession by easing the transition between initial teacher education and early professional development. Strong claims have been made as to the likely effects of induction, both positive and negative. Early empirical research on statutory induction is beginning to indicate that many of the long running issues persist, but it is too early after the introduction of the policy to tell. Further, much of the research has involved very small samples or been highly selective in the elements and mechanisms of induction investigated. Examples of areas that have been largely previously omitted from research are the effectiveness of dissemination, cost-effectiveness and reasons behind impacts of induction upon the recruitment and retention of NQTs.
- 2.44 The PEIY research seeks to provide current data on a national scale that covers all aspects of induction, both provision and impacts. Some significant questions are:
1. To what extent, if any, has statutory induction decreased the variability previously found in induction provision across and within LEAs and schools?
 2. Are the intentions of the induction policy being realised on the ground within schools?
 3. What factors can be identified as enhancing and inhibiting ‘effective’ induction?

These questions run throughout the rest of the research and are revisited in the conclusion.

Section B

Induction provision and its effectiveness

Chapter 3. School Management of Induction

3.1 This chapter details findings related to schools' management of induction provision, in particular the role of the headteacher, the reduced teaching timetable, NQTs' employment contracts, characteristics of schools and 'weak' NQTs. The reported findings are based on questionnaire responses and interviews in the case study schools.

Headteachers' responsibilities

Monitoring of Induction provision

3.2 The extent to which headteachers monitored their schools induction provision varied between case study schools. The headteacher and the Appropriate Body are responsible for ensuring that the NQT has an appropriate induction programme (DfEE 2000a, para.15). Some case study headteachers described how they had 'delegated' induction provision to the induction tutor, but that they had monitored provision through the following:

- meeting with all relevant parties at the start of the induction year to discuss allocation of resources to the NQTs
- monitoring the NQTs' workload and timetables when established
- acting as an 'umbrella' and keeping an 'overview' of induction provision through communication, both verbal and written, with the induction tutor
- discussion of provision with the NQT

3.3 One headteacher in a small school found monitoring difficult and so 'bought in' their LEA adviser to help. Some headteachers described how their monitoring and assessment would increase if an NQT had problems. Other headteachers claimed they did not have any role in monitoring.

Assessment of NQTs

3.4 Three formal assessment meetings between the NQT and either the headteacher, or the induction tutor on behalf of the headteacher, should take place in the induction period. The final assessment meeting should be used to determine whether or not the NQT has met all the requirements to satisfactorily complete the induction period. The headteacher must then recommend to the Appropriate Body whether the NQT has passed the induction period (DfEE 2000a, para.58/15).

3.5 Previous research has highlighted variation in the quality of schools' completion of assessments. OFSTED (20001c) and Bubb (2000b) found that a small minority of schools made no specific reference to the standards and that the usefulness of the formal assessment forms varied. OFSTED found that in a third of secondary schools assessments were of 'an uneven quality' (OFSTED 2001c, para.41).

- 3.6 Case study headteachers who discussed assessment said they assessed NQTs through one or more of the following activities:
- assessing the NQTs planning
 - occasionally ‘wandering’ into the NQTs classroom
 - conducting observations
 - seeking the induction tutors’ and other staff’s opinion.

One headteacher had only assessed the NQT during the final review meeting when they had examined all the induction documentation. Another headteacher described how he would read through the final report, check its accuracy and then endorse it. When the headteacher acted as the induction tutor, e.g. in some small schools, someone from the LEA had visited the school to observe the NQT to ensure a second source of evidence for the assessment.

Organisation of induction roles

- 3.7 Schools organised responsibility for induction in different ways, depending on their size, staffing and philosophy. We found the following organisational arrangements existed within our case study schools (see Figure 3.1). The staff mentioned relate to the one NQT we interviewed in the school.

Figure 3.1. Organisation of induction personnel in case study schools.

| |
|---|
| <p>Primary School 1</p> <ul style="list-style-type: none"> • Induction tutor – member of the senior management team in charge of all NQTs <p>Primary School 2</p> <ul style="list-style-type: none"> • Induction coordinator – member of the senior management team (SMT) • Induction tutor – year group leader • Buddy mentor – a recently qualified teacher <p>Primary School 3</p> <ul style="list-style-type: none"> • Induction tutor – teacher, not member of SMT <p>Primary School 4</p> <ul style="list-style-type: none"> • Headteacher is induction tutor. LEA bought in to corroborate judgement <p>Secondary School 1</p> <ul style="list-style-type: none"> • Induction coordinator – the senior member of staff in charge of all NQTs in the school • Induction tutor – the head of department |
|---|

Secondary School 2

- Induction tutor – a senior teacher who organises the induction programme.
- Academic mentor – the head of department, supervises planning and teaching and advises on subject knowledge and application
- Pastoral mentor – a head of year advising on behaviour management, contact with parents and pastoral matters

Secondary School 3

- Staff development officer – in charge of co-ordinating the induction programme for all NQTs, organising contracts, job descriptions, and the pre-induction visits before the NQTs start work
- Mentor- head of the department - who supervises planning and teaching and advises on subject knowledge and application
- Buddy mentor group – a group of recently qualified teachers to provide support (and ‘a shoulder to cry on’).

- 3.8 Headteachers should keep the governing body informed of arrangements for induction and the outcome of formal assessments (DfEE 2000a, para.6). This process appeared to occur within some case study schools, either through headteachers’ termly/yearly reports or staffing committee reports. A couple of headteachers commented that their governing bodies are also involved in the recruitment of NQTs and would have been more involved if they had thought it necessary.

Choice of Induction tutor

- 3.9 Headteachers should identify a member of staff as the induction tutor to provide day to day monitoring and support (DfEE 2000a, para 43). One state headteacher identified these criteria for choosing the induction tutor:
- an experienced teacher
 - a senior teacher
 - objective in judgement
 - able to offer realistic advice

Another described the induction tutor as the person in whom they had the greatest trust and someone who would ‘keep a counsell’.

- 3.10 In four case study schools the headteacher acted as the induction tutor. All were small schools with a small number of teaching staff. Induction provision in these schools did not seem to present any specific issues. NQTs in these schools had both positive and negative comments about their induction tutors being the headteacher. Some saw their close relationship with the headteacher as beneficial, but some described this as ‘difficult’ or ‘strange’. In these cases the headteachers, acting as induction tutors were still found to be approachable.

Two non-teaching headteachers found it easy to find time to see the NQT. However, one headteacher with a 70% teaching commitment was worried about not giving the NQT enough time. A couple of headteachers noted the benefit of being able to make decisions directly, so saving time. Greater consideration of the specific context of small schools is given in paragraph 3.41.

Improvement in provision since statutory induction

- 3.11 The majority of respondents thought that the introduction of statutory induction had improved the preparation, support and assessment their school provided for NQTs (see Table 3.2).

Table 3.2. Extent to which statutory induction has improved schools provision.

| Improvement to school provision | A substantial extent % | Quite substantially % | A little % | Not at all % | <u>N</u> |
|--|-------------------------------|------------------------------|-------------------|---------------------|-----------------|
| State: | | | | | |
| Headteacher | 24 | 43 | 27 | 7 | 241 |
| Induction tutor | 21 | 48 | 27 | 4 | 217 |
| Independent: | | | | | |
| Principal | 23 | 60 | 17 | - | 35 |
| Induction tutor | 29 | 52 | 19 | - | 31 |
| Sixth form: | | | | | |
| Principal | 36 | 21 | 43 | - | 14 |
| Induction tutor | 11 | 56 | 33 | - | 18 |
| Special: | | | | | |
| Head teacher | 22 | 44 | 22 | 6 | 18 |
| Induction tutor | 14 | 50 | 36 | - | 14 |

Due to rounding percentages may not sum to 100 across rows.

Results displayed as a valid percent - that is non-response and 'other response' omitted.

- 3.12 Independent schools were most likely to think that their induction provision had improved to a substantial extent, with statutory induction. Around a quarter of independent principals and induction tutors reported this. The majority of respondents said provision had altered substantially and that it was now 'formalised' and 'uniform'. 'The tradition was sink or swim: now we help to train Olympic athletes.' Independent schools were less likely than state schools to have induction provision already in place.

- 3.13 Sixth form colleges principals were more likely than their induction tutors to report that statutory induction had improved the provision to ‘a substantial extent’. Under a quarter of headteachers and induction tutors in special schools reported improvement of ‘a substantial extent’, as Table 3.2 shows.
- 3.14 Comments made by 92 state headteachers and 154 state induction tutors centred on three broad areas:
1. **Provision was already ‘comprehensive’ or ‘in place’** - reported by 29% of induction tutors and 50% of headteachers.
 2. **Formalising induction** had made practices and procedures more ‘focused’ and ‘rigorous’. This formalisation had happened to a varying extent, ranging from a ‘slight tweaking’ to a ‘thorough overall overhaul of provision’. This was reported by 40% of induction tutors. Some headteachers highlighted that the formalisation of induction had resulted in additional paperwork and pressure on time.
 3. **Entitlement:** Statutory induction had heightened staff awareness of the importance of meeting the needs of NQTs. Secondary headteachers said this was especially true for heads of department. Some induction tutors (17%) said that it had ensured and facilitated provision, through funding and the subsequent allocation of time.

NQT contracts

- 3.15 The numbers of NQTs in each school, use of temporary contracts and employment of NQTs as part time or supply teachers were investigated. Each theme revealed that different headteachers or schools tend to follow one of a limited and clearly distinctive range of approaches to the employment of NQTs.

Of particular interest are the schools with relatively high numbers of NQTs. Figures 3.3a and b show how many NQTs schools had in a given year. Thirty schools had more than five NQTs in 1999-2000 and 24 schools had five or more in 2000-2001. Schools with relatively high numbers of NQTs in one of the years of the research surveys also had high numbers in the other year too. Also approximately 80% of schools with one or more NQT in 1999-2000 had at least one in 2000-2001 as well.

Figure 3.3a. Numbers of NQTs in each school surveyed for 1999-2000.

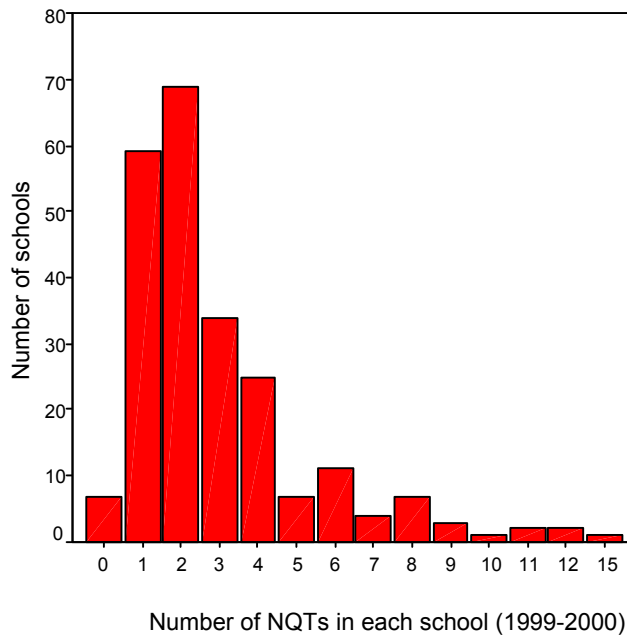
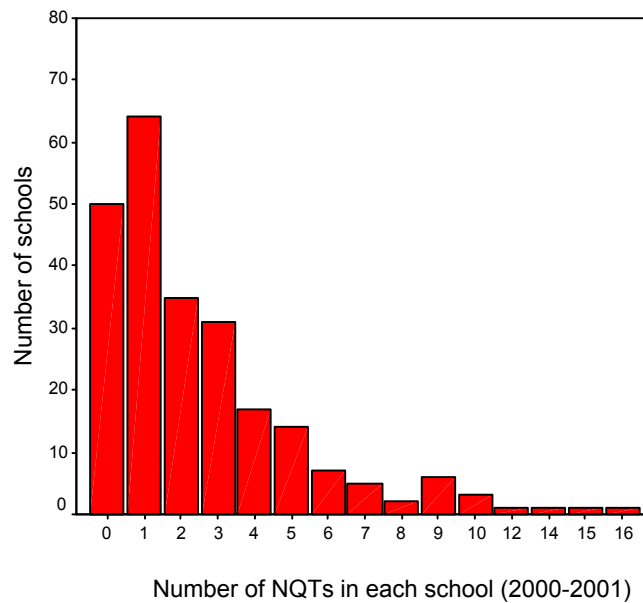


Figure 3.3b. Numbers of NQTs in each school surveyed for 2000 to 2001.



3.16 The results suggest that some headteachers are routinely employing NQTs each year, whereas others have them only sporadically. This may be deliberate policy on the part of headteachers, for example some regard NQTs as particularly good value for money, or it may be result of high staff turnover. In either event, there is some evidence that the frequency and volume of NQT 'traffic' through a school may have an impact on readiness for induction provision.

Schools that regularly have several NQTs have relevant expertise amongst their staff; can experience economies of scale in terms of in-school programmes, and have experience of dovetailing induction with wider professional development opportunities.

Non September starters

- 3.17 Around 25% of state schools and sixth form colleges surveyed and around 10% of independent and special schools had employed NQTs from another school during their induction period (see Table 3.4).

Table 3.4. Number of NQTs arriving in schools from another school during their induction period.

| Have any NQTs come from another school? | Yes % | No % | N |
|--|--------------|-------------|----------|
| State school | 22 | 78 | 247 |
| Independent school | 8 | 89 | 37 |
| Special school | 11 | 89 | 18 |
| Sixth Form College | 25 | 75 | 16 |

Due to rounding, percentages may not sum to 100.

Results displayed as a valid percent - that is non-response and 'other response' omitted.

More state secondary schools had non September starters (36%) than primary schools (13%). Most NQTs who moved into the schools in this survey did so at some point during the second school term.

- 3.18 Some of these NQTs had already started induction in another school and this raises particular management issues for schools. The DfES states:

‘For those NQTs completing their induction period through aggregated periods of service in different schools, the headteacher should keep copies of all reports of observations, review meetings and objectives on file for five years or until such records are requested by the school in which the NQT continues induction, whichever is the shorter’ (DfEE 2000a, para.66).

Thirty-three percent of state headteachers surveyed said that they needed to vary their normal induction provision to cater for NQTs who were non-September starters, although the majority (58%) said that this had made no difference. Headteachers said the extent to which their induction provision was altered was highly dependent on the previous position and experience of the NQT(s) employed. Those reporting a difference to their provision described how their NQT(s) had come from a different LEA/school with an inadequate

Statutory induction programme. Consequently, such respondents described how they had to perform various ‘rescue programmes’ and ‘initial needs assessments’. In a state case study school the headteacher said that the NQT had missed key induction courses and that they would have to ‘plug that gap’. A few respondents commented that their NQTs had come from the same LEA, which meant that the process could simply be continued; or that the NQT’s previous school had provided good information, which meant that the transition was smooth.

3.19 The principals of all three independent schools with non-September starters said that their normal induction provision had been altered, though not substantially. One commented that the NQT had missed an induction day normally run for staff, which was subsequently detailed to the NQT in an individual meeting. Two sixth form college principals surveyed said that they had varied their induction provision to cater for NQTs who had moved to them in the middle of their induction period. In both cases where changes were made the NQTs in question had moved from an 11-16 school, and so had already completed this requirement of the statutory regulations for induction in sixth forms.

3.20 The research found nothing conclusive in relation to the quality of induction provision received and the quality of teaching by NQTs who moved schools during induction. The occasion for within-induction moves was sometimes linked to:

- poor NQT performance against the induction standards
- the offer of a permanent contract over a temporary one
- unhappy circumstances in the school

The last of these led some NQTs to feeling unsure about whether to stay in teaching. Occasionally the circumstances that brought on such departures were directly traceable to a member of staff in a supporting position being withdrawn through ill health, job change or promotion giving them ‘other overriding priorities’. It was put to us that in the independent sector boarding duties taken on by NQTs could be particularly exhausting and constraining and be a factor in their leaving teaching or moving schools.

Temporary contract

3.21 Sixty three percent of headteachers in state schools issued permanent contracts to all NQTs they employed, whereas 37% gave at least one NQT a temporary contract. Two patterns of temporary contract usage were clear:

1. One NQT given a temporary contract regardless of the total number of NQTs.
2. All NQTs employed put on temporary contracts.

Table 3.5 below shows how many headteachers and principals surveyed said they had NQTs on temporary contracts.

Table 3.5. Percentage of headteachers with NQTs on temporary contracts.

| NQTs on temporary contracts | 2000-2001 | N | 1999-2000 | N |
|-----------------------------|-----------|-----|-----------|-----|
| | % | | % | |
| State school | 37 | 247 | 32 | 247 |
| Independent school | 19 | 37 | 11 | 37 |
| Special school | 22 | 18 | 33 | 18 |
| Sixth Form College | 31 | 16 | 0 | 16 |

Non-response included in N.

Ninety state schools in our sample issued temporary contracts, out of which one third had only one NQT. Thirty-one schools employed two NQTs and approximately half put both on temporary contracts. Further, half (10 out of 17) of the schools employing three NQTs on temporary contracts did so for all three of them. Almost all the schools employing between four and eleven NQTs put every NQT on temporary contracts. In the year 1999-2000, one school had five NQTs, all on temporary contracts, one school had 7 and one had 8. Again, in 2000-2001, one school had five NQTs, who were all on temporary contracts, another had 7, another 8 and two more had 9 and 11.

- 3.22 There was some evidence of schools adopting what might be described as a ‘protective’ or ‘insurance-based’ human resource policy on the grounds that all their NQTs had to prove their colours before being awarded a permanent contract. An example is a beacon school with a practice of employing strong and creative teachers, capable of exemplifying best practice and speedily embracing new developments. It sought to appoint teachers capable of developing beyond statutory competence from the outset. As such it routinely gave all its NQTs temporary contracts and would only appoint to permanent contracts when the ‘right’ NQT was in post.
- 3.23 The number of NQTs on a temporary contract has risen slightly in all schools, except special schools where it has dropped. Similarly, OFSTED commented that LEAs may be unaware of the large number of NQTs on temporary contracts (OFSTED, 2001c). Interestingly, within the state sector during the academic year of 2000-2001, secondary schools had more NQTs on temporary contracts than primary schools (51% and 35% respectively). Appropriate Bodies said that they encouraged schools not to employ NQTs on temporary contracts, however, four representatives interviewed currently had between 39% to 58% of their NQTs on temporary contracts. The overall high number of temporary contracts issued, as well as the group of schools who appear to routinely use them for NQTs, raises considerable concern. Our research found no evidence of lesser quality induction provision for those on temporary contracts.

Part-time contracts

- 3.24 Out of the 240 state school headteachers surveyed, 9% employed one or more part time NQT staff in the year 1999-2000 and 14% did so in 2000-2001 (see Table 3.6). The prevalence of part time NQTs is an important variable which

our survey set out to gauge. We found that there was no correlation between NQTs employed part time and the experience and views of headteachers about the overall success of the policy in impacting upon teaching performance.

Table 3.6. Percentage of headteachers with NQTs on part time contracts.

| NQTs teaching part-time | 2000-2001 | N | 1999-2000 | N |
|-------------------------|-----------|-----|-----------|-----|
| | % | | % | |
| State school | 14 | 247 | 9 | 247 |
| Independent school | 5 | 37 | 8 | 37 |
| Special school | 6 | 18 | 0 | 18 |
| Sixth Form College | 25 | 16 | 6 | 16 |

Non-response included in N.

In both the academic year 1999-2000 and 2000-2001, state secondary schools had more part time NQTs than Primary schools (22% compared to 6% in 2000-2001, and 14% compared to 1% in 2000-2001).

- 3.25 The induction period for a part-time NQT is calculated pro rata and the same number of school sessions needs to be covered as for a full-time NQT (DfEE, 2000a, para.34). The intervals between observations should be adjusted accordingly, but the first observation should take place in the first half term (DfEE, 2000a, para.47). Three case study NQTs in state schools who were on part time contracts appeared to be receiving their full induction entitlement, although our sample was too small to make conclusions about the provision of specific induction entitlements.
- 3.26 Only one headteacher and Appropriate Body can be responsible for an NQT and where an NQT is employed part-time in more than one school at the same time, the headteachers should agree, on a case-by-case basis, which of them should take on the respective responsibilities (DfEE 2000a, Annex C). This can sometimes cause problems, as in a case study, state secondary school, where the induction tutor observed that the NQT works for ‘four days here and one day in another school. It’s taken her more than a year to complete her programme because the day in the other school hasn’t met its requirements really, in supporting her.’

Supply

- 3.27 Specific regulations concerning NQTs working as supply teachers may have an impact on whether a school is prepared to employ them, as the school has an obligation to provide an induction programme, for NQTs on supply for a term or more. (The regulations governing supply teachers on induction are discussed in Chapter 6). We have some evidence of misunderstanding of these statutory obligations at school level. One case study headteacher stated that if they were not such a ‘professional school’ they might not have bothered

providing the supply NQT's entitlement, as it took up the NQT's teaching time. However, other evidence has shown that the statutory provision has been given and supplemented, e.g. a school which had included the NQT on supply with its other NQTs, and had provided extra support and activities.

- 3.28 Most agencies thought of the school as the 'main layer' of induction provision and communication about induction between schools and supply agencies appeared to be minimal, except in rare cases where support for induction was discussed. One agency representative said that when talking to school representatives 'obviously we make sure that the teacher is going into a structured place and not just being left to languish just because they're on supply.'

Release Time

Provision

- 3.29 Under the School Teachers' Pay and Conditions document 1999 headteachers are placed under a duty to ensure that NQTs' teaching time does not exceed 90% of the normal average teaching time (DfEE 2000a, para.5). The OFSTED research found that two thirds of secondary schools had allocated their NQTs a timetable of no more than 90% of the normal teaching time (OFSTED 2001c, para.28). The reduced teaching load should apply equally to those NQTs eligible to complete induction while working as supply teachers and, on a pro-rata basis, to NQTs working part-time (DfEE 2000a, para.56).
- 3.30 It was evident from case studies and NQT surveys, that some NQTs were not receiving their full entitlement of release time. In each cohort over three-quarters of respondents had received this release time over the year (78% of the 1999-2000 cohort and 80% of the 2000-2001 cohort). However in 1999-2000, 20% of NQTs had not received their release time throughout the year. The 2000-2001 figure was similarly high (19%). Reasons for NQTs not receiving release time were:

- being used for cover
- no cover for NQTs due to a lack of availability and/or lack of funding.

Many respondents who did receive their 10% non-contact time said that it was not always 'protected' as the DfES (1999) states it should be.

- 3.31 The 10% release time was comprised of differing lengths of time throughout the year among survey respondents and case studies, varying from individual hours to week-long courses. In some case study schools, provision varied through the induction year, either with release time being used as and when required, or requested as appropriate. Some NQTs appreciated having flexible release time. Sixty seven percent of the 1999-2000 cohort said it had been distributed evenly throughout the year, while in the 2000-2001 cohort 92% said it had.

During the summer term a few NQT respondents reverted to a full teaching timetable. One or two commented that this would prepare them for their second year timetable. A study conducted by OFSTED found that almost all primary schools had a reduced timetable but as the induction year progressed the teaching load increased so that 'about one fifth' ended up with a teaching load in excess of the target (OFSTED 2001c).

In schools where the time was evenly distributed release time was most commonly translated into half a day per week or a whole day a fortnight, some NQTs alternating between the two during the induction year. Some NQTs preferred having a whole day off as it gave them a chance to completely 'switch off'.

Some case study NQTs described how they had not received their release time until a period after the start of the induction programme. In one school this was not until two weeks before an OFSTED inspection

Organisation

- 3.32 An important aspect of the reduced teaching timetable is how it is funded and organised. Before the statutory funding of £1000 per term per NQT from April 2001, LEAs funding to schools for induction varied. Interestingly, 36% of state school headteachers surveyed experienced an increase in the amount of money received from the LEA for each NQT in 2000-2001. Overall, headteachers strongly suggested that this extra money had allowed or protected the 10% non-contact time. Many of these headteachers stated that this extra money was spent on cover costs for NQTs and induction tutors.
- 3.33 Headteachers surveyed were asked how they organised cover to release both induction tutors and NQTs (see Table 3.7). Almost all the answers they gave related to NQTs. Issues relating to induction tutors' release time are discussed in chapter 4.

Table 3.7. How cover for release time is organised.

| Type of cover | Definition(s) | State % | Independent % | Sixth Form % | Special % |
|-------------------------|---|------------|------------------|-----------------|--------------|
| Supply teachers | Short, medium or long term notice. Funding of supply teacher(s). | 42 | 0 | 14 | 39 |
| Enhanced staffing | Prior to beginning of year, extra (usually part-time) staff are employed <i>specifically to cover NQTs</i> (and sometimes ITs) or to teach a set number of periods per week some of which are un-scheduled to facilitate Induction. Funding to employ teacher(s). | 34 | 9 | 429 | 22 |
| Existing staff | Existing staff provide cover during their allocated non-contact time. No direct funding. | 22 | 82 | 29 | 39 |
| Outside class time only | No release. Meetings/ activities only take place outside class teaching time. No funding implications. | 1 | 9 | 29 | 0 |
| N of specific responses | | 232 | 33 | 14 | 18 |

*This figures are based on a different number of responses, see N.
More than one answer could be given.*

Table 3.7 clearly shows variations between the four types of school surveyed. State schools were most likely to use supply teachers (42% of respondents), while 82% of independent schools used their existing staffs' reported 'generous' allocation of non-contact time. Seven respondents (39%) in special schools said they used existing staff to cover lessons and the same number chose supply teachers. Some surveyed and case study state schools reported 'splitting' or 'doubling up' classes. In primary schools headteachers were more likely to cover the lessons of NQTs than those in secondary schools.

- 3.34 It was evident that in some schools organisation of release time for NQTs was written into their timetable from the start of the induction year. Arguably this method of organisation may be the most effective in protecting release time:

'I think if you don't structure it at the beginning of the year, it isn't going to happen. Things take over so.'
(Headteacher, state school).

The reduced timetable is discussed again in chapter 9, in relation to cost-effectiveness.

Use of supply teachers to cover NQTs

3.35 Three main issues were apparent in the use of supply teachers to cover NQTs release time:

1. **High cost:** Our data shows that the precise cost of a supply teacher varies considerably both between different types of school and within schools. For more details see Chapter 9.

2. **Unavailability:** One state school induction tutor said:

‘X number of pounds is no good to me if I can’t actually get the teachers tocome in.’

3. **Effects on classes:** One NQT described how:

‘Sometimes, depending on what supply teacher you leave the classes with,the work might not be done as you’d hoped it would, and so some weeks it has mattered...Some weeks the children have missed out on being taught well and properly.’

Some case study schools described how parents had complained when their child had a different supply teacher or was in a split class. When teachers from within the school covered classes problems were averted.

NQTs used as cover

3.36 Although many case study secondary schools commented that they did not use NQTs for cover if they could possibly avoid it, evidence strongly shows that in some schools NQTs were losing release time by being used for cover. In many schools NQTs were guaranteed protection from cover in the first school term but not in the second and third term.

Management

3.37 The DfES guidelines state that release time may be used in whatever way is most appropriate to the needs of individual NQTs and their schools (DfEE 2000a, para. 55). Both the DfES and the TTA state the importance of ensuring that the time is protected and not simply used as ‘non-contact’ time, but as part of a coherent induction programme (TTA 1999b, para.28). Our evidence shows that these guidelines were not always followed. Some NQTs used release time for non-induction activities, such as marking and planning, as previous

research has found. (OFSTED 2001c, p.2; Bubb 2000b, p.4). However, these activities may constitute induction activities when accompanied by professional dialogue.

- 3.38 In addition there were some unsatisfactory arrangements in some NQTs' programme of activities. Around 30% of NQTs said that there were no activities during their induction year, suggesting that they either did not receive release time or did not participate in a coherent induction programme.

Table 3.8 shows responses from the two NQT cohort questionnaires.

Table 3.8. Induction programme. Duration and frequency of activities.

| Programme of activities. | NQT 1999-2000 % | NQT 2000-2001 % |
|---------------------------------|----------------------------|----------------------------|
| Year Long | 30 | 25 |
| Occasional | 39 | 50 |
| None | 31 | 24 |
| Total (N) | 232 | 294 |

Due to rounding percentages may not sum to 100.

This figures are based on a different number of responses, see N.

Results displayed as a valid percent - that is non-response and 'other response' omitted.

- 3.39 A greater insight into the use of release time was gained from case study schools where the following activities were said to be taking place:
- meetings with IT/HoD
 - meetings held by LEA
 - observations (reflection on)
 - courses (making notes on)
 - completing forms
 - displaying work
 - marking work/assessments
 - opportunity for reflection
 - breathing space
 - opportunity to catch up on tasks such as planning and marking, which they thought took them longer than experienced staff.
- 3.40 Some case study NQTs saw release time as an important opportunity for 'reflection' and 'breathing space' and a chance to catch up with work.

Case study schools were ensuring that release time was spent on induction activities to varying extents. In good practice schools the release time was organised early in the year, individualised and based on needs assessment.

Some induction tutors in case study schools described a process of consultation between the NQT, headteacher and induction tutor, directed by each party to a differing extent. In one or two cases NQTs said that they had organised their induction activities alone. This is obviously not good practice. One secondary NQT said that she would have liked more guidance when choosing courses as she had not had the guidance of a head of department, and consequently she felt she had made the wrong choices.

Issues for certain schools

Small schools

3.41 In our case study sample there were six small schools. Two were primary schools, one with 45 pupils on roll and another with 80. One school had 100 pupils when the year started, but due to an amalgamation, had just over 200 at the time of the second interviews. Three secondary schools had low to average numbers of pupils. The NQTs were appointed to these small schools primarily because they were affordable, in that they started at the lower end of the salary scale. However, they were also welcomed to bring in ‘fresh, young blood’ with up-to-date knowledge of curricula and educational matters. In these schools it was clear, that their entitlement, including release time, observations and access to a programme of activities was being met in full.

3.42 Our research found that there *are* a number of distinct characteristics of small schools which affect the provision of induction for NQTs working in them. Two main issues were raised. Firstly, some NQTs felt isolated, and this was recognised by headteachers/induction tutors. Consequently planning was identified by NQTs as a particular difficulty, as they had no other teachers with whom to exchange ideas. One NQT was not only the sole person teaching an age group, but also taught to the early years guidelines, whilst the rest of the staff taught the national curriculum. Another of the NQTs had four year groups in one class and so had to cope with the corresponding span of pupil ability. The small size of the school attracted parents of children with special needs and one child in the class had a statement of special educational needs.

Secondly, induction tutors are often headteachers who teach part time. There were so few staff with whom to share responsibilities that induction tutors in small schools found it particularly difficult to fulfil their role. Finding time and resources for releasing staff to do observations was also problematic.

- 3.43 Organisational arrangements which go some way to alleviate these difficulties included networks with external induction-related staff. One school bought in to the LEA's induction support package and described this as a 'life line', and telephone and email were regularly used. In another school, however, the NQT thought that the LEA could have done more to facilitate networking opportunities. Both these schools were members of local clusters or federations of schools. Another organisational arrangement was the existence of close working relationships within the schools. In the small schools in this research, successful induction appeared to centre on the working relationship that NQT and headteacher/induction tutor had forged.

Schools in difficulty

- 3.44 Schools under special measures are not to employ NQTs unless HMI certify that the school is a suitable context for providing induction. However there are some schools which could be described as 'difficult' which do have NQTs. NQTs in such schools were found to be at risk of making less progress, due to inadequate induction provision. For instance, a state school with an absent head and deputy found it difficult to comply with the induction regulations. The induction tutor was given the job after the start of the school year and had many other responsibilities. It took some time for him to be fully aware of the school's responsibilities for induction, and it was only towards the end of the year, when one of his responsibilities was delegated, that he was able to fulfil his induction tutor role. The NQTs only started to get their reduced timetable in February, halfway through their induction year. This was as a result of their seeking the help of the LEA and their imminent OFSTED inspection.
- 3.45 One NQT in a state school had no head of department and had significant behaviour management problems, with which she had little help. Her induction tutor admitted that 'she had to put up with a lot'. At the end of the year she was contemplating not only leaving the school but the profession. In another state school with one NQT, the headteacher did not seem to be aware that induction had been a statutory requirement since September 1999 and asked if it would have to be offered by right for NQTs, as from the following year.

Behavioural issues

- 3.46 NQTs should normally serve the induction period in a post which does not present them with acute or especially demanding discipline problems on a day to day basis (DfEE 2000a, para.28). It appears that some NQTs in our case study schools had taught or were teaching children with behavioural issues. However, this did not appear to be on a day-to-day basis (see Table 3.9).

