

Aspects of School Workforce Remodelling

Strategies used and Impact on Workload and Standards

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Contents

Acknowledgments	1
Executive summary	2
1 Introduction	19
2 Literature review: policy and research background.....	20
2.1 Introduction.....	20
2.2 Policy: School workforce reform.....	20
2.3 Workforce remodelling in schools	23
2.4 Evidence about the progress of remodelling.....	23
2.5 Impact on teachers' workload.....	29
2.6 Impact on standards.....	31
2.7 Impact on support staff.....	32
2.8 Key issues for the current research.....	35
3 Research design	37
3.1 Aims and objectives	37
3.1.1 Aims	37
3.1.2 Objectives.....	37
3.1.3 Changes to objectives as the research developed	38
3.2 Overview of research design.....	39
3.3 The surveys.....	39
3.3.1 Sample population and sampling frames.....	39
3.3.2 Sample design	40
3.3.3 Sample size.....	40
3.3.4 Support staff samples	41
3.3.5 Floating teacher samples.....	41
3.3.6 Administration of the survey.....	41
3.3.7 Contacting schools.....	41
3.3.8 Questionnaire.....	42
3.3.9 Questionnaire format and pilot.....	42
3.3.10 Main stage fieldwork	43
3.3.11 Coding, data editing and outputs	44
3.3.12 Weighting	44
3.3.13 Derived variables	44
3.3.14 Interpreting the survey findings.....	46
3.3.15 Data tables	46
3.4 The case studies	46
3.4.1 Sample design	46
3.5 Case study design.....	48
3.5.1 Transcription and analysis	49
3.6 Structure of report	49

4	Overview of workforce remodelling	50
4.1	Introduction	51
4.2	Over-arching issues	51
4.2.1	Understanding of remodelling	51
4.2.2	Complexity	54
4.2.3	Overall trends	55
4.3	Primary schools	55
4.3.1	Remodelling processes, change teams and consultants	56
4.3.2	Implementation and consequences of remodelling agenda	57
4.3.3	Involvement of staff	59
4.4	Secondary schools	63
4.4.1	Remodelling processes, change teams and consultants	63
4.4.2	Implementation and consequences of remodelling agenda	64
4.4.3	Involvement of staff	66
4.5	Special schools	70
4.5.1	Special school remodelling processes, change teams and consultants	70
4.5.2	Implementation and consequences of remodelling agenda	70
4.5.3	Involvement of staff	72
5	Support staff in teaching and learning roles	75
5.1	Introduction	77
5.2	Primary schools	77
5.2.1	Support for teaching and learning	78
5.2.2	Taking responsibility for whole classes	89
5.2.3	Primary support staff views about taking whole classes	100
5.2.4	Primary teachers' views about support staff roles and status	105
5.3	Secondary schools	107
5.3.1	Support for teaching and learning	107
5.3.2	Support staff taking responsibility for whole classes	116
5.3.3	Secondary support staff views about taking whole classes	121
5.3.4	Secondary teachers' views about support staff roles and status	124
5.4	Special schools	126
5.4.1	Support for teaching and learning	126
5.4.2	Support staff taking responsibility for whole classes in special schools	133
5.4.3	Special school teachers' views about support staff roles and status	138
6	Senior administrative support staff roles	141
6.1	Introduction	142
6.2	Primary	142
6.2.1	To what extent have more complex roles been transferred	143
6.2.2	Main strategies used by schools	144
6.2.3	Career trajectories of senior administrative staff	145
6.2.4	CPD and training	146
6.2.5	Impact of remodelling of administrative roles	146

6.3	Secondary	150
6.3.1	To what extent have more complex roles been transferred?.....	150
6.3.2	Main strategies used by schools.....	152
6.3.3	Career trajectories.....	152
6.3.4	CPD and Training.....	154
6.3.5	Impact of remodelling of administrative roles.....	155
6.4	Special schools	159
6.4.1	Transferring complex administrative and pastoral roles	159
7	Transfer of administrative tasks to support staff	161
7.1	Introduction.....	162
7.2	Primary schools.....	163
7.2.1	Transfer of routine tasks	163
7.2.2	Impact of transfer of administrative tasks in primary schools	170
7.3	Secondary schools	171
7.3.1	Transfer of routine tasks	171
7.3.2	Impact of transfer of tasks.....	177
7.4	Special schools	179
7.4.1	Transfer of routine tasks	180
8	Planning, preparation and assessment time.....	182
8.1	Introduction.....	184
8.2	Primary schools.....	185
8.2.1	Allocation and use of PPA time.....	186
8.2.2	Activities during PPA time	191
8.2.3	Impact of teachers having PPA time.....	199
8.2.4	Arrangements for teaching classes during teachers' PPA time.....	206
8.2.5	Monitoring of PPA time	228
8.2.6	Overall impact of PPA arrangements.....	229
8.3	Secondary schools	235
8.3.1	Allocation and use of PPA time.....	235
8.3.2	Activities during PPA time	238
8.3.3	Impact of teachers having PPA time.....	243
8.3.4	Arrangements for teaching classes during teachers' PPA time.....	248
8.3.5	Monitoring of PPA time	250
8.3.6	Overall impact of PPA arrangements.....	251
8.4	Special schools	253
8.4.1	Allocation and use of PPA time.....	253
8.4.2	Activities during PPA time	255
8.4.3	Impact of teachers having PPA time.....	258
8.4.4	Arrangements for teaching classes during teachers' PPA time.....	261
8.4.5	Monitoring of PPA time	267
8.4.6	Overall impact of PPA arrangements.....	267

9	Cover for teacher absence	270
9.1	Introduction.....	272
9.2	Primary Schools	275
9.2.1	Arrangements for cover in primary schools	276
9.2.2	Different groups that provide cover in primary schools.....	283
9.2.3	Rationale for primary school cover arrangements	291
9.2.4	Class activities during primary school cover lessons.....	294
9.2.5	Monitoring of primary school cover arrangements.....	298
9.2.6	Impact of primary cover arrangements	299
9.3	Secondary schools	308
9.3.1	Arrangements for cover in secondary schools.....	309
9.3.2	Different groups who provide cover in secondary schools	318
9.3.3	Rationale for cover arrangements in secondary schools.....	330
9.3.4	Class activities during cover lessons in secondary schools	332
9.3.5	Monitoring of cover arrangements	339
9.3.6	Impact of cover arrangements in secondary schools	341
9.4	Special schools	349
9.4.1	Arrangements for cover in special schools	350
9.4.2	Different groups that provide cover in special schools	356
9.4.3	Rationale for special school cover arrangements.....	361
9.4.4	Class activities during cover lessons	363
9.4.5	Monitoring of cover arrangements	364
9.4.6	Impact of cover arrangements	365
10	Leadership and management time for teachers	370
10.1	Introduction.....	371
10.2	Primary schools.....	372
10.2.1	Allocation of leadership and management time	373
10.2.2	Arrangements for teaching classes.....	380
10.2.3	Monitoring of arrangements	381
10.2.4	Impact of leadership and management time.....	381
10.3	Secondary schools	386
10.3.1	Allocation of leadership and management time	386
10.3.2	Monitoring of arrangements	394
10.3.3	Impact of leadership and management time.....	394
10.4	Special schools	398
10.4.1	Allocation of leadership and management time	398
10.4.2	Arrangements for teaching classes.....	403
10.4.3	Monitoring of arrangements	403
10.4.4	Impact of leadership and management time.....	403
11	Headteachers: dedicated headship time and leadership and management time .	406
11.1	Introduction.....	407
11.2	Primary schools.....	409
11.3	Secondary schools.....	413

11.4	Special schools	416
12	Invigilation	418
12.1	Introduction.....	419
12.2	Primary schools.....	420
12.2.1	Invigilation arrangements.....	420
12.2.2	Rationale for arrangements.....	423
12.2.3	Monitoring of arrangements	425
12.2.4	Impact of arrangements	426
12.3	Secondary schools	427
12.3.1	Invigilation arrangements.....	427
12.3.2	Rationale for arrangements.....	432
12.3.3	Monitoring of arrangements	438
12.3.4	Impact of arrangements	438
12.4	Special schools	442
12.4.1	Invigilation arrangements.....	442
12.4.2	Rationale for arrangements.....	444
12.4.3	Monitoring of arrangements	445
12.4.4	Impact of arrangements	446
13	Impact of remodelling.....	447
13.1	Introduction.....	449
13.2	The overall impact of workforce remodelling: interviewees' perspectives	449
13.3	Introduction to quantitative analysis	451
13.4	Primary schools.....	452
13.4.1	Monitoring of arrangements in primary schools	452
13.4.2	Perceived impact of school remodelling arrangements on standards in primary schools.....	453
13.4.3	Impact on pupil behaviour in primary schools.....	458
13.4.4	Impact on staff workload in primary schools	460
13.4.5	Impact on staff stress levels in primary schools.....	464
13.4.6	Impact on staff sickness absence in primary schools.....	466
13.4.7	Impact on staff job satisfaction, responsibility and pay in primary schools.....	467
13.5	Secondary schools	470
13.5.1	Monitoring of arrangements in secondary schools	470
13.5.2	Impact on standards in secondary schools.....	471
13.5.3	Impact on pupil behaviour in secondary schools	476
13.5.4	Impact on staff workload in secondary schools	477
13.5.5	Impact on staff stress levels in secondary schools.....	480
13.5.6	Impact on staff sickness absence in secondary schools	482
13.5.7	Impact on staff job satisfaction, responsibility and pay in secondary schools	483
13.6	Special schools	485
13.6.1	Monitoring of arrangements in special schools.....	485
13.6.2	Impact on standards in special schools	486
13.6.3	Impact on pupil behaviour in special schools.....	488
13.6.4	Impact on staff workload in special schools.....	488

13.6.5	Impact on staff stress levels in special schools	490
13.6.6	Impact on staff sickness absence in special schools.....	490
13.6.7	Impact on staff job satisfaction, responsibility and pay in special schools	491
14	Remodelling balance sheet.....	493
	Summary.....	493
14.1	Introduction.....	495
14.2	Remodelling in primary, secondary and special schools.....	495
14.2.1	Primary schools.....	495
14.2.2	Secondary schools.....	496
14.2.3	Special schools	496
14.3	Aspects of the remodelling agenda	496
14.3.1	Enhanced roles for classroom support staff.....	497
14.3.2	Transfer of senior administrative roles from teachers to support staff.....	498
14.3.3	Transfer of administrative tasks from teachers to support staff.....	499
14.3.4	PPA time	500
14.3.5	Cover for absence.....	501
14.3.6	Leadership and management time (LMT).....	502
14.3.7	Dedicated headship time.....	503
14.3.8	Invigilation	503
14.4	Specific contexts in which the remodelling process and its impact have been different	504
14.4.1	Level of disadvantage	504
14.4.2	Special schools	505
14.5	Raising Standards and Tackling Workload	505
14.5.1	Workload	505
14.5.2	Standards.....	506
14.6	References	509
	Appendix A.....	516
	Appendix B.....	517

List of tables

Table 3.1: Questionnaires sent out and target sample sizes	40
Table 3.2: Total number of returned questionnaires	43
Table 3.3: The case study schools.....	47
Table 3.4: Interviewees in the case study schools.....	48
Table 4.1: Primary support staff: Involvement in the process of workforce remodelling in school (by time since started work in schools/in the school)	60
Table 4.2: Secondary support staff: Involvement in the process of workforce remodelling in school (by time since started work in schools/in the school)	68
Table 4.3: Special school support staff: Involvement in the process of workforce remodelling in school (by time since joined the school).....	74
Table 5.1: Primary headteachers: Total number of support staff employed in schools to work with pupils in teaching and learning situations.....	79
Table 5.2: Primary support staff: Main role	80
Table 5.3 Primary support staff: HLTA status	80
Table 5.4: Primary support staff in teaching and learning roles interviewed in the case study schools	81
Table 5.5: Primary support staff in teaching and learning roles interviewed in the case study schools: Level of qualification	84
Table 5.6: Primary headteachers: Training and skills of support staff.....	86
Table 5.7: Primary headteachers: Proportions of support staff leading learning and providing cover.....	90
Table 5.8: Primary support staff: Percentages of all those who take responsibility for classes who have done so during a) unplanned absences and b) planned absences or regular timetabled periods away from the class.....	91
Table 5.9: Primary support staff: Who devises the plans used by support staff.....	93
Table 5.10: Primary support staff: Proportion of the weekly timetable allotted to planning or preparation.....	94
Table 5.11: Primary support staff: Pay levels.....	96
Table 5.12: Primary support staff: Pay levels by HLTA role and status	96
Table 5.13: Primary support staff: Agreement with statements about taking whole classes.....	103
Table 5.14: Primary class teachers and floating teachers: Statements on role and status of support staff	106
Table 5.15: Secondary headteachers: Total number of support staff employed in schools to work with pupils in teaching and learning situations.....	108
Table 5.16: Secondary support staff: Main role.....	109
Table 5.17: Secondary support staff: HLTA status.....	109
Table 5.18: Secondary support staff in teaching and learning roles interviewed in the case study schools	110
Table 5.19: Secondary support staff in teaching and learning roles interviewed in the case study schools: Level of qualification	112
Table 5.20: Secondary headteachers: Training and skills of support staff.....	114
Table 5.21: Secondary headteachers: Proportions of support staff leading learning and providing cover.....	116
Table 5.22: Secondary support staff: Percentages of all those who take responsibility for secondary classes who have done this both for unplanned absences and in planned absences or regular timetabled periods away from the class	117

Table 5.23: Secondary support staff: Pupil activities when support staff take whole classes on a timetabled basis	118
Table 5.24: Secondary support staff: Minimum and maximum number of pupils when support staff take whole classes on a timetabled basis	119
Table 5.25: Secondary support staff: Pay levels	120
Table 5.26: Secondary support staff: Agreement with statements about taking whole classes	124
Table 5.27: Secondary teachers: Statements on role and status of support staff	125
Table 5.28: Special school headteachers: Total number of support staff employed in schools to work with pupils in teaching and learning situations	126
Table 5.29: Special school support staff: main role	127
Table 5.30: Special school support staff: HLTA status	128
Table 5.31: Special school support staff in teaching and learning roles interviewed in the case study schools ..	128
Table 5.32: Special school support staff in teaching and learning roles interviewed in the case study schools: level of qualification	130
Table 5.33: Special school headteachers: Training and skills of support staff	131
Table 5.34: Special school headteachers: Proportions of support staff leading learning and providing cover	133
Table 5.35: Special school support staff: Percentages of all those who take responsibility for classes who have done unplanned absences and in planned absences or regular timetabled periods away from the class	134
Table 5.36: Special school support staff: Who devises the plans used by support staff	135
Table 5.37: Special school support staff: Pay levels	136
Table 5.38: Special school class teachers: Statements on role and status of support staff	139
Table 6.1: Primary Headteachers: Extent to which more complex administrative or pastoral roles have been transferred from teachers to support staff over the last few years	143
Table 6.2: Support staff in senior administrative and managerial roles interviewed in the case study primary schools	144
Table 6.3: Primary headteachers: Strategies used in transferring more complex administrative or pastoral roles from teachers to support staff	145
Table 6.4: Secondary headteachers: Extent to which more complex administrative or pastoral roles have been transferred from teachers to support staff over the last few years	150
Table 6.5: Support staff in senior administrative and managerial roles interviewed in the case study secondary schools	151
Table 6.6: Secondary headteachers: Strategies used in transferring more complex administrative or pastoral roles from teachers to support staff	152
Table 6.7: Special school headteachers: Extent to which more complex administrative or pastoral roles have been transferred from teachers to support staff over the last few years	159
Table 6.8: Special school headteachers: Strategies used in transferring more complex administrative or pastoral roles from teachers to support staff	160
Table 7.1: Primary class teachers and floating teachers: Agreement with statements about time spent on administrative tasks	164
Table 7.2: Secondary teachers: Statements about time spent on administrative tasks	171
Table 7.3: Special school class teachers: Statements about time spent on administrative tasks	180
Table 8.1: Primary class teachers and floating teachers: Allocation and use of PPA time	186
Table 8.2: Primary class teachers and floating teachers: How PPA is arranged	189
Table 8.3: Primary headteachers: Allocation and use of PPA time	190

Table 8.4: Primary headteachers: Allocation and use of PPA time (by teaching commitment).....	190
Table 8.5: Primary class teachers and floating teachers: Whether PPA time is organised to allow planning with other staff	192
Table 8.6: Primary class teachers and floating teachers: Where teachers work during PPA time	194
Table 8.7: Primary class teachers and floating teachers: Tasks undertaken during PPA time	197
Table 8.8: Primary headteachers: How classes are taught while class teachers have PPA time	206
Table 8.9: Primary class teachers: How classes are normally taught while class teachers have PPA time	209
Table 8.10: Primary headteachers: How support staff are assessed.....	210
Table 8.11: Primary headteachers and class teachers: Reasons for abandoning previous arrangements.....	211
Table 8.12: Primary headteachers: Importance of factors in decisions about arrangements for teaching classes during PPA time	212
Table 8.13: Primary class teachers: Level of consultation and support over PPA arrangements	213
Table 8.14: Case study primary schools: Arrangements for PPA reported during the case studies (X) and as indicated by headteachers on the questionnaire (Y)	215
Table 8.15: Secondary teachers: Allocation and use of PPA time	236
Table 8.16: Secondary teachers: Whether PPA time is organised to allow planning with other staff.....	238
Table 8.17: Secondary teachers: Where teachers work during PPA time.....	239
Table 8.18: Secondary teachers: Tasks undertaken during PPA time	241
Table 8.19: Secondary headteachers: Strategies used to enable teachers to have timetabled PPA time.....	249
Table 8.20: Secondary teachers: Level of consultation and support over PPA arrangements	249
Table 8.21: Special school class teachers: Allocation and use of PPA time	254
Table 8.22: Special school class teachers: Whether PPA time is organised to allow planning with other staff ..	256
Table 8.23: Special school class teachers: Where teachers work during PPA time	256
Table 8.24: Special school class teachers: Tasks undertaken during PPA time.....	257
Table 8.25: Special school headteachers: How classes are taught while class teachers have PPA time	261
Table 8.26: Special school class teachers: How classes are normally taught while class teachers have PPA time	262
Table 8.27: Special school headteachers: How support staff are assessed	263
Table 8.28: Special school headteachers: Importance of factors in decisions about arrangements for teaching classes during PPA time	264
Table 8.29: Special school class teachers: Level of consultation and support over PPA arrangements	266
Table 9.1: Time spent on cover for absent colleagues: 2004-2009	273
Table 9.2: Primary headteachers and primary class teachers: Immediate cover arrangements for unexpected absence.....	277
Table 9.3: Primary floating teachers: Immediate cover arrangements for unexpected absence.....	278
Table 9.4: Primary headteachers, primary class teachers and primary floating teachers: Cover groups used in immediate arrangements for unexpected absence	278
Table 9.5 Primary headteachers and primary class teachers: Regular cover arrangements for different types of absence.....	280
Table 9.6: Primary headteachers, class teachers and floating teachers: Cover groups used for different types of absence.....	281
Table 9.7: Primary floating teachers: Frequency of providing cover in different circumstances.....	285
Table 9.8: Primary support staff: Frequency of providing cover during unplanned teacher absence.....	287

Table 9.9: Primary class teachers: Maximum consecutive period a member of support staff has been in charge of a class during teacher absence (primary headteachers)/in charge of my class	289
Table 9.10: Primary support staff: Types of classes provided cover for during unplanned teacher absence.....	290
Table 9.11: Primary headteachers: Importance of factors in decisions about arrangements for cover	291
Table 9.12: Primary support staff: Plans followed during unplanned teacher absence.....	295
Table 9.13: Primary headteachers: Frequency of cover provided by different staff groups currently compared with before the introduction of workforce remodelling	300
Table 9.14: Primary floating teachers: Impacts of providing cover for absence.....	304
Table 9.15: Secondary headteachers and secondary teachers: Immediate cover arrangements for unexpected absence.....	310
Table 9.16: Secondary headteachers and teachers: Cover groups used in immediate arrangements for unexpected absence	311
Table 9.17: Secondary headteachers and secondary teachers: Regular cover arrangements for different types of absence.....	313
Table 9.18: Secondary headteachers and teachers: Cover groups used for different types of absence	315
Table 9.19: Secondary headteachers and secondary teachers: Hours cover provided in the last term.....	319
Table 9.20: Secondary headteachers: Strategies to reduce the amount of cover provided by headteachers and teachers	320
Table 9.21: Secondary headteachers: Circumstances in which classes are normally taught by a subject specialist	323
Table 9.22: Secondary headteachers: Training, skills and role of cover supervisors.....	326
Table 9.23: Secondary support staff: Frequency of providing cover during unplanned teacher absence	327
Table 9.24: Secondary support staff: Activities when not providing cover	328
Table 9.25: Secondary headteachers: Importance of factors in decisions about arrangements for cover	331
Table 9.26: Secondary headteachers and secondary teachers: Arrangements for setting work during unplanned absence.....	332
Table 9.27: Secondary support staff: Plans followed during unexpected teach absence	333
Table 9.28: Secondary headteachers: Frequency of cover provided by different staff groups, compared to before the introduction of workforce remodelling.....	341
Table 9.29: Secondary teachers: How often teachers lose non-contact periods as a consequence of covering other teachers' absence.....	342
Table 9.30: Special school headteachers and special school class teachers: Immediate cover arrangements for unexpected absence	351
Table 9.31: Special school floating teachers: Immediate cover arrangements for unexpected absence	352
Table 9.32: Special school headteachers, special class teachers: Cover groups used in immediate arrangements for unexpected absence.....	352
Table 9.33: Special school headteachers and special school class teachers: Regular cover arrangements for different types of absence	353
Table 9.34: Special school headteachers and class teachers: Cover groups used for different types of absence	354
Table 9.35: Special school floating teachers: Frequency of providing cover in different circumstances	357
Table 9.36: Special school support staff: Frequency of providing cover during unplanned teacher absence	359
Table 9.37: Special school headteachers and special school class teachers: Maximum consecutive period a member of support staff has been in charge of a class during teacher absence	360
Table 9.38: Special school support staff: Types of classes provided cover for during unplanned teacher absence	361

Table 9.39: Special school headteachers: Importance of factors in decisions about arrangements for cover	362
Table 9.40: Special support staff: Plans followed during unplanned teacher absence	363
Table 9.41: Special headteachers: Frequency of cover provided by different staff groups currently compared with before the introduction of workforce remodelling	365
Table 9.42: Special school floating teachers: Impacts of providing cover for absence	367
Table 10.1: Primary headteachers: Headteachers who said that teachers were timetabled to have regular leadership and management time	374
Table 10.2: Primary class teachers: Whether have regular or irregular LMT by level of responsibility	375
Table 10.3: Primary headteachers: Responsibilities of teachers who do and do not have LMT	376
Table 10.4: Primary class teachers: Whether have regular or irregular LMT (by type of responsibility)	377
Table 10.5: Percentage of primary teachers with LMT who have specified responsibilities	377
Table 10.6: Primary class and floating teachers: Hours of LMT allocated per week/ taken last term	379
Table 10.7: Primary headteachers: Barriers to offering more LMT (by school size)	380
Table 10.8: Primary headteachers: Agreement with impact of LMT on leadership and management work (by teachers with LMT, barriers to LMT, and whether monitors LMT)	383
Table 10.9: Secondary headteachers: Headteachers who said that teachers were timetabled to have regular leadership and management time	389
Table 10.10: Secondary teachers: Whether teachers have regular or irregular LMT by level of responsibility ...	389
Table 10.11: Secondary headteachers: Responsibilities of teachers who do and do not have LMT	391
Table 10.12: Percentage of secondary teachers with different responsibilities who have LMT	391
Table 10.13: Percentage of secondary teachers with LMT who have specified responsibilities	392
Table 10.14: Secondary teachers: Hours of LMT allocated per week/ taken last term	392
Table 10.15: Special school headteachers: Headteachers who said teachers were timetabled to have regular leadership and management time	399
Table 10.16: Special school class teachers: Whether have regular or irregular LMT (by level of responsibility)	400
Table 10.17: Special school headteachers: Responsibilities of teachers who do and do not have LMT	401
Table 10.18: Special school class teachers: Hours of LMT allocated per week/ taken last term	402
Table 11.1: Primary headteachers: Hours of DHT and LMT allocated per week	410
Table 11.2: Secondary headteachers: Hours of DHT and LMT allocated per week	414
Table 11.3: Special school headteachers: Hours of DHT and LMT allocated per week	416
Table 12.1: Primary headteachers: Who is present in room during National Key Stage 2 tests or other external examinations?	420
Table 12.2: Primary class teachers: Who is present throughout when pupils taught take external tests or examinations?	421
Table 12.3: Primary headteachers: Reasons why teachers or members of leadership team are present throughout to invigilate or support invigilators	423
Table 12.4: Primary class teachers: Who makes decisions about invigilation and factors taken into account....	425
Table 12.5: Primary headteachers: How often teachers use gained time freed up (as a result of not invigilating) for other activities	426
Table 12.6: Secondary headteachers: Who is present in room throughout external examinations and national key stage tests?	428
Table 12.7: Secondary headteachers: members of teaching staff present in exam room only in specific circumstances during external examinations and national key stage tests (but not routinely present or invigilating)	429

Table 12.8: Middle deemed secondary headteachers: Who is present in room during external examinations and national key stage tests?.....	429
Table 12.9 Secondary teachers: In what circumstances present in exam room during external examinations or national key stage tests?.....	430
Table 12.10: Secondary headteachers: Reasons why teachers or members of leadership team are present throughout to invigilate or support invigilators.....	432
Table 12.11: Secondary headteachers: What barriers limit the use of support or temporary staff recruited as invigilators?	434
Table 12.12: Secondary headteachers: How often teachers use gained time freed up (as a result of not invigilating) for other activities	438
Table 12.13: Middle deemed secondary headteachers: How often teachers use gained time freed up (as a result of not invigilating) for other activities	439
Table 12.14: Secondary teachers: How often use gained time freed up (as a result of not invigilating) for other activities	440
Table 12.15: Special school headteachers: Who is present in room during National Key Stage 2 or 3 tests or other external examinations?	442
Table 12.16: Special school class teachers: Who is present throughout when pupils taught take external tests or examinations?	443
Table 12.17: Special school headteachers: Reasons why teachers or members of leadership team are present throughout to invigilate or support invigilators.....	444
Table 12.18: Special school class teachers: Who makes decisions about invigilation, and factors taken into account.....	445
Table 12.19: Special school headteachers: How often teachers use gained time freed up (as a result of not invigilating) for other activities	446
Table 13.1: Primary headteachers: Whether monitors impacts of current arrangements for.....	452
Table 13.2: Primary headteachers: Types of information used in monitoring	453
Table 13.3: Primary headteachers: Perceived impact of remodelling arrangements in the school on standards.....	454
Table 13.4: Primary headteachers: Overall ratings for perceived impact of school arrangements on standards.....	454
Table 13.5: Primary headteachers: Relationship between questionnaire responses and a) headteachers' perceptions of the impact of their schools' remodelling arrangements on standards, and b) actual change in attainment 2003-7.....	456
Table 13.6: Primary class and floating teachers: Satisfaction with the impact remodelling has had on standards	457
Table 13.7: Primary class teachers: Satisfaction with remodelling in relation to standards (by satisfaction with PPA and cover arrangements in relation to standards).....	458
Table 13.8: Primary headteachers: Satisfaction with impact of school remodelling strategies on pupil behaviour	459
Table 13.9: Primary headteachers: Overall satisfaction with impact of school remodelling strategies on pupil behaviour	459
Table 13.10: Primary headteachers: Extent to which remodelling has increased or decreased workload for different members of staff	460
Table 13.11: Primary support Staff: Extent to which workload has changed in the last five years.....	463
Table 13.12: Primary headteachers: Extent to which remodelling has increased or decreased stress for different members of staff	464
Table 13.13: Primary headteachers: Extent to which remodelling has increased or decreased sickness absence for different members of staff	466
Table 13.14: Primary support staff: Extent to which role or job description has changed in the last five years ..	468