Table 3.9. NQTs ratings of the discipline demands of their class(es).

| Discipline demands of class(es). | NQT 1999-2000 % | NQT 2000-2001 % |
|---|------------------------|------------------------|
| Mainly challenging | 15 | 18 |
| Some challenging | 32 | 37 |
| Some compliant | 37 | 39 |
| Mainly compliant behaviour | 16 | 12 |

Results displayed as valid percent-that is non response and 'other response' omitted.

- 3.47 In many of these cases respondents described how they had had support from other staff, through meetings, sharing behaviour strategies in courses/ observations; or being able to refer pupils to heads of department/year, or their timetable had been altered. However, in one case a headteacher described how the school was exceptionally tough, which meant that the NQT spent most of their time 'just trying to survive.'

Weak NQTs

Effects on provision

- 3.48 There are particular issues for schools with 'weak' NQTs at risk of failing, relating to their support and assessment. Schools are sometimes reluctant to fail such NQTs, and this is discussed in chapter 5. Induction tutors in some case study schools highlighted the first year of teaching as a difficult year and so maintained a positive view that NQTs would improve, as one said:

'Not everybody finds their first year of teaching easy and it doesn't mean to say they're not going to make good solid teachers in the end you know.'

Another commented that 'the weaker ones generally are going to be good teachers but they lack enough confidence to cope with the sort of hurly burly of the daily life in a school.'

Nevertheless NQTs have to meet the induction standards by the end of the induction period. Careful judgements need to be made about the evidence for this, particularly in the case of weak NQTs, as one headteacher illustrates:

'We ticked the box [to say that] she was making satisfactory progress, but the pen hovered for quite a while before the tick went in that box. We had to really look at the evidence very, very carefully.'

- 3.49 The DfES guidelines describe how if an NQT is not making satisfactory progress, early action should be taken in order to support and advise the NQT and the headteacher is also required to conduct an observation of the NQT if they are not the induction tutor (DfEE 2000a, para.74/78).

The DfES guidelines also state that a headteacher should ensure that concerns are quickly communicated to the NQT and the Appropriate body (DfEE, 2000a, para.75). Many respondents, both headteachers and induction tutors, described how they would or had contacted the Local Education Authority if an NQT was weak or failing. In some cases the NQT was also alerted early in the year of any concerns the school had.

The headteacher's responsibility to monitor provision is particularly important in the case of weak or failing NQTs. As one case study headteacher said:

'If I had a weak one I would have to do more with them and I might be more assiduous about checking up on whether or not the department were doing every little bit of the responsibilities that they have to...'

- 3.50 Some case studies described a wide range of specific support they had provided for NQTs, which included:

- assessing the NQT according to the standards
- reviewing support weekly/daily
- removing from whole class teaching into teaching smaller support groups
- support from fellow teachers with planning
- tackling one issue at a time
- support in physically reorganising the classroom
- advice on how handle classroom situations

Many respondents described how after such targeted support NQTs had become competent teachers. However, one school with a failing NQT questioned how the amount of support offered by senior teachers could be justified when no improvement was seen.

Failing induction

- 3.51 Failure to complete the induction year satisfactorily means that the NQT is no longer eligible to be employed as a teacher in a maintained school or non-maintained special school (DfEE 2000a, para.88). Case study data shows that if an NQT might fail induction, it is considered good and effective practice to give the NQT ample warning and to put support systems in place. With regard to equity, some headteachers and induction tutors expressed concern about NQTs who had to deal with particularly 'difficult' situations that were beyond their control, such as having 'difficult' classes or a timetable which made 'unreasonable demands'. The suggestions was made several times that rather than fail induction, these NQTs could be granted an extension and moved to

another school, with better chances of success. One headteacher suggested specifically that there should be an opportunity for headteacher to consult with the Appropriate Body to assess the particular circumstances of the individual teacher, to extend induction in a different school. One induction tutor thought that every NQT should be entitled to an extension 'especially if you can see progression and after four years of commitment to a course'. Extensions were rare in the case study schools, and applied for on the grounds of sick leave.

Chapter 4. Induction tutors

- 4.1 Induction Tutors are members of staff chosen by the Headteacher 'to provide day to day monitoring and support' for the NQT (DfEE 2000a, para.1). They are key to the provision of statutory induction, should have the necessary skills, expertise and knowledge to work effectively in the role; be able to make rigorous and fair judgements about the NQT's performance, and to provide or coordinate guidance and effective support for the NQT's professional development (ibid. para. 26).

Role within the school

- 4.2 All but 2% of NQTs surveyed had an induction tutor. They were predominantly senior teachers, deputy headteacher or assistant headteacher. Seven percent were headteachers, normally in very small schools. However, 29% were primary class teachers in the state sector. In sixth form colleges there is more variability of job title, but the role is also predominantly held by a senior member of staff, a manager or staff development officer.

Induction Coordinators

- 4.3 Where there is more than one NQT, an induction coordinator is often in place, as OFSTED found. This is the case for 76% of secondary respondents and 55% of primary. In sixth form colleges almost 2/3 of respondents (11/18) have the role of induction coordinator. However, in the DfES regulations there is no mention of such a role. In some schools this causes confusion, for example over who has responsibility for writing the assessment report. The latest guidance for induction tutors from the TTA describes such a role as induction manager (TTA 2001b).

Number of NQTs for whom responsible and workload implications

- 4.4 The majority of induction tutors in all schools, in both years covered by our survey, were responsible for one NQT. Some had considerably more. In the state sector approximately one fifth of the sample had five NQTs or more, in both of the years in question.

There were differences between secondary and primary schools in this regard. Secondary school induction tutors were usually responsible for more NQTs than primary induction tutors, in both years covered by the survey. The majority of primary induction tutors had only one NQT. Some secondary school induction tutors had up to 16 NQTs, while primary induction tutors had up to 5 in 1999-2000 and 7 in 2000-2001.

In sixth form colleges in 2000-2001, most induction tutors had three or four NQTs, but one had 9. This was a large increase on the number the respondents

were responsible for the previous year, immediately prior to the introduction of statutory induction in sixth form colleges.

- 4.5 Respondents said that the workload rises as the number of NQTs rises. One secondary headteacher with three NQTs in one department said:

secondly you are actually asking them to do something completely unpaid. So we've tended to ask people who are already on some kind of incremental point; but even with that, it is quite a demand on one's time particularly now, obviously.'

He cited a colleague who had agreed to be an induction tutor, based on her experience before statutory induction and:

'suddenly realised how much paperwork was involved and how much rigor there was in the system. So she was actually very unhappy then about the role. She ended up sharing it with the overall head of faculty who didn't have particular responsibility for any of the NQTs. So one of our NQTs has now got kind of two mentors and they share out the workload. So yes, it is quite a burden.'

Weak NQTS

- 4.6 If an NQT needs extra support the workload implications are greater. One primary school had taken on an NQT who had failed his first assessment in another school. The induction tutor worked closely with the NQT, setting monthly objectives, to enable him to pass his induction period:

'My role is very much one of supporting but also it's especially important in this situation that I've had to set very close targets to ensure that the NQT does achieve the standards required of him.....It's added to the strain of everything else.'

Previous Experience

Induction

- 4.7 Over half of all induction tutors had not been responsible for NQTs before statutory induction. Those who were, consisted of 49% of secondary induction tutors compared with 33% of primary induction tutors (36% in special schools). This figure was 22% in the independent sector. Previous experience is important, but induction tutors need to keep up to date:

'I went through the system before it became statutory, so I've got the first hand experience, and last year I mentored another NQT who joined the department. Although I learnt a lot that year I am learning more still this year.'

Where induction tutors are inexperienced the role of a senior, experienced induction coordinator is crucial to lead provision:

‘X is very very competent. He knows exactly what he’s doing with the mentoring this year. Last year I didn’t get very clear signals from the person who occupied this post before, so it’s been a lot easier for me this year to get on top of it.’ (A secondary induction tutor).

Initial Teacher Training (ITT)

- 4.8 A large number of induction tutors had expertise in initial teacher training before statutory induction:
- in the state sector nearly half of all induction tutors were responsible for trainee teachers before September 1999 (64% in secondary and 48% in primary)
 - in both phases induction tutors were more used to working with teachers in training than NQTs
 - in the independent sector the number was 28%, a large minority.
 - it was lower in special schools (3 of 13 respondents)
 - it was higher in sixth form colleges before statutory induction in September 2000. (7 of 11 respondents)

Experience influences the number of NQTs for an induction tutor

- 4.9 Responsibility for NQTs and trainee teachers is often held by the same person. Our data suggests that experience of working with trainee teachers in the past has an impact on the number of NQTs for whom induction tutors have a responsibility. For example, 50% of respondents to the induction tutors’ state school survey, (non-special) who were responsible for one NQT, had previous ITT experience. Sixty-five percent of those with two NQTs had such experience, and 70% of those induction tutors with three NQTs had such experience. A similar pattern emerged for current responsibility for trainee teachers. Also, as the number of NQTs for whom induction tutors were responsible rose, the percentage of induction tutors who were responsible for trainee teachers also rose. This pattern continued from 1 NQT (30%) to 6 NQTs (100%).

There are workload implications for induction tutors with more than one NQT who also has trainees on initial teacher education courses. One case study school had 10 NQTs and 3 ITT students being managed by the same coordinator. Others had similar high numbers.

- 4.10 OFSTED found that ‘many schools were building on previous good practice in supporting NQTs or ITT trainees,’ adding that ‘this sometimes meant that they did not see the need to provide training that was specifically focused on the induction standards.’ (OFSTED 2001, para.37). One case study school exemplified this, as the induction tutor was unclear about the different meetings involved in objective setting and in assessment against the induction standards and did not seem to be familiar with the statutory requirements. The

school induction policy had not been updated since statutory induction was introduced. In another school the induction tutor referred to the NQTs as ‘students’ and put them with his initial teacher education students for training sessions.

Preparation and support in the role

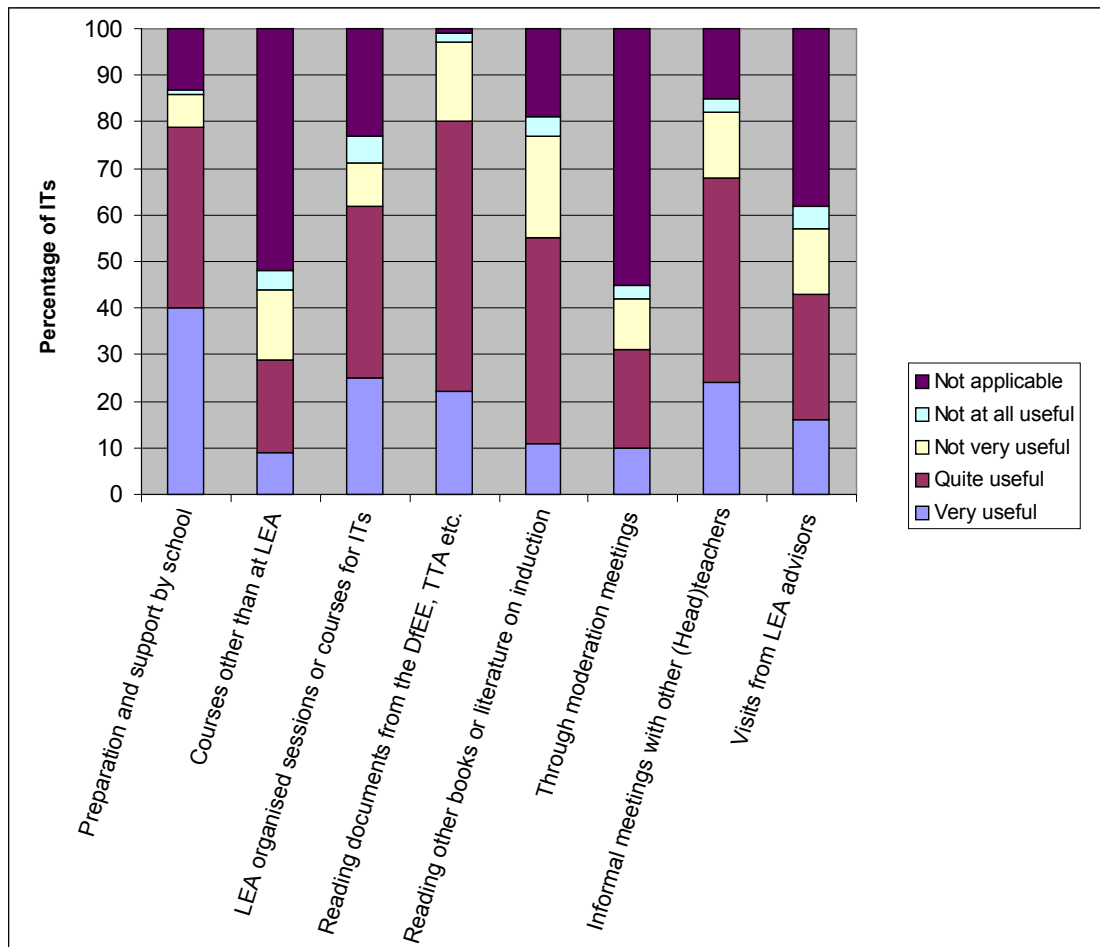
- 4.11 Induction tutors need to have a wide range of skills, knowledge and experience, including in-depth understanding of the standards for QTS and the induction standards, and of the contexts of education and professional development. The OFSTED inspection found that key staff in schools ‘had a very good understanding of the QTS and induction standards and had planned the induction programme to ensure that the NQTs achieved these.’ (OFSTED 2001, para.34).

Induction tutors draw on a variety of sources of preparation for aspects of their role. Assessment is a particularly key area and induction tutors were asked to rate various sources of preparation and support on a four point scale, in terms of how useful they were in gaining the knowledge and skills they needed for assessing NQTs. The results appear in Figure 4.1 below.

- 4.12 They found *all* the sources of information and support listed in Figure 4.1 were useful (and between a quarter and a half as many induction tutors stated that *every* source of information listed was ‘very useful’ rather than ‘quite useful’). The data represented in Figure 4.1 reveals that:

- Schools were the most frequently mentioned useful source of preparation and support. It is interesting to note that a slightly higher percentage of primary than secondary induction tutors found informal meetings with other teachers/headteachers *very* useful (27%) compared to secondary (15%). In secondary schools a higher percentage rated them as *quite* useful (54% compared to 37% primary)
- 72% of state school induction tutors said that they had received support and training for their role (79% in special schools) from the LEA (See para 5.30). Others had attended courses elsewhere
- 33 out of 206 respondents had not attended any type of course related to their role as induction tutor

Figure 4.1. Induction tutors' views on their preparation for assessment.



A series of single-response items. Results displayed as a valid percent - that is non-response and 'other response' omitted.

Induction tutors views on preparation for the role

4.13 Overall, the majority of respondents felt confident that they had been well prepared and supported for carrying out their role. However, 8% were either not very or not at all confident about the preparation and support they had received. This rose to 12% in sixth form colleges and 15% in special schools, suggesting that more needs to be done for these induction tutors.

Release time

4.14 There is a consensus (Earley and Kinder 1994; Maynard 1995; Furlong 1995; Sixsmith 1999; Simco 1999; Heilbronn and Jones 1997) that the role of the mentor/induction tutor is central but very demanding, requiring a great deal of both time and training, and that it needs to be given sufficient status and importance in schools. The NUT recommends that induction tutors should be allowed at least a half-day release from teaching duties every alternate week to fulfil their role (NUT 2000a, p.2).

OFSTED found that almost all school staff supporting NQTs did so in their existing non-contact time or after school. Bubb found that induction tutors thought they needed much more dedicated time to do the job (Bubb 2000b, p.4). Lewis and Varley have said: "It would seem to be an oversight that while the NQT was entitled to a reduced timetable there was no commensurate provision for the induction tutor to carry out their role" (Lewis & Varley 2000, p. 10).

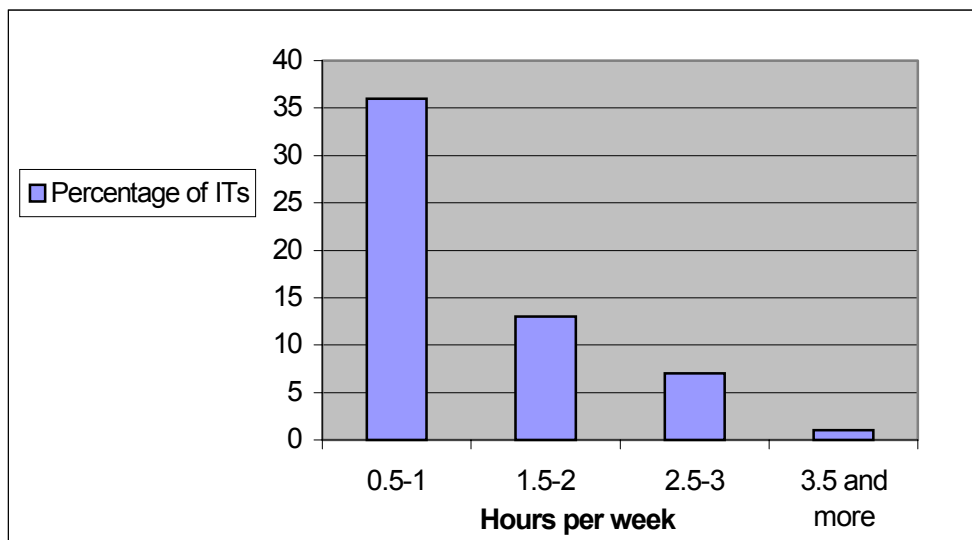
4.15 The following comments relate primarily to our findings in state, mainstream secondary and primary schools. Any variations for other schools in our research appear in brackets. Our research found that:

- 69% of respondents had no specific release time for carrying out their role. (66% independent sector; 56% in sixth form colleges)
- 31% had release time (33% independent sector, 50% special schools; 44% in sixth form colleges)
- the most common amount of release time allocated is between half an hour to an hour per week. (There is some indication of more generous time allocation in sixth form colleges, for those induction tutors who do get release time).
- 18% of induction tutors in secondary schools received extra salary points for the role, compared to 8% in primary schools. (22% in the independent sector, 8% in special schools, 17% in sixth form colleges)

Overwhelmingly, for almost all induction tutor respondents, in all phases and sectors, the amount of hours spent on induction of NQTs was greater than classroom release time received.

4.16 Of the 31% who do receive release time, the amount of time allocated varies as is shown in Figure 4.2.

Figure 4.2. Release time for induction for the 31% of induction tutors who receive it.



Most induction tutors get very little allocated time for the role, if any.

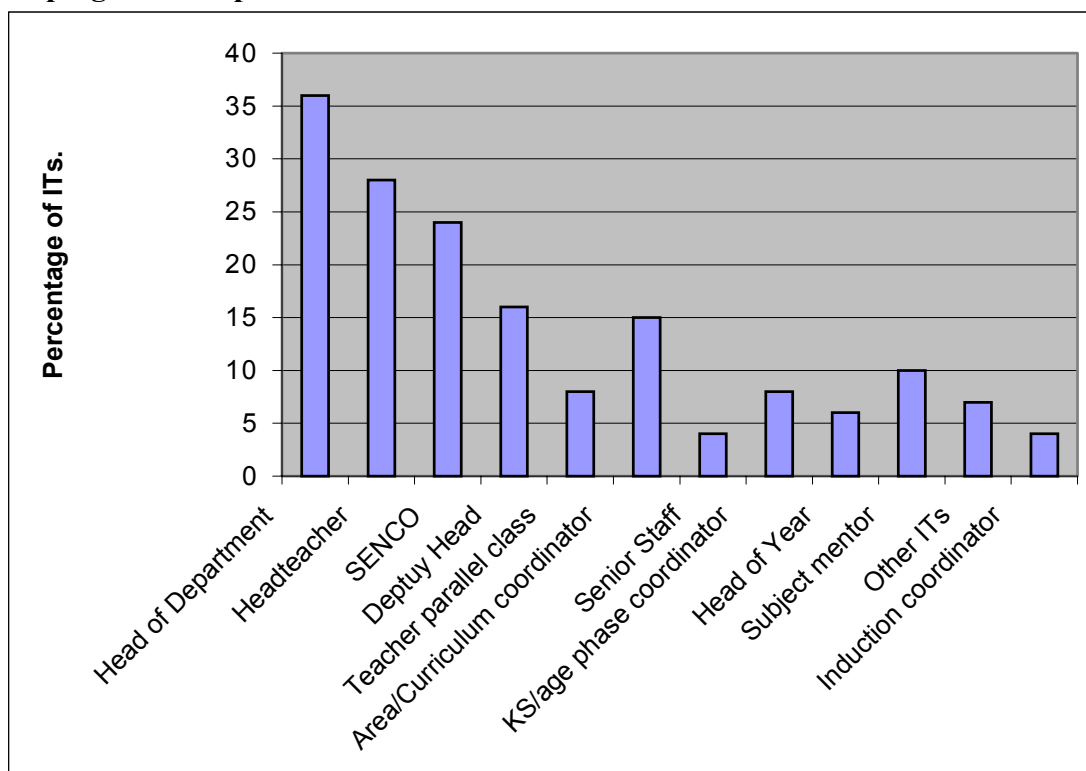
Accessibility to the NQT

4.17 The vast majority of NQT respondents said they were able to meet with their induction tutors. Where it was not possible to timetable different members of staff to be free at the same time, induction tutors most frequently arranged meetings after school.

Coordinating the work of others: sharing induction provision

4.18 The activities involved in providing induction can be shared by different personnel and 82% of state schools and 50% of independent schools do so. All the induction tutors responsible for 4 or more NQTs shared the provision of induction. The range and prevalence of staff involved in induction provision across all the schools in this survey is shown in Figure 4.3.

Figure 4.3. Percentage of induction tutors who named members of staff as helping with the provision of induction.



More than one answer could be given so percentages may not sum to 100.

4.19 Slightly more secondary than primary induction tutors shared provision (secondary 94%; primary 84%). The need for help with subject knowledge was emphasised.

‘Beyond a certain point my input is limited ... it has to be a partnership between me and the Head of Department to provide effective induction. Me on my own... isn’t as good, there are no two ways about it.’

Another primary induction tutor spoke about how the whole staff valued their ‘network that supports everyone at any time’

Another described how:

‘the induction tutor is regarded as a combination of myself and head of department and the split of responsibilities is really along subject lines...My role is to provide induction sessions on things like the role of the tutor: school policies on assessment or equal opportunities for example; priorities for the school in terms of the school development plan, and so on. Therefore in the first term there is a weekly meeting, with both the induction tutor and the head of department timetabled. Although I’m aware that heads of departments will sometimes by that time be meeting with their NQT informally, so often the actual timetabled meeting isn’t required, my meeting continues during the spring and summer terms.’

Here responsibilities are clear. Problems do arise however, when the responsibilities of all involved are not clear or not carried out.

NQTs views on wide school support

4.20 NQTs appreciate having support from a variety of staff. One secondary NQT talked about the support from heads of year over behaviour issues: ‘I learned from that, that if you don’t deal with it then, it gets brushed aside.’ One primary NQT named two particular teachers and then said ‘the whole staff helped her. She appreciated their experience:

‘They attempt to make sure that even as an NQT you’re included and you can say: “Look I think this” and “it’s quite easy to do that”, which is very, very important. I think to feel that you’re actually part of the staff is a big issue so I’m really happy that we are involved in discussion, the whole staff, we talk about things... Even my classroom assistants are fantastic. So everyone helps.’

Another NQT testified how useful it is:

‘to speak to somebody who’s not in your department, or ...has been here for years, ... seeing the problems that they’ve had and how they’ve overcome them.’

An NQT stated how the staff as a whole, together with good LEA support, can make for a positive induction experience:

‘I was very well supported by the head of school, who understood exactly what I was expected to achieve, also other members of staff. The local LEA provided constructive and comprehensive courses which supported my learning. ... the people around me were so good.’

An NQT who had not had the general staff support commented that ‘a whole school awareness of the induction programme would be a benefit to all.’

- 4.21 Another respondent told us how the school as a whole was ill-prepared for implementing statutory induction and that the broad base of otherwise effective colleagues ‘made the difference’:

‘This school was just beginning with setting up the induction programme... I did not feel that my development was really a reflection on the induction but more because of the support of my colleagues.’

School staff obviously have a role in the general motivation of NQTs and staff with an attitude of awareness, genuine concern and empathy were appreciated’.

- 4.22 Also to be noted is the emotional support which NQTs get from each other especially when they meet at an LEA course:

- 4.23 Another source of support is a teacher of a parallel class in primary schools, or in their department or year group, in secondary schools. A primary NQT said:

‘Because there’s two other Year 2 classes .we plan together and do a weekly overview together and you know, if I ever need any help...they’re always there to help me offering support.’

Key Staff

- 4.24 Key staff, such as heads of department in secondary schools, need to have good knowledge and understanding of induction procedures and the induction standards. They are an essential support for NQTs, who are seriously disadvantaged when the key staff are absent, or not supportive or ineffective. One secondary NQT who saw this situation as unjust, cited the case of a colleague in the school:

‘C. has not had any support whatsoever ..due to the fact that her head of department left at Christmas, and obviously knowing that, she was going wasn’t very supportive. Now she has no head of department and she’s over there by herself and for a while she was having to organise cover work for supply teachers who were coming in..’

Another NQT who had no head of department for her first six weeks stated how much she valued the input of this key support.

Consistency across the school

- 4.25 Where there is more than one NQT in the school there is a key responsibility to ensure that provision is consistent and meets the entitlement. OFSTED found that three-quarters of primary schools and half of secondary schools provided good training for all NQTs. ‘However, in half of the secondary schools where there was more than one NQT, the quality of support received

by individual NQTs varied considerably between subject departments, particularly in the opportunities for NQTs to observe and work with experienced teachers.’ (OFSTED 2001c, para.34).

A head of department in a secondary school is described by one induction tutor as ‘the weak link’. The induction tutor said:

‘that’s the inconsistency, some heads of department are very good and take their responsibilities very seriously and do really work hard for the NQTs, and they really do see themselves as helping them to settle, and there are those that say: ‘well you know, when I came in I was just thrown in at the deep end...and you see, look I’m fine.’

We have evidence of good induction tutors attempting to address this issue:

‘If there is a case where I think that the head of department may not be effective in support I will normally ask a second person to act as a critical friend, whilst the head of department remains with the responsibility for the internal assessment.’

It is important for the induction tutor to be proactive in talking to other staff involved in induction provision. Through discussion one secondary induction tutor discovered that an NQT had taught the same lesson for both her and the head of department’s observation ‘We realised that X had fiddled it’, she said.

The induction programme

A. Before starting work

- 4.26 Schools varied in the amount and content of activities they had arranged for their NQTs. The first activity cited in our research and valued by NQTs was an early induction before starting work, for those able to attend one. Some schools organised an unpaid or paid induction visit in July, of which one NQT said: ‘It was good to met people properly, spend some time with the head of department, get schemes of work.’ Another NQT appreciated getting ‘all the information with a couple of months to go away and mull it over and work out what it all means.’

B. Meetings with NQTs

- 4.27 The majority of induction tutors hold meetings relating to induction matters of over 30 minutes with an NQT at least fortnightly:
- 27% hold them weekly, 26% fortnightly and 37% half termly
 - only 2% percent reported having no meetings

There may be a strong link between meetings of above half an hour and professional review meetings. According to the DfES circular these should take place once every half term, and by their nature need extended time. If the

reported half termly meetings are professional review meetings, 53% of respondents had meetings of longer than 30 minutes each half term in addition to professional review meetings, whereas at least 39% did not.

In sixth form colleges, the frequency of meetings of over 30 minutes in length between induction tutors and NQTs varied greatly. The pattern was heavily split between weekly and half termly meetings, which contrasts with the equally varying but more evenly spread results from the induction tutors in compulsory phase schools

- 4.28 Meetings of less than 30 minutes between the NQT and induction tutor were common. These tended to be informal discussions at breaks and at the end of the day, for ‘problems’, ‘issues which crop up’, ‘as the need arose’. Over 80% of induction tutors said they met informally and often daily with their NQTs. These impromptu meetings were initiated by the NQT or the induction tutor and covered a wide range of immediate concerns. However, many of the other meetings of 30 minutes or less were taken up with matters which are formalised within induction policy such as objective setting, feedback from lesson observations, formal assessment and professional reviews.
- 4.29 Many respondents planned with their NQT, mostly in breaks or after school, because they taught parallel classes. Other respondents met less frequently on an ad hoc basis, but had scheduled weekly or fortnightly meetings to discuss issues and progress. For example, one respondent said that they ‘meet fortnightly for 30 minutes to review whole school/education issues.’

The most common topics of these on-going meetings were:

- feedback after lesson observation
- behaviour management
- curriculum
- schemes of work and lesson planning
- school development
- parents’ evenings.

- 4.30 Correlations between induction tutors’ and NQTs’ perceptions of the number of meetings of over 30 minutes were investigated and suggest that NQTs think that they are meeting substantially *less* regularly than do induction tutors. This finding is discussed in Chapter 7.

C. Whole school Inset

- 4.31 Inset provided for all staff has contributed substantially to induction programmes in some schools, according to several case study interviewees. Nearly half of all induction tutors stated that whole school Inset had been quite substantially effective. However, over a third more reported that their programmes had ‘little or no effect at all’. This finding reflects the individual school context and the relevance and quality of the Inset provided to meet the NQTs needs.

D. Induction Provision from outside the school

- 4.32 More than four out of every five headteachers in state schools reported using sources from outside their own school to help provide induction for NQTs. (72% in special schools)

The sources were:

1. **The LEA**, which was by far the most commonly used source. Most NQTs attended one or two courses, although some had attended up to twelve whole day sessions on a wide range of topics. A large minority of headteachers said that LEA sessions which addressed 'personal issues' and provided networking opportunities were particularly relevant to their NQTs. Some special school headteachers found residential courses particularly useful, and LEA involvement in formal review of objectives; observing NQTs teach, and conducting formal assessment. The amount of contact varied, from weekly, to once only in the school year. In general special schools are very much in line with the rest of the state sector, except that they appear to be slightly more dependent on Appropriate Body input. Some special school induction tutors perceive the reason to be pressure of work.
2. **A SCITT consortium of schools** ran a central programme of 8 sessions on topics such as assessment or pastoral issues.
3. **Neighbouring schools** were the next most common source of outside support for NQTs induction programmes
4. **Conferences** were rare, usually never more than once in the induction period.

- 4.33 Fourteen percent of schools did not use external sources. This figure is 22% in special schools. It is possible that NQTs in these schools miss out on broad based experiences, e.g. the context of other schools and networking with other NQTs.

In the sixth form sector two respondents did not use outside sources of provision. Of the 14 which did, 5 did not specify which sources were used, 1 used HEI and 8 used the LEA, which was said to provide observations; discussions; formal assessment, and quality assurance (mentioned by the majority of principals). LEA personnel tended to have visited colleges once to do a formal assessment and two or three times to see the NQT and induction tutor, in the two terms between September 2000 and April 2001.

E. School-based induction programmes:

- 4.34 Most of the case study schools had programmed, school-based meetings with the induction tutor/coordinator. Two examples follow, one from a case study secondary and one from a primary school. A secondary induction tutor described how:

‘one night a week for the first term only, just for an hour, we look at issues that are pertinent to school. Then in the second and the third term we just do it a bit more ad hoc, and look at various issues as they come up, for example this week it’s their very first parents’ evening. We’ll get other staff in from the school to give them examples and they do a bit of role play and that sort of thing: then they can ask questions.’

She also added that these meetings play an essential role in terms of peer-group support.

- 4.35 A primary induction tutor described how NQTs observed experienced teachers; visited other schools, and attended meetings on areas such as parents’ evenings, classroom management and working with their link inspector. The induction tutor planned according to the principle that ‘there’s a whole picture across the spectrum for them to get up to date with and just to get a working knowledge of.’

An individualised programme

- 4.36 The amount of informal meetings reported in the surveys indicates that the majority of schools give the NQT individualised support. Much case study evidence confirms this. A primary coordinator reported that the programme was ‘totally and utterly tailored to the objectives and the action plan...everything from that first meeting with the CEP, setting objectives and action plan.’ She planned the programme from her initial needs analysis. Courses were identified and the NQTs met with all the curriculum coordinators, the SENCO and somebody from the inclusive learning service, ‘and went through all the stage procedures, and the school, SEN resources...’ Some NQTs ‘were driven around the area by the school nurse’, who discussed outside agencies, and then gave them documentation, which the induction tutor shared with the whole staff.
- 4.37 A secondary induction tutor devises a termly programme, in response to NQTs’ needs. The current term covered classroom management, working with the industry links coordinator and SENCO and on Key Stage 2 primary-secondary continuity. She said ‘I want to find out for next term what A. and X. want...They might have individual needs or they might collectively choose something...’ Another induction coordinator said how she meets her NQTs ‘regularly to discuss issues that they raise.’ She balances her agenda with theirs, and made sure she covered ‘in the first term particularly .talking about the important areas related to the induction standards.’
- 4.38 NQTs observing experienced teachers teaching is a widely used way of individualising support, but this activity needs skilful introduction, training and follow up. One induction coordinator makes sure that:

‘...first they have a chance to think about their own practice with the induction tutor. It sometimes takes a practised eye to see something straight away anyway. If they’re not used to talking about lessons and

thinking about them then they're not always clear about what they're looking for.'