Table 13.15: Secondary headteachers: Whether monitors impacts of current arrangements for.....	470
Table 13.16: Secondary headteachers: Types of information used in monitoring.....	471
Table 13.17: Secondary headteachers: Perceived impact of remodelling arrangements in the school on standards	472
Table 13.18: Secondary headteachers: Overall ratings for perceived impact of school arrangements on standards	472
Table 13.19: Secondary headteachers: Relationship between questionnaire responses and a) headteachers' perceptions of the impact of their schools' remodelling arrangements on standards, and b) actual change in attainment 2003-7.....	474
Table 13.20: Secondary teachers: Satisfaction with the impact remodelling has had on standards.....	475
Table 13.21: Secondary teachers: Views and satisfaction with PPA time and cover for absence in relation to overall satisfaction with remodelling in terms of standards	476
Table 13.22: Secondary headteachers: Satisfaction with impact of school remodelling strategies on pupil behaviour	476
Table 13.23: Secondary headteachers: Extent to which remodelling has increased or decreased workload for different members of staff	477
Table 13.24: Secondary support staff: Extent to which workload has changed in the last five years.....	479
Table 13.25: Secondary headteachers: Extent to which remodelling has increased or decreased stress for different members of staff	480
Table 13.26: Secondary headteachers: Extent to which remodelling has increased or decreased sickness absence for different members of staff.....	482
Table 13.27: Secondary support staff: Extent to which role or job description has changed in the last five years	483
Table 13.28: Special school headteachers: Whether monitors impacts of current arrangements for.....	485
Table 13.29: Special school headteachers: Types of information used in monitoring.....	485
Table 13.30: Special school headteachers: Perceived impact of remodelling arrangements in the school on standards	486
Table 13.31: Special school headteachers: Overall ratings for perceived impact of school arrangements on standards	486
Table 13.32: Special school class and floating teachers: Satisfaction with the impact remodelling has had on standards	487
Table 13.33: Special school headteachers: Satisfaction with impact of school remodelling strategies on pupil behaviour	488
Table 13.34: Special school headteachers: Extent to which remodelling has increased or decreased workload for different members of staff	489
Table 13.35: Special school support staff: Extent to which workload has changed in the last five years.....	489
Table 13.36: Special school headteachers: Extent to which remodelling has increased or decreased stress for different members of staff	490
Table 13.37: Special school headteachers: Extent to which remodelling has increased or decreased sickness absence for different members of staff.....	491
Table 13.38: Special school support staff: Extent to which role or job description has changed in the last five years	492
Table B8.1 Primary class teachers: Tasks undertaken during PPA time	517
Table B8.2 Secondary teachers: Tasks undertaken during PPA time	518
Table B8.3 Special school class teachers: Tasks undertaken during PPA time	519

List of figures

Figure 2.1: Average total hours worked by primary and secondary classroom teachers, 2000-2008, and hours spent on specific categories of work	30
Figure 2.2: Full time equivalent (FTE) support staff (thousands), 1997 - 2009	32
Figure 4.1: Primary headteachers: Agreement with statements on implementation and consequences of remodelling agenda	57
Figure 4.2: Secondary headteachers: Agreement with statements on implementation and consequences of remodelling agenda	64
Figure 4.3: Special school headteachers: Agreement with statements on implementation and consequences of remodelling agenda	71
Figure 5.1: Primary headteachers: Attitudes towards the skills of support staff	88
Figure 5.2: Primary support staff: Agreement with statements about taking whole classes.....	101
Figure 5.3: Headteachers: Attitudes towards the skills of support staff.....	115
Figure 5.4: Secondary support staff: Agreement with statements about taking whole classes.....	122
Figure 5.5: Special school headteachers: Attitudes towards the skills of support staff	132
Figure 5.6: Special school support staff: Agreement with statements about taking whole classes.....	137
Figure 8.1: Primary headteachers: Impact of teachers having PPA time.....	199
Figure 8.2: Primary class teachers: Impact of teachers having PPA time.....	200
Figure 8.3: Primary headteachers: Satisfaction with impact of PPA arrangements	230
Figure 8.4: Primary class teachers: Satisfaction with impact of PPA arrangements	231
Figure 8.5: Primary class teachers: views about the outcomes of PPA arrangements	232
Figure 8.6: Secondary headteachers: Impact of teachers having PPA time	244
Figure 8.7: Secondary teachers: Impact of teachers having PPA time	244
Figure 8.8: Secondary headteachers: Satisfaction with impact of PPA arrangements	251
Figure 8.9: Secondary teachers: Satisfaction with impact of PPA arrangements	252
Figure 8.10: Special school headteachers: Impact of teachers having PPA time	258
Figure 8.11: Special school class teachers: Impact of teachers having PPA time	259
Figure 8.12: Headteachers: Satisfaction with impact of PPA arrangements.....	267
Figure 8.13: Class teachers: Satisfaction with impact of PPA arrangements.....	268
Figure 8.14: Class teachers: views about the outcomes of PPA arrangements.....	269
Figure 9.1: Primary class teachers: How often arrangements happen if a class teacher was absent for up to three days	299
Figure 9.2: Primary class teachers and primary floating teachers: Outcomes in class when the class teacher is absent	301
Figure 9.3: Primary class teachers: Impact of short-term absence on pupils: teaching and learning continues as usual in the class, by proportion of pupils eligible for free school meals.....	302
Figure 9.4: Primary class teachers: Impacts of class teacher absence and cover arrangements being put in place	303
Figure 9.5: Primary headteachers: Satisfaction with impact of current arrangements for cover for absence.....	304
Figure 9.6: Primary class teachers: Satisfaction with impact of current arrangements for cover for absence	306
Figure 9.7: Secondary headteachers: Comparison of selected arrangements for cover in schools with high and low eligibility for free school meals.....	314

Figure 9.8: Secondary teachers: How often arrangements happen if a class teacher was absent for up to three days	341
Figure 9.9: Secondary headteachers: Agreement with statements comparing current arrangements with those in place before workforce remodelling	343
Figure 9.10: Secondary teachers: Continuity and pupil behaviour during longer-term absence	344
Figure 9.11: Secondary headteachers: Satisfaction with impact of current arrangements for cover for absence	344
Figure 9.12: Secondary teachers: Satisfaction with impact of current arrangements for cover for absence.....	345
Figure 9.13: Secondary teachers: Satisfaction with impact of current arrangements for cover for absence on standards, by proportion of pupils eligible for free school meals.....	345
Figure 9.14: Special school class teachers and floating teachers: How often arrangements happen if a class teacher was absent for up to three days	365
Figure 9.15: Special class teachers and special floating teachers: Outcomes in class when the class teacher is absent	366
Figure 9.16: Special school class teachers: Impacts of class teacher absence and cover arrangements being put in place	367
Figure 9.17: Special school headteachers: Satisfaction with impact of current arrangements for cover for absence	368
Figure 9.18: Special school class teachers: Satisfaction with impact of current arrangements for cover for absence	368
Figure 10.1: Primary headteachers: Agreement with statements relating to the impact of the provision of regular leadership and management time.....	381
Figure 10.2: Primary class teachers: Agreement with statements relating to the impact of the provision of regular leadership and management time.....	383
Figure 10.3: Primary floating teachers: Agreement with statements relating to the impact of the provision of regular leadership and management time.....	384
Figure 10.4: Secondary headteachers: Agreement with statements relating to the impact of the provision of regular leadership and management time.....	395
Figure 10.5: Secondary teachers: Agreement with statements relating to the impact of the provision of regular leadership and management time.....	396
Figure 10.6: Special school headteachers: Agreement with statements relating to the impact of the provision of regular leadership and management time.....	403
Figure 10.7: Special school class teachers: Agreement with statements relating to the impact of the provision of regular leadership and management time.....	404
Figure 11.1: Primary and secondary headteachers: proportion of time spent on different work activities.....	408
Figure 12.1: Secondary teachers' invigilation preferences.....	436

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Executive summary

Introduction

The National Agreement, *Raising Standards and Tackling Workload* (2003)¹, signed by the then DfES² and its social partners³ in January 2003, had two aims: to raise standards and reduce teacher workload. It outlined a series of changes to teachers' contracts, which have subsequently been incorporated into the School Teachers Pay and Conditions Document (STPCD):

- September 2003: routine delegation of administrative and clerical tasks to support staff; new work-life balance clauses; and leadership and management time (LMT);
- September 2004: new limits on covering for absent teachers (38 hours a year);
- September 2005: guaranteed time for planning, preparation and assessment (PPA time); dedicated headship time (DHT); and new invigilation arrangements.

The National Agreement also included a review of support staff roles; and a concerted attack on unnecessary bureaucracy and paperwork.

Research aims

The research was designed to explore in detail the strategies schools used to implement the key contractual changes: the introduction of guaranteed time for PPA; limits on the amount of cover that teachers may carry out for absent colleagues; the introduction of LMT; and the removal of the requirement to routinely invigilate external examinations. It also aimed to explore, to a lesser extent, other contractual changes which related to work/life balance; the transfer of administrative tasks to support staff; and the introduction of DHT. In each case, the aim was to explore the arrangements that schools had in place, and perceptions of their impact on standards and on teacher workload. It also focused on the impacts on those support staff most affected by the changes: teaching and learning support staff who regularly took responsibility for whole classes, and administrative staff who had taken on roles formerly carried out by teachers.

¹ The National Agreement was signed by the Association of Teachers and Lecturers (ATL), the Department for Education and Skills (DfES), GMB, National Association of Headteachers (NAHT), National Association of Schoolmasters Union of Women Teachers (NASUWT), National Employers' Organisation for School Teachers (NEOST), Professional Association of Teacher (PAT) (now known as Voice); Secondary Heads' Association (SHA) (now known as the Association of School and College Leaders); Transport and General Workers' Union (TGWU) (now known as Unite); UNISON; and the Welsh Assembly Government (WAG). It is referred to throughout this report as National Agreement (2003)

² The DfES (Department for Education and Skills) became the DCSF (Department for Children, Schools and Families) in June 2007.

³ The social partnership is made up of the signatories of the National Agreement.

Research design

The research involved:

- i. National surveys of headteachers (achieved sample 1,764), teachers (achieved sample 3,214), and support staff (2,414) in primary, secondary and special schools. Questionnaires were returned by staff in 38 per cent of the schools approached, and by 29 per cent of the headteachers. The support staff questionnaire was distributed to those who ever took responsibility for whole classes, or, if there were no staff in this category, to other teaching and learning support staff.
- ii. Qualitative case studies undertaken in nineteen schools selected from survey responses to illustrate a variety of practice; in each school, the headteacher, teachers, support staff who took responsibility for whole classes and administrative support staff were interviewed.

Overview of workforce remodelling

A number of issues run through the data, and should be taken into account in reading the report:

- Conflation of remodelling and other parallel changes taking place (such as restructuring of responsibility posts) meant that responses to general questions about remodelling and its impact may have been answered with other changes in mind.
- Schools generally used multiple strategies in relation to each aspect of remodelling; thus it was difficult to assess which strategies were considered to have the greatest impacts on standards and workload.
- The categories used in guidance and policy documents, and therefore in the questionnaires used in this research, did not always appear clear-cut on the ground.
- Schools had developed a wide variety of job titles, particularly for support staff roles. These sometimes gave a false impression of the person's actual role.
- Heads who had been appointed since remodelling were less likely to say it had been fully implemented or had had a positive impact.
- Heads were consistently more positive about what was happening in their schools than were teachers.

Most headteachers across all sectors agreed that their schools had implemented all aspects of the remodelling agenda in accordance with WAMG guidance, and the majority indicated that, when implementing the agenda, their main aim had been to be compliant with the statutory requirements.

There was little difference in the overall findings observed amongst headteachers across the different sectors, although secondary headteachers were slightly more likely than their primary counterparts to report that the remodelling process had involved a substantial change, and slightly less likely to state that their main aim had been to be compliant.

Class (and floating) teachers across all the sectors were less likely than headteachers to report that remodelling had involved a whole school effort. The number of teachers who had joined their schools before 2006 and who agreed that they had been involved or consulted in the remodelling process ranged from a fifth (secondary) to a third (primary).

Support staff were also asked about the involvement they had in the process of remodelling in their schools. Amongst primary support staff who had been in post since before 2006, around half said that they were consulted about changes to their own work and two-fifths that they continue to be regularly consulted about changes to their role. Comparable figures observed amongst secondary support staff were slightly lower. Across all sectors, around one fifth reported that they had not been aware of remodelling in their school.

Support staff in teaching and learning roles

According to headteachers, the numbers of support staff employed in teaching and learning posts varied from one for every five pupils in special schools, to one for every 27 pupils in primary schools, and one for every 70 pupils in secondary schools. This research focused on those who sometimes took responsibility for whole classes; a large majority of headteachers indicated that this was less than one third of all the support staff in teaching and learning posts.

HLTA status, qualifications and training

Amongst primary support staff who ever took responsibility for whole classes, 33 per cent had higher level teaching assistant (HLTA) status, including 24 per cent who had posts as HLTAs. These numbers were slightly lower in special schools (30 per cent, 19 per cent) and secondary schools (24 per cent, 15 per cent).

Half the support staff who ever took responsibility for whole classes in secondary schools said that they were qualified to Level 4⁴ or above, twice as many as in primary and special schools. A minority (between two and five per cent in the different sectors) said they had Qualified Teacher Status (QTS), and around one in three said they would be interested in gaining QTS (ranging from 22 per cent in primary schools to 39 per cent in secondary schools).

The majority of headteachers in all sectors reported that most or all of their support staff had taken advantage of the training available to them, while around half in each sector agreed that remodelling had contributed to improved standards because support staff skills had improved (no more than 16 per cent disagreed in any of the sectors). The case study data also indicated that heads provided significant support for training. In primary schools, this was most apparent in the way that they enabled support staff to access preparation for HLTA assessment. Many support staff and headteachers demonstrated confusion about whether the preparation for HLTA assessment constitutes training, and whether the status is itself a qualification (which it is not).

⁴ Level 4 includes NVQ 4 and certificates of higher education.

Pay for support staff who ever took responsibility for whole classes

When asked about their pay, around one in three support staff who ever took responsibility for whole classes said they were paid at a higher level than colleagues who never took whole classes. Of those in primary schools, one third reported that they were paid at a higher rate only for the hours they took whole classes; the proportions in secondary and special schools were lower (about one in seven). The case study data highlighted significant dissatisfaction amongst support staff in relation to pay and contractual arrangements. A number of interviewees expressed disappointment at the continued use of split and term-time only contracts by schools, and argued that the nature of their work was not reflected in their pay. A few felt exploited and undervalued, generally because they had to undertake significant amounts of unpaid overtime to carry out their assigned roles, and felt that this contribution was not recognised or rewarded. Interviews with heads and senior staff responsible for support staff performance review suggested that recent developments in roles and training had encouraged many individuals, particularly in primary schools, to have expectations about progression and pay that would be impossible to fulfil.

Taking responsibility for whole classes

In primary and special schools, the majority of those who ever took responsibility for whole classes did so both during unplanned teacher absences, and during planned absences or periods when the teacher was not timetabled to teach (such as teachers' PPA time). In secondary schools, half of those who took classes did so only during unplanned absences (as cover supervisors).

The majority in all sectors agreed that they enjoyed being responsible for whole classes, and that this was a good use of their skills and experience. However, half those in secondary schools, and a third in primary and special schools, agreed that they needed more training and development, particularly in behaviour management (again this was most frequent in secondary schools). This was corroborated in the school case studies.

In all sectors, around two in five class teachers agreed that support staff had more rewarding roles as a result of remodelling, and that support staff now had a higher status in the school, while around half as many disagreed.

Across all sectors, support staff with HLTA posts tended to have more responsibility (e.g. for taking whole classes on a regular basis) and were more likely than other respondents to say their pay was greater than that of colleagues who were not taking whole classes. Those with HLTA posts and those with HLTA status but no post were also more positive than other support staff about taking whole classes; more confident in their skills; and more likely to feel that they had received sufficient training. In secondary schools, cover supervisors (who did not generally have HLTA status) were less confident in their skills, but nonetheless were more likely than other respondents to say they enjoyed taking whole classes, and saw this as a good use of their skills and experience. They tended to be more highly qualified than other support staff surveyed, and were more likely to be interested in gaining QTS.

Between a third and half of those who took whole classes had specific allocations of time for planning (more in secondary than in primary schools). Support staff interviewees across all sectors reported a need to have such time. Those who did have allocations on their timetables reported that the time was not protected and they were often unable to take it.

In a minority of schools, support staff, including cover supervisors, were deployed to teach whole classes for prolonged periods of time (several weeks in primary schools, or over a whole term or more in secondary schools). In secondary schools, those who did this generally taught lower sets. In general this was said to be because of the difficulty of recruiting appropriate temporary teachers.

Senior administrative support staff roles

In the survey, two in three secondary headteachers said that complex administrative or pastoral roles had been transferred from teachers to support staff in recent years, 'to a large extent' or 'entirely', while only four per cent said this had not happened at all. Primary and special schools were less likely to have transferred these roles: in each case, only one in three said that this had happened 'to a large extent' or 'entirely'. In each sector, larger schools were more likely to have transferred the roles. In a third of schools across all sectors, some teachers with relevant expertise continued to carry out complex administrative roles.

Where these roles had been transferred to support staff, most headteachers said that either teachers had trained existing support staff, or that new support staff had been recruited; often teachers had continued to supervise support staff in such roles. Recruitment of new support staff was more common in secondary schools than in primary or special schools, and more common in larger schools in each sector. In a quarter of the secondary schools surveyed, one or more teachers had moved into support staff roles.

In the primary case study schools, administrative staff had generally been in the same school for many years, and their role had expanded, or they had taken on new responsibilities (for example as business manager or finance officer). While some secondary interviewees had also developed their careers by progressing within one school, the majority had been recruited from other sectors and brought different skills and experience into the school.

The transfer of administration from teachers and headteachers had often resulted in an increased workload for existing administrative staff in the primary case study schools, which generally had only a small number of administrative roles/staff. In the secondary schools visited, the numbers of administrative support staff had risen, and more specialised and diverse roles had been created.

There was a clear sense of professionalism and enhanced status emerging amongst some of interviewees. In particular, business managers were supported by the CSBM and the larger qualifications framework in which it is embedded. Similarly, the work of bursars and finance officers was embedded in wider networks of support, mainly at the LA level, which were not readily available to other administrative support staff.

In some primary case study schools, there was evidence of senior leadership resisting the idea of support staff being involved in the leadership team, but in most secondary schools, the senior administrator was part of the team.

Over three-quarters of the administrative staff interviewed said their workloads were excessive and that they worked unpaid overtime. While this seemed to be partly a consequence of remodelling, in that they had taken on additional tasks that were previously carried out by teachers, interviewees said that it also related to new external demands.

Transfer of administrative tasks to support staff

In all sectors, only around 25 per cent of class teachers agreed that they now spent less time on routine administration, while 40 per cent disagreed. Secondary teachers on the leadership scale were more likely than other teachers to agree.

The case study schools had implemented a range of measures to facilitate the transfer of routine administrative tasks from teachers to support staff. However, interviewees pointed out a number of reasons why some of the arrangements were not altogether effective including, for example, the hours support staff worked, and in primary schools, the fact that many of them had more work than they could effectively complete.

Only a few of the interviewees talked in terms of administrative tasks that did or did not need a teachers' professional skills; the majority focused on a small number of administrative tasks (including display and photocopying), and did not appear to have clearly understood the criteria for determining which tasks it was appropriate for teachers to undertake.

There was also evidence that, regardless of the administrative support mechanisms introduced, there were some teachers in all the case study schools who chose to do certain tasks. They argued, for example, that their classroom displays were an integral part of teaching and learning, or a source of professional self-esteem. Several of the teachers interviewed argued that they could not use the school arrangements for photocopying because they reviewed their lesson plans and resources after the previous lesson, and this was too late to hand in their photocopying.

A common theme running through the primary and secondary teacher accounts was that sometimes teachers undertook certain administrative tasks because they considered it quicker to do them themselves than to explain to support staff what they required to be done.

In the case study schools, both primary and secondary school headteachers worried that it was not easy to distinguish between tasks that teachers should do and those that should be passed to support staff, particularly as some administrative-related tasks required input from both.

Special school teachers argued that some of the tasks listed were irrelevant in a special school context; they also said that the high level of team work meant that tasks were often done by the person who had the necessary skills, regardless of their role.

Planning, Preparation and Assessment (PPA) time

The research found that the introduction of PPA time has involved a different type of change in primary and secondary schools. In secondary schools, the main change was that some non-contact time now had to be designated as PPA time. In primary schools, the change was greater because previously, teachers rarely had non-contact time.

Allocation

Over 97 per cent of headteachers in the survey said that all of their teachers had their contracted allocation of timetabled PPA time. However, fewer teachers said they had their full allocation (88 per cent primary, 83 per cent secondary and 90 per cent special). Those who did not generally said they had PPA time but it was less than ten per cent of their timetabled teaching time. The majority of primary and special school headteachers with a timetabled teaching commitment did not have PPA time (or if they

did, they did not use it for PPA). In primary schools, floating teachers were less likely than class teachers to have PPA time.

In the case study schools where PPA time was not fully in place, this was generally because it was not identified on the timetable, though teachers had more than ten per cent non-contact time. Four per cent of secondary teachers reported that teachers in the school were regularly called on to provide absence cover during their PPA time, and a quarter that this had happened occasionally; however fewer headteachers made such reports (one per cent and 12 per cent respectively).

Activities conducted during PPA time

In the survey, around half the primary class teachers said that their PPA time was arranged so that they could plan with other staff at least some of the time, but this was lower in special and secondary schools (around one in three in each case). Primary case study interviewees were very positive about the benefits of working collaboratively during PPA time.

Survey respondents used a range of locations for work during PPA time, most commonly 'another' workspace other than the classroom or staffroom. Around half the primary and special school class teachers, and a third of secondary teachers, said there was no suitable space in the school in which they could work without interruption during their PPA time. Many case study interviewees emphasised both lack of appropriate space and lack of appropriate IT facilities.

All survey respondents said they did PPA tasks during at least some of their PPA time; primary class teachers were the most likely to say that they *regularly* did PPA tasks (81 per cent primary, 67 per cent secondary and 74 per cent special school). Primary teachers in schools with higher eligibility for free school meals (FSM) were less likely to do PPA tasks during their PPA time.

A majority of case study interviewees echoed these findings. Planning was most often undertaken by those in primary schools. In contrast, secondary teachers reported that the majority of their PPA time was spent on non-PPA tasks such as dealing with pupil behaviour, pastoral issues, and departmental tasks; those who were entitled to LMT tended not to distinguish their PPA time from LMT. A small number of case study teachers, particularly in secondary schools, argued that the time was theirs to use as they liked.

Impact of teachers having PPA time

About three-quarters of headteachers agreed that teachers having PPA time had impacted positively on teacher morale, planning and the effectiveness of lessons. Fewer teachers agreed with these statements – about half of primary and special school teachers and 40 per cent of secondary teachers. Across the different sectors, less experienced teachers and those without whole school responsibilities tended to be more positive than other teachers.

Case study teachers were generally appreciative of having PPA time. Those in primary schools reported a greater impact; this related both to the novelty of having PPA time, and to having the time in substantial blocks when they could focus on their work, and in some cases work with colleagues. Teachers in secondary schools, who were used to having non-contact time, reported a less pronounced impact, but appreciated the benefits of having *protected* time. Some said that it would be easier to use the time productively if it was allocated as blocks or double periods. Some secondary interviewees argued that PPA time had not impacted on standards. While many

teachers and headteachers in all sectors said that having PPA time had impacted positively on workload and work life balance, interviewees in all phases claimed that this impact was lessened by various government and school initiatives which added to workload.

Arrangements for teaching classes during teachers' PPA time

Survey responses and case studies showed that primary and special schools used a wide range of arrangements for teaching classes while teachers have PPA time; there was variety both across schools, and within each school. Moreover, arrangements had changed over time; one in three primary (and one in four special school) headteachers reported that they had changed since PPA time was first introduced. This made it very difficult to assess the impact on standards of any particular strategy.

In primary schools, classes were most frequently reported to be taught by members of support staff (reported by 55 per cent of teachers) and floating teachers (38 per cent). Other common arrangements included specialist coaches or instructors, specialist teachers, the headteacher, and supply teachers (all used by at least one in five schools). Heads of schools that were large, urban, in London or had high levels of FSM were more likely to use teachers than support staff. Special school arrangements were very similar to those of primary schools.

The factors that were most frequently identified as being important in determining how classes should be taught were: wanting pupils to be taught by people with whom they were familiar; support staff skills and experience; and financial cost. The case study interviews highlighted the extent to which decisions about how classes should be taught were related to the availability and skills of specific individuals.

Monitoring of PPA time

The majority of headteachers (in all sectors) indicated in the survey that they monitored the impact of their arrangements for PPA time, although only a minority (between 20 per cent and 24 per cent) did so formally.

Overall impact of PPA arrangements

Over two-thirds of primary and special school headteachers and teachers were satisfied with the impact of their PPA arrangements on teachers' workloads and on standards, though a higher proportion of headteachers than of teachers reported satisfaction. In secondary schools, just over half the headteachers were satisfied, and less than half the teachers. Fewer respondents were satisfied with the impact on pupil behaviour, and less than half the primary and secondary heads were satisfied with the cost of their arrangements.

Cover for absence

Arrangements for cover

The arrangements made to cover any teacher absence varied with the length of the absence, whether it was planned, the class to be covered, etc. In primary schools, a wide variety of arrangements were used, but the use of supply teachers was the most frequent arrangement for all types of absence. In secondary and special schools, support staff were most often used for absences of less than three days, and supply teachers for longer absences. In the case study schools, part-time and job-share teachers often provided cover on days when they were not scheduled to work. Many of the case study headteachers talked about the difficulty of finding satisfactory long-term

cover, and in several schools this had been provided by the headteacher. While subject specialist teachers were not necessarily used in secondary schools, three-quarters of heads reported that their use was prioritised in exam classes.