This case study school has arranged non-contact time for all 3 NQTs and the induction tutor on the same afternoon, for the first two terms. They meet together as a group, work on specific issues, or have individual meetings:

'Then in the third term they go back on a full timetable notionally, but the money that's available allows them to be more flexible in deciding when they leave their classrooms, so that they can observe other staff in the school and/or staff in other schools, as is felt appropriate.'

F. Lesson observation of NQTs, assessment and review meetings

4.39 Formal assessment is specified as a duty of the headteacher in the DfES Circular 0900/2000. In both primary and secondary phases around 85% of induction tutors take the lead in formal assessment. This figure is 78% in the independent sector and 72% in the sixth form colleges surveyed. The majority of induction tutors in special schools are responsible for assessment and coordination of induction activities. Chapter 7, on the impact of induction on NQTs, deals with NQTs' and induction tutors' views on how often objectives were set and reviewed and wider issues in this area.

4.40 One example of the management of the assessment process comes from a case study secondary school. The induction coordinator, a deputy head who manages five NQTs, says there is a 'long lead in' in which 'the team leader' observes and does the review 'and all the rest of it':

'Then there's two other people who observe, there's myself, S., an induction tutor who is a very experienced team leader, and the head. So we monitor the work of everybody else as well...All the evidence is then gathered together and then the review is carried out, usually with a combination of either the head of department and myself and the head, so there's three of us who do that, because physically to do five is just too much.'

Another said that:

'the heads of departments completed the assessment form in consultation with me and we agreed what was going to go in it before the meeting with the NQTs. Heads of department then met with their NQTs, discussed it in detail and passed it over to me.'

In one secondary school the induction coordinator and heads of department work very closely together:

'Each NQT is line managed by the head of department and it means that from the point of view of lesson observations and setting objectives the head of department is expected to organise this. After they've carried out lesson observations and after I've done a lesson observation we'll meet

together and give feedback to the NQT and help him or her to decide what they need to work on, what the objective needs to be for the next period of time, and obviously being a fairly small school the heads of department are in daily contact with their NQTs, partly, you know, trouble shooting and partly problem solving, sometimes helping them with managing difficult classes or planning curriculum areas, or really any number of thing which we all have to do. The role of the head of department is quite central to that...'

- 4.41 Some induction coordinators varied their input, depending 'upon the level of experience of the head of department', to ensure consistency of accurate assessment against the induction standards, which is an essential need in a school with more than one NQT. The following example illustrates this:

'I know the heads of department well enough to know which ones I feel can feel comfortable about doing it and also will pick up on weaknesses, because I think what can happen is they feel uncomfortable as all teachers do so often, about giving any kind of negative feedback. We've got a number of heads of department here now, who for several years have had beginning teachers, NQTs and so, and who I feel are very good in that kind of role. Others who are perhaps new to the job, I would say "well, perhaps I'll do the first one and you take over and do the second one" so it's a process of negotiation with heads of departments, based on experience.'

In this school each head of department is co-induction tutor, meets regularly with their NQT, observes lessons, feeds back and takes a major role in the assessment of the NQT. The head of department actually writes the induction tutor's report, in conjunction and discussion with the named induction tutor, who signs it off, and negotiates it with the NQT.

- 4.42 Another induction coordinator is specific about how the heads of departments and heads of years fulfil their monitoring role and asks them for a short report, under specific headings, on a termly basis:

'So the final report that I produce for the head to sign at the end of term is actually based not only upon my observation of lessons, but also upon two other people's observations of lessons.'

A primary induction tutor with one NQT says that the assessment evidence comes from:

'Looking at her planning each week, long term, medium term, short term planning..., lesson observation, walking past the classroom ...getting the baseline...I sometimes just walk in and sit down with a group of children for ten minutes while she's working. It's gaining the big picture.'

Another primary induction tutor with 4 NQTs has evidence from her own lesson observations and review meetings, and the lesson observations of the link inspectors. She is very clear that the LEA induction coordinator, 'is there

to support their induction, but it's the link inspector who will come in and grade them'.

Consistency of assessment against the induction standards.

4.43 OFSTED found that 'in both primary and secondary schools, NQTs were observed by teachers other than their individual induction tutor...However, in many cases only the induction tutor was fully familiar with the QTS standards and meeting the induction standards. In most schools, all staff involved in induction needed further training in assessing NQTs against the induction standards.' (OFSTED 2001c,para.39).

4.44 Our findings backed up the need for overall quality control in certain situations. In particular, where there is more than one member of staff contributing to lesson observations and assessment evidence for an NQT, there needs to be overall, informed judgement, guidance and support to ensure the consistency of the evidence against the induction standards. In addition to weak knowledge and understanding of the induction standards, judgements could be subject to prejudice. As one secondary induction tutor said:

'You could get some zealot in some school, some head of department who is a personality, who gets a pretty good NQT and ends up failing them, and also is the type of dogmatic person who sticks to their guns. Some good NQTs could end up failing or only passed after a lot of hoo haa.'

OFSTED said moreover, that in secondary schools 'in a significant minority of cases, evaluation and monitoring were too informal and the procedures failed to pick up inconsistencies in practice between different subject departments. In primary schools, the headteacher was frequently the induction tutor and well placed to monitor all aspects of provision and assessment.' (ibid para 42). While case study evidence revealed good monitoring practices there is some case study evidence to substantiate OFSTED's findings in this regard.

Induction tutors' perceptions

On statutory induction

4.45 Induction tutors' individual perceptions varied. One case study school induction tutor did not feel comfortable with requirements and the practice and said: 'it's like the blind leading the blind because this is so new'. Another welcomed the changes and said:

'Clearly the system now is much more formal, which to some extent is good because it allows me to do continuous monitoring.'

Another thought that:

‘On the whole it’s a good programme. I think it’s important to have this period of induction ...it’s an important process which I think is well structured.’

On working with NQTs

- 4.46 Several induction tutors mentioned in interviews how they value working with new teachers, for the perspective it gives them, and for the innovations which new teachers can bring. One induction tutor said:

‘I would say, in the vast majority of cases, they’re young people who are enthusiastic, enjoy their subjects ... and you know I find it very refreshing and I learn from watching them. I think this is the thing that’s perhaps surprising, an experienced teacher can go and watch an NQT and still pick up some tricks.’

Another said, ‘it’s one of the parts of my job that I enjoy the most’.

- 4.47 NQTs can be viewed as a positive asset to the school. An example is an induction tutor with previous experience of mentoring NQTs in another school, who sought to have an NQT appointed to a vacant post to bring ‘fresh blood’ into the school’. Another said how preparing work for NQTs supported whole school development, e.g. the individual learning support teacher put together a training document for NQTs which then became disseminated to the whole staff. ‘So we’re getting positives from having NQTs’.

Conclusion

- 4.48 To fulfil their statutory obligations and to contribute to the NQTs development and support, induction tutors need to have a wide range of skills, knowledge and experience, including in-depth understanding of the standards for QTS and the induction standards, and of the contexts of education and professional development. They also need an ability to relate their understanding and experience to the individual NQT’s context. One induction tutor said that new induction tutors ‘need to make an enormous conceptual leap, because we forget what it’s like to be a new teacher, and most of us, certainly at my age, didn’t have any kind of induction or support.’

- 4.49 The dual nature of the role, both support and assessor, adds to the practical knowledge and understanding required. The role of professional judgement is key here. An example of good practice would be this experienced primary induction tutor/coordinator, working in a school with excellent practice in induction, shows tact and understanding of the NQT’s experiences, as well as the trained and informed perspective of a senior teacher. She describes how the induction tutor/NQT relationship may develop. There are tensions in the induction tutor’s role of support, monitoring and assessment:

‘You have to set up a relationship with them in which they feel that they can tell you what difficulties they’re experiencing, but you must back that

up with your own observation, and you have to develop a relationship in which you are able to give praise but also constructive criticism, as you would with any pupil. But you also have to be prepared, and go into the relationship with each NQT knowing that it's possible that this NQT will fail, and so if you're overly positive you'll find that then difficult to say to them, and if you're overly negative, or overly critical, inappropriately critical, then you may alienate them I suppose and lose the trust, the trust that they need to feel to actually tell you what's going on. So it's a delicate relationship and as I say, I think trust is the key, respect and time, and it will take a long time with some NQTs. Some need a lot more support and help than others, so there's a lot of judgement involved in it.'

- 4.50 The induction tutor role is crucial to a successful outcome for NQTs as the research evidence in the chapter has shown. The importance of the overall context of the school in ensuring a good programme for the NQT has been outlined, as have the sources of support and training. Finally, to be noted, some induction tutors and headteachers suggested accrediting their work, which would go some way to acknowledging the amount of time, effort and good will involved in doing the job well.

Chapter 5. The role of the Appropriate Body

Introduction

5.1 Every school and sixth form college providing statutory induction must have a designated 'Appropriate Body'. This is generally the LEA, but independent schools can use Independent Schools Council Teacher Induction Panel (ISCTIP). Appropriate Bodies have overall responsibility for induction, in conjunction with headteachers and governors. The induction circular (DfEE 2000a) identifies their specific statutory duties as:

- ensuring that headteachers and governing bodies are aware of and capable of meeting their responsibilities for monitoring, support and guidance (para.19)
- ensuring headteachers are capable of undertaking rigorous and fair assessments of NQTs (para.19)
- making the final decision about whether an NQT meets the standards for the completion of the induction period and communicating their decision to NQTs, schools and the DfES/GTC (para. 87)
- keeping records and assessment reports on NQTs (para. 21)
- providing a named person for NQTs to contact if they are unhappy with schools' support, monitoring and assessment (para. 32)
- extending the induction period in exceptional circumstances (para. 82)
- ensuring that schools with NQTs get ear-marked funding (para. 101)

5.2 As well as these statutory responsibilities, which are largely concerned with monitoring and assessment, Appropriate Bodies can also 'provide guidance, support and assistance to schools and training for teachers, on their role of providing induction training, supervision and assessment' (DfEE 2000a, para.20). So, although they do not have a statutory requirement to deliver certain aspects of induction directly, they do have responsibility for implementation and quality assurance (DfEE 2000a, para. 94). Thus, supporting induction by contributing to its provision and quality is integral to their role.

5.3 Overall, this research found that all Appropriate Bodies are fulfilling their statutory requirements, as set out in the DfES circular. In many cases the requirements in the statutory guidance are considerably supplemented. However, a small minority are close to the minimum in the services provided. This can be regarded as a slight improvement over previous OFSTED findings that 'the great majority' of LEAs were fulfilling all these roles. It also strongly reflects the recent research by FEFC into induction in sixth form colleges, that LEAs had 'taken varying degrees of interest in their role' (FEFC 2001, para.28).

The management of induction by Appropriate Bodies

Inside Appropriate Bodies: staffing and organisation

- 5.4 The internal organisation of and management by Appropriate Bodies varies widely across the country. The induction circular does not prescribe practices for such arrangements. On quality assurance, it states: ‘methods of gaining this assurance will depend on existing structures and patterns of practice for monitoring the work of schools’ and that consultation on ‘the nature and extent’ of the procedures should take place (DfEE 2000a, para. 95).
- 5.5 Since statutory induction was introduced, two thirds of the Appropriate Bodies have appointed new personnel to lead induction-related work, and there continues to be a high turnover of induction staff. The principal Appropriate Body representatives were most commonly senior advisers and senior inspectors, although NQT or induction co-ordinators and human resources Managers were quite frequent. This last title may suggest that the role is here viewed as an administrative rather than an educational one.
- 5.6 For the majority of Appropriate Body staff, induction is only one of a broad range of duties. Full-time, high quality administrative assistants, mainly appointed since the introduction of government induction funding, are seen as crucial. These administrators found that further development of their work was largely hindered by lack of time. They did not find the many facets of their role overly complex, but did find some particularly time-consuming, namely:
- thorough monitoring of the large numbers of schools involved
 - intense workload at the start of the academic year to prepare programmes
 - chasing-up final assessment reports at the end of induction periods
 - relatively small groups of non-September starters who need programmes of support at different times to the main cohorts
- 5.7 Three quarters of staff with prime responsibility for induction in their LEA share their roles with others within their organisation. Therefore, 25% have sole responsibility for induction within their locality, and this group correlates with smaller sized LEAs. There is no discernible relationship between the number of NQTs in each LEA and the number of Appropriate Body staff. It is useful to remember that the number of NQTs within an LEA varies from year to year, and keeping staffing levels closely in proportion is problematic.
- 5.8 The number of NQTs in the LEA-based Appropriate Bodies participating in our case study ranged from 90 to 290. Most drew upon other LEA staff for assistance with financial and administrative matters, schools visits and running support sessions. ISCTIP had 500 NQTs who started in September 2000 and a further 250 who joined during the 2000-2001 year. The large ISCTIP number was made up of NQTs coming from three routes, the Graduate Registered Teacher programme; experienced teachers without QTS, or those wishing to qualify to work in the state sector in the future.

- 5.9 Approximately half (52%) of the Appropriate Bodies surveyed were responsible for independent schools, each for only a very few schools. A further 8% said that although not the Appropriate Body for any independent schools at present, they would take on the role if requested. ISCTIP reported that a few LEAs had refused independent schools' requests to act as their Appropriate Body. A few LEAs volunteered that this was because they did not deem that certain schools provided a high enough quality of education.
- 5.10 Statutory induction features in the Educational Development Plan in 89% of LEAs. This suggests that induction is now an integral part of the wider, strategic planning in the large majority of LEAs. One representative from an Appropriate Body said that the status of induction had risen within LEAs because of the *statutory*, well-funded requirements. As induction personnel, she 'no longer had to fight her corner'.
- 5.11 Appropriate Bodies practised a wide range of support, monitoring and assessment for induction. For example, one Appropriate Body summarised the work as:
- organisation of the induction programme
 - overseeing monitoring for quality assurance
 - checking the final assessment

Another saw the essence of the role as:

- keeping a database
- administration, including highlighting assessment forms that cause concern
- fieldwork with NQTs

The different components that make up the work are now discussed in turn.

Appropriate Bodies as assessor, monitor *and* supporter

- 5.12 The DfES circular expresses concern over potential conflicts of interest between Appropriate Bodies "responsible both for making the decision about satisfactory completion of the induction period and...contributing to the support provided" (DfEE 2000a, para. 24). In three out of 10 LEA-based Appropriate Bodies and in ISCTIP, which is staffed by a single induction officer, the same person is responsible for both support and assessment of NQTs.

Fitting in with schools

- 5.13 Appropriate Bodies appear to be fitting in with the schools in terms of timing of visits. Schools are sometimes frustrated, however, by receiving induction course programmes after devising staffing timetables for the year. There was no data to indicate that Appropriate Bodies are not keeping to the Code of Conduct for LEA-School relationships.

Pro-active and re-active Appropriate Bodies

- 5.14 An interesting distinction exists between those Appropriate Bodies which appeared to conceptualise their role in relatively pro-active and interventionist ways, and those which were relatively passive and reactive. Table 5.1 summarises key characteristics of each.

Table 5.1. Characteristics of Appropriate Bodies.

| Practices in <i>Proactive</i> Appropriate Bodies | Practices in <i>Reactive</i> Appropriate Bodies |
|---|---|
| Dialogue within and between all groups of participants is central, <i>e.g. close relationships, learner-centred support programmes.</i> | Communication between participants is limited, <i>e.g. didactic support sessions, headteachers resisting LEA involvement, NQT unclear about elements.</i> |
| Preventative measures taken against poor induction experiences, <i>e.g. visits to certain schools prioritised. Feeding back to schools on assessment reports for future improvement.</i> | Reactive measures, <i>e.g. reliance on the school to notify the Appropriate Bodies of NQTs at risk of failing.</i> |
| Multiple strategies employed by a team to address each of support, monitoring and assessment, <i>e.g. support through courses, network groups, visits to schools and telephone/email.</i> | Single strategies used by Appropriate Bodies with small staffing levels, <i>e.g. contact letter to NQTs inviting them to attend courses, with no follow up.</i> |
| Provision is on-going throughout the period and progression is made explicit, <i>e.g. rationale of year-long programme is shared, support is appropriate to phase in induction, discussion of suitable future targets built in to feedback sessions</i> | Provision appears to NQTs as sporadic and uncoordinated, <i>e.g. NQTs unclear about roles of LEA staff, agendas for visits not established in advance.</i> |

All these practices in *both* columns can be compliant with the Circular and the LEA-school relations Code of Conduct. However, they present very different models of implementation of the same set of statutory directives. Many of the issues in the table above are discussed further below.

Guidance and support provided by Appropriate Bodies

Working with NQTs at risk of failing induction

- 5.15 Overall, Appropriate Bodies appear to be both confident and clear about their role in relation to failure of the induction period. The Circular states that the Appropriate Body ‘is responsible for deciding whether an NQT has met the Induction Standards...’ (DfEE 2000a, para. 19). In July 2000, across all the

English Appropriate Bodies, only 46 out of over 15,618 NQTs failed their induction period. In July 2001, 23 NQTs failed out of 14,669 (nearly all Appropriate Body returns). Failures are rare and whilst these cases take up a disproportionate amount of Appropriate Body staff time, their work leading up to this final decision is most significant. No instances were found where Appropriate Bodies had only been aware of NQTs about to fail right at the end of the period.

- 5.16 Evidence was found to suggest that NQTs at serious risk of failing induction are counselled to leave their current school before the final decision is made. As one Appropriate Body representative put it: ‘You know what happens don’t you? We get them to leave before they fail’. Due to the sensitive and potentially unethical nature of this tendency, exact figures are not available. The final decision to fail an NQT is more bureaucratic, can involve extended appeal processes and would mean that an NQT who may have passed induction in a different school setting will be lost from the profession. It could, therefore, be in everyone’s interests for this practice to continue. However, the school to which a failing NQT moves may suffer consequences, if the NQT is wholly unsuited to teaching. Currently, this situation is not assisted by termly assessment reports and the fact that references are usually received *after* appointments have been made. In the current climate of teacher shortage, there is a strong reluctance to fail NQTs.
- 5.17 Many headteachers and induction tutors commented upon the sense of security that Appropriate Bodies provide in the form of external corroboration of their own judgements of an NQT’s performance against the induction standards. Appropriate Bodies also evaluate whether schools have followed the correct procedures, in case evidence for an appeal is needed. Appropriate Bodies play a crucial role of reassurance for the large majority of schools who are implementing induction fully, as well as guidance and support for those who need it.
- 5.18 The induction circular recommends that schools inform Appropriate Bodies as early as possible if an NQT is in danger of failing, enabling early intervention. Thirty two percent of Appropriate Bodies emphasised the need to make this diagnosis in the first term, because it takes time for practice to change, and a poor performance at the start was thought more likely to deteriorate if left without substantial support.
- 5.19 Additional support included:
- more frequent observation and feedback visits
 - closer scrutiny and advice on a school’s practices for implementation
 - advice on the increased regularity of setting objectives and monitoring that these are followed through in review meetings.
 - advice and guidance to schools and NQTs of the procedures and implications if the NQT did not improve sufficiently by the end of the induction period

5.20 A large minority (approximately 40%) of Appropriate Bodies appeared to have established formal procedures for dealing with potentially failing NQTs. An example of good practice is this four stage response:

1. Identification by either school staff or LEA inspector's observation.
2. Immediate allocation of named officer to the case.
3. Response sent to schools within 3 days, to determine what action to take.
4. Regular follow-up meetings and practical guidance to implement new support.

At the other extreme was the Appropriate Body which made one extra classroom observation to confirm the school's judgements.

5.21 Despite guidance in the circular to the contrary, the trigger for higher than usual intervention by Appropriate Bodies was, for 25% of those surveyed, the end of term assessment reports. Many of the NQTs from both the 1999-2000 and 2000-2001 cohorts called for closer monitoring of school-level provision. They revealed inconsistency of access to induction tutors and unreliable receipt of the 10% timetable reduction through the induction period.

Early and individualised intervention

5.22 Each component of induction, i.e. support, monitoring and assessment should be addressed *early* in planning the individual induction programme, to ensure that 'the NQT is fully supported in meeting the requirements of the induction period and that the assessment is fair and well founded' (DfEE 2000a, para. 37). Our research found that when communications were sent to NQTs very early in the first term there was relatively high satisfaction with the induction period as a whole. Some Appropriate Bodies encourage schools to take steps to receive Career Entry Profiles before NQTs arrived, and to do preliminary work towards individual induction plans. However, as Chapter 7 discusses, there are difficulties over the use of Career Entry Profiles.

5.23 Many induction tutors and Appropriate Bodies wanted a very prompt start to induction, so that NQTs felt included and well informed. In a significant minority of cases this did not happen. NQTs also wanted support that allowed development at an appropriate pace, and was on-going throughout the period. This did not always happen, according to NQTs, despite reports from all the Appropriate Bodies that progression is built into their programmes. Indeed many Appropriate Bodies representatives stressed that individualised support was built into their programmes, i.e. programmes were said to be 'appropriate', 'bespoke' and 'tailored' to the particular NQT concerned. In answer to an open question about provision in general, twenty three percent used the same idea of support being delivered on a 'holistic' basis. Some NQTs and Appropriate Bodies commented that joint meetings in which induction participants shared knowledge and understanding were particularly beneficial. Some NQTs complained about cancelled meetings in their school, with their induction tutors. In a few cases it was found that Appropriate Bodies had the authority to make these meetings happen when NQTs did not.

Preparation and guidance for induction tutors

- 5.24 According to the induction circular, Appropriate Bodies can provide guidance about induction as a whole for induction tutors, and training on specifics such as supervision and assessment. Ninety percent of induction tutors in state schools felt confident that they had been well prepared and supported by their Appropriate Body for carrying out their role. Only 8% were either 'not very' or 'not at all' confident.
- 5.25 Twenty four percent of induction tutors received support *before* the start of the induction period. This was highly welcomed, because it allowed time for effective preparation. It is noteworthy that a total of 36% percent of the sample of induction tutors received support before or right at the beginning of the period for which they were induction tutors, but received no further support later on. Furthermore, whilst 22% received support throughout the induction period, 8% did not receive any until the final six months.
- 5.26 Early in the year, Appropriate Bodies input was mainly focused on one-off group sessions for induction tutors. These covered:
- an introduction to the statutory requirements of induction
 - advice on techniques for specific aspects of the role, e.g. observation and feedback and assessment
 - mentoring skills in general

Later in the school year Appropriate Body support was mainly in the form of:

- longer courses covering a range of aspects on induction in depth, e.g. three day INSET possibly counting towards accreditation for induction tutors
 - feedback to individual schools from observations done in school, by appointment
 - telephone conversations as and when needed, with prompt responses to messages left
- 5.27 The contrast between early and later types of input listed here does show development, but this list is a compilation of practices from across Appropriate Bodies and almost all use selected strategies. A 'typical' profile of Appropriate Body-induction tutor contacts comprises one introductory session; one discussion after an observation of NQT teaching, and one meeting (e.g. for moderation) of induction tutors from different schools. For others, however, there are fortnightly networking meetings, where open discussions on topics such as moderation; extending 'able' NQTs, or the place of induction within the school as a whole are addressed.

Courses for induction tutors

- 5.28 Our research, like OFSTED's (2001c), found that two types of courses were typically provided:
- a. Induction tutor skills training.

- b. Familiarisation with the key induction documents (i.e. Circular 90/2000, the TTA's booklets *Supporting Induction* and any LEA-produced material) and practical guidance on implementation.

Additionally, there is support through network meetings of various types, telephone conversations and email queries and visits by Appropriate Body staff to individual schools.

- 5.29 It is interesting to note that the term 'course' refers to a wide variety of activities. These ranged from three hours per week for ten weeks involving higher education lecturers, to a single session of two hours, most of which was unstructured, small group discussion. All except one Appropriate Body ran courses to prepare, support and/or train induction tutors for their role. Just over 25% of the Appropriate Bodies reported that between one quarter and a half of induction tutors in their area had attended a course. Another 25% reported the figure as between half and three quarters of induction tutors attending. A further 25% reported that between three-quarters and all induction tutors had attended.

Appropriate Bodies reported that larger secondary schools were least likely to participate, because their staffing levels enable extensive in-school induction programmes. This was a concern to LEA personnel who found non-participation in courses corresponded with reluctance to grant access for monitoring visits.

- 5.30 Two out of every three induction tutors surveyed reported that the quality and appropriateness of Appropriate Bodies' support was useful or very useful. Induction tutors valued initial meetings at which the statutory requirements were outlined and expectations for the period were made clear. Moderation workshops and opportunities to share good practice on specific, semi-structured topics were also valued highly. Sessions where teachers were informed about the 'basics' or an aspect of induction and then had opportunities to discuss their application in their own school contexts were highly praised. Poorly presented information was criticised. Induction tutors appreciated LEA and ISCTIP staff *re*-interpreting and mediating the TTA and DfES documents with a view to practical implementation.
- 5.31 The OFSTED research showed that induction tutors were particularly concerned about the preparation and support they received for the assessment of NQTs. (OFSTED 2001c). Just over 60% of induction tutors found the sources of information and support received on assessment were either useful or very useful. Only 'reading of DfES, TTA and LEA documents' and 'preparation and support from within school' were rated higher. Our results support the OFSTED research finding that 'particularly valuable was the training for those induction tutors who were responsible for coordinating the guidance and assessment of the NQTs in school' (OFSTED 2001c).

Networking opportunities for induction tutors

- 5.32 Opportunities for induction tutors from different schools to meet were organised by 37% of the Appropriate Bodies surveyed. Appropriate Bodies either invited induction tutors to meetings or compiled and circulated contact details of local induction tutors. Some Appropriate Bodies distributed such lists only on request and others routinely, to all induction tutors.

Table 5.2 displays the wide range of models of network meetings.

Table 5.2. Models of network meetings.

| | |
|---------------------------------|--|
| Entirely social gatherings | These provide emotional support and insights into the work of others, in informal settings. |
| Moderation networks | Small groups brought together to enhance monitoring and assessment skills through moderating portfolios, assessment forms etc. |
| Workshops | Usually task-based, semi-structured activities set up by Appropriate Body staff. These have considerable 'space' for individuals to problem-solve and share best practice within the context of small groups |
| Surgeries | An induction tutor 'drops-in' to discuss issues with a member of Appropriate Body staff. Valued service and used occasionally by many. |
| School 'cluster' group meetings | Often initiated by Appropriate Bodies but then run for and by teachers. Not very common. |
| Buddy systems | Pairs of induction tutors who offer mutual support. Effective when there is a good relationship between participants. Not at all common. |

- 5.33 Appropriate Bodies and induction tutors alike valued networking as an important way of sharing and validating practice and encouraging the development of good induction practices. An induction tutor said that discussing issues with other induction tutors 'is incredibly helpful. ' Without meetings 'you would be on your own and hoping that you're making the right sort of decisions'. Appropriate Bodies are ideally placed for facilitating networks and many induction tutors wanted more such opportunities or forums where their own individual agendas could be met. ISCTIP see great potential in this strategy of mutual induction tutor support and are developing ways to extend these further.
- 5.34 All the above types of network depend largely on potential members being willing and able to attend, and on the communication skills of the facilitator. The majority of induction tutors have problems attending networks and Appropriate Bodies continue to experiment with the timing, i.e. during the day, twilight or evening. However, in many cases of non-attendance it may be

difficult for induction tutors to take time away from other duties, and this may be dependent on senior staff not valuing the potential of these meetings. Our data suggests that focused or semi-structured networking sessions that work to agendas of individuals are currently undervalued.

Visits to schools

- 5.35 One-to-one visits to schools by Appropriate Body personnel specifically for support rather than monitoring were more rare than centralised courses for groups of induction tutors from different schools. However, of the 62% of those induction tutors who had been visited in school by an LEA adviser almost 70% judged these visits to be either quite, or very useful. This high percentage is thought to reflect the individualised and contextualised support which school visits provide for induction tutor and NQT alike.

Support for induction tutors in sixth form colleges, independent schools and special schools

- 5.36 The findings from induction tutors in independent schools, sixth form colleges and special schools which had received Appropriate Body support, largely mirror those from mainstream state schools, with notable exceptions. Our results suggest that the proportion of induction tutors participating, is slightly less for these types of institutions than for mainstream state schools. For example, out of the 18 induction tutors from sixth form colleges surveyed:

- 15 had received the key induction documents from an Appropriate Body
- 14 had received one-to-one preparation and support
- 9 had attended a training course or networking session

Also of interest, sessions for induction tutors in sixth form colleges were deemed fifth most useful out of eight possible sources of support, whereas those in mainstream schools rated them third most useful. This could be because of what the FEFC report identified as the dissatisfaction of sixth form college induction tutors with school-focused course content (FEFC 2001).

- 5.37 In independent schools the proportion of induction tutors attending Appropriate Body sessions was even smaller. This can be explained by sources of such support being spread much more evenly between LEAs, consultancies and schools, as well as the challenge of national coverage by ISCTIP, which is London based. The frequency of contacts with ISCTIP was markedly lower than that for state schools. Forty-five percent of induction tutors received ISCTIP support in the form of a one-day training course or conference before the induction period started, and this was their only support received. However, those independent schools with LEAs as their Appropriate Body, were receiving support on an on-going basis.

Responses from special school induction tutors were notable for their praise of support received so far and their call for more accessible support courses. There was a sense that this grouping felt relatively 'reliant' on Appropriate

Bodies, in some cases because induction tutors felt their work had to take low priority, in terms of their other work.

Guidance and support for NQTs

Courses

5.38 The content of courses run by Appropriate Bodies for NQTs fall into three main groups:

1. Introduction to statutory induction.
2. Teaching and learning, e.g. behaviour management, assessing pupils.
3. Subject-based, e.g. literacy, physics.

Almost all Appropriate Bodies covered each of the above, often progressing from one to the next in turn. Respondents reported the need for behaviour management to be addressed very early on in the first term and for a range of practical solutions to difficulties to be suggested.

5.39 Ninety five percent of Appropriate Bodies ran courses for primary NQTs and 91% did so for secondary NQTs. More primary than secondary NQTs attended them. Sixty percent of primary and 40% of secondary NQTs attended between three-quarters and all Appropriate Body sessions provided. Eight percent of Appropriate Bodies said under a quarter of secondary NQTs attended, whereas only 1% reported the same level of attendance by primary NQTs. One of the eight case study Appropriate Bodies cancelled a number of courses, due to insufficient numbers, and this frustrated the NQTs who had signed up for them.

Certain subjects are better supported than others within individual Appropriate Bodies. There is, however, a small but growing trend of several LEAs or a small region combining resources to buy in subject-based consultants for training days in locations central to the participating group.

Effective courses: the NQTs' perspective

5.40 The survey of NQTs suggested that support and guidance received from their own school was seen as significantly more useful than attending sessions run by their Appropriate Body. However, further investigation through case study work revealed a more positive picture. Most NQTs' survey responses indicated that these sessions were worthwhile for many reasons, such as being a 'break' from immersion in day-to-day work; meeting NQTs from other schools, and developing new professional skills. The headteacher questionnaire and interview findings agreed, but for the slightly different reason that these sessions provided a good opportunity for the necessary broadening of professional horizons. NQTs could become informed about wider issues in education, as well as bringing back what was often described as 'fresh ideas' for use themselves and for the benefit of the whole school.

5.41 Many NQTs reported on the variability of quality of support and guidance sessions or courses run by Appropriate Bodies. Significant factors here appear to be the organisation and communication skills of the session leader. Their clarity and ability to make explicit the relevance to the classroom is seen as important. Sessions were expected to be motivating and inspirational and be an interesting break from school pressures. Unmotivating sessions typically employed a didactic style throughout and had unattractive, unhelpful OHTs and handouts. Another criticism was of some sessions which left the ‘real issues unanswered’, i.e. raised issues unrelated to individual school policies or to concrete, practical matters. In general, Appropriate Bodies appear to focus primarily on the rather different agenda of covering certain prescribed content. Sessions which repeated content covered during initial teacher education were strongly criticised by a large minority of NQTs. There is no evidence to suggest that this is happening less frequently than previously found by OFSTED (2001c).

At present evaluation forms are the main way Appropriate Bodies determine what their courses will cover, and it is possible that the mismatch between NQTs’ and Appropriate Bodies’ perspectives outlined here could be resolved with more in-depth and open questions being asked of NQTs, rather than the brief evaluation sheets typically filled out at the end of every session.

5.42 Successful induction courses had these features:

- **Good communicators** - Presenters of sessions are interesting to listen to, vary their teaching techniques and are motivating.
- **NQT-centred content**
Induction-specific courses are very clear on both statutory entitlements and expectations from the NQT and the school.
Subject-based courses do not repeat the content of Initial Teacher Education.
Opportunities are built in for the sharing and problem-solving concrete issues being encountered.
Direct classroom application is explicit.
Broader educational issues for contemporary professional development are addressed and linked to likely school-level developments.
- **Apply local understanding**
The contexts for teaching which apply locally are clarified and addressed e.g. teaching classes with mainly non-English speakers.
- **Inform schools**
Schools are informed about the content of sessions so that an NQT’s learning can be supported and spread to whole school development, if appropriate.
Schools are given constructive feedback on the assessment report forms.
Knowledge of all local schools is used to compile lists of ‘best practice’ teachers for NQTs to observe and ‘best induction practice’ for induction tutors to learn from.

- **Promote semi-structured networking**
Networking sessions for ITs and NQTs are provided and have a mixture of structured input and opportunity for discussion.

5.43 Of all the activities organised by Appropriate Bodies NQTs consistently remarked on the usefulness of networking and discussion groups with other NQTs. The benefits were professional, social and, crucially, emotional. One NQT remarked on discussion stemming from literacy hour resources which widened her scope of what was possible. Another was relieved to hear from other new teachers who were facing ‘exactly the same problems’ around behaviour management. ‘It’s not just my children, it’s not just me’, she said. Another NQT said:

‘What I find most useful is... when you get to mix with NQTs from the other schools... and share experiences... When you have group activities to do...and you exchange ideas. ... We want to be involved with other people who are at the same level as us, working out ideas.’

Observation and feedback by Appropriate Bodies

5.44 Eighty nine percent of NQTs surveyed found observations and feedback from induction tutors was either ‘very useful’ or ‘useful’ The figure for Appropriate Body observation and feedback was 51% although case study data gave a more positive picture. In the words of one NQT, these visits were of ‘consistently high quality’, feedback was ‘constructively worded’ and the positive comments ‘really boost motivation in the classroom for things you want to improve upon’.

Twenty two percent of Appropriate Bodies have adopted the practice of giving support on a ‘whole team’ basis i.e. including the NQT induction tutor, headteacher and others. Sometimes this is a series of discussions with individuals, followed by negotiation or mediation between the parties. Sometimes all participants are present at the same meetings. These Appropriate Bodies do not see the failure or the success of individual NQTs in isolation from their working context.

5.45 Responses from NQTs in sixth form colleges, independent schools and special schools did not differ from those in state schools. The only notable exception was that NQTs in sixth form colleges found courses aimed at teaching compulsory age pupils of little value, and wanted more courses specific to their needs.

Relationships between induction participants

Appropriate Bodies and NQTs

5.46 Although the induction tutor appears to be the most important person for the day-to-day provision of induction, other professionals feature strongly for

most NQTs. It is useful to investigate the extent to which professional relationships between participants are significant in determining the quality of induction provision.

Three particularly interesting findings were:

1. A very small number of NQTs are resistant to Appropriate Body involvement. Reasons given were that 'there is enough to do inside school alone' coupled with influences from colleagues with negative perceptions of LEAs.
2. Several instances were recorded where practices in school had changed as a result of an NQT bringing information about entitlement back from Appropriate Body sessions to their school. Thus, the Appropriate Body is an authority which the NQT can harness as a lever for change within their own school. In this way it can act as a moderation mechanism across schools.
3. Several NQTs interviewed were working in difficult circumstances, caused by prolonged absences of more senior staff. Some NQTs were acting head of department and/or had no headteacher. One NQT said that, as a result of staff shortage, she 'would have found it beneficial to have had more contact/supervision from the LEA adviser to ensure my NQT year was properly implemented'. Another NQT felt 'thrown in the deep end and expected to have read the handbook' by the school and found the Appropriate Body an authoritative 'life-line'.

The named contact

- 5.47 All Appropriate Bodies except one reported that they identified a named contact for an NQT to contact directly with concerns unresolved at school level. This is a statutory requirement of Appropriate Bodies (DfEE 2000a, paras. 32/41/57b). However, 39% of NQTs did not know or remember who this was. NQTs are usually given this information at introductory sessions and it appears in documents. However, it appears to get lost amongst the volume of material given. Out of ten Appropriate Bodies asked, three used staff with responsibility for assessment as their contact, which goes against the recommendations in the DfES circular. Many NQTs were unconcerned that they did not know and said they would know how to find out, if needed. In all our research, very few (4) NQTs were found to have contacted their Appropriate Body to discuss their school's provision in the 2000-2001 academic year. They did not necessarily speak to the 'named person'.

Appropriate Bodies and schools

- 5.48 Eighty four percent of state schools use sources of induction provision from outside their own schools and Appropriate Bodies are by far the main co-providers. Advisory teachers, consultants and/or staff from higher education institutions are also used by a total of approximately 66% of schools. A further 9% used staff from SCITTs (School Centred Initial Teacher Training). A headteacher explained their use of external agencies in the following way: 'We

take the best, we cherry-pick' from the various available sources, i.e. consultancies, other schools and the Appropriate Body. Others only use the LEA-based service.

- 5.49 Fourteen percent of schools claimed not to be drawing upon Appropriate Bodies for support and guidance and so had very little relationship with them, beyond sending in termly assessment reports. The majority of these, but not all, are large schools with several NQTs (5 to 10, for example). They consider their induction tutors to be highly experienced and feel confident at interpreting DfES and TTA guidance for themselves. In one case, there appeared to be a spiral of increasing 'distance' over time between the Appropriate Body and the three schools visited. This is illustrated by the Appropriate Body only running subject-based courses when there were 'sufficient numbers' and having to cancel many of them. Thus schools were less willing to rely on them in future. A large majority of schools had been in contact with their Appropriate Bodies via letters, courses or visits, between one and five times over two terms.
- 5.50 Independent schools have considerably less interaction with their Appropriate Bodies than state schools. Fifty seven percent of the 35 surveyed used no external support. Two independent schools (6%) used Appropriate Bodies from LEAs and these had the same support as the state schools in those areas.

Appropriate Bodies and Higher Education Institutions

- 5.51 Active relationships between higher education institutions (HEI), Appropriate Bodies and schools were quite rare. Fifteen percent of schools used higher education institution courses. These were usually used:
- for subjects not covered by small LEAs
 - due to geographical proximity
 - because they offered alternative topics and timings to LEA run courses

Also schools with experience of initial teacher education students from higher education institutions felt more confident about carrying out their roles than those who had not.

- 5.52 Individual induction tutors and NQTs found the Appropriate Body support of variable appropriateness to their needs. As the following quotations illustrate, their reasons are numerous:

An NQT said that the Initial teacher education gave such a good 'grounding in the basics of teaching every single subject' that any gap between ITT and teaching had already been 'bridged'.

An Induction tutor said 'I've a lot of experience with NQTs and attended a session for mentors three years ago. I've felt, since then, if the session is for going through new DfES requirements I'm very familiar with them and they're very clear'.

A headteacher said 'The idea that induction courses relate to an NQT's objectives 'doesn't always work' because the precise 'content isn't always pitched at the right level: Opportunities for personalising issues and tasks are not always built into sessions.

These quotations help to explain why course attendance is often lower than perhaps desired and why previous research looking for generalising patterns has not produced answers.

The Quality Assurance Role of Appropriate Bodies

5.53 The DfES circular requires Appropriate Bodies to ensure that NQTs receive their induction entitlement and that each school's judgement of teaching quality is in line with the induction standards. A few Appropriate Bodies told us that whilst they do have responsibility for induction in schools, they do not have control. Appropriate Bodies must therefore devise ways to encourage, guide and support change. They were found to be monitoring three different aspects of induction:

1. The quality of provision of induction by schools.
2. The quality of NQTs' teaching performance.
3. The quality of provision by the Appropriate Body themselves.

These were usually done simultaneously. The most commonly used strategies were observations and meetings in schools and scrutiny of termly assessment forms.

Monitoring schools' provision

5.54 The professional experience of the Appropriate Bodies strongly suggests to them that statutory induction *is* having a positive impact upon the overall quality of induction provision. For example, one said that induction had 'moved up a gear' and another that the effectiveness of induction has risen from a '3' to a '2' on a scale of 1 to 5 since the statutory regulations were implemented.

Staff from ISCTIP visited 10% of all its schools and a further 15% were visited by the Independent Schools Council which monitored induction alongside other school activities. According to approximately half LEA-based Appropriate Bodies, monitoring visits were done in between 10% and 50% of schools each academic year. Half covered 100% of schools. Again, these were often general monitoring visits, a small part of which was to do with induction.

5.55 One case study Appropriate Body had markedly less rigorous monitoring procedures than the others. The induction member of staff expressed concern over the quality of provision by a large minority of schools, but thought that there were significant obstacles to change:

1. Getting schools to return paperwork such as their selection of courses and termly assessment forms was excessively time-consuming. Because this

material was often not returned to the LEA, induction programme management and the targeting of needs was difficult.

2. The prevailing attitude of headteachers is that it is counter-productive to take NQTs out of school for courses.
3. Some headteachers are obstructive to LEA intervention because they expect autonomy.
4. Schools in this area have had difficulty coming to terms with the new induction requirements.

According to this Appropriate Body the most problematic element for schools has been the 10% reduction in teaching time. However, now that 'induction is taken seriously' and that 'best practice is spreading' schools know they have to 'fill' the 10% time.

5.56 Those Appropriate Bodies which visited a selection of schools chose these schools for the following reasons:

- Visiting NQTs only when requested by concerned schools. A few Appropriate Bodies
- Low quality induction provision in the past (many Appropriate Bodies).
- Using those termly assessment reports which give rise for concern (all Appropriate Bodies).

A large minority of NQTs are experiencing less than satisfactory provision from their schools and the Appropriate Body is ideally placed to resolve this. At present, most NQTs appear to be unaware of such an agenda. As a result, these NQTs stated that schools and particularly headteachers, need to be monitored even more closely than at present to ensure that appropriate provision is given. Three of the nine Appropriate Bodies interviewed also commented on the need to increase their monitoring of secondary schools.

5.57 Induction tutors were very clear that they wanted to moderate their own work and wanted access to 'best practice'. These findings complement the OFSTED report which found that the methods used by Appropriate Bodies to validate schools' final judgements were generally 'rigorous and fit for purpose' but there was a need 'to encourage schools to assume greater responsibility for monitoring their own implementation of the induction requirements' (OFSTED 2001c, para. 43). The Appropriate Body is ideally placed to do this.

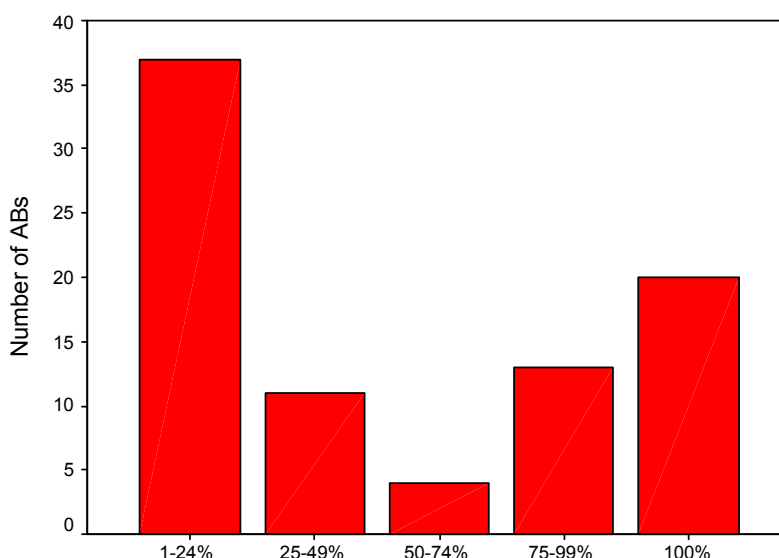
Monitoring NQTs teaching performance

5.58 School visits appear to centre around observations and feedback on NQTs' lessons. Many school staff commented on the benefits of the Appropriate Body acting as an external adviser to confirm and supplement the school's judgements about a new teacher.

Thirty seven percent of Appropriate Bodies observe and give feedback to between 1% and 25% of NQTs and 38% do so for between 75% and 100% (Figure 5.1) The two peaks at extreme ends of the scale suggest that most Appropriate Bodies follow one of two distinctive policies and practices. Whilst one group use as universal coverage of NQTs as possible, others are

highly selective. There has been a slight increase in the number of monitoring visits for NQTs since statutory induction was introduced and now two, rather than one visit per period are common, although the latter is still most common. NQTs are also observed by induction tutors, other school staff and OFSTED inspectors.

Figure 5.1. Approximate percentage of NQTs observed by Appropriate Bodies



Approximately percentage of NQTs observed and given feedback

Note: 7% non-response , 2% said offered 'other' responses.

Self-monitoring by Appropriate Bodies

5.59 Appropriate Bodies' monitoring of their own effectiveness was in general less well developed than their monitoring of schools and NQTs. Five out of 18 Appropriate Bodies issued surveys to monitor the quality of their own work. The vast majority use post-course evaluation forms. Some sent out questionnaires but these tended to obtain very low response rates. In general, the repetition and lack of depth involved in evaluation forms raises issues for consideration. Three Appropriate Bodies moderated themselves by comparing their own questionnaire findings to those from OFSTED's research.

Record-Keeping to assist monitoring

5.60 The induction circular states that Appropriate Bodies must keep contact details of all NQTs, summative assessment reports of those who leave or join their schools and lists of schools that have not submitted completed assessment forms by expected dates (DfEE 2000a, paras. 21/57). Also to be kept are any NQTs' communications of concerns about provision. These could be used as evidence for a possible future appeal against failure (DfEE 2000a, para. 80).

Three, of the twelve Appropriate Bodies who were asked, did not keep records of NQTs on temporary contracts, and only one followed up whether these were converted to permanent contracts after induction had been passed. Records are kept of NQTs who have passed their skills tests but these are usually incomplete. Several Appropriate Bodies commented that this was because information is currently only available by requesting it from individual NQTs but should automatically come from an alternative source. End of term assessment forms; reports from link inspectors, consultants and others who had observed NQTs' teaching, were kept. These records were found to be the Appropriate Bodies' main method of monitoring. It is to be noted that Appropriate Bodies find the paperwork that is already being done particularly time consuming.

Monitoring end of term assessment reports

5.61 Eighty two percent of Appropriate Bodies monitor assessment forms submitted by schools. This is usually for:

- cross-referencing against the induction standards
- checking the evidence base for assessment judgements

In some Appropriate Bodies one person does this monitoring. Usually however, small teams including link inspectors and sometimes personnel officers are involved. Three Appropriate Bodies use a combination of reading individual reports and a moderation panel. The induction officer at ISCTIP reads a random sample of fifty percent of assessment reports.

Several Appropriate Bodies emphasised that formal assessments done by schools at the end of terms were more problematic for NQTs at risk of failing than those where evidence was gathered throughout the term.

5.62 Many Appropriate Bodies are not providing feedback to schools on the termly and final assessment report forms. As the rationale for monitoring is to improve practice in the future, this appears to be ineffective practice. Two headteachers reported on the efforts that go into writing the reports and their surprise that they appear to 'go off into the ether' with no feedback. Other Appropriate Bodies comment upon the forms at induction tutor meetings or by telephoning individual schools.

OFSTED (2000c) found that Appropriate Bodies were experiencing a tension between 'light touch' monitoring and detailed checking to ensure all schools met their statutory responsibilities. This was not volunteered as an issue by Appropriate Bodies participating in this research.

Monitoring induction funds

5.63 Systems for monitoring spending of induction funds are not as well developed as other areas of induction work in almost all Appropriate Bodies. Approaches are piecemeal, delegated wholly to finance departments and do not appear to be used to inform future practice. Responses to our questions on this issue were typically vague and broad-brush.

- 5.64 Approximately 20% of Appropriate Bodies said they monitor induction spending through asking questions and making observations during school visits. A further 11% said that their main strategy was financial auditing of returns made by schools to LEA administrative departments. Reviewing course evaluations was used by approximately 5% of Appropriate Bodies. A large minority of others admitted procedures were absent. For example, one stated ‘guidance is given as to how it [i.e. induction money] should be spent but there are no monitoring processes in place’. The difficulty in establishing the actual cost, effectiveness and cost-effectiveness of different elements of induction provision may explain why these financial monitoring procedures are not more specific.

The significance of different financial arrangements

- 5.65 OFSTED reported that most LEAs found induction to be ‘both costly and time-consuming’ (OFSTED 2001c, para. 21). This is still the case but the introduction of payment of £1000 per NQT per term in April 2001 has had a significant and positive impact upon this. DfES guidance to LEAs clearly states that the Standards Fund (School Improvement Grant) element will enable LEAs and schools to provide the necessary support to the NQT. The guidance states that the sum includes supply cover costs for the NQT’s lighter timetable, to carry out assessment during the induction period and to monitor and evaluate the new arrangements.
- 5.66 Before April 2001 a number of problems arose over induction funding. First, despite being ‘ring-fenced’, forty two percent of headteachers were unable to report the amount of money their school received per NQT per term. Funding for induction in 1999-2000 reached schools very late in the year, considering that most schools’ budgets run from the beginning of the financial year. Confusion about possible spending was not surprising. Second, the amount of money received varied greatly, with 7% receiving no money at all. It was interesting to note that just over 80% of schools received equal amounts over three terms, but spending patterns were more flexible.
- 5.67 When comparing pre and post April 2001 funding, 36% had experienced an increase and 9% a decrease. None of the independent schools received any funding from external sources. Most sixth form colleges were receiving between £1200 and £3600 per year from the Further Education Funding Council and there was no correlation between the number of NQTs at one college and the amount received. Two sixth form colleges did not receive any money.
- 5.68 Some independent schools and sixth form colleges have service level agreements with an Appropriate Body which provides a package of support, monitoring and assessment. One Appropriate Body reported that this amounted to ‘a not insignificant sum’ which contributed towards state school provision. Approximately 50% of the sixth form colleges surveyed were part of consortia that jointly bought in the services of Appropriate Bodies and were usually charged less as a result.

‘Bought in’ packages of support and training

5.69 Both before and after April 2001, two main funding systems for training and support were used by Appropriate Bodies, those where schools ‘bought-in’ a package of support and training and those where schools were able to choose individual elements. Six of the case study Appropriate Bodies used the former and two used the latter. Evidence suggests that those Appropriate Bodies which observe and give feedback to 100% of NQTs are the same as where schools ‘buy in’ Appropriate Body services.

1. Bought-in package

Schools pay between £150 and £500 per year to buy services from LEAs and ISCTIP. Service level agreements are signed which may include a selection or all of the following: release time cover; one school observation and monitoring visit; access by telephone to Appropriate Body staff when needed. Interestingly, one Appropriate Body described this system as insurance for schools against employing under-performing NQTs.

Financing induction appears more secure in this model. These systems provide equitable support across all participating schools.

2. School chooses individual elements

Schools do not buy in the whole package of support and training but choose elements if and when appropriate to their needs. Relationships between Appropriate Bodies and schools were weak in the case studies in this model. Some evidence was found that costs of courses prohibit attendance and in this system NQTs, headteachers and induction tutors tend to be acutely aware of costs allocated to individual courses and other services, especially when course cost *and* supply cover cost are needed simultaneously. When the funding for NQTs is used in this way it is harder for Appropriate Bodies to ensure the close relationships necessary for them to be able to monitor for high quality induction provision.

5.70 The next chapter considers the effectiveness of dissemination of information about induction and the Appropriate Bodies role will be further examined in relation to this key area.

Chapter 6. The Effectiveness of the Dissemination of Information

Introduction

6.1 For statutory induction to be effectively provided, key staff in schools and colleges needed to be well informed about the arrangements and to have received specific key documents:

- The circular and guidance on induction from the DfES (May 1999, Sept. 2000 and July 2001)
- The *Supporting Induction* booklets from the TTA (June 1999, Sept 1999)
- Appropriate Bodies' publications

This chapter focuses on the receipt of these documents in schools and colleges. It considers the usefulness of both the documents themselves and the routes and procedures used to disseminate them, including the roles and effectiveness of Appropriate Bodies in this area.

NQTs doing supply teaching were identified early on in this research as a potentially vulnerable group, in terms of quality of induction provision and dissemination of information. This is reported on in the final section of this chapter.

Receipt of the key documents

6.2 Schools rely heavily on good documentation from LEAs and other sources, as the OFSTED research (2001c) underlined. Ideally then all of the three key documents would have arrived in every school. The first version of the DfES Circular (5/99) was issued in hard copy to all schools. The issuing of the circular *Reducing the Bureaucratic Burden* (DfEE 1998b) which aimed to keep 'unnecessary burdens on teachers to a minimum' meant that the induction circular and guidance and the TTA's booklets were not delivered directly from central government to schools. Rather, they have to be requested from the DfES or TTA and/or passed on to schools by Appropriate Bodies. For the revised version, an information note was sent to all schools informing them of the revision, available on the DfES website and by hard copy on request. Five thousand copies of Guidance 90/00 were also printed for distribution to people who said that they did not have Internet access. Guidance 582/01 was and still is published on the Internet, although no hard copies have been printed.

6.3 Schools were asked whether they had received these key documents from their Appropriate Body. Induction tutors from across the sectors received at least one of the three key materials and almost all had received at least two. This is an encouraging finding, but it is salutary to note the proportion of institutions that did not receive one or more of the documents, and particularly the DfES induction circular, which lays out the new statutory orders. Exact percentages of headteachers who had not received any or all of the three documents was

difficult to measure, due to the non-responses. Nevertheless, our results did find:

- between 1% and 6% of state school headteachers could not recall receiving any of the DfES induction circulars
- between 2% and 9% of state school headteachers could not recall receiving the TTA's *Supporting Induction Booklets*
- between 1% and 5% of state school headteachers could not recall receiving induction documents produced by their LEA

In general, state headteachers thought that the induction circular was the most effective of the three key documents in disseminating information and 80% found it to be either 'very effective' or 'quite effective'.

- 6.4 In the independent sector, approximately two thirds of induction tutors had received all three materials, and three of the thirty-two we questioned had received information from an LEA in addition to documents from ISCTIP. However, four of the thirty-two (13%) independent school induction tutors had not received the DfES circular and two of these (6%) had also failed to receive the TTA booklets.
- 6.5 Almost all special school induction tutors had received the TTA and LEA documents and two out of the fourteen we questioned had not received the DfES circular. The induction tutor in almost all the sixth form colleges surveyed had received all three key documents. As with the schools above, however, the percentage of the sample that did not receive the DfES circular should be noted:
- 15 out of 18 sixth form college induction tutors received at least one of the three materials
 - 2 out of 18 did not receive the DfES circular
- 6.6 Over half the sixth form principals found the dissemination of information about training to have been 'not very effective' or 'not at all effective'. The large majority of sixth form college principals thought that the TTA booklet was slightly less well disseminated than the DfES and AB documents. Principals added that TTA material was sent directly to them, rather than going through the LEA.
- 6.7 In addition to the three key documents discussed above, information on changes in regulations since the introduction of statutory induction needed to be disseminated to schools and colleges. Regulations had not changed substantially since May 1999. The exception is the funding of £1000 per NQT per term and this was very widely welcomed. The headteacher or induction tutor/co-ordinator in every school knew that this had been introduced, usually through an LEA memo highlighting the addition of this in routine financial statements.

The Role of Appropriate Bodies in disseminating information

The key documents

- 6.8 The DfES was thought to be very slightly better disseminated than the TTA's *Supporting Induction* booklets or publications from Appropriate Bodies. In contrast to the general picture, special school headteachers felt that the TTA booklets had been more effectively disseminated by Appropriate Bodies than either the DfES circular or LEA material. Case study evidence suggests that the TTA material is more useful to induction tutors than headteachers, and that school staff initially skim or repeatedly 'dip into' small parts of them. In contrast, the DfES circular gives the statutory regulations and comprehensive reading is necessary. As one headteacher said, this document is 'the definitive version'.
- 6.9 Independent school principals' views were similar to those in the state sector with most rating ISCTIP's information dissemination slightly below the DfES's and TTA's. LEAs were rated slightly more effective in disseminating information by state headteachers than ISCTIP was by independent headteachers. LEAs were also rated higher than ISCTIP when it came to notifying schools of opportunities for training and courses.

Courses and meetings

- 6.10 The large majority of state headteachers thought that information about opportunities to attend support sessions had been very or quite effectively disseminated by LEAs. However, very nearly one third of the independent headteachers we questioned thought that information on training had been either not very or not at all effectively disseminated. ISCTIP advertise their role as Appropriate Body in the Independent Schools Council (ISC) termly newsletter. However, 48% of independent schools are not members of this (or any other) professional body and are not able to participate in statutory induction, unless an LEA-based Appropriate Body agrees to take the role. Between September 1999-July 2001 ISCTIP had run their one day training course for 400 induction tutors. There is a total of 1275 schools within the ISC and demand for these courses has not decreased over time. Statutory induction for independent schools is optional but because of its positive impact in other sectors, further dissemination in this sector may benefit the whole system.
- 6.11 Many different strategies were used by Appropriate Bodies to spread information. These ranged from telephone advice only when especially needed, through to ongoing and active participation. Several cases were found where NQTs and induction tutors had received part or most of the information about these opportunities offered by Appropriate Bodies, but not all. For example, one sixth form college induction tutor missed the introductory training in Summer 2000 but received the LEA's induction file at the start of the year. She attended a one-day course on NQT support and guidance in term one, received a visit from an LEA inspector who also saw the NQT, then attended a further half-day course on the reviewing and evaluating process towards the end of term two. Through this latter session she received additional support on NQT portfolios.

- 6.12 Courses were particularly appreciated when an initial briefing was clear, informative and accompanied by written guidance i.e. copies or interpretations of the circular and the TTA booklets. According to an induction tutor a one day course run by an Appropriate Body was 'effective' when the LEA staff 'went through the TTA documentation, covered their own approach about skills and induction tutor needs... the skills of observation etc.'. Another induction tutor said that the presenter was 'very well organised,... gives you answers to questions and gives you the information that you need to have'. This was his only training which he thought sufficient because 'the guidelines from the TTA are fairly clear'. Representatives from the TTA also disseminated information at conferences organised by ISCTIP and one of the eight LEAs. These were seen as highly useful.
- 6.13 The headteachers we surveyed were asked how effectively different elements of dissemination had been in their experience. Amongst headteachers of state schools, 63% said Appropriate Bodies' dissemination of materials was 'very effective' or 'quite effective' overall. Breaking this down, sixty seven percent rated dissemination about information at these levels, as did 72% about training and courses. Seventy two per cent said the TTA *Supporting Induction* booklets were 'very effective' or 'quite effective' and 81% rated the DfES guidance at the same level. Just under one quarter of independent headteachers found information on assessment had been 'not very' or 'not at all' effectively disseminated. One independent school head commented: "I have not received any material. I wish I had". However, the data from interviews painted a less negative picture. Words such as 'succinct', 'concise' and 'thorough' were often used to describe dissemination from Appropriate Bodies overall, with assessment only very rarely highlighted by school staff as an area for concern. There was some evidence that the TTA induction booklet on assessment had not been read by those induction tutors who were not introduced to it during a course.

Dissemination within schools

- 6.14 Spreading information about induction widely means that headteachers, induction tutors and NQTs within the same school will have shared understandings of procedures and processes. In the main, we found that schools in all sectors were aware of the complexity of the new arrangements.

There is some evidence that some, headteachers receive but do not pass on the TTA and DfES documents for example, ISCTIP find that approximately one third of induction tutors attending their courses have not seen all documents beforehand, despite them having been sent into schools. Further, an induction tutor who was asked whether she had received any information from the LEA to assist interpretations of the induction standards said 'I didn't personally, no... I think the head went on some course to do with it, but I don't really know what was involved'. The courses she had been on had not covered induction standards and the headteacher had not shared his or her own learning with any other colleagues.

Coherence, clarity and volume of paperwork

6.15 Overall, school and college staff found the volume of paperwork appropriate. The vast majority found that it presented no problems for them. Exceptions tended to be where one or more induction-related staff appeared to be under pressure in the wider school context and/or when Appropriate Body sessions were not attended. The following four particularly interesting cases illustrate the range and complexity of circumstances and events:

1. One headteacher, who was also the induction tutor, began his response to this question by saying that the material was overwhelming. However, he went on to say that he had only ever used the induction standards listings from the documents but showed gaps in his understanding of these.
2. In one LEA, all three NQTs interviewed were keeping large amounts of documentation for induction, e.g. one had two full lever-arch folders and another five, normal sized folders. There is considerable doubt as to whether it is necessary to gather this amount of evidence.
3. In one school the final assessment forms had been completed, but the headteacher was too busy with 'issues going on in the school at the time' to attend the review meeting and sign the form. Hence, the form had no input from the headteacher and was sent in late to the Appropriate Body.
4. At a small school, whose staff have little relevant previous experience of induction, the NQT told us that she 'planned the provision herself'. She had been 'disappointed' that a letter sent to the school about the first introductory LEA meeting did not reach her. Her induction tutor told us that the school had received a pack of material from the Appropriate Body at the beginning of the year and this included 'all the necessary phone contacts', and timetables showing report deadlines and meeting dates. However, the NQT felt that guidance about the 10% release time, for example, was not 'set out clearly enough to each school'. Hence, it was not until subsequently, when she talked to fellow NQTs from other schools, that she found out about non-contact periods for induction built into timetables. She went back to her school the same day 'fed back' this information, and from then on was given one morning a week release time.

Twenty percent of induction tutors had found that material from Appropriate Bodies and the TTA booklets replicated each other. It was not always clear what records were essential.

6.16 Case study evidence strongly suggested that NQTs do feel clear about the various elements of induction. Nevertheless, a series of confusions and misinformation by individuals or small groups were discovered which, if representative of the population of NQTs as a whole, do have significance. Five examples of such confusions:

1. An NQT cannot pass induction unless assessment reports have been completed for all three terms. (This needs to be seen in the light of 14% of NQTs not having assessment reports for all three terms.)
2. Induction is optional in the sense that NQTs can choose not to do it in the first year of teaching but can wait until circumstances are perhaps less demanding.
3. Induction has to be completed within five years. This was an inclusion at consultation stage that never became statutory.
4. NQTs cannot do induction in an independent school.
5. NQTs do not get awarded QTS until after induction is passed. This interpretation effectively means losing QTS if induction is failed. In fact QTS can still be used to gain jobs outside of the state sector, even if induction is failed.

NQTs who work for supply agencies

- 6.17 Supply teacher agencies have no statutory duties regarding the induction period. However, NQTs who are on supply and receiving induction are entitled to the same provision as all other NQTs. It is the clear intention of the DfES that *all* NQTs teaching in state schools should be undergoing their induction period.

The ‘four term rule’

- 6.18 A time limit has been introduced for supply teachers who gained QTS after May 1999 to start their induction period. This one major difference between regulations for supply teachers and other teachers is the so-called ‘four term rule’.

The four term rule states that NQTs can only teach on placements in schools that are less than one term in length for a period of four terms. One continuous term is the minimum allowed to count towards the three term induction period. So, ‘even if the NQT only does one day’s non-inductable supply the clock starts ticking on the four-term rule’ (DfES spokesperson for induction) i.e. this period of ‘four terms’ begins from the first day of supply teaching and continues regardless of any gaps in teaching. Once the four-term period has expired the NQTs can only teach in maintained schools (or non-maintained special schools) if they find inductable placements (i.e. placements at least a term in length)’ (ibid.). After induction has been passed, a teacher can do as much supply teaching as they wish.

- 6.19 The four term rule has proved difficult to summarise succinctly and complex to communicate. Consequently, there have been a high number of misinterpretations of it, most significantly by the national media, individual NQTs and supply teaching agencies. The most common five examples of such confusions and misinformation from media and NQTs are below:
1. NQTs can do supply without doing induction for as long as they like.
 2. NQTs cannot do induction as a supply teacher.
 3. Supply teachers on induction do not get a 10% reduction in timetable.