Large primary schools, those in London and those with high FSM levels were more likely to use floating teachers for cover; these were often on the leadership scale. Similarly London and urban secondary schools were more likely to use internal teachers. All these groups made less use of support staff for cover. Case study schools in London related their decision not to use support staff for cover to the need to raise standards in challenging schools.

Over a quarter of primary headteachers and ten per cent of secondary and special school headteachers reported that in the last term they had spent more than 13 hours a term providing cover (suggesting they may cover more than 38 hours in a year). Four per cent of secondary teachers reported that they had provided cover for more than 13 hours a term; more than half had covered less than five hours. The most commonly mentioned strategies to reduce the amount of cover undertaken by teachers and headteachers were greater use of supply teachers (primary) and greater use of support staff (secondary and special schools).

In relation to supply teachers, more than a third of primary and special schools, but only a fifth of secondary, reported that all those used were familiar with the school. Three per cent of primary and secondary schools and 18 per cent of special schools never used supply teachers. In the case study schools, familiar supply teachers were highly regarded, but many heads expressed concerns about the use of unfamiliar supply teachers.

Support staff were used for cover in over 80 per cent of schools in each sector; they were used regularly in 55 per cent of primary schools and two-thirds of secondary and special schools. In primary schools they tended to be used mainly for absences of a day or less. For absences over three days, they were regularly used in ten per cent of primary schools and 40 per cent of secondary and special schools. A few support staff in the case study schools reported covering for more than two weeks (primary) or for as much as term of regular lessons with a particular class (secondary).

In primary and special schools, support staff generally provided cover in the class in which they normally provided classroom support. In most secondary schools, cover supervisors provided cover across the school, and did so on a regular basis (two in five indicated that this was the majority of their working hours). A majority of secondary headteachers reported that cover supervisors had been trained on the job.

Rationale for cover arrangements

A majority of heads in all sectors identified familiarity as a key factor in cover decisions; three-quarters identified wanting pupils to be taught by someone familiar with the school procedures as very important. They also wanted pupils to be taught by someone with whom they were familiar (seen as very important by over 90 per cent of special school heads), and to minimise disruption (selected by three-quarters of primary heads). Half the primary and secondary heads also identified the use of qualified teachers to provide cover as very important (even though, in secondary schools, when they were not subject specialists they generally supervised rather than taught). In case study schools in London this was the key factor operating. Cost was also seen as important, and a few case study heads indicated that the use of support staff rather than qualified teachers was driven largely by budgetary concerns.

Class activities during cover lessons

In primary and special schools, classes were generally taught, using the teachers' lesson or weekly plans as a basis. In more than nine out of ten secondary schools, the absent teacher set work for short term absences, emailing it in if the absence was unplanned; for longer term absences, the most common arrangement was for the head of department to set work. While in theory the cover supervisors' role was to supervise, most reported that they sometimes did more than this; 30 per cent said that they regularly taught the class, delivering a complete lesson, and a further 27 per cent that they did so sometimes. When subject specialist teachers were used (whether internal or supply), they were expected to teach, but non-specialist teachers would generally supervise.

Monitoring of cover arrangements

Around three quarters of primary and special school headteachers, and a higher proportion of secondary headteachers said that they monitored the impact of their current arrangements for absence cover. One in three secondary headteachers said that they regularly monitored the extent to which different classes or pupils experienced cover lessons, with a further 52 per cent saying they sometimes did this.

Impact of cover arrangements

In comparison with the time before workforce remodelling was introduced, headteachers reported an overall increase in the use of support staff and of teachers employed wholly or mainly for the purpose of providing cover. There was also an increase in the use of supply teachers, particularly in primary and special schools. Other teachers in the school (i.e. those not employed to provide cover) were used less.

A minority of teachers said they had often been asked to cover during their PPA time (primary, eight per cent; secondary, five per cent; and special, 12 per cent); a high number said this had happened occasionally. About one in five primary and special school teachers reported that their classes had missed out on regular classroom or group support because their regular support staff were deployed to cover elsewhere.

In relation to the impact on pupils, primary teachers were the most satisfied, with four out of five saying that teaching and learning often continued as usual. Seventy per cent of special school teachers gave this response, but only 42 per cent of secondary teachers. In all three sectors, less than half the headteachers said that pupil behaviour remained the same as if the regular teacher were present (44 per cent primary, 48 per cent special and 20 per cent secondary). Less than half the headteachers completing the survey agreed that in comparison with before remodelling, there was now greater continuity in teaching and learning, or that the negative impact of teacher absence on pupil behaviour or standards had improved.

The surveys asked how satisfied respondents were with the impact of current cover arrangements on teaching and learning, pupil behaviour and standards. About three-quarters of primary and special school headteachers and teachers, but only around half the secondary headteachers, and less than half the secondary teachers, indicated that they were satisfied. Headteachers were also asked about the impact of their current arrangements in terms of cost and sustainability; the numbers indicating satisfaction were lower in each case, with less than half the secondary headteachers satisfied with the cost of their arrangements.

Leadership and Management Time

Allocation of Leadership and Management Time (LMT)

The vast majority of headteachers across all school sectors said that some teachers in their school were timetabled to have regular LMT in addition to their PPA time. Six per cent of primary schools did not allocate any LMT; the majority of these were small schools. Headteachers of secondary schools who had indicated that they did not allocate LMT generally explained that the total teaching allocations reflected staff responsibilities, but that LMT was not timetabled to take place in specific periods.

Around two-fifths of teachers reported that they had some LMT across the three sectors. In primary and special schools, this was about half the number that said they had cross-school responsibilities (whether paid or unpaid); in secondary schools it was around two-thirds of that group.

Across all three sectors, about four out of five of those on the leadership scale said they had LMT, together with 60-70 per cent of those with Teaching and Learning Responsibility payments (TLRs), and 20 per cent of those with responsibilities but no TLR. Those on the leadership scale had the most hours of LMT, and were the most likely to have it on a regular timetabled basis, while those with responsibilities but no TLRs had fewer hours of LMT, and were more likely to have it irregularly (e.g. half a day a term). In primary schools, Special Educational Needs Coordinators (SENCOs) and those with year or age group responsibilities were more likely to have regular timetabled LMT, and those with subject responsibilities were more likely to have irregular allocations.

In the survey, secondary teachers reported having the highest amounts of LMT, followed by special school teachers; primary teachers reported having the lowest amounts. A third of secondary teachers who had regular LMT had more than three hours per week, compared with one-fifth of primary teachers.

When asked about barriers to offering more LMT, financial cost was most frequently cited as a barrier across all school sectors, although special school headteachers were least likely to say this. Special school headteachers were also the most likely to say there were no barriers and that all staff had sufficient LMT (40 per cent special, 24 per cent primary and 33 per cent secondary).

The vast majority of primary and special school headteachers said that their arrangements for teaching classes during LMT were the same as those for PPA time.

Monitoring LMT

LMT was monitored formally by around one in seven headteachers, and informally by about half. More primary than secondary or special school heads said they monitored LMT.

Impact of having LMT

In the survey, around two-thirds of primary and special school headteachers agreed that the provision of regular LMT had had a positive impact on the quality of management and leadership work undertaken. Slightly lower numbers of teachers who had LMT agreed (around 57 per cent primary and special). About three in ten primary teachers indicated that having LMT had impacted positively on workload and stress levels. Primary case study teachers clearly appreciated having this time, which was

generally allocated in half day blocks; they all reported using it for LMT tasks, and clearly distinguished it from PPA time.

In comparison with primary and special schools, fewer secondary headteachers or teachers indicated that LMT had improved the quality of leadership and management work (45 per cent of heads, 49 per cent of teachers), and less than one in five teachers indicated that it had impacted positively on their hours or stress levels. In secondary case study schools, it was also reported that the introduction of LMT had had a limited impact. This was partly because responsibilities had always been taken into account in allocating secondary teaching loads, and partly because the time was not protected and so, in some schools, it was sometimes used for cover. Moreover, teachers reported that having single periods of non-contact time was not conducive to focusing on substantial tasks. Secondary teachers rarely distinguished between LMT and other non-contact time; they simply focused on the task that needed doing at the time.

Headteachers: Dedicated Headship Time (DHT) and Leadership and Management time (LMT)

WAMG (2005) stated that there is no single agreed definition of Dedicated Headship Time (DHT). Different documents indicate variously that it is time in school hours for '*discharging ... leadership and management responsibilities*' (STPCD, 2008, para. 61); dedicated time to lead the school (Guidance, Section 4, 2008); and '*a specific designated period during school sessions when the headteacher can focus on strategic leadership matters without being interrupted by routine management issues*' (TDA website, accessed May 2009).

About a quarter of the headteachers surveyed indicated that they had either DHT or LMT or both (22 per cent of primary and special school heads, and 27 per cent of secondary heads). In primary schools this was more common among those who were timetabled to teach half the week or more (46 per cent). Special school headteachers reported having the most hours of DHT and LMT (74 per cent had more than five hours per week) followed by secondary headteachers (53 per cent) and primary headteachers (41 per cent). About one in twelve of those reporting high figures indicated that all their working hours (or for primary heads who teach, all their non-teaching hours) were DHT and/or LMT, arguing that all their activities were 'headship'. When asked how they used their DHT and LMT, headteachers' most frequent response was strategic planning and development.

In interviews, it emerged that none of the case study headteachers who had reported having DHT and/or LMT had a regular weekly timetabled allocation, and most did not have any time that was distinguished from the rest of their non-teaching time. Several of them mentioned that their governing body had urged them to take specific blocks of time, but they had not done so. Almost half the case study headteachers said that they occasionally took a day or half a day at home to work on a specific task such as the School Improvement Plan (SIP) or documentation for Ofsted; this included some of those who had reported having DHT/LMT, together with some of those who said they did not. This fits with the tighter interpretation of DHT as uninterrupted time to focus on strategic leadership matters. A few said that they felt guilty when they worked from home, or that staff expected them to be on site, and three said they would never work at home in school hours. The majority said that they did not need a regular allocation of time on a weekly basis, but that there were occasional large tasks which could be more effectively carried out in a focused block of time.

Overall, it was clear that the case study headteachers did not find DHT or LMT to be useful concepts in relation to their own work; this was equally true of those who did and did not have teaching commitments.

Invigilation

Invigilation arrangements

The arrangements for invigilation were completely different for Key Stage 2 tests and for examinations taken by older pupils. Primary and middle school teaching staff generally invigilated Key Stage 2 tests themselves, while in most secondary schools, external invigilators were used.

Headteachers were asked in the survey who was present throughout in the exam room (either invigilating or supporting invigilators). Teachers or leadership team members were present throughout in 36 per cent of secondary schools; 75 per cent of special schools; 97 per cent of primary schools and 94 per cent of middle deemed secondary schools. In one case study primary school where the head had said on the questionnaire that teaching staff were not present, it turned out that the teacher did in fact sit at the back of the room. Secondary schools with high FSM were much more likely to report that teachers/leadership team members were present or invigilating than those with medium or low FSM.

In primary, middle deemed secondary and special schools, the use of temporary staff recruited as invigilators and of parents/other volunteers for invigilation or related purposes was very infrequent, but the vast majority of headteachers reported that support staff were present in the room, particularly in special schools. In secondary schools, use of temporary staff for invigilation or related purposes was widespread (reported by 91 per cent of headteachers), but headteachers reported that support staff, members of the leadership team and other teachers were all frequently involved as well.

Rationale for invigilation arrangements

Among headteachers, the most commonly mentioned reasons for the presence of teachers in the exam room were for them to encourage or support pupils (primary); to manage pupils' behaviour (secondary); teachers' preference for invigilating themselves (middle deemed secondary); and to support children with special needs (special schools).

Primary and middle school teachers and headteachers in the case study schools were firmly of the view that teachers should invigilate, and that with such young children it would be totally inappropriate not to be present. They emphasised the need to make the tests as 'normal' as possible, with pupils working in classrooms with their normal teachers and support staff, and the importance of ensuring that the tests were conducted fairly.

Secondary heads of case study schools where teachers invigilated or were present in the exam room generally explained this in terms of behaviour management, and inability to recruit external invigilators who had the 'presence' to impose a calm atmosphere. These tended to be inner-urban schools in disadvantaged areas.

Monitoring invigilation arrangements

One quarter of primary, middle deemed secondary and special school headteachers said that they monitored the impact of their current arrangements for invigilation; the comparable figure for secondary headteachers was seven in ten.

Impact of invigilation arrangements

Secondary headteachers were most likely to say that teachers used time gained by not invigilating to work on developing/revising curriculum materials, schemes of work, lesson plans and policies. Primary and special school responses were similar, but only a few heads responded because in the majority of schools no time was gained.

Impact of remodelling

Most interviewees found it hard to talk about the impact of remodelling as a whole, and generally focused their comments on specific aspects. However, those headteachers who did refer to remodelling as a whole had different views; a few argued that teachers now had more time to focus on teaching and learning and therefore this must have impacted on standards, while a similar number said that while teachers now had more time to focus, they saw no evidence of an impact on standards. One argued that schools also needed to make a concerted effort to drive standards up, and that remodelling had facilitated this, but was not enough on its own.

Monitoring

Headteachers across all sectors were most likely to monitor their arrangements for PPA time and absence cover, and less likely to monitor LMT or invigilation. In monitoring, a wide range of information was frequently used; feedback from teachers was most frequently identified, followed by formal and informal observation and feedback from support staff. Less use was made of pupil attainment data, inspection of lesson plans and feedback from parents or pupils.