4. NQTs can return to supply after being on induction for a term, even if more than four terms have elapsed since starting supply.
 5. No one will know if an NQT breaks the four term rule.
- 6.20 Our research found that personnel with responsibility for NQTs within supply agencies are ill-informed about the four term rule. Six supply agencies were asked what their understanding of this rule was and six different answers were given these were:
1. 'In effect it means an NQT will do one year on supply and then have one term in which to find a subsequent one term placement'.
 2. 'The what rule?'
 3. 'NQTs *must* start induction four terms after qualifying
 4. 'I thought NQTs had to complete induction within five years. I knew nothing about four terms.'
 5. 'NQTs can do a maximum of four terms on day-to-day supply, no more. They need to start induction during this time and have two further years in which to complete it.'
 6. 'NQTs need to complete induction within four terms.'

Only the first response was accurate but even this presented a partial answer. Despite supply agencies having no statutory role it is of concern that this confusion exists. It is clearly an area of dissemination needing further work.

Supply agencies were asked where they obtained their information about induction and whether they disseminated it to NQTs. All eight agencies remembered receiving the original DfES circular (2000a) but most indicated that this was 'quite a while ago', could not recall the detail and had had no supplementary information since.

The impact of induction on the number of NQTs on supply

- 6.21 All supply agencies interviewed said that the number of NQTs doing supply teaching had dropped dramatically since the introduction of statutory induction. It was their strong belief that statutory induction had been a major cause, although the job market has become more favourable over this period, too. Three of the eight participating agencies had between 100 and 200 teachers in total registered with them, four had approximately 1000 teachers and one had 7000 teachers in June 2001, when the interviews were conducted. Six of the eight agencies had between one and five NQTs registered with them and not all of these were on induction. The two exceptions were the largest agency which had, in its southern region, 150 NQTs out of whom 100 were on induction and another agency which had 400-500 NQTs out of 1000 teachers. It requires noting that this finding may mitigate concerns about disseminating information about the four term rule, because the population of NQTs on supply is a fraction of what it once was.
- 6.22 Although all the LEAs participating in this research had established induction databases, a limited range of factual data was kept and some did not include NQTs employed by supply agencies. This was because schools were not

required to inform the LEA about such cases. In these circumstances, the school was not receiving funding for the NQTs' induction and, amongst this small group, there were several cases where the NQTs had not received their entitlement to a reduced timetable and a programme of support. Three LEAs were liaising more closely with supply agencies during the summer term in an attempt to improve communication. One had helpfully negotiated with a supply agency that all NQTs would be given a contract of at least a term in the same school.

- 6.23 Supply agencies have no statutory role in induction, however a variety of practices existed among those with which telephone interviews were conducted. A small number of supply agencies are currently offering free training sessions which could be included in induction provision to NQTs. These included two which offered sessions on the English education system relevant for overseas teachers and several with behaviour management courses. Furthermore, some actively provided information regarding induction to NQTs.
- 6.24 Supply agencies reported having little incentive since September 1999 to recruit NQTs. In many agencies the cost to schools is set at a flat rate and so is regardless of a teacher's experience. This means that schools tend to prefer experienced teachers and the agencies interviewed were clearly highly demanded. In addition, many local authorities are reluctant to have NQTs on their supply teacher lists due to the combination of their inexperience, and the perceived extra demands of being a supply teacher while having to complete statutory induction.
- 6.25 In general the dissemination of information about induction from central and local government to schools is proving effective. However, there are very particular concerns to do with the dissemination of information about induction for NQTs on supply. So numerous are the confusions about the four term rule amongst individuals, schools, supply agencies and the national press that this can be said to be in need of serious attention. However, the low numbers of NQTs on supply and clear identification given in this chapter of sources and routes for the spread of information in this area mean that any further dissemination in this area can be accurately targeted.

Section C

The Impact of Induction

Chapter 7. The impact of induction on NQTs

Introduction

- 7.1 One of the main purposes behind the induction policy is to increase teacher effectiveness. This is hard to measure, but John Howson's analysis of OFSTED teaching grades shows that standards amongst NQTs continue to improve. Almost half of all lessons taught by NQTs seen during OFSTED inspections throughout the 1999/2000 school year were graded between 'excellent' and 'good' (Howson 2001, p.24). How much of this improvement can be said to result from statutory induction provision, however, is hard to say.

This chapter considers the views of NQTs, induction tutors and headteachers on the impact of the induction regulations have had and NQTs impressions of key components are also considered.

Are NQTs more effective teachers as a result of having undergone induction?

- 7.2 There is overwhelming agreement among headteachers and induction tutors that statutory induction is helping NQTs to be more effective teachers. The views of state school headteachers are representative of the groups we asked. Nearly 40% said it had improved NQT effectiveness 'a substantial extent' and 50% said it had done so 'quite substantially'. Ten percent said it had improved effectiveness 'a little' and only 1% said 'not at all'. It appears that schools without a history of strong practice in this area considered the impact to be greatest. An induction tutor who thought it had had an 'enormous impact', said:

'If the NQTs were on a full timetable and having only the same INSET opportunities as an ordinary member of staff, they would find correct grading of work difficult, differentiation difficult...'

- 7.3 Headteachers and induction tutors in all sectors thought that making induction statutory had helped 'because schools have got to do it'. However, many said that their schools already had good induction practices, so that the difference between cohorts was not noticeable. A headteacher who had successfully supported many NQTs in the past, however, considered that:

'This new structure makes it much more rational and there's a clear pattern to what's going on, clear expectations.... We feel we've got far greater control of the way things develop under the new structure.'

- 7.4 NQTs also considered that induction support had helped their professional development, as Table 7.1 shows:

Table 7.1. NQTs' views of the contribution of statutory induction provision to their professional development.

| | A great deal | Quite a lot % | Not very much % | Not at all % |
|--|---------------------|----------------------|------------------------|---------------------|
| Contribution of induction support to professional development | 19 | 40 | 28 | 11 |
| How much progress has been made in teaching effectiveness during the year? | 59 | 34 | 4 | 1 |

Percentage of NQT replies, aggregated from cohorts 1999-2000 and 2000-2001. There were minor differences between the two cohorts.

Headteachers appear to appreciate what statutory induction has given NQTs and reported on the consequences of a lack of monitoring, support and assessment previous to its introduction. Many NQTs thought that the structure of induction had speeded their progress, enabling them to get to grips early on with aspects such as using assessment to inform planning. Some NQTs, however, commented that they did not consider that their induction entitlement had much part to play in their development, compared to other factors, such as experience, or ‘the atmosphere of the school, the supportiveness of the staff’. One example is the NQT who said:

‘I do feel that my teaching developed hugely throughout my first year, but I don’t think that this has any relation to the induction process. You learn as you teach and make mistakes.’

Elsewhere in this report the importance of the whole school setting as a learning institution is discussed. It is clear that a good and supportive learning culture across the whole school clearly benefits NQTs, and that they gain a great deal in such schools from staff development opportunities and school development activities.

- 7.5 Many headteachers and induction tutors thought that the structure of induction had accelerated the progress of their NQTs, enabling them to get to grips with aspects of teaching such as using assessment to inform planning, earlier than previously. Many thought that the policy had raised both the NQTs’ and their expectations of what should be achieved in the first year of teaching.

‘It has quite properly raised expectations that people will from a fairly early point be competent professionals who just lack experience, who don’t lack competence.’

The termly assessment meetings in particular were considered to have stopped people slackening off or ‘stepping off the ladder’ and kept them focussed. One headteacher said that ‘things aren’t being accepted which will turn into bad habits and [create] bad teachers.’

Some NQTs thought that induction had helped them be aware of the big picture, 'to consider all the different elements of teaching'. One NQT said it stopped her getting bogged down in the daily routine of teaching, concluding that 'left to yourself you get blinkered'.

Particular benefits of induction in helping the weak and the strong

- 7.6 Statutory induction appears to be particularly beneficial when NQTs encounter problems, because schools are required to observe regularly, diagnose problems and support new teachers in remedying them. Our research found instances where it had prevented NQTs failing as teachers and failing their pupils. A primary headteacher talked about how the induction procedures had turned someone who was failing in the first term, into not just a competent teacher but also a very effective one:

'Without this structured support...the pupils would have been having a horrendous time, because there would be a teacher struggling and no guaranteed way of identifying that there was a problem.'

In another case, the support, monitoring and assessment of the induction period convinced a very weak NQT that teaching was not for her.

- 7.7 There is some evidence that induction makes strong NQTs even more effective. One headteacher described an NQT as:

'The kind of teacher who had she been left alone would still have done a darn good job. But because of the induction input we've had the opportunity to fine tune what she's doing.'

In other schools, successful NQTs appeared to be neglected and left to get on with the job. Some felt this appropriate:

'It's a heck of a rigmarole especially for the good ones. I had a very good one last year who didn't get anything out of the (induction) process. In fact it held her back.'

The view in one school that we visited was that statutory induction had made their NQTs less professional and willing to take responsibility:

'They've very quickly taken on the idea of 'I'm only an NQT. I should not be expected to have to do this.' And quite rightly other teachers are saying, 'they're paid as a teacher, why are they not expected to do this?'

Groups are at risk of making less progress

- 7.8 NQTs whose job makes unreasonable demands were found to be at risk of making less than desirable progress, (see para.7.9). There were more

secondary teachers than primary teachers found to be disadvantaged in this way. Other groups at risk were those:

- in schools non compliant with the induction regulations
- in schools with weaknesses, identified by OFSTED or the LEA
- who start after September

- who move schools
- who work as supply teachers
- who work on split sites which limit access to formal and informal support

Unreasonable demands

7.9 The induction circular considers a job which makes unreasonable demands to be one that:

- a) does not demand teaching outside the age range and subject(s) for which the NQT has been trained;
- b) does not present the NQT with mainly very challenging behaviour;
- c) involves regular teaching of the same class(es);
- d) involves similar planning, teaching and assessment processes to those in which teachers working in substantive posts in the school are engaged;
- e) does not involve additional non-teaching responsibilities without the provision of appropriate preparation and support.
(DfEE 1999,p.26).

7.10 Our findings on each of the categories appear below:

- a) 10% of respondents taught pupils outside the age range for which they were trained, for a substantial period of time. Thirty-seven percent of secondary NQTs taught outside their subject, but only half of these said they had extra support. Clearly teaching an unfamiliar subject makes significant demands, particularly in terms of subject knowledge and planning.
- b) Half of our respondents considered that they taught classes with challenging behaviour. Nearly 20% thought that their classes presented 'mainly very challenging behaviour'.
- c) Almost all (97%) had regularly taught the same classes but 2% had not.
- d) Most NQTs had the same level of planning and assessment to do as other teachers. Some said that as new teachers they needed to plan in more detail. A few were asked to do things in more detail for their NQT portfolio of evidence against the standards.
- e) A large proportion (75%) of respondents had some non-teaching responsibility. Fifty-nine percent had just one extra responsibility:
 - 24% ran a school club
 - 29% were a form tutor or were involved with pastoral activities

- 6% had a curriculum co-ordination role.

Thirty-eight percent were involved in two out of three of these activities and 4% in all three. They clearly had an unreasonable workload.

7.11 Whilst it is encouraging that 97% had regularly taught the same classes, clearly some respondents had an excessive workload and unreasonable demands made on them. For example, they taught outside their subject/age range, had classes with ‘mainly very challenging behaviour’ as well as having several non-teaching responsibilities. Many felt the job stressful. One said:

‘Everything’s very pressurised and everything has to be done by a certain time and it has to be delivered then....So you get yourself in a state.’

One secondary NQT epitomised someone who had a bad experience in her first year, as we show in Table 7.2. At the end of the year she was contemplating not only leaving the school but the profession.

Table 7.2. The NQT’s job compared to what the induction circular lays down.

| NQTs should have a job that... | The NQT’s experience |
|--|---|
| a) Does not demand teaching outside the age range and subject(s) for which the NQT has been trained. | Compliance |
| b) Does not present the NQT on a day-to-day basis with acute or especially demanding discipline problems. | Discipline was a significant problem in the school. The NQT had great problems controlling the pupils and very little help. |
| c) Involves regular teaching of the same class(es). | Yes, but the NQT taught sixteen different classes a week and did not get the reduced timetable until half way through the year. |
| d) Involves similar planning, teaching and assessment processes to those in which teachers working in substantive posts in the school are engaged. | Had no head of department for the spring and summer terms and little help from her in the autumn term. The only other teacher in the department was part-time, so the NQT had to support supply teachers. |
| e) Does not involve additional non-teaching responsibilities without the provision of appropriate preparation and support. | The NQT was a form tutor, but had no support. |

Components of induction

The Career Entry Profile

- 7.12 The CEP was the least useful component of induction. This is explored more fully in Chapter 8. In many cases it quickly lost relevance and thus failed to fulfil its potential as a reflective, developmental tool, being regarded by many NQTs as unnecessary extra paperwork. This was sometimes the result of the CEP having low status in school and induction tutors not knowing quite what to do with it. It was not always seen as the keystone of induction, as one NQT said, ‘I soon found that things I was concerned about before I started teaching were no longer a concern.’

Setting objectives

- 7.13 Most NQTs set objectives for their development during the induction year but 7% did not set any. Although a small percentage, one must ask what was happening in those schools. The CEP is meant to be used to set objectives at the beginning of the induction period. Eighty percent our sample did use the CEP to set objectives for part of their induction period. A further 12% set objectives without using the CEP.

Secondary induction tutors said objectives were set more frequently with NQTs than primary induction tutors. No primary induction tutor said NQTs were set objectives more frequently than half termly while 16% of secondary induction tutors set them weekly or fortnightly.

- 7.14 Induction tutors were asked when objectives were set and NQTs how often objectives were reviewed. If we can assume that previous objectives are reviewed when new objectives are set, we can compare the perceptions of both groups, as in the following table:

Table 7.3. Setting and reviewing objectives.

| Induction tutors When objectives set | | NQTs How often objectives reviewed | | |
|---|-----|---------------------------------------|--------|--------|
| | | TERM 1 | TERM 2 | TERM 3 |
| Half-termly | 63% | 44% | 41% | 36% |
| Termly | 21% | 51% | 57% | 34% |

The NQT results have been aggregated from NQT cohorts 1999-2000 and 2000-2001. There were only minor differences between the two cohorts.

In this case, induction tutors clearly think that objectives are set more frequently than do NQTs, although the result may reflect the different way in which the question was set to both parties. However, this result could point to a misunderstanding by NQTs as to what constitutes setting objectives or to a confusion about the review meeting process.

Reviewing objectives throughout the year

- 7.15 The induction policy documents recommend that objectives are reviewed every half term with the induction tutor. As Table 7.3 above has shown, most NQTs had objectives reviewed termly rather than half-termly. The frequency of review meetings decreased over the year, with 44% doing so half-termly in the autumn term, but only 36% doing so in the summer term. There was no difference in this respect between the 1999-2000 and the 2000-2001 cohorts of NQTs, so the picture had not improved with time.

Our findings are similar to those of OFSTED and the FEFC. OFSTED found that the professional reviews were not taking place as intended with 'the majority' having them only once a term rather than every half term (OFSTED 2001c, para.40).

NQTs' perceptions of the usefulness of their action plans

- 7.16 Two-thirds of NQTs considered their objectives and action plans useful (15% found them 'very useful', 48% found them 'quite useful'). A quarter of NQTs found them to be 'not very useful' and 7% found them 'not at all useful'. They found that their objectives and action plans became a little more useful during the year than those set at the start. This may be because people get better at setting useful objectives with time, or perhaps the CEP distracts people from setting the most useful objectives. Some NQTs we interviewed indicated that they were initially passive in discussing objectives, and the action plans that would enable them to be met, but that they gained in confidence and became more assertive about needing more resources or courses to meet their objectives.
- 7.17 Two-thirds of NQTs found their objectives challenging. The third who did not find them challenging gave the following reasons:
- there were more pressing areas to attend to
 - they had been chosen for them
 - they were too easy

Many NQTs chose objectives which could only be fully met in the long term, such as improving ICT skills, control of pupils, or setting up a website. They carried objectives over to subsequent terms because they had not been fully met. Where objectives were specific, measurable, achievable, relevant and realistically scheduled, then linked to a good action plan, NQTs were more likely to achieve them in a half term, and to think that they were useful and contained the right degree of challenge.

There seemed to be two different sorts of objectives set, long term ones based on professional development and more specific ones set as a result of lesson observations. In some schools these were not related, and written in different places and sometimes lost. These issues are discussed in more detail in chapter 8.

Programmes of monitoring and support

Reduced timetable

- 7.18 All NQTs reported the reduced timetable essential to their induction, helping them to be more effective teachers. The management and organisation of the reduced timetable is discussed in Chapter 3. It is disappointing, however, that despite funding, 20% of NQTs reported that they did not get their timetable reduction. One wonders why, and how schools are spending the money. Those NQTs who did not have a reduced timetable were understandably bitter, particularly when they had to cover other classes.

‘I was denied a lot of my time out last term, and as a consequence I didn't meet some of my targets.’

Most NQTs thought that they spent the 10% release well. However, worryingly four out of every ten respondents considered that their release time had not been used very effectively. This is of great concern and is explored in further depth in chapter 3 on the role of the school, and chapter 9 in relation to cost effectiveness.

Individual Induction Programmes

- 7.19 Most respondents considered that they had a programme of monitoring, support and assessment that addressed their individual professional development needs. However, 20% did not have such a programme. This is a significant minority of teachers undergoing induction without a fundamental element of provision outlined in the induction policy.

Having objectives set during the induction period was influential on respondents' views of their induction programme. Of those that had objectives set, 82% thought their programme had addressed their individual development needs. When NQTs had not had objectives set, only 46% felt they had a programme that addressed their individual development needs.

- 7.20 NQTs were involved in a range of induction activities. Many of the NQTs we interviewed said that having a coherent package of activities, support, monitoring and assessment was useful. Overall most NQTs found being observed, meeting with the induction tutor and observing other teachers in their school the most useful. Table 7.4 gives fuller data, which is also considered in chapter 9 in relation to cost effective induction activities. The data in this table is from the 2000-2001 cohort of NQTs as the results of the 1999-2000 cohort were extremely similar (see Appendix). NQT respondents were presented with a list of activities and asked to rate their usefulness. The activities are listed in order of perceived usefulness.

Table 7.4. NQTs in cohort 2000-2001 perceptions of the usefulness of induction activities.

| Activity | Perception of usefulness for induction – Percentage of respondents (number out of 302) | | | | Never done |
|---|--|--------------|-----------------|-------------------|------------|
| | Very useful | Quite useful | Not very useful | Not at all useful | |
| Being observed with feedback | 53 | 36 | 7 | 2 | 2 |
| Meeting with your Induction Tutor or teacher | 39 | 43 | 11 | 5 | 2 |
| Discussing lessons observed with a teacher | 43 | 35 | 12 | 4 | 5 |
| Observing a teacher from your own school teach their own class | 46 | 31 | 7 | 2 | 14 |
| Doing pupil assessments and target-setting | 29 | 50 | 11 | 1 | 8 |
| Improving planning | 31 | 46 | 12 | 1 | 9 |
| Writing reports | 36 | 40 | 13 | 3 | 6 |
| Improving subject knowledge | 32 | 41 | 9 | 3 | 13 |
| Exploring resources | 34 | 39 | 10 | 1 | 14 |
| Preparing for parents meetings | 30 | 42 | 16 | 3 | 7 |
| Making resources and displaying work | 32 | 38 | 15 | 4 | 10 |
| Improving marking | 28 | 41 | 14 | 3 | 12 |
| Attending NQT sessions run by your LEA, a Higher Education Institution or other organisation. | 18 | 41 | 20 | 10 | 11 |
| Working with your SENCO | 23 | 34 | 12 | 2 | 29 |
| Observing someone teaching your own class | 18 | 16 | 3 | 1 | 61 |
| Observing teachers in other schools | 21 | 14 | 3 | 0 | 61 |

Non response included but not displayed as never represented more than 2%.

7.21 It is interesting to note the percentages of NQTs who had not conducted certain activities. For instance:

- 14% had not observed anyone teach in their school.
- 29% had not worked with the SENCO, in spite of induction standard D requiring them to do so in order to make an appropriate contribution to individual education plans (IEPs).
- 61% had not seen someone teach their class, but those who had found it useful.
- 77% of secondary school teachers, but only 45% of primary school teachers, had not observed in other schools.

These would appear to be missed opportunities.

Of all the activities, attending induction courses was the least popular with 30% saying they were not very or not at all useful. This is discussed at greater length in chapter 5.

Being observed

7.22 Being observed and receiving feedback on the lesson was the most useful activity with 89% of respondents describing it either as ‘very useful’ or ‘useful’. The views of this NQT were typical:

‘It’s vital. It’s just so informative having someone watch you teach because you can’t see everything and sometimes you don’t see what you do well, as well as the things you need to develop.’

It was considered ‘the most nerve wracking part but I think it’s the most effective’. Many spoke of it as a positive and constructive experience. One NQT we interviewed said that she ‘loved’ being observed:

‘I love showing my kids off as well...I choose my lowest sets...It raises their own self esteem and it makes me feel really proud of them.’

7.23 Induction guidance recommends that NQTs should be observed during their first four weeks of the induction period. One quarter of our respondents were not. The reasons for this were;

- there were too many other things to do at the beginning of the school year
- induction tutors thought that NQTs needed time to settle before being observed. This was often misplaced kindness
- induction tutors did not know that they should do an early observation

7.24 Eighty-three percent of NQTs had been observed and given feedback at least twice in the autumn term, compared with 13% who had not. During the spring and summer terms, the number of NQTs who had been observed twice each

term and given feedback was slightly less than during the autumn term, namely 74%. Two respondents said that observations took place on the last day of term with no notice.

One third of NQTs were observed by LEA advisers or inspectors. For one NQT this was such a valuable experience that she described it as a turning point: 'He boosted my confidence immensely.'

Meetings with induction tutors

7.25 The next most useful activity was meeting with the induction tutor, of whom many NQTs were fulsome in their praise. Most said that their induction tutor had been accessible to them when they needed support and guidance, but 14% said they had not, and 20% did not think their induction tutor gave useful advice. In several schools that we visited, NQTs and initial teacher education students were grouped together by senior members of staff and often shared training sessions. Such staff often referred to NQTs as students. NQTs resented this, feeling undervalued professionally.

Observations by NQTs

7.26 All the NQTs we interviewed found observing others very helpful. However, there was a wide variation in the number of observations that NQTs carried out. Nine percent of NQTs in cohort 2000-2001 had not observed any other teachers. This seems a significant missed opportunity. Table 7.5 shows that the frequency of observations of other teachers did not improve with time.

Table 7.5. Number of observations of other teachers' lessons made by NQTs.

| Number of observations conducted | % of NQT cohort 1999-2000 | % of NQT cohort 2000-2001 |
|---|----------------------------------|----------------------------------|
| 0 | 5 | 9 |
| 1-5 | 66 | 67 |
| 6-10 | 21 | 18 |
| 11-15 | 6 | 4 |
| 16-20 | 0 | 1 |
| 21-25 | 1 | 1 |
| Non response | 1 | 0 |

7.27 Lesson observations of other teachers has great value for NQTs' development as effective teachers. One induction tutor said that 'the NQTs have probably observed more staff this year than some people who have been here for six or seven years.' Our research found that most respondents conducted between three and five observations of other teachers, which is to be welcomed. However, it seems a disappointingly small number, considering the NQTs' opportunity to benefit from a valuable resource in their school.

Assessment

The Induction Standards: NQTs' views

- 7.28 In order to complete induction NQTs have to meet all the standards for QTS again and, in addition, meet the ten induction standards. They should be familiar with the induction standards and monitor their own work in relation to them (DfEE, 1999). The vast majority did so, however 11% of all respondents said they were not familiar with the induction standards by the start of their induction period.

Some NQTs thought that the standards lacked clarity and were inflexible in their wording, and they were unsure of what they had to do to demonstrate that they were meeting them.

‘To be honest I haven’t got a clear understanding of what the process is...they gave us this huge folder but it wasn’t really explained what we needed to do, whether we had to keep any evidence of things ourselves.’

This resulted in some NQTs being expected to keep files of evidence more appropriate to teaching practice students. A school which was part of a school centred initial teacher training scheme (SCITT). They appear to have treated NQTs like students rather than qualified teachers, asking them ‘to keep large portfolios of evidence against each of the standards. This included, for instance, logging all contact with parents as evidence for induction standard (g). NQTs in other schools did no extra paperwork for induction. The disparity between the two caused confusion and resentment. One NQT said that ‘the amount of paperwork and the...evidencing is absolutely over the top, way beyond what we should have to do.’

- 7.29 Seventy-seven percent of NQTs said that they evaluated their work in relation to the induction standards. Again, one wonders what the others did and how the school managed induction. It appears that they followed their own and the school’s lead in what they should be doing. For instance, a NQT in a reception class spent a great deal of her induction time getting certificates as a qualified swimming teacher and a first aider. Though useful, these were not directly related to the induction standards or to classroom practice.
- 7.30 Some found the induction standards useful, but others did not. A few NQTs in the case study schools thought that they repeated the QTS standards and this had repercussions for how they felt as professionals. They saw a contradiction between the expectation of the NQT to be a fully qualified and trusted professional and what they perceived as a way to catch people out. It could be argued that the induction standards are the most significant ‘carrier’ of this perceived government attitude.

‘The induction standards were like redoing the PGCE with several PGCE standards in one induction standard. The very idea of having to redo what you’d spent so much energy on PGCE was depressing.’

Some NQTs reported resenting that they had to go through another hurdle of assessment, particularly those who had done three or four year undergraduate teaching courses:

‘I feel that the induction process and CEP were a headache, extra bits of paper to fill in when you don’t have time...I trained for three years, isn’t that enough?’

Undoubtedly NQTs find the induction assessment stressful.

Induction tutors working with the standards

- 7.31 Some induction tutors and NQTs in the case study schools were unsure of how to interpret the standards. One said ‘it’s a sharp but very blunt tool too’. A very experienced induction tutor said:

‘I think there is a lot wrong with the standards. Standard A, I mean I can’t honestly say I have ever really understood. I think it means plan lessons ... It’s written in such a way that it could mean yearly targets, scheme of work for this unit, this lesson, the next five minutes.’

Another induction tutor spoke of an LEA induction tutor training course activity:

‘We take the standards and we get the group to work out what the standards mean in plain English ... Why is it necessary for teachers to interpret standards in order to be able to work on them?’

- 7.32 An induction tutor pointed out that working with the assessment standards was easier when the NQT was a good teacher:

‘Where you’ve got an NQT who’s on track and is doing well then the bureaucracy is little more than just a tick box exercise which has an in built element of reflection.’

Assessment against the standards was also viewed as useful for weak NQTs, in the words of one induction tutor:

‘If it’s sensitively handled, you can use that process to help them develop, and certainly in the cases of some NQTs it might be the way that they decide that it’s not the right career choice.’

Assessment meetings and reports

- 7.33 Survey results showed that the majority of NQTs had an assessment meeting at the end of each term (81%). Slightly more (86%) had an assessment report at

the end of each term. This suggests that a few NQTs (5%) had received an assessment report without an end of term assessment meeting. Other concerns included an NQT whose first term assessment meeting and report only took place at the end of the second term and also a few NQTs who had not seen their written reports, which was odd since the reports should be signed by the NQT.

- 7.34 One wonders what happened to the 14% of NQTs who did not have an assessment report at the end of each term and how the Appropriate Body kept track of their progress. It was not clear to NQTs whether they would pass their induction period satisfactorily or whether the outstanding paperwork would mean that they did not. In Chapter 5 we discussed LEAs' difficulties in getting in all the assessment reports from schools, and how some, since April 2001, had resorted to only releasing the £1000 per term funding when reports had been received.

Older NQTs were more likely to have had assessment meetings and reports. All but three of the sixty-three respondents over thirty-two years old in the 2000-2001 cohort had had them, indicating perhaps that NQTs who were mature and assertive received their entitlement.

- 7.35 Overall, NQTs were happy with their reports, with 93% considering them accurate. This can be celebrated as demonstrating a high level of skill by induction tutors. The 7% who thought that the assessment reports were not accurate is a cause for concern, as regular dialogue throughout the year should ensure that there are no surprises.

NQTs' perceptions of whether the support, monitoring and assessment helped

- 7.36 NQTs were asked to what extent the support, monitoring and assessment they had received during their induction period had contributed to their professional development. They considered that the support received during the year had helped them more than the monitoring and assessment (59% compared with 42%). One said that 'the support and encouragement...have helped far more than ticking boxes and filling in forms.'

Over half of NQTs thought that the support they had been given during induction had helped their professional development (19% said it had contributed a 'great deal' and 40% said 'quite a lot'). Thirty nine percent did not agree. (28% said 'not very much' and 11% said 'not at all'). This was either because they had not received sufficient support, or because they perceived that their support had not moved them on enough professionally.

- 7.37 Thirty-four percent of NQTs found the process of monitoring and assessment had been 'quite helpful' in their professional development and 8% thought it had helped 'a great deal'. However, most NQTs (57%), did not find that it had helped their development. Breaking down these results into primary and secondary phases reveals differences in NQT responses. Primary NQTs were more equally divided about the influence of monitoring and assessment, with 52% saying it had helped 'a great deal' or been 'quite helpful' and 48% feeling

it had been ‘not very or not at all helpful’. Secondary NQTs, however, were more negative with 66% asserting that it was not helpful.

7.38 NQTs who saw the monitoring and assessment process as a positive one gave the following reasons:

- it gave a clear and ‘official’ picture of how they were doing
- it was morale boosting to have strengths and progress officially recorded
- assessment against nationwide standards seemed fair and objective
- being monitored reassured NQTs that they were making progress

7.39 NQTs who saw the process negatively gave these reasons:

- repetition: the induction standards are too similar to those for QTS; objectives set were too similar to those for ITT; repetition of their initial training
- bureaucratic: causing unnecessary paperwork which nobody checked
- lack of appreciation, i.e. low pay for overly high expectations; no appreciation in the procedure of the difficulty of the job, particularly difficult in some schools
- NQTs felt judged rather than supported
- induction seemed like a barrier to the profession, not as a bridge
- stress was caused by the assessment process and the threat of failure
- seeing inconsistencies in how rigorously assessment is carried out in different schools

The ‘inconsistencies’ in induction provision were seen as a major factor in undermining the credibility of the standards. For example, many NQTs talked of ‘horror stories’ from other NQTs. One was relieved that her school ‘cared enough to do it right’ whilst simultaneously expressing concern that ‘many others got off lighter’. Some of these reasons are referred to again in Chapter 10 on the recruitment and retention of teachers, in the wider context of induction provision as a whole.

Chapter 8. Induction as a Bridge into the Profession

8.1 The induction policy was introduced to provide:

- all newly qualified teachers with a bridge from initial teacher education to effective professional practice
- a foundation for the long-term continuing professional development (CPD) of new teachers (DfEE 1999, para.1)

Thus induction is meant to be a bridge from ITE to the profession, leading into CPD, and fitting into performance management. This section will consider whether it has been successful, by looking at the points of view of headteachers, induction tutors and the NQTs themselves.

Transition from training to the first teaching year

8.2 Three quarters of state and independent school induction tutors thought that statutory induction had substantially helped professional continuity and progression. One fifth thought that it had helped a little and just 2% felt it had not helped at all. The views of induction tutors in sixth form colleges were similar.

8.3 However, NQTs were less positive. Nineteen percent thought that their induction support had contributed a great deal to their development, 40% thought that it had contributed 'quite a lot', 28% thought 'not very much' and 11% 'not at all'. NQTs were less positive than headteachers and induction tutors, about whether statutory induction had eased the transition between training and the rest of their career and professional development. Twenty-two percent thought that their induction programme had helped them build upon their initial Teacher Education (ITE) a great deal, 42% 'quite a lot', 27% 'not very much' and 8% 'not at all'. One third said that the school provision was limited in amount, or poor in quality and that this explained their slow progress. Comments such as 'I was left to it' and got assistance 'only when asked' were common. A further 28% thought that practising classroom teaching was more significant than induction support. Some of this group added that activities such as evaluating performance were part of all teachers' duties in their school anyway, and that being on induction made little difference. Ten percent had experienced 'weak' initial training and therefore induction had little to build upon. Only 5% said that activities involved with induction had been a burden preventing substantial progress. It is difficult to know whether these negative views would have been the same if these NQTs had not undertaken the statutory induction programme, that is whether they were due to difficulties inherent in the particular context of their first year of teaching.