Impact

An overall rating of headteachers' perceptions of the impact on standards of the arrangements for remodelling in place in their schools was created. A third of primary and special school headteachers reported that their school remodelling arrangements overall had had a strong positive impact on standards but only one tenth of secondary headteachers did so. And while less than a fifth of primary and special heads reported that their remodelling arrangements had had no impact on standards, two fifths of secondary heads said that this was the case. Those who reported a strong impact on standards were most likely also to report increased support staff skills and expertise, and short-term use of support staff to take whole classes (particularly for cover). However, use of support staff to take lessons on a regular basis (such as during teachers' PPA) was negatively associated with perceptions of impact on standards.

There was no relationship between the remodelling strategies that heads had reported and the actual change in attainment in each school between 2003 and 2007.

Over 40 per cent of teachers in all sectors reported that the remodelling process has enabled them to spend more time focusing on teaching and learning, but less than a third of primary and secondary teachers said that it had contributed to raising standards in their schools.

Primary and special school headteachers were more satisfied with the impact of their remodelling arrangements on pupil behaviour than their secondary counterparts.

The majority of headteachers across all three sectors reported that teachers' workload and teachers' stress levels had decreased as a result of remodelling, but that the workload and stress levels of teaching assistants, administrative staff, leadership team members and the headteacher had increased. Headteachers who said that their schools had undergone a substantial or radical change (i.e. those who said they had remodelled most extensively) were the most likely to say that the workload and stress levels of their teaching assistants and administrative staff had increased, and that the workload and stress levels of teachers had decreased.

Teachers themselves were much more mixed in their views about whether their work-life balance had improved as a result of remodelling. Among primary and special school class teachers, similar proportions agreed and disagreed with this statement, whereas secondary teachers were more likely to disagree (38 per cent) than agree. Similarly, when asked about the impact of remodelling on stress levels, among primary and special school class teachers, a similar proportion agreed and disagreed that they felt less stressed as a consequence of having PPA time, while just under half the secondary teachers (44 per cent) disagreed, and only 17 per cent agreed.

Support staff's views on changes to their own workload largely supported what was reported by headteachers. Across all three sectors, support staff generally agreed that they had more work to do in the same number of hours, and that they now spent more time working outside the hours they are paid. Their views on stress also tallied with headteachers' views. When asked whether changes to their jobs in the last five years had increased their stress levels, most support staff agreed.

Finally, headteachers were asked about the impact remodelling has had on sickness absence within the school. Across all three sectors, the vast majority of headteachers reported that sickness absence had neither increased nor decreased as a result of remodelling. However, where a change was reported, this was most likely to be a decrease amongst teachers, and an increase amongst teaching assistants.

Across the three school sectors, about half the teachers agreed that they had benefited from the remodelling process, but only a quarter said that it had increased their job satisfaction.

Support staff were asked to what extent their work had changed over the last five years in terms of gaining new skills; taking on responsibilities; interest and enjoyment of their work; their status; and their pay. Across all three sectors, they were generally positive about these all these changes with the exception of pay, where views were more mixed. Across the board, those with HLTA status were more positive about the changes that had been made.

Remodelling balance sheet

The research identified various ways in which remodelling has benefited schools:

- Members of support staff have increased opportunities for career development, status and job satisfaction; talent that was previously unrecognised has been identified and developed.
- The employment and deployment of support staff in senior and more complex administrative roles has been effective.

- The principle that teachers should not undertake administrative tasks has been generally accepted.
- In primary schools, both PPA time and LMT were reported to be very effective; the time was used for the intended purpose, and was perceived to contribute to raising standards.
- The reduction in cover has benefited secondary teachers, allowing them to plan how to use their time, and to use it more effectively.
- Where secondary schools have been able to recruit effective external invigilators, this has proved beneficial.
- Remodelling has helpfully drawn attention to issues around teachers' workload, and the need to achieve a work-life balance.

The research also identified some aspects that have had a limited impact:

- Most schools did not make a clear distinction between cover supervision and specified work.
- There has been only a limited reduction in teacher time spent on administrative tasks.
- The impact of PPA time has been more limited in schools where space for staff to work and ICT facilities are inadequate.
- Secondary teachers benefited less from PPA time and LMT than their primary counterparts, partly because they usually had single non-contact periods which were not conducive to focusing on any specific task.
- The introduction of DHT has had little impact because it does not reflect the reality of how headteachers think about their time.
- Primary school headteachers and teachers continued to invigilate National Key Stage 2 tests; they believed that it was part of their professional duty to their pupils to do so, both to offer them reassurance in a stressful situation, and to ensure that the tests were conducted fairly.
- Schools with a high proportion of pupils eligible for free school meals made less use of support staff in teaching and learning roles and of external invigilators, because they reported that the support staff they could recruit were not able to manage the pupils effectively.
- Some special schools reported that some aspects of remodelling were inappropriate in the context of their particular pupils and their needs; for example, several heads of schools with pupils with behavioural difficulties reported either on the questionnaire or in interview that it was more appropriate to use teachers to cover and invigilate. However, headteachers of schools where pupils had different needs (particularly learning difficulties) reported that using support staff for these roles was helpful in their contexts.
- There was no evidence that the varied ways in which schools had implemented remodelling had had any impact on changes in attainment, though headteachers of schools that were able to recruit skilled and trained support staff perceived such an impact.

Some aspects have had a negative impact:

- Some support staff have taken responsibility for classes for longer than intended, taking on responsibility for which they were neither trained nor paid. Some cover supervisors have undertaken specified work that was not included on their job descriptions.
- Support staff at all levels reported excessive workload, despite large increases in support staff numbers.

Finally the research identified some issues that might usefully be reviewed by policy makers:

- Career and pay structures for support staff emerged as a key issue; this is already under review⁵.
- The extent to which both administrative and teaching and learning support staff work unpaid overtime should also be reviewed; while it was acknowledged that remodelling was not the only factor in this, those schools that had remodelled most extensively were the most likely to report increased support staff workload and stress.
- There is a need for greater clarity about the length of time for which support staff may cover, or take classes doing specified work. The distinction between cover and specified work could also be usefully reviewed.
- It might be helpful to reinforce the principle behind the drive to transfer administrative tasks to support staff (i.e. that teachers should only do tasks that require their professional skills and judgement), and possibly remove or revise the illustrative list of tasks, because many respondents in this research focused on this rather than the overall intention.
- The definitions of DHT that are available to headteachers have different emphases, ranging from time for leadership and management, to a specific allocation of time in which a headteacher can work uninterrupted on leadership tasks. It might be helpful if there was greater clarity on the purpose for which DHT is intended.
- The strong views of primary school leaders and teachers that they should be involved in invigilation suggests that this aspect of the National Agreement should be reconsidered.
- A minority of special school staff argued strongly that their professional judgement of what is in the best interests of their pupils (in the light of their particular needs), should be respected, including when this involved using teachers for cover and invigilation.
- The particular needs of, and difficulties encountered by, schools serving areas with high levels of disadvantage should be kept under review; to ensure that they are given sufficient flexibility to use approaches that meet the needs of their pupils.

⁵ The School Support Staff Negotiating Body came into being in September 2008; it is responsible for setting up and implementing a framework for negotiations on the pay and conditions of service for school support staff in maintained schools.

1 Introduction

The Institute for Policy Studies in Education (IPSE) and BMRB Social Research were commissioned by the Department for Children Schools and Families (DCSF) in July 2007 to undertake research to explore the impact of the strategies that schools were using to implement the contractual changes resulting from the *National Agreement on Raising Standards and Tackling Workload* (2003)⁶. The agreement, signed by the DfES⁷ and its social partners⁸ in January 2003, had two aims: to raise standards and reduce teacher workload.

This research was designed to explore the strategies schools use to implement guaranteed time for planning, preparation and assessment (PPA), cover for teacher absence, leadership and management time and the extent to which the task of relieving teachers of invigilating external exams has been transferred from teachers. It also aimed to explore, to a lesser extent, other contractual changes including work/life balance and dedicated headship time. The research team also collected data about the perceived impacts on standards and on teacher workload of the strategies that schools were using.

Originally it had been intended that the research would also investigate the remodelling processes that schools have gone through in order to introduce these changes. However, discussion with the steering group resulted in a reduction in this element, and a greater focus on the impacts on those support staff most affected by the changes: teaching and learning support staff who now take responsibility for whole classes, and administrative staff who have taken over roles formerly undertaken by teachers.

The research involved large-scale national surveys of headteachers, teachers and support staff in primary, secondary and special schools, and qualitative case studies undertaken in nineteen schools.

The next chapter is a literature review setting out the policy background and outlining previous research into remodelling and its impacts. Chapter 3 explains the research design, and subsequent chapters report findings.

⁶ The National Agreement was signed by the Association of Teachers and Lecturers (ATL), the Department for Education and Skills (DfES); GMB; National Association of Headteachers (NAHT); National Association of Schoolmasters Union of Women Teachers (NASUWT); National Employers' Organisation for School Teachers (NEOST); Professional Association of Teacher (PAT) (now known as Voice); Secondary Heads' Association (SHA) (now known as the Association of School and College Leaders); Transport and General Workers' Union (TGWU) (now known as Unite); UNISON; and the Welsh Assembly Government (WAG). It is referred to throughout this report as the National Agreement (2003).

⁷ The DfES (Department for Education and Skills) became the DCSF (Department for Children, Schools and Families) in June 2007.

⁸ The social partnership is made up of the signatories of the National Agreement.

2 Literature review: policy and research background

2.1 Introduction

Successive governments have embarked on wide-ranging reforms of public services. The Labour government, elected in 1997, put principles of standards, devolution and delegation, flexibility and choice at the heart of their reforms (Office of Public Sector Reform, 2002), as well as efficiency and responsiveness to service users (Gershon, 2004). Workforce reform across all parts of the public sector is described as 'critical to the wider reform and delivery agenda' (Office of Public Sector Reform website, accessed February 2008). It has included modernising pay structures, reforming career structures, introducing standards for particular jobs and reconsidering the traditional allocation of tasks, and it has taken place across many sectors: social work, health, the police, compulsory and further education and the fire service (Hendry, 2005). Where task allocation has been reappraised and reordered, this has often created new or different roles for assistant staff. Assistant roles are promoted as helping to drive up standards through assistants specialising in more routine jobs and freeing up trained professionals to concentrate on other tasks (Ofsted, 2002). This has led to a considerable expansion of the number of assistants working across the public sectors and resultant changes in work practices for those who work with them (Kessler, Heron and Bach, 2005).

Some trade unions have worked closely with the government on workforce reform (Office of Public Services Reform, 2004). The Office of Public Service Reform website (accessed February 2008) described its approach as 'to engage departments, win buy-in and ensure ownership of implementation' through 'involving all of the various stakeholders'. In education, this has contributed to the development of 'the social partnership', an alliance of the majority of teaching and support staff unions and employers which negotiated several key agreements over workload and pay and performance management (Stevenson, 2007).

The drive to modernise the teaching workforce is not unique to England; similar processes have been described in Australia (Vidovich, 2007) and New Zealand (Fitzgerald, 2007), though in each country the precise form of modernisation reflects the situation and priorities in that particular context.

This review outlines the policies relating to remodelling the school workforce in England; sets out the chronology of the implementation and reviews evidence about progress; considers evidence about its impact on teachers' workload and standards, and on the roles, responsibilities, workload and numbers of support staff now working in schools.

2.2 Policy: School workforce reform

Workforce remodelling was one element of the government's reforms aimed at transforming the school workforce. They were designed to bring about improvements to teacher recruitment, retention, workload, support, reward, quality and status, and thus to raise standards in schools.

The 1998 Green Paper, *Teachers: Meeting the Challenge of Change* (DfEE, 1998) introduced a range of reforms to pay, leadership, training and support. In the Foreword to this Green Paper, David Blunkett, then Secretary of State for Education and Employment, argued:

We need a new vision of a profession which offers better rewards and support in return for higher standards. Our aim is to strengthen school leadership, provide incentives for excellence, engender a strong culture of professional development, offer better support to teachers to focus on teaching in the classroom, and improve the image, morale and status of the profession. (p. 5)

Similarly, in 2001, the then Secretary of State for Education and Skills, Estelle Morris, argued that to raise standards, it was necessary to focus on teachers, addressing issues of workload, recruitment, retention, support and reward for teachers (DfES, 2001). She argued that the next step in this programme of reform was ‘*a remodelling of not just the teaching profession, but of schools, school staffing, school management and use of Information and Communications Technology (ICT)*’ (DfES, 2001, p. 2). At that time, vacancy rates were high, and retention was poor; Smithers and Robinson (2001, 2003) reported that workload was by far the most frequently cited reason for leaving, and so this assumed a particular importance in the policy agenda.

Time for Standards: Reforming the School Workforce (DfES, 2002) summarised government proposals for ‘*a restructured teaching profession and reformed school workforce*’ (p. 2). Drawing on the findings and recommendations of the PriceWaterhouseCoopers report, *Teacher Workload Study* (2001a), it argued that without ‘*far-reaching reforms*’, it was not possible to help teachers with their workloads, and allow them to focus on their central role, teaching (DfES, 2002). Thus school workforce remodelling was designed to ensure that teachers focused their time and energies on the key tasks that really needed their professional skills, expertise or judgement.

Subsequently, a National Agreement, *Raising Standards and Tackling Workload* (2003) was signed by the DfES, National Employers’ Organisation and teacher unions and associations (with the exception of the NUT)⁹. This set out a seven-point plan for ‘*creating time for teachers and headteachers and therefore **time for standards***’ (emphasis in original). This involved:

- progressive reductions in teachers’ overall hours;
- a series of changes to teachers’ contracts;
- a concerted attack on unnecessary paperwork and bureaucratic processes;
- reform of support staff roles;
- the recruitment of new managers where they have the expertise to contribute effectively to schools’ leadership teams;
- additional resources and change management programmes to help school leaders achieve in their schools the necessary reforms;
- monitoring of progress on delivery.

It set out a timetable for the implementation of the contractual changes:

September 2003

- routine delegation of administrative and clerical tasks to support staff;

⁹ The full list of signatories is included as included as footnote 1 in the Introduction.

- new work-life balance clauses;
- leadership and management time.

September 2004

- new limits on covering for absent teachers (38 hours a year).

September 2005

- guaranteed time for planning, preparation and assessment (PPA time);
- dedicated headship time;
- new invigilation arrangements.

The School Teachers' Pay and Conditions Document was amended in 2003, 2004 and 2005 to reflect the changes; and accompanied by guidance.

The National Agreement proposed that new support staff roles would be developed, and support staff would be '*increasingly recognised for the contribution that they make to raising school standards*'¹⁰. The new roles included 'cover supervision' through which support staff could 'cover' classes during short-term teacher absences when no active teaching is taking place, and Higher Level Teaching Assistants (HLTAs), who would, among other roles, work with whole classes, ensuring that teaching and learning takes place, for example, when teachers have their PPA time. The provision for these new roles was made in *The Education (Specified Work and Registration) (England) Regulations 2003*. The Regulations were made under Section 133 of the Education Act 2002 and were amended in 2007. They define 'specified work' (which includes delivering lessons to pupils); list the groups who are permitted to undertake 'specified work'; and define the limited circumstances in which support staff may undertake such work.

Stevenson and Carter (2007) pointed out that the NUT's decision not to join in the National Agreement resulted from concern about the proposal to use staff who were not qualified teachers in roles where they were leading whole class learning.

The Workforce Agreement Monitoring Group (WAMG) was established in 2003 to monitor progress. It is a social partnership made up of the organisations that signed the National Agreement (2003). It has issued a range of guidance and notes for schools over the period since the Agreement was signed, including, for example, guidance on cover supervision (2003); higher level teaching assistant roles (2004a, 2005a) and more recently, the implementation of the provision that teachers should '*rarely cover*' (2009).

However, the ambition set out in *Time for Standards* was not restricted to contractual changes; it envisaged a wider programme of restructuring the teaching profession and *remodelling* the school workforce. To this end, the National Remodelling Team (NRT) was established in April 2003. The role of the NRT was to work with Local Authorities (LAs) to support schools both in the implementation of the changes to teachers' contracts, and in the wider remodelling of the workforce, through the facilitation of a school-centred change process (Wilson *et al.*, 2005). LAs appointed Remodelling Advisors to coordinate remodelling training in schools, and identify the support needed, and Remodelling Consultants to work with particular schools.

¹⁰ Headteacher and teacher perceptions that increased use of support staff could impact on standards were found by research including Greene *et al.* (2002) and COI (2004).

Originally hosted in the NCSL, the NRT's work is now fully integrated into the work of the TDA. The TDA website (accessed June 2009) describes remodelling as:

... a proven approach to managing change that encourages and enables positive and lasting change. It embeds a proactive culture where staff have the skills, experience, confidence and commitment to apply an effective remodelling approach to all significant challenges at all times.

The TDA website suggests the creation of a school change team; sets out the stages of the change process – mobilise, discover, deepen, develop and deliver; and offers a number of tools that can be used, such as 'the five whys', 'process mapping (brown paper)', 'brainstorming', 'day in the life of', 'fishbone analysis', and 'forcefield analysis'.

2.3 Workforce remodelling in schools

The first schools engaged in remodelling before the contractual changes were in place; the Transforming the School Workforce Pathfinder initiative ran from September 2002 to September 2003 in 32 schools. This initiative aimed to secure significant reductions in the hours worked by teachers and to increase the proportion of their working week spent teaching or on tasks directly related to teaching. These aims were to be achieved by supporting change in schools and providing resources to initiate new working practices. This included training in change management, funding to employ additional support staff, and the provision of ICT hardware and software.

Following this, in October 2003, the remodelling process was rolled out; 189 'early adopter' schools were identified. These schools were fast-tracked through the process by the NRT in order to build momentum for remodelling nationally and provide examples of good practice. All schools were then required to implement the contractual changes implemented in September 2003, 2004 and 2005. Schools engaged in remodelling were supported by LAs and guidance produced by WAMG and the NRT, but did not have the additional resources that had been provided for the 32 Pathfinder schools; however, school funding increased in real terms by 56 per cent between 1997-9 and 2007-8 (Audit Commission, 2009), there was also a specific increase to primary school budgets to reflect the anticipated costs of implementing Planning Preparation and Assessment (PPA) time, though this was not generally shown separately on school budgets (Phipson, 2007).

2.4 Evidence about the progress of remodelling

2003-4

There is evidence from a variety of sources about the progress of remodelling, and teachers' perceptions of it at different times. The earliest evidence comes from the evaluation of the Transforming School Workforce Pathfinder Project (Thomas *et al.*, 2004a), in which 32 schools had piloted the remodelling process. The findings were summarised as follows:

*Overall, the Project has made an impact in reducing the working hours of teachers, led to change in role boundaries between teachers and other members of the school workforce and made support staff more prominent and effective in schools. Additional ICT resources have been beneficial but levels of training and support appear not to have been sufficiently matched with these resources. A concern is the sustainability of several initiatives that have been supported by additional funding for the Project schools. (Thomas *et al.*, 2004b)*

The case studies showed that changes included remodelling staff roles and responsibilities; staff reviewing their work and workload; re-structuring of the school day and week; use of ICT to support learning; and the process of change, which was in itself seen as a valuable outcome, creating a mood shift towards change. The more detailed findings showed that while classroom teachers reported a mean reduction in hours worked of 3.7 hours per week in primary and 1.2 hours in secondary schools, there was considerable variation in this, ranging from a 13-hour reduction in mean weekly hours in one school to a 2.5-hour increase in another. There was an even greater diversity in the impact on individual teachers. There was no evidence that the Project had a short-term effect on educational standards, but there was confidence among some teachers interviewed that the changes could contribute to raising standards.

Members of the evaluation team expressed concern that remodelling was rolled out nationally before the completion of the Pathfinder project and its evaluation, so that the evaluation findings did not inform on-going development (e.g. Butt and Gunter, 2005; Gunter, 2007).

In December 2003, Ofsted (2003a) published the results of a survey of how schools managed their workforce. Only schools that were identified as 'successful' were included in this. Of these, only a quarter were judged to be well-placed to implement the National Agreement, and it was suggested that one in ten would find remodelling challenging.

The following month, WAMG sounded a more optimistic note in its *One Year On* statement (January 2004b):

Schools and LAs have made tremendous progress during the past 12 months—especially since the first wave of contractual change came into effect in September. The experience of heads, teachers and support staff shows that the agreement is beginning to have a positive effect where it counts—in the classroom. LA returns indicate that 87 percent of schools have implemented the first phase of contractual changes or have plans in place to do so; and many are now actively engaged in a fundamental change process that will help them find ways to accelerate remodelling and realise the benefits of workforce reform.

In autumn 2003 and spring 2004 Ofsted visited schools to assess how effectively they were implementing the agreement and what impact this was having. They reported that the majority of secondary and special schools had already implemented much of the agreement, but that primary and middle schools had made less progress (Ofsted, 2004). Headteachers' level of commitment to the principles underpinning remodelling was seen as key to implementation. Schools tended to see the process as being about workload, and gave less emphasis to the linked aspiration to raise standards. Headteachers generally saw funding as a key factor in their ability to implement the National Agreement fully, and those schools with reduced budgets (reflecting decreased pupil numbers) had particular difficulty. The majority of schools had made satisfactory progress in transferring administrative/clerical tasks to support staff, but had made less obvious progress with improving work-life balance for teaching staff and introducing leadership and management time. Indeed, the perception of many headteachers was that their own workload had increased, and many primary heads were providing cover for their staff to have PPA time (having introduced it in advance of the contractual changes). ICT was being used effectively in many schools to reduce teachers' workloads. However, both staff ICT skills and access to appropriate systems varied across schools.

Around the same time, the NFER team that had been commissioned to evaluate the work of the National Remodelling Team conducted a survey of members of 'school change teams' in the first tranche of schools engaged in remodelling (Wilson *et al.*, 2005). They reported that even at this very early stage, schools were making important remodelling achievements, including support staff taking on a greater degree of responsibility and having an improved career structure. Key factors in this success were a willingness from school staff to work differently, availability of funding, and a commitment from support staff to take part in professional development activities. In some cases, it was suggested that there was already a positive impact on students.

2004-5

In the school year 2004-5, the contractual limit on teachers undertaking cover for absent colleagues was in force, and schools were preparing to implement the requirements for PPA time in September 2005. During this year a variety of research took place which sheds light on the progress schools were making. Ofsted visited schools during the period September 2004 to July 2005. They reported that changes concerning administrative and clerical tasks and the limit on cover were now firmly established in most schools. There was an increased awareness of the link with standards, and remodelling more often featured in school improvement plans. Most schools were reported to be adequately funded to implement the National Agreement, though not all were using their funds creatively. In most schools support staff were now integrated within school management structures, and high levels of job satisfaction were found among support staff. ICT was often used successfully, but its full potential was not yet realised, partly because some staff lacked necessary skills. Leadership and management time varied, and was often inadequate; thus senior managers were not benefiting as much from remodelling as classroom teachers (Ofsted, 2005).

Secondary and special schools were reported to be ready to implement PPA time, but primary schools had made variable progress towards this. Similarly most secondary schools already employed external staff to invigilate exams. Primary schools, however, intended to continue to use teachers to invigilate for Key Stage tests. Few schools identified the introduction of dedicated headship time as a priority, and this had had very little impact.

Ofsted reported that most schools viewed their LA as the main source of support with these changes, but not all had taken advantage of the training on offer. For their part, LAs had sound plans to support schools in this, but did not effectively monitor the effect of their actions.

While this Ofsted report offers the most detailed picture, a variety of other research contributes evidence about the progress of remodelling. Hammersley-Fletcher and Lowe (2005), in research in eight schools commissioned by one Local Education Authority¹¹ examined the different ways in which schools were approaching the remodelling process. They reported that not all of the schools had created a change team or followed the processes suggested by the NRT, and consequently that communication about and understandings of remodelling were very variable. The extent to which staff felt they were involved in a change process or simply working to meet a government agenda also varied. Further analysis and data collection (Hammersley-Fletcher, 2006, 2007, 2008) showed that the various approaches to bringing about change adopted by the schools all had some limitations in terms of staff involvement, communication or sustainability. Those that involved consulting and listening to staff were the most effective in terms of developing positive staff attitudes. However, the role of the head was clearly crucial in sustaining this climate. In

¹¹ The Education and Inspections Act 2006 included a clause which allowed for the renaming of Local Education Authorities as Local Authorities.

addition, Hammersley-Fletcher and Adnett's further analysis (2009) notes a tension between the highly prescriptive character of remodelling processes, and the outcomes of those processes which have proved more fluid and negotiated.

Other research sheds further light on the perceptions of teachers. The GTC Annual Survey of Teachers 2005 (Sturman *et al.*, 2005) reported that 39 per cent of teachers considered that workforce remodelling was helping to make a difference in improving education (a considerable increase on the 20 per cent giving this response in the 2004 survey). A much higher proportion of those in senior leadership roles than of classroom teachers gave positive responses (57 per cent compared to 36 per cent). PPA time was already in place in 30 per cent of primary and 42 per cent of secondary schools.

Research focusing on supply teachers conducted during 2005 (Hutchings *et al.*, 2006a) reports on the implementation of the 38-hour limit to cover, and preparations for the introduction of PPA time. Around 60 per cent of headteachers indicated that they were familiar with the WAMG guidance on cover supervision. While more than a quarter of secondary schools surveyed were already using support staff to provide cover for teacher absence 'almost daily', over 60 per cent did so occasionally or never. Most of the secondary headteachers interviewed who employed cover supervisors argued that this was because of budgetary constraints rather than because they saw it as a desirable development. However, on placements of a week or less, the vast majority of secondary heads (94 per cent) indicated that supply teachers were usually expected to supervise pupils; this was generally in cases where they were taking classes outside their subject specialism, but 57 per cent of headteachers also indicated an expectation that supply teachers would teach (presumably when they were subject specialists). Only two per cent of primary schools regularly deployed support staff for cover; some primary respondents indicated that they felt that using support staff to supervise classes was a retrograde step, and would have a negative impact on standards and behaviour. Primary headteachers preferred to use supply teachers, and, in comparison with secondary heads, more often indicated that they expected them to teach, rather than simply to supervise pupils. The majority of the headteachers interviewed argued that they were opposed in principle to using support staff to cover classes. However, almost half the schools surveyed indicated that the use of support staff to supervise classes had increased since the signing of the National Agreement, and more suggested that they would do this once support staff had had appropriate training.

Another research project that interviewed teachers around this time focused on the status of teachers and the teaching profession (Hargreaves *et al.*, 2007). It reported that while teachers broadly welcomed the opportunity to focus on teaching and learning and the potential for improved work-life balance, many had concerns about the financial viability and sustainability of this. Those in schools where workforce reform was well advanced appreciated the benefits. However, those in under-performing schools said they received extra duties and responsibilities in PPA time.

During this time, other national government initiatives were also launched which had implications for the school workforce, such as the Children's Act 2004, and Every Child Matters 2004. In June 2005 the government also published a prospectus for extended schools in which a 'core offer' of services to be accessible in every secondary school by 2010 was laid out.