8.4 Two thirds of NQTs were positive about induction building on their training. They gave the following reasons:

- a) In contrast to when training, they were now employed doing the full job and all aspects of development were directly relevant to their working contexts.
 - b) They had time to reflect, could evaluate their work, develop specifically targeted areas and continued to learn.
 - c) The quality of support helped progress. In particular, support from staff across the school as well as induction tutors and formal observation feedback sessions were mentioned.
 - d) They had gained in confidence.
 - e) Support for weak areas was gained.
 - f) They were not isolated. Talking to their induction tutor encouraged them.
- 8.5 The third who were negative about induction building on initial training gave these reasons:
- a) They had built upon their initial training but this was despite poor support.
 - b) Induction was a relatively small aspect of the job of teaching as a whole. It was the experience of doing the job that helped them.
 - c) Induction related paperwork added to fatigue.
 - d) The threat of not passing induction was an unnecessary distraction.

Career Entry Profile

- 8.6 Key elements of induction are the CEP, observations of NQTs, setting objectives and assessment against standards. The CEP was found to be the least effective part of induction. It was found to be ‘dispensable rather than an essential dimension’ and something that had not quite found its place in the system. It was described as being like a reference in celebrating strengths but less successful in identifying points for development, as people were wary of writing about weaknesses, and found such identification unhelpful for future development. Fourteen percent of both the 1999-2000 and 2000-2001 cohort of NQTs did not discuss their CEP with one or more members of staff at their school. We found that these were most likely to be men (30%) and secondary teachers (19%). One must wonder why such a large number of NQTs did not, since this is one of their responsibilities.
- 8.7 The CEP is meant to start off the whole induction process. We found that 20% of NQTs had discussed their CEP, usually with their induction tutor, ‘before the start of the first term’. Sixty-four percent had discussed the CEP ‘at the start of the first term’, but 8% had only done so ‘later in the school year’. This is worrying, since sharing the CEP after the start of the first term defeats its purpose. Induction tutors rarely read the Notes of Guidance which formed part of the CEP, because it belonged to the NQT and few tutors had their own copy.
- 8.8 The usefulness of the CEP depended greatly on how it was completed. Many NQTs completed it in a rush at the end of the training course, as a tacked on element, rather than an organic part of the training process. The worst

university practice found was where strengths and areas for development had to be chosen from a bank of statements. These were broad, not individualised and did not have relevance to the Foundation Stage curriculum. For instance, an NQT who knew she was going to be teaching a reception class had to choose this as an area for development:

‘More secure knowledge of the structures, concepts, content and principles of the National Curriculum programmes of study for geography across KS1 or KS2; increased personal knowledge and understanding of geography and how to teach it in primary schools.’

There were other examples of poor practice in identifying areas for development, such as instructions from university tutors to write only two, rather than four; defining them too blandly and vaguely, e.g. ‘A level’; expressing them in meaningless educational jargon; or producing the same ones ‘for a whole cohort of people’. This sort of practice is potentially damaging, since it can set NQTs off on an unhelpful path.

- 8.9 The best practice was found when NQTs completed them with a tutor, after detailed discussion about their final teaching practice. ‘I had definite aims.... It’s like the last bit that I haven’t quite done. It was something to keep me on track.’

Induction tutors wanted the CEP to act as an up to date reference: ‘It works better when it’s not just a self-audit, but it represents in fact an outsider’s perspective from the training provider.’

- 8.10 In many cases the CEP quickly lost relevance. This was sometimes the result of the CEP having low status in school and induction tutors not knowing quite what to do with it. It wasn’t always seen as the keystone of induction, as these NQTs’ comments illustrate:

‘It’s one of those documents that you hand to your induction coordinator on your first day and you don’t see again... There was a lot of fuss made over getting this document right for something that I haven’t seen since September...’

‘I didn’t find it as useful as I’d thought it would be. It’s very hard to know what your targets are going to be when you’re in your teacher training school because of lots that you need to change when you come to a different school.’

‘I soon found that things I was concerned about before I started teaching were no longer a concern.’

Our findings corroborate those of other researchers in the field. McLeod found that the introduction of the induction year ‘has done nothing to improve the somewhat patchy nature of this provision’ and that ‘providers and potential users lacked a shared understanding as to its purpose’ (McLeod 2000,p.43). The OFSTED research reported that only a half of secondary and one-third of

primary schools found the NQTs' Career Entry Profiles from their initial training to be useful as an initial pointer to training needs, and as a recording device. The FEFC research into the implementation of induction in sixth form colleges found that most NQTs provided their college with their CEP but that the quality of the CEPs was considered generally inadequate by almost all colleges and NQTs (FEFC 2001, p.14).

The role of the Career Entry Profile in setting objectives

- 8.11 Seventy-seven percent of respondents used the CEP to set objectives but others did not. Slightly more primary NQTs had done so (86%) than those in secondary schools (70%). Comments indicated that many NQTs did not physically write objectives in Annex C of the profile throughout the year, as is intended, saying that there was not enough space. OFSTED (2001) also found that it was not being used to chart progress across the three terms and to set targets. One induction tutor was critical of the layout of the CEP:

‘The way that it’s laid out it doesn’t seem to be part of something that you can make into a coherent body of paperwork. It would be much better not being part of that book for a start.’

This induction tutor suggested,

‘It would be much better as part of a portfolio of observations and meeting notes and the assessment forms, but all together with the target as well. The target setting gets lost, because of the way it’s stuck in that strange stripy book. By the time they get to November it feels babyish. It feels like something they left behind and that it's not part of the assessment that’s going on ... If the targets are important then the recording of and the meeting of targets ought to be part of the assessment forms and it isn’t.’

- 8.12 Induction tutors were unsure whether to set objectives for the areas identified for development in the CEP or whether to address what they considered more pressing needs. Best practice appeared to combine the two:

‘I think the most important thing is looking at the current situation for setting your objectives and your action plan, whilst bearing in mind the areas for development in the CEP.’

In the previous chapter, we discussed the two different sorts of objectives set: long term ones based on the CEP and more specific ones following from lesson observations. In some schools these were not related, and were written in different places. Induction tutors commented on the time wasted in having to transfer objectives set on observation feedback sheets to the action plan section of the CEP. Many did not record objectives in Section C of the CEP, saying that the forms did not provide room to write what was needed. This sometimes resulted in written objectives getting lost. Another complaint about this section was lack of room to record or review progress. This was considered to be a fundamental flaw. Induction tutors were also unsure

whether they should sign the objectives and action plans when they set them or when they had been completed.

- 8.13 Many induction tutors and headteachers commented that NQTs were used to setting themselves objectives from their initial training period, and that this gave them an advantage over some others in the profession. Some thought that more guidance was needed for both NQTs and induction tutors, in setting objectives and drawing up action plans.
- 8.14 Schools varied in the degree to which they helped NQTs meet their objectives. In some schools NQTs were left to meet them without any support. Others provided very supportive settings:

‘We have a commitment to help them reach those targets by providing appropriate development. Now that might be internally or it might be by sending people on appropriate courses.’

The system of setting objectives was described by an induction tutor as ‘proactive’:

‘Now we’re saying "make sure you make the most of your targets because it’s going to drive your professional development."’

Has statutory induction improved induction provision in schools

- 8.15 The vast majority of headteachers and induction tutors in state, special, independent schools and sixth form colleges believe that the introduction of statutory induction has improved the preparation, support and assessment that their institution provides for NQTs (see Chapter 3). The degree to which the statutory arrangements have improved provision in individual schools varies, according to what systems these schools already had in place. Statutory induction has had a bigger impact in independent schools than other institutions, because it seems that they had less established provision.
- 8.16 Overall, headteachers and induction tutors think that statutory induction has improved provision. They consider that it has formalised existing good practice and procedures, and led to a heightening awareness of the importance of meeting NQTs’ developmental needs, particularly by heads of department and senior staff. They also view accountability as an important feature. As one said: ‘It is good that schools are now judged on how they support NQTs’.
- 8.17 Lastly, we have considerable case study evidence of the effect which statutory induction has had on the whole school context of staff development, as well on the performance management agenda discussed later in this chapter (also see chapter 4). For instance a headteacher commented on the contribution which experience in assessment of NQTs brought to the school:

‘We were close to achieving Investors In People status so our induction processes were well developed. It has helped crystallise the assessment side.’

Induction as a bridge to the rest of the career

- 8.18 Nearly two thirds of induction tutors thought that induction had substantially improved continuity and progression into Continuing Professional Development (CPD). However, one third thought that it had not helped at all. We can compare this result with evidence on whether statutory induction had helped progression from ITE into the first year of teaching and say that statutory induction does improve transition from being a student teacher to being a new teacher, and that in the opinion of induction tutors, does so to a greater extent than it helps the transition to the rest of their career.

A higher number of NQTs than induction tutors (75%) thought that induction had provided a ‘bridge’ into Early Professional Development. Thirty percent were ‘very satisfied’ that it had provided this bridge, 45% were ‘quite satisfied’, 15% ‘not very satisfied’ and 9% ‘not at all satisfied’. Those who were negative thought that they had not been well supported during induction.

- 8.19 Most NQTs thought that their induction programme had prepared them to take responsibility for their own professional development in the future. Twenty-five percent said that it had done so ‘very much’, 47% ‘quite a lot’, 18% ‘a little’ and 8% ‘not at all’. Women were more likely to think this than men (75% compared to 52%). There are therefore indications that induction is operating to make prospective teachers confident that they will be helped to bond naturally with their chosen profession and become comfortable with its custom and practice.
- 8.20 Both NQTs and Induction Tutors voiced concerns about how ‘they would cope’ when induction support was withdrawn in the second year of teaching. One induction tutor was concerned about a particular group of NQTs who had developed an attitude of expectation and reliance on the support of others, believing that

‘some of the concessions (sic) are actually very useful to the NQTs in terms of their stress levels and in terms of teaching “tough” classes, but are actually a problem with regard to their professionalism’.

Nevertheless, there were indications that induction is operating to make prospective teachers confident that they will be helped to bond naturally with their chosen profession and become comfortable with its custom and practice.

- 8.21 A wide range of continuing professional development needs were identified. Many of these centred on subject leadership. However, needs at the end of the induction period were as individual as those set during induction, because teachers found themselves in different contexts and stages in their development. Several induction tutors interviewed said that former NQTs

were given significant responsibilities in their second year, such as the role of literacy coordinator. Increased demands of this kind give these second year teachers particular developmental needs. Without good support and training such demands may prove too great for second year teachers, particularly where their schools have weaknesses.

The development of pilot early professional development schemes (EPD) is to be welcomed therefore. In September 2001 one of our case study LEAs was selected as part of this £25m project for teachers in their second and third years of teaching, which aims 'to strengthen the skills of the next generation of teachers'. The funding it receives from the DfES to run a pilot EPD scheme has enabled it to give schools £2000 per year for the professional development of every second year teacher.

Performance Management

8.22 From September 2000 schools had to implement a new performance management system. It includes:

- agreeing annual objectives for each teacher, including objectives relating to pupil progress and ways of developing and improving teachers' professional practice
- for headteachers, objectives relating to school leadership and management and to pupil progress
- monitoring progress and classroom observation of teachers during the year
- an end of year review meeting, which involves an assessment of teachers' overall performance, taking account of achievement against objectives, agreeing objectives for the coming year and discussion of profession development opportunities/activities

8.23 Everyone we interviewed felt positive that induction had created a bridge between initial training and performance management. The similarities raised by respondents are summarised in table 8.1.

Table 8.1. Similarities and differences between induction and performance management.

| Performance management structure | Induction similarities | Induction differences |
|---|---|---|
| Every teacher has a team leader | Every NQT has an induction tutor | |
| Annual objectives for each teacher | Objectives are set | Objectives set half termly |
| Objectives relate to pupil progress and ways of developing teachers' professional practice | Objectives relate to developing NQTs' professional practice | Objectives do not relate to pupil progress |
| Teachers develop professional practice | NQTs develop professional practice | NQTs have a 10% reduced timetable for professional development activities |
| Monitoring of progress and classroom observation of teachers – at least one observation a year | NQTs monitored and observed | Half termly monitoring of progress including classroom observation– at least six a year |
| End of year review meeting involves an assessment of teachers' overall performance, taking account of achievement against objectives, agreeing objectives for the coming year and discussion of profession development opportunities/activities | NQTs also assessed | Review meetings every half term. Formal assessment meetings at end of each term. |
| Using performance review outcomes to inform pay decisions. | Outcomes relate to whether NQTs can stay in the profession | No link to pay |
| Statutory | Statutory | |

There is strong evidence from all respondents, that statutory induction fits well into the implementation of statutory performance management, which was taking place for the first time during the time of our research. The process, 'the whole philosophy', as one induction tutor said is thought of as 'a logical progression', which means that 'NQTs are ahead of the game with regards to performance management procedures.'

A headteacher described induction as ‘a nice soft way of performance management’, which would mean that it would ‘hold no terrors for them’.

Staff doing NPQH and LPSH training saw ‘a continuity right from the beginning, right the way through, and there are clear expectations of teachers at each stage of the profession.’

- 8.24 Respondents said that their implementation of performance management was informed by their having implemented the requirements of statutory induction. Induction tutors were seen to be well placed to be team leaders, since both roles required experience in observation, monitoring and setting objectives. More than one school used induction as a basis for explaining performance management and used NQTs’ experiences to train the rest of the staff. ‘They spoke about their observations, having feedback, how it supported them, having targets set.’ Performance management was seen to plug a gap in providing structured support and monitoring for teachers after their induction year, when previously it had been ‘fairly hit and miss’ and a time when some teachers lost impetus in the development of their practice.
- 8.25 Other induction tutors and headteachers considered induction and performance management to be quite different. They view induction as an entitlement to quality professional development for their NQTs and performance management as more of an appraisal tool. These respondents saw that performance management was of great benefit to the management of the school, but the extent to which it would enhance an individual teacher’s professional development would depend upon the extent to which the school could provide the time and resources for them to meet their objectives.
- 8.26 NQTs were seen to be in a good position to provide evidence for their future threshold applications, because they were used to being assessed against criteria and many had kept portfolios or induction folders. These varied in size and in how seriously they were taken. At one extreme, NQTs had kept evidence of meeting all the QTS and induction standards.
- 8.27 Conclusions about the relationship of induction to professional development are made in chapter 11, where the issues discussed in this chapter are related to a wider educational perspective. Recommendations relating to the career entry profile and professional development portfolio are made in chapter 12.

Chapter 9. Cost effectiveness of the mechanisms for delivering induction

Introduction

- 9.1 Between September 1999 and April 2001 funding for implementation of statutory induction was uneven. New funding arrangements from April 2001 give schools £1,000 per term per NQT, to spend on the induction training and support programme. A main finding of the OFSTED inspection of the implementation of induction was that ‘there is no apparent clear correlation between the level of funding provided (to schools) and the quality of the induction arrangements in the individual schools.’ (OFSTED 2001, pg. 1.) Our research found good induction practice in schools with varying levels of funding, prior to April 2001. However, various elements of induction provision have differing costs attached to them. The 10% release time is an obvious example, and not to be underestimated is the cost of providing induction tutor time. As was discussed in Chapter 4, whether the school calculates the cost of this time or not, there are always costs implied in providing teacher time. If the school does not calculate the cost of the time and expects the induction tutor to fulfil the role as a component of their job, it is the induction tutor who carries the cost of the time used, in terms of other school commitments, the induction programme itself or possible work overload. This chapter sets out our findings on how schools have been spending their money
- 9.2 The chapter considers the views of headteachers, induction tutors and appropriate bodies on the cost effectiveness of the various components of their induction programmes and correlates these views with those of the NQTs on what has constituted effective induction activities. A report is given on the most cost-effective activities overall and an estimate is given of the costs of the different elements involved.
- 9.3 Different perspectives on what constitutes ‘cost effectiveness’ were evident in respondents’ replies. Many referred to ‘cost’ whilst others referred to ‘effectiveness’ but most showed difficulty in evaluating ‘cost effectiveness’ itself. We report these respondents’ views and interpret our findings. In so doing, we define ‘cost effectiveness’ as ‘value for money’, by correlating the cost of the component with respondents’ answers to other questions about the effectiveness of the component in helping NQTs to fulfil the requirements of statutory induction and in contributing to their wider professional development. (We reported these results in detail in chapter 7).

Schools’ financial arrangements

- 9.4 Funding arrangements vary within institutions but in all sectors surveyed the budget holder is a senior teacher or manager. In schools this is generally the headteacher (95%). A small minority of deputy heads in primary schools held

and managed this budget (5%), whereas the proportion was 25% in the secondary schools.

- 9.5 No independent school receives funding from the DfES and in this sample the money spent on induction comes from general school funds. In three schools there was no specific induction budget. In other schools the budget holder was predominantly the headteacher.

A case study example of induction spending

- 9.6 One of our case study primary schools had very good induction practice and it is worth considering in detail how the school managed the funding to support this good practice. The head described how the funding for three NQTs allowed him to release an induction tutor from classroom teaching. She was then available to cover NQTs' classes and those of other teachers, as well as her lesson observations, meetings and monitoring. She was also the Excellence in Cities coordinator and used the knowledge and expertise she gathered to disseminate good practice to the whole staff. She said:

‘If you want a quality job, time is the most important resource.’

- 9.7 The head saw this as a cost-effective arrangement. He used much of his induction budget for this release and supplemented the other activities from other budgets. He concluded:

‘I think the funding is nominal...insignificant and doesn't make any difference at all to the way you plan the budget. .. The budget is secondary to the quality of input NQTs get.’

He also commented on the pressures that curriculum responsibility puts on NQTs, in terms of SATs results. He thought that funding should be adequate to allow the school to pair them with an experienced mentor to do team teaching as much as possible. He recognised that this was ‘a luxury’ but said that with recruitment and retention difficulties more funding should be put into the NQT year to enable such arrangements.

- 9.8 The school's induction tutor, prior to £1000 per term, said that although the money funds release time,

‘anything extra we've just paid for out of the school budget, but it's under headings like school improvement, the school improvement agenda, raising achievement agenda and it fulfills those particular heading so I haven't consider it wasted money, but clearly there ought to be sufficient money to enable what is statutorily demanded or required.’

- 9.9 Other case study data shows how schools with effective induction practice have targeted the induction budget to the needs of the NQT according to school-wide priorities. Heads consider this to be an effective use of the induction funds. In addition, the majority of heads interviewed stressed the importance of the work of the induction tutor. It is not easy to calculate the

costs of providing this, or the more subtle, hidden costs of not providing it, for the reasons specified in the case study discussion.

The different elements of provision

Release time

- 9.10 Release time for all teachers involved in induction often involves cover costs. At the time of our research supply agencies charged between £120 – £180 depending on the geographical area. The inner cities cost more than other areas. Costs are also rising rapidly because of teacher shortages.
- 9.11 We calculated the spending power of the £1000 per term per NQT, taking the 10% release time into account. This time has to be costed, either to pay for supply or to transfer into the staffing budget, where the NQT has designated, timetabled non-contact time. Our calculations showed that the 10% release time is covered by the funding, but very little is left over, as the following suggests:

Additional employer costs to salaries are usually calculated at 16%. Real salary costs vary between £18,604.08 p.a. and £26,680. p.a. This is calculated at one end of the scale, (at April 2001), for an NQT on the starting salary of £16,038 p.a. with no points for previous experience or recruitment and retention, and no local allowances. The other end of the scale represents a good honours graduate starting at £17,001 p.a. with 2 points for recruitment and retention, which are paid by some schools, particularly in areas with staffing shortages. Some NQTs also gain points for previous experience and there may be local allowances, such as £3000 London weighting.

Replacing ten percent of this time can cost a school approximately between £1,860 p.a. and £2,660 p.a. This leaves a variable sum for all the other elements of an induction programme. In some schools there may be as little as £300 left over, whereas in other schools there may be much more.

Using the daily rate for a cover teacher of between £120- £180 per day and calculating the school year as 38 weeks, the cost of giving ten percent release time would be between £2280 and £3420 p.a.

- 9.12 The induction tutor's time does not appear in this calculation. As mentioned above, these costs are absorbed by the school, if time is made available, or by the induction tutor, if no non contact time is available.

Thus, the £1000.00 per NQT per term can fund release time but there is little left over for other elements of the training and support programme. Costs for the 10% release time are significantly higher in some areas than in others, but this is not reflected in the funding of £1000.00 for all.

The LEA/AB service agreement package

- 9.13 Costs to schools to buy into these can vary from between £150 and £450 and can include a range of elements, such as monitoring and assessment visits, support for induction tutors, courses for NQTs. (Refer to Chapter 5). Given the high costs of releasing teachers from timetable, the provision in these service agreements is an important factor in the costs of induction to individual schools and colleges.

Courses (other than LEA run)

- 9.14 These may be used to supplement needs, for example in subject specialisms. They cost in the range £150 - £200 per day. NQTs did not rate these as particularly useful and other respondents did not see them as particularly cost effective. Given that there is very little funding left over after cover and staffing costs are paid, these can seem a most expensive luxury and very few NQTs attend them.

Lesson observation by NQTs

- 9.15 This may have less cost implication if the observations are done in the 10% release time or other non contact time, since this is already funded from the induction budget.

Lesson observation of NQTs, informal meetings, review/assessment meetings.

- 9.16 These elements are hard to cost given that the time of induction personnel is given when required, and not strictly calculated on an hourly basis. Case study evidence suggests that time is given over and above the funding available.

Views of the different respondents

Headteachers

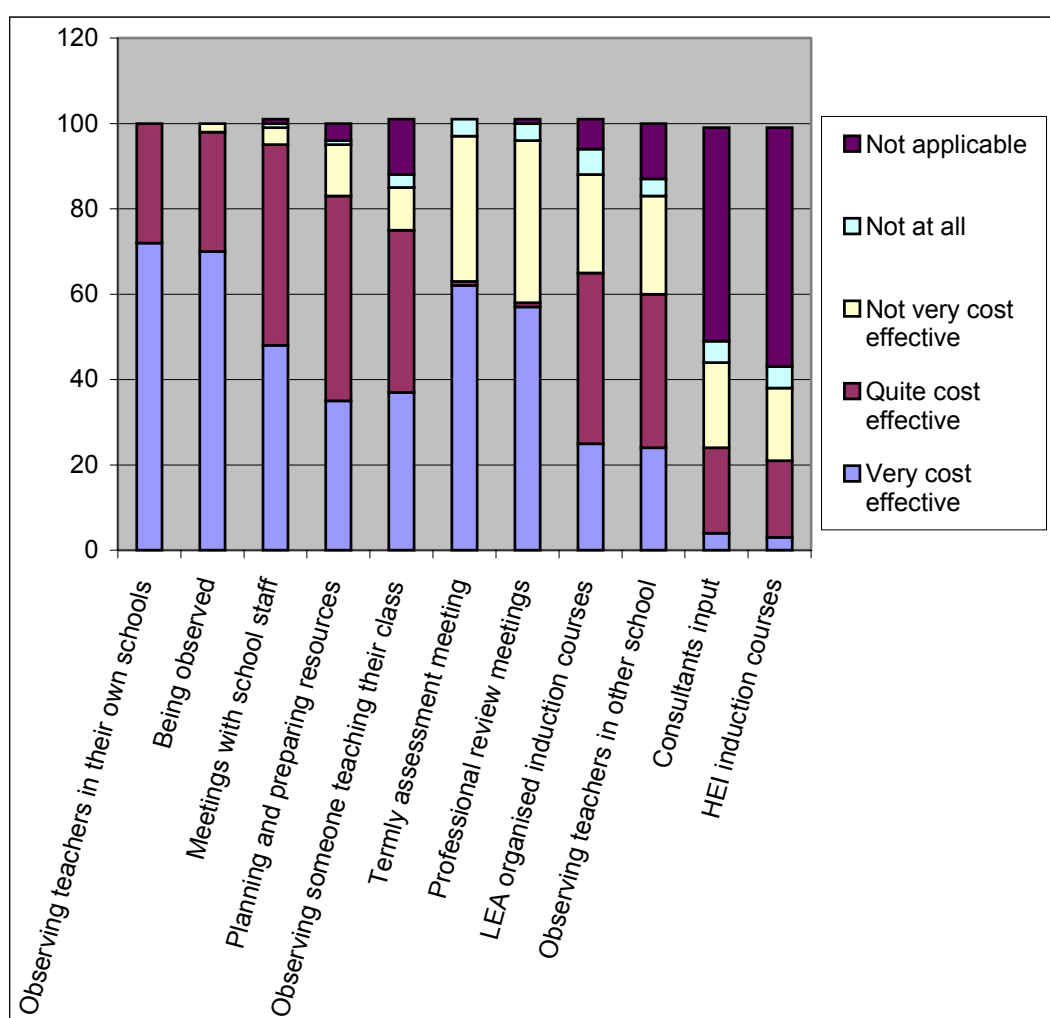
- 9.17 Headteachers were asked: 'In your experience/view, when budgeting for induction what kind of activities constitute good value for money? The ratings and views expressed were similar for all heads and principals surveyed in all sectors and phases. They follow below in rank order of perceived value:
1. Observations of other teachers: in the school/college itself, or in other schools/colleges, including beacon schools. Many heads mentioned that the purpose was to observe 'good practice' and 'then to follow it up with the mentor'. 'They get a kind of bench mark of what to expect'.
 2. Courses, most of which were defined as LEA courses.
 3. Meetings between the induction tutor and the NQT. ('Having quality time').
 4. NQTs networking with NQTs from other schools

9.18 Interestingly, courses are the most expensive induction activity, but are perceived by heads to be cost effective. In general, a high proportion of the sorts of activities the headteachers were advocating as good value for money took place outside the NQTs' immediate context of their own school or college. It is interesting to compare this perception with the views of NQTs and induction tutors, which are outlined in the next two sections of this chapter.

Induction tutors' views

9.19 Induction tutors from a range of schools and sixth form colleges were asked to consider the cost effectiveness of 12 different activities which tend to characterise most schools' induction programmes, and to rate the value for money they represent on a 4 point scale. Figure 9.1 shows the state school induction tutors' ratings. Results from all respondents was similar. Any differences are reported below.

Figure 9.1. Induction tutors' ratings of activities in terms of value for money (Percentage of ITs).



Due to rounding percentages may not sum to 100 across rows. Results displayed as a valid percent - that is non-response and 'other response' omitted.

9.20 It is worth noting that induction tutors rated the seven activities which take place within the NQT's own school to be more cost effective than the four that take place outside it. Evidently going off site has time, energy, transportation and financial implications. Most importantly staying on site means that learning is done in the NQT's particular context. These two reasons may combine to explain this clear pattern. The most costly elements of provision are consultant and HEI courses. These two activities were marked as 'not applicable' by the largest proportion of respondents. This may be a reflection on their cost, or their deemed suitability, or that schools had not considered these options. Of those who had used this provision, only a small percentage of induction tutors rated them 'very useful' compared to responses for other activities, and so it is not the case that the perceived quality matches the high cost.

9.21 Two forms of lesson observation were rated the most cost effective:

- **Observing teachers in their own schools** was the most cost effective activity of these, with 72% of respondents describing this as very cost effective and 28% as quite cost effective.
- This was closely followed by **NQTs being observed** and 70% felt this was very cost effective and 29% thought it was quite cost effective.

9.22 Three points are worth noting:

1. Observations of NQTs involve releasing one member of staff from their own classes and so involve cover. Where schools have given the induction tutor or another member of staff, timetabled time to do these observations, the costs are carried in the school's staffing budget. So even where release time is not paid for directly, there will be costs to a school, or to an individual teacher, if these observations are made in his or her timetabled non-contact time. This is often the case, as our case study data reveals.

2. Observations occurring outside the school were deemed to be cost effective by the majority of induction tutors but to a lesser degree than NQTs observing teachers inside their own school. This contrasts with the headteachers views, cited above, that observation in other schools was more important and cost effective. It is to be noted that around a third of the independent school induction tutors surveyed, compared to 9% in the state sector, rated these observations to be cost effective. Perhaps they think that there is a danger of isolation for NQTs in their schools.

3. The termly assessment meeting and professional review meeting were seen to be very cost effective by approximately 60% of respondents to the survey but not very cost effective by approximately 35% , which is markedly larger than for other activities. There is therefore a divergence of views on this.

9.23 Two further points on our data are worth considering:

1. When comparing the views of headteachers and induction tutors on this matter headteachers were asked to suggest ‘what kind of activities constitute good value for money’ when budgeting for induction. Induction tutors, however, were given a list of activities and asked to rate them on a four point scale. However, it is still interesting to note that headteachers thought that NQTs observing other teachers was one of the most cost-effective induction activities, whereas induction tutors placed ‘being observed’ and ‘observing teachers in their own school’ almost equally highly in this regard.

2. The majority of induction tutors rated the termly assessment meetings and the professional review meetings as very cost effective, but the headteachers did not mention them particularly. Clearly induction tutors are closer to the day to day management of the NQT’s induction programme than headteachers, and in many cases have a different perspective on what constitutes cost effective induction activities. From further evidence of the induction tutor’s role, as discussed in Chapter 4, it might be concluded that the elements of statutory induction as defined in the circular have to be experienced on a day to day basis, for a full understanding of their potential to drive forward an individual NQT’s development. The induction tutors are in the position to understand this.

Appropriate Bodies’ views

9.24 Personnel responsible for statutory induction in the Appropriate Bodies were asked to rate a number of different activities typically undertaken by NQTs. The list was similar to the induction tutors’ list, although the school-based activities were not itemised in the same amount of detail, i.e. ‘the NQT being observed by an experienced teacher and then given feedback’, was not included, although ‘meetings with the induction tutor or other staff (excluding professional review)’ was. These meetings would include feedback about lesson observations of the NQT. Figure 9.2 gives the results, which are presented in rank order with ‘most cost effective’ at the top. Results in Columns 1-4 show the percentage of respondents for each category.

Figure 9.2. Appropriate Body responses on what constitutes cost effective induction activities (Percentage of Appropriate Bodies).

| Cost effectiveness Activity | Most cost effective % | Quite cost effective % | Not very cost effective % | Least cost effective % | Rank Order | Rank order grouped. (See below chart) |
|---|-----------------------|------------------------|---------------------------|------------------------|-----------------|---------------------------------------|
| NQT observing teachers teaching in the NQT's own school. | 67 | 23 | 2 | 0 | 1 st | 1 st |
| NQT seeing another teacher teach their own class. | 46 | 27 | 12 | 2 | 2 nd | 2 nd = |
| In-school activities such as working on resources or with a SENCO. | 42 | 41 | 5 | 3 | 4 th | 2 nd = |
| Meetings with the induction tutor or other staff (excluding professional review). | 41 | 38 | 10 | 1 | 3 rd | 2 nd = |
| NQT observing teachers teaching in other schools. | 39 | 37 | 13 | 1 | 5 th | 2 nd = |
| LEA organised induction courses/days. | 27 | 53 | 10 | 1 | 6 th | 6 th |

Non response included in N (N=93) but not displayed on table.

- 9.25 The results are complex, the rank order is debatable and interpretations based upon this data need to be made with care. The final column has been added to compensate for some of these issues and it brings to the fore that 'NQTs observing teachers teaching in their own school' is considered by the greatest number of Appropriate Body representatives to be the most cost effective of these activities. Also, the least cost effective by a significant margin is, perhaps curiously, 'LEA organised induction courses/days'. The results for the other activities are deemed to be so similar as for there to be no significant difference between them, hence the same rank order of 'second equal' for four activities. Data gathered from elsewhere in the questionnaire returns suggests that LEA course are considered important but might be seen as a 'luxury' rather than a 'fundamental' of school experience, i.e. other activities address needs at a more individual level.

Overall cost effectiveness

- 9.26 Taking into account the views of all respondents (which include their understanding of cover implications), it is possible to give an overall perspective on the cost effectiveness of the various components of the induction programme.

Lesson observation

- 9.27 The most cost effective induction activity is lesson observation of all kinds. This was also a conclusive finding from the case study interviews. Regarding lesson observation on NQTs, the general perception of the cost effectiveness of this element by schools and Appropriate Bodies will have taken the hidden costs of the release time into account. It is considered good value for money. Also it is known that induction tutors are prepared to contribute their time over and above what is costed as their release time. OFSTED found that 'NQTs found the most useful parts of the induction programme were feedback following observations of their teaching, progress reviews and target-setting'. (OFSTED 2001, Para 35). It is encouraging therefore that this process of activity and feedback is also seen as cost-effective. Again, the quality and skills of the induction personnel are crucial (see Chapter 4).
- 9.28 If we compare the views of NQTs from both cohorts surveyed we again find both kinds of lesson observation to be the highest activity on the list. Almost 90% in both cohorts rated as 'very useful' or 'useful' having an experienced teacher observe them teach and then giving them feedback.

NQTs rated observing a teacher from their own school teach their own class next highly (over 80% in both cohorts rated this as 'useful' or 'very useful'). The Appropriate Bodies respondents also rated this activity as second most cost effective, (43% said 'most cost effective'). Interestingly, the induction tutors and headteachers/principals also viewed this activity as cost effective but did not rate it as highly on their scale of 'cost effectiveness' as did the NQTs on their scale of 'usefulness for induction'. This may suggest that induction tutors and heads/principals do not always appreciate the value which NQTs perceive from seeing an experienced teacher teach a class which they themselves teach. It is possible that the potential for this kind of activity is not fully exploited in schools.

- 9.29 It has been noted throughout this report how important it is for the NQT to fully explore and exploit the particular context in which they are working, as this can differ much from school to school. Interestingly lesson observation of teachers in other schools was much more highly rated by primary than by secondary teachers. (32% of primary NQT respondents rated it 'very useful', compared to 9% of secondary NQTs). In a large school, with a variety of practice, there may not be the same need to go outside the school, as there is in a smaller establishment. In any case, this kind of 'good practice' lesson observation provision needs to be made.

Informal meetings with induction tutor and school staff

9.30 All meetings other than review and assessment meetings came next in ranked order, as most cost effective. They were rated as ‘very useful’ or ‘useful’ by the majority of NQT respondents, (over 80% rated as ‘very useful’ or ‘useful’.) This was borne out by appropriate body respondents, of whom 73% said they were ‘most’ or ‘quite cost effective’. Ninety-five percent of induction tutors rated meetings with school staff as ‘very’ or ‘quite cost effective’ which is approximately 30% higher than meetings for professional review and termly assessments. This underlines how important it is for NQTs to have the opportunities provided for such meetings, and for schools to ensure that all staff are trained and updated in the statutory induction procedures and requirements. It underlines the fact that schools with a developmental culture, an open and enquiring stance on educational issues and good communication between staff, provide a good ‘value for money’ induction environment.

Courses

9.31 Of all the activities freely mentioned by respondents or suggested by the researchers, courses provided by consultants or HEIs were rated lowest in terms of cost effectiveness. Appropriate Body courses scored highest in this rating, by a very small margin. Primary induction tutors rated LEA courses more cost effective than secondary induction tutors. (Forty percent said very cost effective, compared to 20% in the secondary sector). Induction personnel in the Appropriate Body telephone interviews reported difficulties in putting on a range of subject specific courses to target subject knowledge and application across a range of NQTs in the secondary sector. Primary induction courses tend to be more generic and therefore more appropriate to NQTs needs in this sector, since primary teachers teach across the whole range of national curriculum subjects.

Some NQTs were critical of courses. One described her LEA NQT conference as ‘a complete and utter waste of time and waste of the funding provided for us’. This confirms OFSTED’s findings (OFSTED 2001, para. 15– 6).

Do schools regard the 10% release time as being used well for induction activities?

9.32 Evidence from headteachers and induction tutors suggests that schools view the 10% release time as cost effective in terms of induction activities. This does not just apply to specific induction activities but also to the 10% reduction in timetable i.e. because of the added ‘planning and thinking time’, which one induction tutor said was vital in the first period of teaching. ‘It’s money well spent’.

9.33 It could indeed be argued that so much of the normal school and classroom routines are new to the NQT that any activity, such as assessing pupils’ work, lesson planning and marking, could be described as induction activities, providing that the NQT is given support and guidance with them. There is much evidence from the case studies to show that NQTs take this view, and

we have quoted evidence in chapter 4 about the amount of informal as well as formal meetings between NQTs and other staff.

In one school where the programme for the release time is not strictly filled by the induction tutor, the NQT keeps a log of her release time, spent largely, it turns out ‘on SEN, reading and monitoring children’s records and writing IEPs.’

9.34 In the questionnaire to NQTs they were asked to rate the effective use of their release time for induction activities on a 4 point scale. The results across both cohorts surveyed were very similar and an aggregated percentage of NQT’s replying to each category is given in table 9.3 below:

Table 9.3. NQTs’ use of 10% release time for induction activities.

| How used | % of NQTs |
|-----------------------|-----------|
| ‘very effectively’ | 18% |
| said ‘effectively’ | 40% |
| ‘quite ineffectively’ | 28% |
| ‘ineffectively. | 10% |

Percentage of NQT replies, aggregated from cohorts 1999-2000 and 2000-2001. There were minor differences between the two cohorts.

There was a strong positive correlation between the effectiveness of use of release time and the level of provision of activities in release time:

- The majority of the teachers who stated that their release time was used either ‘very effectively’ or ‘effectively’ had programmes of activities lasting throughout the year.
- The majority of teachers who stated that they used their release time either ‘effectively’ or ‘quite ineffectively’ only had occasional activities provided.
- The majority of teachers who stated that they used their release time either ‘quite ineffectively’ or ‘ineffectively’ had no activities provided.

Thus, although this is a crude measure a trend is discernible, i.e. the higher the level of provision the more effective the use of that release time. There are evidently good reasons why schools should make sure release time is properly used for induction activities, related to issues of equity, entitlement and good practice, as well as value for money.

9.35 Release time is also connected to finance through the practice of NQTs being used to cover absent teachers’ classes in what would be their release time. As one respondent put it, ‘10% reduction timetable [should be] given as a ‘right’ unless special circumstances dictate it is not possible. Often this time is taken

away as cover is not provided.’ Evidence suggests a significant minority of NQTs do lose release time for cover.

- 9.36 This chapter has reconsidered some of the elements of induction which have been touched on in previous chapters, here discussed specifically in the context of cost-effective provision. The following chapter also covers some of these elements, but this time in the context of the recruitment and retention of teachers in the profession.

Chapter 10. The impact of induction on the recruitment and retention of NQTs

Introduction

- 10.1 The chapter evaluates the impact of statutory induction on the recruitment of teachers. It goes on to consider its effects on NQTs' decisions about staying in the schools in which they undertake statutory induction, and on retention of the teaching force generally.

According to the circular induction is intended to provide NQTs with a 'bridge from initial teacher training to effective professional practice' and 'provide a foundation for the NQT's long term continuing professional development and career development' (DfEE, 2000, para 1). Induction is intended to effect recruitment and retention of teachers by supporting them through their first year and by establishing them on a clear career path. The General Teaching Council agree that induction, when understood as part of early professional development, can help to improve teacher retention; encourage teachers' career-long commitment to their own professional development, and support a culture of professionalism in schools (GTC 2000,p. 3).

- 10.2 It is important to set our own findings against the wider context of the current situation of recruitment and retention in teaching. A recent study of teachers' experience and attitudes carried out by Demos and the National Union of Teachers (Horne 2001a) suggests that low pay, increasing workload and stressful conditions are highly important, though partial, factors contributing to the acute recruitment and retention problems which the profession is facing. Lack of professional autonomy and inflexible working patterns also contribute to the relative unattractiveness of teaching, according to this research (Horne, 2001b, p.17). Liverpool University's Centre for Education and Employment Research carried out an independent study, for the National Union of Teachers and reached similar conclusions. This study identifies workload, pupil behaviour, constant and imposed change and salary levels as key issues relating to recruitment and retention. (Smithers & Robinson 2001). Nevertheless induction, insofar as it is part of what is perceived as the conditions and terms of service, may have a bearing on how joining the profession is portrayed and perceived by schools, LEAs and teachers themselves. The relative attractiveness of the profession to prospective members is influenced to some extent by early impressions. The numbers of NQTs in each school, use of temporary contracts and employment of NQTs as part time teachers were investigated in Chapter 3. They have not been analysed here, although it is useful to note that the use of temporary contracts for NQTs may have a detrimental effect on the way in which the NQTs view their initiation into the profession and thereby have a bearing on the retention of NQTs into the profession. Finally, the NQT drop out rate is analysed, in the context of the findings in this chapter.

The impact of induction on recruitment

Experiences and attitudes of NQTs

- 10.3 Whether a sense of achievement and satisfaction from teaching is sustained during induction is probably dependent on whether NQTs are recruited into the profession as registered teachers or merely passing through to something else. So, under the new statutory arrangements for induction did NQTs enjoy their first year? NQTs in the 2000-2001 cohort were asked how much they were enjoying their first year of teaching. Eighty one percent of respondents enjoyed their induction year either 'very much' or 'quite a lot' (43% and 38% respectively). Sixteen percent of NQTs said they had enjoyed the first year 'a bit' and only 1% had 'not enjoyed it at all'.
- 10.4 It was clear that the extent to which respondents had enjoyed their year could be related to a number of factors, including to what extent they felt their induction tutor had been accessible, the use of their CEP and the discipline of their classes. For example, of those that said their induction tutor had been accessible for support and guidance, 49% said they had enjoyed their first year 'very much', compared to 13% when the induction tutor had not been accessible. Patterns were similar for the other two factors mentioned. Those who had discussed their CEP with their school were more likely to have enjoyed their first year teaching, as were respondents who had said that their classes' behaviour was either 'quite compliant' or 'mainly compliant'.
- 10.5 At one end of the spectrum were those for whom the induction period was clearly immensely enjoyable and deeply rewarding. Commenting on this one NQT reported:
- 'I came into the year wondering what it was going to be like and, from teaching practice, thinking it was going to be really stressful, and there was going to be a lot of work involved. But I've actually found it easier because of the support the induction programme has given us. ... It has been really structured, we've had everything that we're supposed to have from the programme. It's been completely negotiated between ourselves and the induction tutor. ... It has made a huge difference to how much I was going to enjoy my first year in teaching.'
- 10.6 Many NQTs generally recognise the relationship between their experience of the first year in teaching and their motivation to join and remain in the profession. This is illustrated by one NQT who linked the positive input she had received and the 'seamlessness' of transition into the profession. Similarly, another made connections between levels of professionalism, induction and staying in teaching:

'Because of the support I received in this school and because I know what support I would carry on receiving next year... I have been treated like a professional colleague and that's definitely influenced my decision to stay in teaching.'

10.7 For some NQTs, the induction year improved as they developed their confidence and competence, and this equated to enjoyment. One such NQT said that her confidence came through familiarity and she felt like she had been ‘doing it forever’. She was ‘taking anything on’ rather than being ‘frightened’ and progressively moving towards involvement at whole school level. In fact, this NQT had been promoted to literacy co-ordinator just before the end of her induction period.

10.8 At the other end of the spectrum were those for whom teaching had been an immense challenge and the induction period had been frustrating. At its worst, the experience of the first year involves a work-life balance that teaching professionals find prohibitive. The following is indicative:

‘You haven’t been through it before and don’t quite know exactly what it entails. It takes three times longer than anyone else it...so it then overloads. Your weekends are gone, your nights are gone, everything’s gone and it can just take over your entire life... people start to get really despondent I think.’

There were a small number of cases where NQTs had resigned because they felt that their job was not worth the poor health and constant exhaustion suffered.

10.9 More common were less severe cases of frustration about the induction process and schools provision. These were referred to in chapters 4 and 11, when particular issues of inconsistent provision for a large minority of NQTs, were mentioned, as were the frustration of many NQTs that initial teacher education activities had been repeated and excessive paperwork inflicted. Other issues were:

- release time taken away because NQTs are asked to cover absent colleagues’ classes
- lack of sufficiently frequent opportunities for induction-related dialogue with colleagues, including induction tutors

10.10 An important factor in determining whether or not NQTs enjoy teaching would seem to be the support they perceive themselves to receive from the LEA, school, department and other colleagues. Where this is effective, which is part of the purpose of introducing induction arrangements, NQTs generally experience a positive formative milieu that reinforces their commitment to teaching. Where this is not the case, they may experience an intensity of stress that leads to disaffection and possibly disaffiliation from their prospective profession.

Experience and attitudes of headteachers

10.11 Recruitment has become a major preoccupation of headteachers. Many of those surveyed and interviewed shared the sentiments of one head who stated, ‘I think its something that the government has got to get right, because I think if we don’t get it right now we’re going to struggle...’.

10.12 Despite the broad consensus found when headteachers commented on issues at a national level, there were significant differences in individual schools on how they viewed and handled the challenge of recruitment. This tended to be contingent upon how the headteacher viewed the ethos, pupil intake and status of their school against others in the locality. For example, one headteacher had taken the following approach:

‘All staff who come in will get two recruitment and retention points and my own personal experience suggests that a good induction process significantly supports them, there’s no question about that’.

Many others did not appear to have even considered the idea of offering financial incentives at all.

10.13 Other factors, such as housing costs, living environment and location were mentioned by headteachers as affecting the recruitment of NQTs. In the shortage subjects, particularly maths and physics, even schools which are quite well situated in terms of their locale and facilities are finding it hard to appoint the calibre of teacher they aspire to attract to their staff. In such circumstances, the reputation of ‘good’ schools increasingly needs not only to incorporate pupils’ results, a well-equipped site and good resources but also an attractive induction offer. A few schools are using the Graduate Teacher Scheme, linked to a negotiated induction package, as a way of ‘growing their own staff’.

10.14 At interview, candidates increasingly ask about induction and candidates tend to respond positively to satisfactory explanations of the induction provision. One headteacher, talking about job enquiries said:

‘Whenever it’s been an NQT they have asked about the induction programme and asked in some informed detail too. Not just “do you have an induction programme?”, but “what do you do and what can I expect?” I have thought increasingly that when presented with what we do and how supportive it is, that has encouraged them to take the post offered.’

10.15 There is evidence from other case study schools and LEA telephone interviews that a good induction programme aids recruitment. However, where the programme is unresponsive to individual needs an opportunity is lost to promote the retention of the NQT.

An example is a case study mature entrant NQT, who had been operating previously in an executive role, where she had been responsible for a considerable budget and the management of many staff. The researchers’ concern was that failure to build on previous experience and draw on it as part of the induction process could lead mature entrants to experience early frustration and resentment at being undervalued. Evidence of this was very limited, however.

The role of LEAs in recruiting NQTs

- 10.16 Appropriate Bodies were asked which strategies they used to recruit NQTs, if any (see Table 10.1)

Table 10.1 Recruitment strategies used by Appropriate Bodies (ABs)

| Recruitment Strategy | % ABs using strategy |
|----------------------------|----------------------|
| National Adverts | 70 |
| Local Adverts | 62 |
| Recruitment Fair | 53 |
| Pool | 33 |
| Partnership Ties | 32 |
| Accreditation | 19 |
| Targeted Financial Package | 8 |

Non response included in N (N=93) but not displayed in table.

National adverts, local adverts and recruitment fairs are the three most common LEA recruitment strategies, with between a half and two thirds of respondents using one or more of these. Approximately one third use a pool system and one third use partnership ties with teacher training institutions. Less than one tenth use financial packages targeted at NQTs. We have also gathered evidence to show that by far the majority of LEAs use multiple strategies simultaneously to recruit NQTs: 10% of Appropriate Bodies said they used one strategy alone, 25% use two and 56% used three or more.

- 10.17 Forty-nine per cent of the Appropriate Bodies do not measure the retention rate of NQTs who successfully complete induction. Only 30% felt able to respond to the question asking whether their retention rate had increased or decreased since the introduction of statutory induction. Out of this 30%, (13 individual respondents) said it had and 14% said it had not. Tellingly, ten people volunteered the comment that it was ‘too early to tell’.

Case study data: recruitment, retention and induction in four LEAs

Inner-city borough

- 10.18 The borough has a primary pool, which is currently attracting ‘excellent candidates’, and recruitment and retention for the primary sector is better than last year. A survey of 99 primary NQTs who applied to this pool the previous year found that the most important factor for their desire to work within the LEA was ‘supportive induction provision’. Secondary factors were the borough’s location, and the LEA’s reputation in induction support. NQTs were familiar with this reputation because many had done their teaching practice within the LEA. There is no secondary pool, with schools recruiting individually, so retention rates are difficult to track in this sector.

County LEA, largely rural

- 10.19 Overall, the recruitment and retention situation was described as ‘fine’ and staff were described as ‘settled’. In this LEA 19 NQTs carried induction over

into their second year of teaching. This is a relatively high number of extensions. Four of these 19 left during their period of extension. This LEA claims that NQTs cited the quality of induction offered as significant in keeping teachers in the locality. It also holds a recruitment fair that attracts successfully and places a small number of teachers in schools. More significant, however, is thought to be the pleasant geographical area, with a low number of 'challenging' schools.

Large county LEA

10.20 Recruitment in the LEA was up by 300 compared to the previous year but retention is more problematic. It is interesting to note that two other large county LEAs made similar comments, i.e. that recruitment for September 2001 was very good but, as one advisor put it, 'I'm not so sure how they will be retained'. A central advisor for NQTs has been appointed, as were semi-devolved additional personnel with responsibilities for induction in each region within the county. A recruitment strategy manager carries out a survey, via NQT networks at the end of their teachers' first year, which monitors retention. Most of the NQTs who trained at a large, local HEI remain nearby for their first job, and retention of this particular group is relatively high over the longer term. The LEA actively fosters strong links with the HEI and talks to PGCE students there, with the aim of boosting recruitment.

Large urban LEA

10.21 A recruitment strategy manager (RSM) had been appointed who told us that quite recent research indicated that the majority of teachers stayed for three years within their LEA, after this period many bought houses and worked locally. Further, NQTs who did their initial teacher placements in the city's schools tended to look for work in the city. The RSM said that these teachers were 'very sought after' later in their careers, because the 'challenging nature of the work there equips them well to cope in less demanding schools'. The recruitment and retention of teachers in the primary sector was said to be strong but the LEA has less knowledge of the secondary sector. At the time of our research interviews an LEA representative was in Australia on a recruiting mission.

10.22 In the main, there was plenty of evidence of LEAs undertaking recruitment and retention activities and some evidence of their building strong links with HEIs involved in the professional preparation of teachers. There was much less evidence of any systematic recruitment and retention strategy that embraced, for example, educational ethos, social and housing conditions and financial inducement.

The impact of induction on the retention of NQTs

10.23 It is evident from the sections above that, for many case study participants, issues of retention are very closely connected to those of recruitment.

However, there were a number of findings specific to retention alone and these are reported on below.

The role of the school in retaining new teachers

- 10.24 A number of schools are taking significant steps to retain new teachers and to reduce turnover generally among staff. This appears to be a very recent development. In some schools support structures are being improved and staff development officers are giving way to human resource managers, who are briefed to take a more strategic view of staff development.
- 10.25 In-service training and education is seen as central to retention. Some headteachers emphasised the need to provide more than ‘skills-based training’ to facilitate the implementation of education initiatives stemming from government policy. One primary head organises annual, residential professional learning days for all members of staff. At these events NQTs are invited to take on a research and development project for the year, with a view to gaining a DfES award to take it forward into the following year. Another used a training day to allow junior staff to role-play as heads of department confronted with a major whole-school initiative, for which they had to prepare an action plan for their department. After the exercise they received constructive criticism and feedback aimed at promoting their promotion prospects, as well as providing them with greater understanding of how school middle management operates.
- 10.26 Another school matches up its new teachers with established recent entrants. One school induction tutor observed how, ‘in two of the four years I’ve been here, people who were NQTs one year and shined have attached themselves to NQTs the following year, sort of like a mentor or coach, and that worked well’.
- 10.27 The impact a school can make by self-consciously and self-critically orchestrating a positive staff retention strategy should not be underestimated. This is exemplified by one large school with a staff of over 100 which, until very recently, had experienced a staff turnover in excess of 20% each year. It applied itself to the challenge of keeping more of its staff longer by re-invigorating its staff development and by making internal appointments to promoted posts. The effect was to reduce annual turnover to just 5%, a level regarded as highly satisfactory because it provided a ‘healthy opportunity to bring fresh ideas into the staff room’.
- At the same time the initiative signalled that the school wanted to keep good calibre people who knew its systems and fitted in well
- 10.28 The issue of NQTs who move schools in the middle of their probationary period has been discussed in chapter 3. Here it is relevant to say that by and large where moves are made for positive reasons, e.g. moving house, promotion, from a temporary to permanent contract, the system seems to pick up any issues, and the induction arrangements are robust enough to carry over from one school to another without undue difficulties. Where, however, moves occur for less positive reasons there can be discontinuity in the induction

arrangements and some compensatory provision may be required to secure satisfactory completion of the induction requirements. In such cases, goodwill and flexibility seem to be the key components for ensuring a successful transition and hence promoting the retention of the NQT.

- 10.29 The research found that those who leave their school after the induction year do so to advance their prospects of promotion or for personal reasons. Some of the NQTs were in debt after university or college and this attracted them to another post, offering better financial incentives. Some NQTs indicated a preparedness to reconsider teaching when they had achieved financial independence and a reasonable standard of living or 'enjoyable lifestyle'. In a few cases NQTs left because they had made their mistakes in a particular school and they were anxious to move on and try to start again in another school. A few NQTs had evidently become 'burnt out' because of the demands and what some described as 'emotional drainage'. Some evidence points to them then seeking an 'easier school' in which to work or seek other work, outside the classroom, possibly with an educational focus.

The impact of induction on the recruitment and retention of NQTs on supply

- 10.30 The research found extremely strong evidence that the number of NQTs who register to work with supply agencies has greatly decreased due to the introduction of statutory induction. This is discussed in chapter 6. The different reasons given by various participants in this research add up to create a good understanding of why this decline in NQTs on supply has occurred. LEA representatives who commented upon this issue said that they had removed NQTs from their own supply teacher lists since the introduction of statutory induction. This was because working on supply did not best meet the demands of induction, and supply teaching is often very challenging. Experienced, 'proven' teachers are preferred. NQTs themselves are concerned to complete their induction and understand that a permanent placement will make this considerably easier. As one supply agent expressed it, 'that is the problem we have really with NQTs... once they graduate they do want to get straight on with their three term qualification (sic) period'. Several agencies also commented that placing NQTs in schools is much harder work, takes longer and so costs more in staff time than placing other teachers. Hence, most agencies are not strongly advertising themselves to NQTs any more. Where there are very few NQTs who still want to work on supply initially; where this occurs it is usually because the NQTs wish to retain a foothold in secure work, whilst pursuing other interests such as artist, musician or studying for a higher degree.

The NQT dropout rate

- 10.31 Thirty percent of those who gained QTS in 2000-2001 did not begin teaching, a rise of 5% over the previous year. (DfES figures). Our data suggests that

4.6% leave during the induction year. However, statutory induction has only been in place for the two years surveyed and it is not possible to discern a statistical trend regarding the induction year. The evidence for the finding of a 4.6% drop out rate was gathered from headteachers and NQTs surveyed and telephone interviews with Appropriate Body personnel. It was then averaged out to reach the figure of 4.6%, as the following discussion details.

10.32 Twelve percent of headteachers surveyed had experienced NQTs who left their schools. Their responses state that 4.5% of these NQTs had moved schools, but 4.5% had left teaching. Destinations for the rest are unknown. Information about the NQT drop out rate was also obtained from seven of second telephone interviews with Appropriate Body personnel. Table 10.2 represents the results for these 7 Appropriate Bodies. Four Appropriate Bodies did not breakdown their figures into primary and secondary phases.

Table 10.2. Appropriate Bodies records of number of NQTs.

| AB | No. of NQTs starting at the beginning of September 2000 | | | No. of NQTs who joined during the year | | | No. of NQTs who left during the year (without passing induction) | | | % of NQTs who left during the year. |
|----|---|---------|-------|--|-----|-------|--|-----|-------|-------------------------------------|
| | Pri | Sec | Total | Pri | Sec | Total | Pri | Sec | Total | Total |
| 1 | 11 3 | 99 | 212 | 19 | 15 | 34 | 4 | 6 | 10 | 4 |
| 2 | - | - | 90 | - | - | 15 | - | - | 5 | 4.7 |
| 3 | - | - | 128 | - | - | 4 | - | - | 5 | 3.7 |
| 4 | 53 | 87 | 140 | 6 | 6 | 12 | 2 | 4 | 6 | 3.9 |
| 5 | 51 | 46 | 97 | 6 | 6 | 12 | 3 | 5 | 8 | 4.0 |
| 6 | 12 7 | 13 0 | 237 | 23 | 10 | 33 | - | - | 28 | 10 |
| 7 | - | - | 82 | - | - | 4 | - | - | 3 | 3.4 |

10.33 The average NQT drop out rate for the 7 Appropriate Bodies above is 4.8%. This calculation excludes ISCTIP, which did give information on drop-out rate, because it represents a special case. This Appropriate Body has taken responsibility for a large number of NQTs who have joined during the year and has many who have left. It is not typical of other Appropriate Bodies. (It is thought that many experienced teachers in the independent sector now want to do induction in order to keep open future options to teach in the state sector).

10.34 Evidence from the second cohort of NQTs surveyed shows that 4.5% (26) were not currently teaching. A further 3% of NQTs were currently teaching but not doing induction. Reasons for not teaching were given by twenty-three respondents, including:

- having to do induction after four years of ITE (1)
- stress (7), with contributory factors being discipline and children's behaviour; an assault; class size and lack of management and support from colleagues in 'difficult' schools

- personal reasons (7)
- the workload (6)
- salary (2)

Also, a case study school headteacher said aggressive parents were a factor for NQTs finding the job too stressful.

10.35 There are many factors relating to induction which impact on the recruitment and retention of teachers and overall conclusions on the findings in this chapter are given in the following chapter, (Section D).

Section D

Conclusion

Chapter 11. Conclusion

Introduction

- 11.1 The purpose of this chapter is to begin to review the practical and policy implications of the findings of the research for all participants and stakeholders in induction, such as NQTs, induction tutors, headteachers and others in schools, Appropriate Bodies, and government bodies including the DfES.

The main findings can be found within the Executive Summary at the beginning of the report. The detailed empirical findings of the research are in Sections B and C and the recommendations follow in the last chapter.

- 11.2 The project to evaluate the effectiveness of the induction period (PEIY) was commissioned by the DfES and was conducted by a research team from the Institute of Education, University of London between September 2000 and December 2001. The project set out to evaluate the impact of introducing the statutory induction policy in England. It proposed to make comparisons between what has been effected by the implementation of statutory induction and what obtained before statutory induction was introduced. Findings from research into its early implementation and the intentions of the policy itself are analysed in this respect. Four central aims were developed in collaboration with the project steering group. The project aimed to assess:

1. The effectiveness of mechanisms for carrying out the induction of NQTs, including the cost effectiveness of the various different components of induction.
2. The effectiveness of dissemination of information by DfES, TTA and Appropriate Bodies about the statutory arrangements.
3. The impact on the effectiveness of NQTs as a result of undergoing the induction year (whether NQTs are more effective teachers as a result of undergoing statutory induction).
4. The impact on recruitment and retention of NQTs.

- 11.3 These aims together with the literature review led to three central research questions which ran throughout the project:

1. To what extent, if any, has statutory induction decreased the variability previously found in induction provision across and within LEAs and schools?
2. Are the intentions of the induction policy being realised on the ground within schools?
3. What factors can be identified as enhancing and inhibiting 'effective' induction?

- 11.4 A total of 1200 questionnaires from NQTs, induction tutors, headteachers and Appropriate Body representatives were received, processed and analysed. In addition, 125 face-to-face and telephone interviews were conducted within

schools, Appropriate Bodies and supply teacher agencies. The large majority of the sample were involved with the ‘mainstream’, compulsory age phase, state education sector. Smaller samples were drawn from sixth form colleges, independent schools and special schools.

Discussion of main findings

Effectiveness of mechanisms for carrying out the induction of NQTs

a) Appropriate Body-based mechanisms

- 11.5 Appropriate Bodies (LEAs and ISCTIP) have prime responsibility for quality assurance of induction provision. In doing this they support, monitor and assess using a wide variety of strategies. All Appropriate Bodies are fulfilling their statutory requirements set out in DfES circular 9/2000, though a few are doing so only minimally. All Appropriate Bodies understood their statutory role, although it is acknowledged as complex, especially demanding at particular times of the year, and therefore needs efficient preparation and management. Relationships between Appropriate Bodies and schools are generally good, although a few schools remain resistant to LEA intervention.
- 11.6 Particularly effective are programmes that introduce induction tutors and NQTs to statutory induction and visits by Appropriate Body staff to individual schools. However, the research strongly suggests improvements in programmes and visits such that there is always the expectation of:
- motivating presentation style and interactive tasks during programmes
 - communications of the opportunities that school visits give to NQTs in advance
 - NQTs completing evaluation forms on a less frequent but more in-depth basis
- 11.7 Concern is raised for the significant minority of NQTs who think that monitoring of their school’s provision is not tight enough. Participants have called for a significant increase in the prominence given to monitoring of school provision across all Appropriate Bodies and more comprehensive systems to ensure this is in place. This would give opportunities to alleviate many NQTs’ concerns and contribute to raised standards through raising awareness of expected practices. Further, the fact that twenty five percent of Appropriate Bodies are using end of term assessment forms as the sole way that any intervention is triggered is of particular concern. This is a characteristic of a reactive rather than proactive management style. Our research strongly suggests that professional development service agreement packages, which schools buy into as part of an established financial arrangement with LEAs, are more efficient at ensuring the close liaison and responsiveness to users which is necessary for Appropriate Bodies to be able to monitor for high quality induction provision.

b) School-based mechanisms

- 11.8 A large majority of respondents reported that the introduction of statutory induction had improved their schools induction provision. The vast majority of those who thought their school's induction provision had not improved said that they already had extensive induction programmes in place. The number of NQTs on temporary contracts remains high and this is a cause for concern. However, no evidence was found that those on temporary contracts receive a lesser quality induction provision than those on full time contracts.
- 11.9 The research found that specific characteristics of certain schools require particular management to ensure effective induction provision, e.g. small schools; challenging schools (i.e. multiple staffing shortages and pupil behaviour difficulties experienced by NQTs), and schools in localities where a pool of satisfactory supply teachers to cover NQTs' release time is often unavailable. Some headteachers and induction tutors expressed concern about NQTs who had to deal with particularly 'difficult' situations that were beyond their control. There was the suggestion that these NQTs could be granted an extension and moved to another school, with better chances of success rather than fail.
- 11.10 The ten percent reduced teaching timetable is considered a vital component of induction provision by all involved. Despite this, our surveys of NQTs showed that 20% did not consistently receive this entitlement in 1999-2000 and 18.5% did not receive it in 2000-2001. Classroom release facilitates many other aspects of induction, such as attendance at training sessions and observations of other teachers, and so a significant minority of NQTs are experiencing less than full support. Furthermore, the management of the use of release time is highly variable across schools. Between one quarter and a third of NQTs had no programme of activities, between one third and a half had occasional activities and approximately one quarter had a year-long programme. (NB. This latter figure includes some of the 20% who had no release time.) It is clear that the reduction in teaching timetable is indispensable to effective induction; it is also clear, unfortunately, that this release time is not always being instantiated or used effectively.
- 11.11 Our research found that whole school involvement in statutory induction is highly beneficial for NQTs and that schools with good provision gave all staff an opportunity to contribute to NQTs' programmes of support and training. The crucial role in schools' provision of induction is taken by the induction tutors, who are predominantly senior or experienced teachers in their schools. They need to have a wide range of skills, knowledge and experience, including in-depth understanding of the standards for QTS and the induction standards, and of the contexts of education and professional development. Overall, the majority of respondents felt confident that they had been well prepared and supported for carrying out their role. Many have considerable experience and have been trained in supporting induction prior to the introduction of the statutory entitlements; many have also had considerable experience of initial teacher education and training. The implications for their work were

examined and it was found that the majority of induction tutors contribute their time and expertise over and above the time allocated.

- 11.12 Our NQT results suggest very high quality induction practice across a large number of institutions. However, the significant minority who did not receive even ‘useful’ assistance does raise concern. This points to variability in the quality of provision and support available that needs to be addressed.

The majority of induction tutors get no specific release time for carrying out their role which may result in their becoming over-extended in relation to their cumulative workload with a consequent loss of focus. Some induction tutors and headteachers suggested accrediting the work involved, which would go some way toward acknowledging the amount of time, effort and good will involved in doing the job well and would provide a way of formally recognising its status.

c) Cost effectiveness of the various different components of induction

- 11.13 Funding arrangements vary within institutions but in all sectors surveyed the authorised spending head/budget holder for the induction funds is a senior teacher or manager. In schools this is generally the headteacher (95%). Our research found that the funding given to schools covers the NQTs entitlement to a 90% timetable, but depending on how the costs are calculated, there may be little left over to cover other activities, such as, for example, buying into the LEA/Appropriate Body service agreement package. Yet these service agreement packages can represent good value for money for schools, as they can include a range of elements, such as monitoring and assessment visits, support for induction tutors, courses for NQTs, etc. Given the high costs of releasing teachers from timetable, the provision in these service agreements is an important factor in securing cost-effective induction provision on the part of individual schools and colleges.
- 11.14 A variety of induction activities were rated for their cost effectiveness by headteachers, induction tutors and Appropriate Bodies, and for their contribution to induction, by NQTs. These results were correlated. The most cost effective as viewed overall by all respondents in questionnaires and case study interviews is lesson observation of all kinds. Headteachers and principals and Appropriate Body respondents said that lesson observations made *by* NQTs of other teachers teaching was the most cost effective activity, whereas induction tutors placed ‘*being observed*’ and ‘*observing teachers in their own school*’ almost equally highly in this regard. NQTs rated observing a teacher from their own school teach their own class, as a very effective induction activity.

It has been noted throughout this report how important it is for the NQT to fully explore and exploit the particular context in which they are working, as this can differ much from school to school. Interestingly lesson observation of teachers in other schools was much more highly rated by primary than by secondary teachers.

- 11.15 All relevant meetings (other than review and assessment meetings) came next in ranked order, as most cost effective. The least cost-effective activities in relation to induction are perceived to be induction courses run by consultants or HEIs. It may be that this is because they are prone to repeat content already covered by initial teacher education and training, as some claimed, or it may be that they are too generic to meet the needs of subject, age-phase or school contexts in a sufficiently practical way. Nevertheless the access to good practice, contact with peers and wider perspective on designing and transferring specialist knowledge such courses can provide may still lead to better informed and more intelligent classroom practice. Perhaps the most cost-effective way schools can work with LEAs and Higher Education to support induction is by enlisting their support in developing a culture in which the critical observation of teachers and lessons together with dialogue and constructive feedback becomes part of the fabric of day-to-day practice. Observation practices informed by research perspectives and by evidence of what works can be incorporated into the teaching and learning strategy of a school. This in turn acts to create a milieu in which professional insight and judgement concerning good teaching is refined by experimentation and corroboration in the context of collaborative evaluation.
- 11.16 The other way schools can maximise the cost effectiveness of their induction provision is to ensure a structured programme of induction related activities phased throughout the induction period including effective management of release time. The period of induction should take place in a climate of support. This is best achieved by a judicious mix of advice and help - from peers, other class teachers, induction tutors and the school managers – along with formal activities designed to increase professional knowledge and understanding; enhance professional skills and abilities, and extend professional values and personal commitment.
- 11.17 It is clear that the Career Entry Profile (CEP) is not working as intended. It is not just that there are numerous practical difficulties that combine to undermine its utility, but rather that there seems to a problem inherent in its original conception. It is currently trying to achieve too many ends. It might be reconfigured more usefully to give an accurate individualised picture of the beginning teacher at the end of their initial teacher education and training together with a record of achievement. But the objective setting and action plan elements are ill considered and require a different provenance to be meaningful. They should be removed from the document with areas for development and interim objectives being negotiated instead when an NQT takes up their first post. Longer-term objectives and an action plan might be more fitting were they to be introduced (suitably modified) at the end of the induction period. Furthermore, the issue of how best to relate the CEP to the production of Professional Development Records in the context of the new Standards framework, and the GTC's proposed *Framework of Professional learning* (GTC 2000) is one that needs some careful thought before anything definitive is decided. We go some way in our recommendations and suggest that a Professional Development Portfolio embodies the wider idea of the responsible professional and allows for authentic assessment and evidence-led continuing improvement. Were some such system (familiar in many LEAs) to

be adopted, the CEP could be subsumed into the Professional Development Portfolio after the first review meeting. NQTs would then keep a Professional Development Portfolio with sections for the CEP, and evidence of meeting the standards, including the objectives set, observations of their teaching, feedback from meetings, targets from review meetings and assessment forms. It would subsequently incorporate their professional development record.

Effectiveness of dissemination of information by DfES, TTA and Appropriate Bodies about the statutory arrangements

- 11.18 In general the dissemination of information about induction from central and local government to schools is proving effective. Almost all schools had received at least two of the three key documents and there were very few complaints from schools that they were unaware of regulations, expectations and procedures. The DfES's information-dissemination appears to have been slightly more effective so far than that from the TTA or Appropriate Bodies in general, but as a bare minimum, the statutory requirements really do need to reach every school for statutory induction to be universal in practice as well as in theory.
- 11.19 From the perspective of induction tutors and NQTs, the quality of dissemination by Appropriate Bodies varied depending on the topic and presenter. That is, the introduction to induction sessions were universally highly praised because the content was considered essential and presenters were well prepared. Subsequent sessions were not considered as essential in terms of content. As discussed in Chapter 2, what mattered highly was motivation, organisation and opportunities for social interaction, aspects of support which Earley (1993) calls the 'affective domain' of induction. Better self-monitoring of the qualitative experiences of NQTs on these courses may be considered by Appropriate Bodies as a means of improving current practice.
- 11.20 However, concern is raised regarding the small minority who did not receive or could not recall receiving the necessary documents. It was not possible to be highly accurate, due to non-responses in questionnaire returns, but this research found that between 1% and 9% of state school headteachers could not recall receiving one of the three key documents. For independent schools the numbers of those not recalling receiving these documents is higher, being up to 13%. The proportion of independent school principals finding information on assessment and training to have been poorly disseminated is higher than was the case for state school headteachers. A further observation was that TTA material is being sent straight to sixth form colleges rather than via an Appropriate Body.
- 11.21 Within schools, dissemination is not always as effective as it could be. For example, headteachers may not pass information on to induction tutors. Some NQTs think that opportunities for dialogue about induction are squeezed out, due to other pressures on their senior colleagues, and that members of staff who attend training may not pass their learning on to colleagues. Fuller

understanding of the processes of dissemination within schools was beyond the scope of this project and further qualitative research may be needed to throw light on this area of practice.

- 11.22 There are very particular concerns around the dissemination of information about induction for NQTs on supply. So numerous are the confusions about the four term rule amongst individuals, schools, supply agencies and the national press that this can be said to be something that is in need of serious attention. However, the low numbers of NQTs on supply may mean that any further dissemination in this area can be accurately targeted.

Impact on the effectiveness of NQTs as a result of undergoing the induction year

- 11.23 There is agreement among almost all headteachers and induction tutors that statutory induction is helping NQTs to be more effective teachers and that the policy had raised both the NQTs' and other staff's expectations of what should be achieved in the first year of teaching. NQTs also considered that induction support had helped their further professional development. Statutory induction appears to be particularly beneficial when NQTs have difficulties, because schools are required to observe regularly, diagnose problems and support new teachers in remedying them. Some schools that we visited reported that statutory induction had gone further and that there had been benefits for all teachers involved.
- 11.24 Certain groups of NQTs were found to be at risk of making less progress. These included those in schools that did not comply with the induction regulations; in schools with weaknesses, identified by OFSTED or the LEA and those where the job makes 'unreasonable demands'.
- 11.25 Most NQTs set objectives for their development during the induction year but 7% did not set any. Most NQTs had objectives reviewed termly rather than half-termly. Two-thirds of NQTs considered their objectives and action plans useful and their objectives challenging. Where objectives were SMART (specific, measurable, achievable, relevant and time-bound) and linked to a well thought through action plan, NQTs were more likely to achieve them in a half term period and to feel that they were useful and contained the right degree of challenge.
- 11.26 All NQTs found the reduced timetable essential to helping them to be more effective. There is therefore concern over the significant minority (around 20% in both years studied) who did not get their entitlement to a reduced timetable. In terms of their induction programmes the majority of respondents said that they had a programme of monitoring, support and assessment that had addressed their individual professional development needs. Of those that had had objectives set, the majority thought that their programme had addressed their individual development needs adequately. When NQTs had not had objectives set, far less NQTs thought that this programme addressed their individual development needs. This underlines the

necessity to set appropriate objectives and to monitor progress towards their achievement.

- 11.27 The vast majority of respondents had an assessment meeting at the end of each term, with an assessment report, although there is some evidence that some NQTs had received an assessment report without having had an end of term assessment meeting. Around three quarters of NQTs said that they evaluated their work in relation to the induction standards, although some NQTs thought that the standards lacked clarity and were unsure what they had to do to demonstrate that they were meeting the standards. Inconsistencies in provision were noted across schools. NQTs were aware of this factor. For some NQTs this had the effect of undermining the credibility of the assessment against the standards. Overall, however, NQTs were happy with their reports and thought they were accurate and helpful to their development

Impact on recruitment and retention of NQTs

- 11.28 The research considered the impact of induction on the recruitment and retention of NQTs. It looked at the experience and attitude of NQTs and headteachers; patterns of NQT recruitment; the role of LEAs in recruiting NQTs; the role of schools in retaining new teachers; the phenomenon of NQTs leaving during the induction period; and the impact of induction on the recruitment and retention of teachers on supply.
- 11.29 Generally the impact of induction upon the recruitment and retention of NQTs can be described as positive to the extent that it is being implemented in a thoughtful and supportive way and is flexible enough to be sensitive to the needs of individuals. There is a positive correlation between ‘enjoyment’ of the induction year and whether key elements of induction are in place such as an accessible induction tutor and a 10% reduction in timetable. However, NQTs are leaving teaching during the induction year for a variety of reasons. They may decide that teaching is not for them or they may pursue higher earning opportunities. Poor induction arrangements can be a factor in provoking the decision to leave, especially when compounded by behavioural problems with pupils and/or premature experience of work overload.
- 11.30 The statutory induction policy is intended to have a positive influence on recruiting people who have achieved QTS into the profession and, by supporting them through their first year and establishing them on a clear career path, retaining them. Recent research (Horne, 2001a; Macleod, 2000; Smithers & Robinson, 2001) suggests that recruitment and retention trends indicate that the teaching profession is not renewing itself and teacher shortage is becoming endemic. Securing the full potential for a positive contribution by induction to recruitment and retention should now be regarded as a pressing priority.
- 11.31 There are some areas of tension or issues of coherence across different elements of induction, for example, in relation to headteachers’ views on retention for the profession as a whole and for their own (competitive) school in particular. It is also noteworthy that while LEAs are involved in a variety of

recruitment and retention activities, there is, as yet, little evidence of any systematic strategic thinking about recruitment and retention or the place that an induction package could play in this. On the other hand, there is some evidence to suggest that in larger schools, 'staff development officers' are giving way to 'human resource managers' who are briefed to take a more strategic view of professional development. More LEAs and schools need to be taking a proactive view of induction as potentially instrumental in advancing recruitment and retention.

- 11.32 Overall there is general agreement among respondents that NQTs' experiences of induction should leave them feeling valued, involved in worthwhile and satisfying work and on a forward moving professional trajectory. Induction is most likely to enhance teacher recruitment and retention if the negative, assessment-focussed and repetition of initial training sides of its current practice are decreased in the perceptions of NQTs in relation to the positive, supportive and developmental dimensions. Where this is the case, an induction package is a clear inducement to accept a post at a school and satisfactory completion of induction reinforces the commitment of NQTs to both the school and the profession. This was most likely to be achieved where schools had instituted a framework that provided ongoing early professional development opportunities with the prospect of achieving added responsibility and recognition together with incentives.
- 11.33 The four main findings relating to recruitment and retention are generally positive. There was no evidence that certain groups (such as part timers, those on temporary contracts, mature entrants, NQTs from ethnic minorities, or entrants of either gender) had received relatively poor treatment in terms of induction provision. The number of NQTs working as supply teachers has decreased radically implying that induction is being invested with greater stability. The collective experience of staff, including NQTs, is that induction is providing a bridge between initial teacher education and training and teaching, though there is room for greater interface and continuity between initial training, induction and ongoing professional development. Moreover, induction arrangements could draw on the experiences and motivation of new teachers to a greater extent than is the case at present. Finally induction appears to be dovetailing well with performance management in schools. Headteachers and induction tutors have clearly identified overlap and coherence between these spheres of practice and expect to reap future benefits from what is increasingly perceived as a contiguous process of early professional development.
- 11.34 If teachers are regarded as 'a priceless national asset' (Morris, 2001) and retention is central to the realisation of a world class education service then positive trends should be reinforced and any remaining impediments to induction being characterised by positive, useful and relevant experience should be removed.

Wider issues

- 11.35 Three main areas of further interest have been raised by this evaluation of the effectiveness of the statutory induction policy. These relate to teaching standards, teacher supply and the attraction of teaching, and Continuing Professional Development. We will examine each area in turn.

The standards agenda

- 11.36 *Standards of teaching and learning:*
Induction is supposed to enhance and increase NQTs' effectiveness as teachers and so also increase the standards of learning of their pupils. Headteachers and induction tutors were almost unanimous in thinking that induction is helping NQTs be better teachers. However, some NQTs said they were improving because of being in the classroom, irrelevant of induction. While this may seem inconclusive, it is the experienced school staff who have the wider perspective of what has obtained over the years with which to make comparisons. The likelihood is that both NQTs' teaching and the classroom-based learning they effect is improved where there are clear structures in place to support, develop and reinforce them. It is still too early to say if there has been a significant impact on the learning outcomes of pupils in terms of SATS, GCSE and other results. But there is little doubt that the gap between the performance of new teachers and more experienced staff is decreasing to the point where it is no longer statistically or educationally significant (see John Howson, 2001). While it is difficult to distinguish between the relative impact of initial training and induction, the evidence seems to suggest that where both are effective and mutually reinforce one another, the quality of the teaching force is being raised. It would seem to be an intelligent move at this juncture were all those involved to try to find ways to create greater synergies between initial teacher education and training, induction and early professional development. This will inevitably require a clearer focus on the dynamics of teaching and learning and a better appreciation of the balance to be struck between the needs of pupils, the needs of NQTs and the needs of schools.
- 11.37 *Induction standards:*
Schools liked having national criteria such as the induction standards on which to judge fairly, but there are associated downsides due to the 'blanketness' of the standards, including their lack of flexibility. Case study interviews indicated that the induction standards may not automatically help NQTs move on from QTS standards because they are not sufficiently progress oriented or context specific. They do not take account of the level of attainment or aptitude of new teachers (for example, high achievers tend to find the standards insufficiently challenging), nor do they take into account the context of the school. Different schools and occasionally different staff within a school interpret the standards in different ways. More convergence of judgement is required on the professional standards against which reliable and consistent decisions can be made on the progress and fitness of new teachers.

Teacher Supply and the attraction of teaching

- 11.38 The positive dimensions of the induction arrangements are to some extent being counterbalanced by other factors in schools that combine to constrain the extent to which induction can have the desired effect upon recruitment and retention. NQTs are adamant about the need for greater recognition of status as beginning professionals: they do not welcome any structures or terminology that suggests they are ‘trainees’. Schools that organise an induction programme around cohorts consisting of NQTs combined with those undertaking their initial training are misjudging the psychology of the respective groups. An appropriate way of addressing both groups is needed, with trainees preferring to be thought of as ‘beginning teachers’ and NQTs as ‘new teachers’.
- 11.39 NQTs would welcome a greater emphasis on collegiality. They are increasingly dissatisfied with forms of education that deny the relational element and ask pointedly ‘where are the ideas of inter-dependence and of collaborative problem-solving?’ Where the school ethos is individualistic, activist and competitive, NQTs are quick to point out a lack of emphasis on the school as a community learning together. They are critical of a myopic over-emphasis on performance and results of a particular, measurable kind that effectively leave marginalised the subtlety and complexity of how they are achieved. They too often encounter conditions under which they quickly experience the job as overly demanding and all consuming in largely unproductive ways, and become detached or cynical. However, NQTs are equally quick to acknowledge the attractiveness of working in the context of a caring community spirit, in person-centred schools that are both morally and instrumentally successful. They regard whole-school ethos as important and think that the whole school should be involved in supporting new teachers and seeing their value. They look for motivation above all else in their mentors and welcome the opportunities provided by peer observation and feedback.
- 11.40 The research picked up a discernible trend among NQTs towards engagement which was too often left unrequited in schools. A shift in culture is needed throughout the teaching profession that focuses more on sharing and teamwork. The reception of new teachers by schools needs to be open to drawing on their experiences and motivation to a greater extent. They are repositories of new ideas, educational values and focussed energy, with the capacity to be transformative rather than merely transactional. We suggest that more emphasis needs to be placed on the affective dimension of induction by policy makers, the General Teaching Council, and senior staff in LEAs and schools. Many of the most successful induction tutors took this role implicitly. Particularly important, in our view, is the role of the new Leadership College and ongoing NPQH training in considering how schools can be better models of community, encouraging human growth and personal development among new members. More thought needs to be given to the critical inter-relationships between fellow-professionals as well as between teachers and pupils in fashioning a teaching profession for the 21st century (Totterdell 2001). Induction gives new teachers a portent of the extent to which the education system is serious about addressing the question of teachers’ esteem,

professional autonomy and public accountability in a way that would enhance the profession's capacity to meet current and future challenges effectively.

- 11.41 Increasingly, if the views and values of the two cohorts surveyed is anything to go by, the retention of new professionals will have to be addressed more imaginatively than simply by revisiting the old reference points of pay and conditions of service as conventionally understood. We need to appreciate that new teachers are committed and talented professionals who conceive their professional learning more ecologically as involving levels of complexity into which they need to gain insights. This means we should not succumb to the tendency of late to invest the 'engineering' of learning with an importance it does not deserve. As the European Network on Teacher Education Policies (ENTEP 2001, pg.1, IV) seminar in June 2001 debated in its key theme, the role of new teachers must now be conceived as a professional activity and not merely as a technical one. This in turn suggests we need a way of understanding how we can integrate both outcomes and processes in pursuit of both world class standards and an enhanced sense of the attractiveness of teaching. For while the current induction policy is standards based, with a focus on outcomes, the key essential roles that need to be played by Appropriate Bodies, headteachers, induction tutors and NQTs in its realisation show that in order to achieve the standards, induction must be a process-based collaboration. Perhaps, therefore, we also need to move beyond an emphasis on the individual, his or her personal ambition and achievement. New teachers want to be proactive rather than reactive; they want their interrelationships with peers and pupils to be transformative rather than transactional; they want to be part of something bigger than just themselves and to make a difference.

Continuing Professional Development (CPD)

- 11.42 A commitment to lifelong learning and professional as well as personal development is at the heart of being part of a learning profession. If this commitment, with its associated activity, is to be regarded as a responsibility for all teachers, CPD will need to be presented as a continuum which extends from initial teacher education and training, through induction and early professional development and on into the whole of a teacher's career. As new teachers work towards achieving the induction standards and confirmation of QTS, they need guidance and support to address specific development needs and sometimes to prepare themselves to take on additional responsibilities early in the career. This can best be provided through well-structured induction programmes that build on their initial training and provide a secure basis for NQTs being regarded by their pupils and their peers as established teachers. New teachers need a range of experiences which will enable them to develop further professionally in relation to the full gamut of roles and responsibilities they will be expected to assume as part of their work as a teacher. The most important source of development opportunities will be the experience of doing the day-to-day job, along with support arrangements provided by colleagues in the school especially their induction tutor. However, the value of discussing and sharing their successes and concerns about work should not be underestimated. This can sometimes be facilitated in terms of assisting both professional development and personal growth through formal CPD

opportunities, which could be school-based or offered through local authorities or other agencies, such as university departments of education and the like.

- 11.43 Four aspects of continuing professional development were highlighted by the research as needing further consideration. In terms of providing a bridge from ITE to induction, everyone agreed that the statutory induction arrangements did provide a bridge into induction and the first year of teaching. But it needs to combine both professional and managerial considerations in a balanced whole, if it is to serve to reinforce new teachers' sense of being integrated in the professional culture of schools, rather than being absorbed into other people's agendas. The induction arrangements are also designed to form a bridge from induction to the second year of teaching and beyond. Here they appear to be less successful in the view of induction tutors and NQTs themselves and probably need to be augmented by an early professional development strategy, as is being piloted in a number of LEAs at present.

The statutory induction arrangements have proved to be versatile and have slotted well into the whole teacher career structure, including performance management and CPD. Support, monitoring and assessment are all contained in induction so it brings in all three elements of performance management in an anticipatory way that facilitates smooth transition into professional frameworks and ways of working.

- 11.44 Finally in relation to the wider context of teachers responsibility for their own learning, if professional development is regarded as a holistic process, then putting the emphasis on induction arrangements as self-directed rather than imposed helps NQTs appreciate the issues involved in taking charge of their own professional development. Thought could be given in any future revision as to how induction can articulate more adequately with the kinds of consideration outlined in the General Teaching Council's proposed *Professional Learning Framework* (GTC 2000) and how it might contribute to teachers' professional development records. The goal should be deciding how best professional development is likely to become an integral part of school development, linked directly to performance management and focussed on the improvement of teaching and learning and the raising of attainment.

Postscript

- 11.45 Given the changing conventional assumptions about what is a profession and the political assumptions that underpin ideas about the knowledge which teachers should be offered as part of their preparation and professional formation, induction can reasonably be viewed as the gateway to teacher professionalism. More explicit and accessible explanations of what is available to new entrants, and why, will increasingly need to form the basis of a new compact between the teaching profession and society. Intelligent, creative and caring teachers are required to prepare pupils adequately for the demands of the learning society and knowledge economy; the same qualities are needed to ensure that the education provided in schools is inclusive of all young persons whatever their needs. Yet as David Hargreaves (1998, p.44) has observed: 'The public image of teaching is of a person who is coping not creating. To

improve the image of teaching and the intellectual quality of its intake there must be more opportunities in school for all teachers to engage in creative work that is intellectually stretching and professionally satisfying', and, one might add, personally rewarding. Hence it is important that both policy and practice are seen to put a sense of agency back into the hands of the professionals involved in induction. For the connections between policy, policy and the experience of teachers must be seen to be facilitating a more coherent and effective approach to preparing the teaching workforce for a changing future in which a greater consensus and trust between policymakers and practitioners is evident. This in turn will ensure that the strengths of expert professional practice and processes are built up rather than eroded.

Chapter 12. Recommendations

12.1 Introduction

This section contains implications of the research for policy and practice and suggestions for the main participants and stakeholders, i.e. school staff, Appropriate Bodies and the central government bodies (e.g. DfES and TTA), which could improve induction provision further still.

Issues for Schools

12.2 Induction Tutors

- a) Induction tutors would benefit from allocated time to carry out their role.
- b) In partnership with Appropriate Bodies, headteachers should properly prepare induction tutors for their role. Headteachers need to encourage opportunities for induction tutors to meet others, particularly for moderation of assessments. The information and expertise gained then needs to be disseminated to all members of staff in their school involved in induction.

12.3 Quality Control

In a school with more than one NQT a senior member of staff is needed to monitor and co-ordinate the work of induction staff, to ensure consistency in provision and assessment against the induction standards.

12.4 10% reduced teaching timetable

Schools should monitor the timetables of their NQTs to ensure that all NQTs are consistently receiving their entitlement to a 10% reduced teaching timetable throughout the school year. Schools should also ensure that this 10% reduction is not spent on non-inductable activities. Activities such as marking and planning, however, can be inductable activities, when structured into the induction programme and accompanied by professional guidance and dialogue with the induction tutor.

12.5 Induction Programme

A schedule of meetings should be published from the beginning of the induction year, including the half-termly review meetings. The booklets on *Supporting Induction*, by the TTA have examples to use as templates.

12.6 Observation

- a) Observation both of and by the NQT must be accompanied by professional dialogue, which is a crucial aspect of the activity.
- b) All NQTs should be observed in the first four weeks of their induction period.

12.7 Assessment

- a) Assessment reports are a key mechanism by which Appropriate Bodies become aware of NQTs who are struggling to make sufficient progress towards achieving the induction standards. Yet, many Appropriate Bodies do not receive the full complement of assessment reports on time. Schools must complete these assessment reports so that Appropriate Bodies can support NQTs appropriately.
- b) Review meetings need to take place as in the statutory guidance, and to be taken seriously by all participants. Objectives should be negotiated between NQTs and induction tutors so that they are manageable and specific, to enable completion between half termly meetings.
- c) Assessment against the induction standards should be rigorous and consistent across the school

Issues for Appropriate Bodies

12.8 Staffing

Appropriate Bodies need to ensure that they have dedicated staffing in order to complete their statutory role in induction. Currently, the turnover of staff responsible for induction within Appropriate Bodies is quite high and this should be decreased in order to provide continuity and maintain relationships with and understanding of schools.

12.9 Courses and training opportunities

To support schools' planning, Appropriate Bodies can work further to issue induction programmes well in advance.

12.10 Induction Tutors

In partnership with headteachers, the Appropriate Bodies should properly prepare induction tutors for their role.

- a) Assessment: The good work done recently in training induction tutors in the assessment of NQTs needs to continue. All induction tutors should be given specific training in assessing NQTs against the induction standards,

which they should then disseminate to all members of staff in their school involved in induction.

- b) Moderation: Network meetings for standardisation and moderation, as well as training, are highly effective. There should be expectations of exactly what evidence of meeting the standards needs to be collected at what stage and by whom.
- c) The induction programme for NQTs: Clear and comprehensively disseminated guidelines are needed to help schools ensure that the 10% reduction in timetable is spent on inductable activities, as part of an induction programme.
- d) Accreditation: Recognition of the key role and skills of the Induction Tutor should be developed, in the form of accreditation.

12.11 Supply agencies

Clarification is needed amongst supply agencies as to what the four term rule is and its implications.

Issues for DfES

12.12 Dissemination

A small minority of schools (between 2% and 8 %) told the research team that they had not received one of the key induction documents, occasionally more than one (i.e. DfES circular, TTA booklets and packs from individual Appropriate Bodies). All information needs to arrive in all schools. Two options regarding dissemination are:

1. To agree a strategy at LEA level which eliminates repetition and streamlines access to the most useful pages.
2. To use web sites and publicise the addresses (i.e. URLs) more widely than at present.

12.13 Ensure Appropriate Bodies funding

DfES need to ensure that Appropriate Bodies have adequate funding based not only on numbers completing induction in the previous year, but on numbers starting in the current year, so as not to disadvantage LEAs with a high turnover of staff.

12.14 Induction Tutors

There should be dedicated, regular, funded time for induction tutors to carry out the responsibilities of their role. It is to be noted in this respect that the School Teachers' Review Body have agreed in principle to changes in teachers' contracts which include guaranteed 'professional' time, and that the

review body is collecting the evidence for a supplementary report on workload, to be published in April 2002.

12.15 Failure procedure

The failure rule needs to take into account ‘peculiar’ contexts of NQTs which if necessary should trigger a set of events (i.e. consideration of transfer to another school). At the level of national policy, the failure rule takes no account of local context but this *is* taken into account at Appropriate Body and school level. We note that there is general reluctance to fail NQTs. Moving them to other schools raises ethical issues when a newly employing headteacher does not have relevant information, (e.g. of an NQT who has agreed with their old school and LEA to move institutions rather than fail). Open dialogue between LEAs and central government representatives would probably be useful on this difficult issue.

12.16 The Career Entry Profile (CEP)

The Career Entry Profile has been found to be an ineffective mechanism in induction. Its use should be to provide an accurate, individualised picture of the new teacher at the end of their initial teacher education course.

- a) The objectives and action plan should be removed from this document, as they are usually not relevant in the workplace. The ‘Areas for Development’ should be negotiated with the induction tutor at the first meeting in the school, at the start of the induction period.
- b) NQTs should keep a Professional Development Portfolio (PDP). The CEP should be subsumed into the PDP after the first review meeting. The PDP should contain sections for the CEP and evidence of meeting the standards. This will include a record of the objectives set; lesson observation reports; evidence and notes of induction meetings; half termly reviews, and the assessment forms. It should incorporate their professional development record, as outlined in DfES guidance (2001b)
- c) A further section to record action plans for meeting the objectives based on NQTs’ needs should be placed in another section of professional portfolio. Formats for action plans need to be designed to ensure detailed stepping stones and space for progress and review notes.

12.17 Evidence of meeting the standards

- a) Guidance needs to be given on exactly what evidence of meeting the standards needs to be collected, when and by whom.
- b) The final assessment report should offer a summary the NQT’s attainment, highlighting areas for further professional development.

12.18 Supply agencies

Although many supply teacher agencies have extremely small numbers of NQTs, they require clarification about the regulations, especially the four term rule. The first cohorts of NQTs who may be effected will be reaching their four term limit from now onwards. This is therefore an issue which is increasingly likely to require consistent management and tight record keeping. Neither of these were observed to be in place anywhere in the system at present.

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APPENDIX

Specific Project Objectives

The following detailed objectives formed the basis of the data collection. Data was analysed under the headings of the main project aims, i.e. effectiveness of mechanisms; effectiveness of dissemination of information; impact of induction period (including recruitment and retention) and cost effectiveness.

1. Effectiveness of mechanisms for carrying out the induction of NQTs.

a) Role of the Appropriate Body:

- How does the Appropriate Body discharge its responsibilities in relation to schools?
- What are the roles and relationships between LEAs, HEIs and schools in relation to induction?
- How does the Appropriate Body ensure that staff involved in induction are adequately prepared for this role?
- How appropriate is support within and across schools?
- How is the Appropriate Body ensuring induction quality and that all NQTs are treated fairly in relation to their (implicit) entitlement?
- What measures are taken by the Appropriate Body to assure the quality of the Headteacher's judgement in assessing the NQT?
- How do LEAs monitor spending of induction funds?
- The significance of funding arrangements in managing induction; i.e. how effectively are the funds deployed by the LEAs to cover their responsibilities as Appropriate Bodies and how much money is delegated to schools, per NQT per term?
- What mechanisms are in place for evaluating the effectiveness of the induction year?

b) Role of the school:

- How far does induction fit into the performance management policy and practice of the school? Issues relating to standards, objective-setting, reporting, action-planning.
- Do induction personnel and others involved have the knowledge, experience and background to do the job?
- How do they manage the job?
- What preparation have they had and how much release time are they given?
- What special demands do weak NQTs put on schools?
- Do NQTs receive their full 10% of release time and is release time effectively managed to ensure coverage of induction activities? How are NQTs covered for release time?
- How often do NQTs meet with induction personnel, other members of staff and others, both formally and informally about induction issues and what is the focus and quality of these meetings?
- How is the Career Entry Profile being used to set objectives? How realistic was the initial action plan and the objectives set? How far do schools rely on the CEP and find it useful in informing the process of evaluating the developmental needs of the NQT?

- How are schools making provision for part-time staff and does this represent parity in terms of entitlement and outcomes?
- What procedures are in place within the school setting to evaluate the effectiveness of induction activities with a view to improvement in the following year?

2. Effectiveness of dissemination of information by DfES, TTA and Appropriate Bodies about the statutory arrangements.

- What systems do appropriate bodies have for disseminating information and keeping records?
- Are schools aware of and up to date on the new statutory arrangements?
- Are the Appropriate Bodies fully aware of their responsibilities and roles and do they foster a common understanding with their schools about the assessment of the standards?
- Is all information arriving in schools, given the restriction on sending documentation to schools (i.e. minimising the bureaucratic burden)?
- Are Sixth Form Colleges adequately informed about the new statutory guidance and its implications?

3. The impact on the effectiveness of the NQTs

- Assessment against the standards. How consistent is this? How is progress throughout the year tracked? How much progress is made?
- How are objectives set? What sorts of objectives are set during the year? Are objectives achievable yet challenging? How are action plans drawn up?
- Are the termly reports clear about the extent to which the NQTs are meeting or making progress towards meeting the standards?
- Are certain groups of NQTs more at risk of poor treatment and failure than others, e.g. non-September starters, part-timers, supply teachers, NQTs in special schools, NQTs in 'failing' schools, and others (age/gender/ethnicity)?
- Is there evidence to suggest the relative effectiveness of NQTs as a result of undergoing the induction period and does pupil performance data (including SATs & GCSE examination results) indicate the relative effectiveness of NQTs in relation to other staff teaching similar cohorts?
- What activities are perceived to be most useful to achieving the aims and purpose of induction and how cost effective are the various components?

4. The impact on the recruitment and retention of NQTs.

- Whether, and to what extent, the induction period has eased the transition between ITT and teaching?
- How are LEAs recruiting NQTs (e.g. induction programmes linked to accreditation)?
- How are supply agencies recruiting NQTs?
- How do schools keep NQTs? What makes NQTs leave and where do they go?

- Is there evidence of differentiated impact of induction provision on different groups (gender, age, and minority ethnic status) and is this reflected in outcomes?
- To what extent do resignations of induction personnel and other interruptions and disruptions to the 'ideal regime' of the school impact on the NQT, during the induction year?
- To what extent is an NQT's induction year adversely affected if the NQT leaves their initial post before completion and takes up employment in another post, (full or part time)?
- Is there continuity between ITE and Induction programmes and does this extend to CPD?

5. Cost Effectiveness:

- Analyse NQT dropout rate during induction period.
- Do NQTs and schools regard the 10% release time as being used well for professional development?
- Evaluate the value for money of various activities that make up induction; enumerate different cost components in relation to their relative effectiveness.