2005-2006

The final contractual changes were implemented in September 2005, including PPA time, dedicated headship time, and new arrangements for invigilation. WAMG in their Guidance Note 15 in April 2006 outlined the key priorities for the period after the contractual obligations were implemented 2006-2008: delivering fair pay and rewards for support staff; improving

the performance of the whole school workforce; developing and extending the school workforce and thinking through the workforce implications of schools; ensuring improved work/life balance for all school staff with a particular focus on headteachers; ensuring schools have a high-quality capacity building programme at local and national level; and ensuring sustainability of remodelling and pay/restructuring reforms (seeing through the National Agreement changes).

The *GTC Survey of Teachers 2006* (Hutchings *et al.*, 2006b), which was conducted between February and April, found that 39 per cent of teachers considered that workforce remodelling was helping to make a difference in improving education; this was the same proportion as in 2005. Again, around two-thirds of those in senior leadership positions gave this response, compared with just over a third of classroom teachers. However, 28 per cent of all respondents indicated that they had no experience of remodelling.

The survey also asked about PPA time. Seventy-one percent of teachers reported that they were getting their full allocation. Respondents were mainly positive about this: over 50 per cent agreed that it enabled them to *'reflect on their assessment of children's needs and target lessons more precisely'*, and to *'teach better'* because they felt more prepared. Comments suggested that primary class teachers felt that PPA time had had positive impacts on their lives and work. However, many primary headteachers were concerned about the impact on pupil behaviour and learning and on their own work (time spent organising PPA time and providing cover). Some primary teachers commented that they were now undertaking work that had previously been done by teaching assistants (such as photocopying and putting up displays), because the teaching assistants were now supervising classes during the teachers' PPA time.

Secondary teachers were positive about PPA time being guaranteed time that could not be taken up with cover. However, many comments indicated that in terms of overall time available, PPA time had a limited impact. Secondary teachers also reported that the time was often used for a wide range of non-PPA activities, such as pastoral work and curricular responsibilities.

2006-2007

Ofsted visited schools again between September 2005 and March 2007, and their report *Reforming and Developing the School Workforce* was published in October 2007. It endorsed the benefits of the National Agreement, claiming that *'reforms have resulted in a revolutionary shift in workforce culture, with clear benefits for many schools'* (p. 5). The report found that schools were seeing the benefits of the reforms, in terms of reduced workload; expansion of the wider workforce; improved standards; and the benefits of 'gained time'. However, schools could not provide evidence to back up their claims as there was little in the way of monitoring and evaluating the impact of the workforce reforms. For example, teachers reported that their workload had been reduced, but schools could not quantify the extent to which this had been achieved, and while teachers recognised the benefits of 'gained time', the use of this time was not monitored.

Ofsted also found that most schools emphasised tackling workload, rather than raising standards, and:

... interpreted the aims of reducing teachers' workloads, improving work/life balance and extending the roles of support staff as outcomes in themselves, rather than setting them within the context of improving the quality of education and raising standards. (p. 8)

While some schools still did not understand the national agenda for school improvement, others were gradually recognising the overlaps between workforce reform and Every Child Matters. The most successful schools were actively developing extended services and using the wider workforce to support learning beyond school.

Teachers viewed PPA time positively, and nearly all schools were found to have complied with transferring exam invigilation to support staff. However, while nearly all schools had met their statutory obligations, the allocation of dedicated headship time was still problematic. Few schools had implemented it, and there was confusion as to its meaning. Progress was being made in the ways that senior and middle managers used their time. Leadership and management time was now seen as separate to PPA time and other non-contact time, and in the case of middle managers, care and support for pupils was being transferred from pastoral leaders to members of the wider workforce.

The *GTC Survey of Teachers 2007* (GTC, 2008) asked respondents about the impact of policies on supporting achievement. One of the options was 'recent changes to the duties of teachers'. This is different from the options which were offered in the previous year and so it is not possible to compare responses over time. Just over two fifths of teachers indicated that the changes had had a positive impact. However, 45 per cent of teachers indicated that they had had no impact, and 14 per cent that they had had a negative impact. More headteachers than class or subject teachers (with and without special responsibilities) reported that changes to the duties of teachers had had a negative impact on supporting achievement.

During the summer term 2007, a review of PPA funding was carried out, which reported later in the year (Phipson, 2007). This involved visits to 18 primary schools which had indicated that they had funding difficulties in relation to PPA; these schools had all aimed to have qualified teachers taking classes while other teachers had PPA time, but most had found that such an approach was not sustainable. This was not surprising as the DfES had always been clear that the funding package was not sufficient for such an approach. However, Phipson pointed out that the funding package had not been sufficient for an all-HLTA approach either. Moreover, his analysis casts doubts on whether in a majority of LAs the additional funding was received into school budgets in full.

2007-2008

In October 2007, WAMG Note 18 summarised comments collected from nearly 500 delegates at three Local Social Partnership (LSP) conferences organised by WAMG in July 2007. Whilst delegates were positive about the work of WAMG and the LSPs, they expressed a need for clarity as to their role, for greater monitoring and engagement with schools. The WAMG guidance Note 19 in February 2008 recommended that further Local Social Partnerships be created. These were seen as playing a crucial role by offering support for workforce reform that '*is both aligned to WAMG's programme and priorities and sensitive to the local situation*' (p. 1). Note 19 also emphasised that the National Agreement did not end with the contractual changes for teachers; the key priority must now be sustainability of the reforms. It highlighted the recent publication of the Children's Plan, and identified support staff training, development and appropriate deployment, and monitoring of implementation at school level as '*crucial in ensuring its successful implementation*' (p. 1).

A review of workforce reform by Estyn (2007), the Welsh equivalent to Ofsted, found that remodelling had brought about a number of positive impacts and was generally regarded favourably. All teachers received at least ten per cent PPA time, leading to improvements in the quality of PPA activities and in a few schools the quality of teaching, and subsequently standards. They also found that the transfer of tasks to a growing number of support staff was '*beginning to change the way teachers work, in a positive way*' (p. 3). However, the

authors raised concerns expressed by a large number of schools in relation to the time demanded of headteachers to organise and manage changes brought about by remodelling. Concerns were also raised in relation to the introduction of PPA time and the use of support staff to take classes during this time. A third of secondary heads and 60 per cent of primary heads indicated they did not take dedicated headship time, and consequently the authors argued that remodelling *'is having a limited positive impact on the work/life balance of many school leaders'* (p. 5). The increasing number of support staff also meant that senior teachers and heads found it time consuming to organise and deploy staff.

Similarly, Ofsted's most recent report on the deployment, training and development of the wider school workforce, based on visits to schools between September 2007 and March 2008, suggests that workforce remodelling has presented a *'major challenge'* for school leaders; in particular, *'providing an increasingly diverse group of people with induction, training, performance management and professional development relevant to their needs'* (2008, p. 18). In comparison with the findings of their earlier surveys, schools were found to be using more reliable indicators to monitor and assess the effectiveness of workforce reform. Members of the wider workforce were particularly successful in engaging pupils at risk of underachievement or permanent exclusion, in developing links with the community and in increasing the involvement of parents and carers in their children's learning. Ofsted reported that schools were at very different stages of managing and developing the wider workforce, with few providing a coherent cycle of induction and training, performance management and career development.

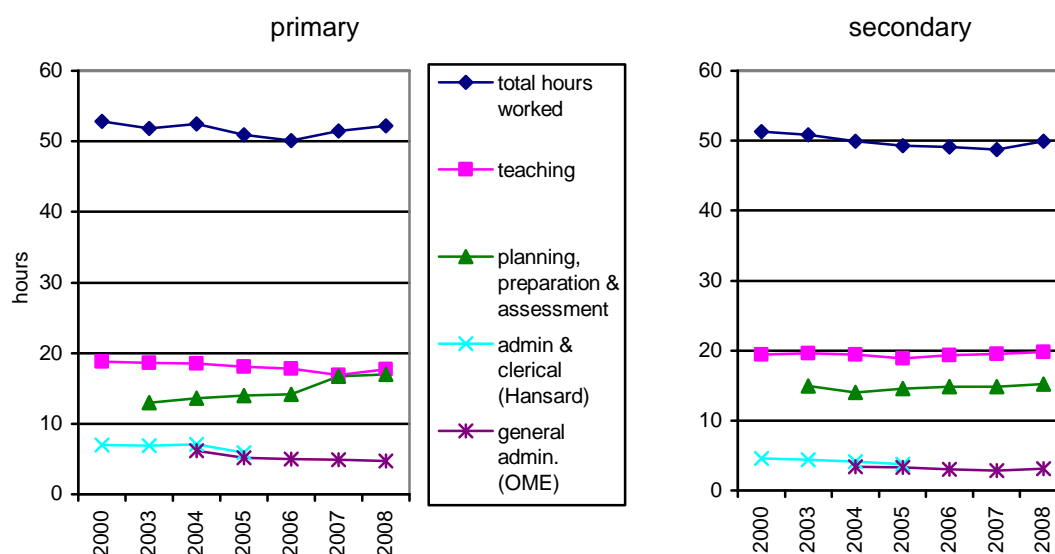
The NASUWT (2008) conducted an audit of members about workload, achieving over 16,000 responses. This survey focused specifically on the contractual changes made following the National Agreement (2003). It showed that two in five respondents who had specific responsibilities did not have Leadership and Management Time (LMT); one in 20 teachers (and over half the headteachers who taught) did not have PPA time; and five per cent of respondents said they had done more than the limit of 38 hours cover in a year. The report concluded that the data suggested that *'statutory provisions are being breached, and that in many instances teachers' contractual rights and entitlements are being denied'* (p. 17). Only one on four teachers indicated that their work-life balance had been improved as a result of the National Agreement. However, where the provisions of the National Agreement had been implemented, teachers reported that they had had a positive effect, delivering major improvements to their working lives.

At the same time, the NAHT carried out a survey of members focusing on workload (French and Daniels, 2008). The provisions of the National Agreement formed only a small part of this survey; responses indicated that a significant minority of heads did not have Leadership and Management time; half did not have Dedicated Headship Time (DHT), and a quarter of those who taught over 16 hours per week had no allocation of PPA time.

2.5 Impact on teachers' workload

One intention of workforce remodelling was to reduce teachers' workload, and in particular, to reduce the time spent on clerical and administrative tasks in order to allow more time to be focused on teaching. A series of detailed diary studies of teachers' workload and the different tasks undertaken have been conducted since 1994, and PriceWaterhouseCoopers drew on these in their interim report (2001b). Despite the wealth of data, it is not easy to make comparisons over time, because some tasks have been reclassified under different headings. For example, setting up and tidying the classroom, and displaying pupils' work were included under 'lesson planning, marking and preparation' in 2000, but are now identified as 'general admin'. Thus the 2005 report (OME, 2004) stated that *'grouped breakdowns of workload activities should not be compared directly with earlier surveys'* (para. 10).

Figure 2.1: Average total hours worked by primary and secondary classroom teachers, 2000-2008, and hours spent on specific categories of work



Sources: *Teachers' Workload Diary Surveys* 2004, 2005, 2006, 2007, 2008 (OME); *House of Commons Hansard Written Answers*, 16 July 2004, 15 Feb 2006.

This Figure uses the comparisons of total hours and teaching hours that are reported year on year in the *Teacher Workload Diary Surveys* (teaching hours being based on the 2000-2006 definition of teaching), together with figures for administrative and clerical tasks reported in Hansard. These were used because the OME categories have changed and make it impossible to make comparisons over the full time period. For planning and marking, the specific activities included in a grouping have been checked and the totals amended accordingly.

The statistical significance of differences over time is reported only for total hours worked. For primary classroom teachers there was a significant reduction in total hours worked from 2004 to 2006, but a significant increase between 2006 and 2008. The total hours worked by secondary classroom teachers decreased significantly from 2003 to 2007; the slight increase recorded between 2007 and 2008 is not statistically significant.

Hours spent on administration have decreased slightly¹², by 1.5 hours per week (primary) and 0.3 hours (secondary) between 2004 and 2008. Teaching hours decreased slightly, and have recently increased. The time that primary teachers spend on planning, preparation and assessment time has increased from 13 hours in 2003 to 17 in 2008. This suggests that the allocation of over two hours of PPA time during school hours has been used to do additional work in this area, rather than to reduce the hours spent at weekends and in the evenings. For secondary teachers there has been little change in this.

Remodelling was also intended to reduce the time spent on cover, particularly in secondary schools, where, although less than an hour a week on average, it was unpopular because it meant that teachers could not plan to use their non-contact time, as they might be asked to cover at any time. While the *Teachers' Workload Diary Surveys* include figures for cover, these are of limited value in assessing the changes in time spent covering. This is partly because the figures are for hours per week, rather than per year. A difference of 0.1 hours a week would be a difference of almost four hours a year. Moreover, the OME category for cover was divided in 2007 to distinguish between 'non-regular teaching during cover for absent colleague' and 'covering for absent colleague when cover takes the form of supervising pre-set work'. All figures have been rounded to the nearest 0.1, and so if we add together these two categories together to enable comparison with previous years, the total figure may be inaccurate by ± 0.1 (or, in hours per year, ± 3.8 hours).

¹² Statistical significance of changes in the amount of time reported on activities other than total working hours is not included in the OME reports.

With this level of potential inaccuracy, the fact that secondary class teachers' time reported as cover has reduced from 0.7 hours per week in 2004 to 0.6 hours in 2008 is unlikely to be significant. In primary schools, the time class teachers spend covering appears to have increased from 0.1 hours in 2004 to 0.3 hours in 2008, and there is a similar increase in time that primary deputy heads cover (0.3 increasing to 0.5). Both primary and secondary headteachers appear to have experienced a slight reduction (primary, from 1.0 to 0.7, and secondary from 0.4 to 0.2).¹³ These figures are more fully reported in Chapter 9, which focuses on cover.

The figures from the *Teachers' Workload Surveys*, then, give little indication that remodelling has impacted on the total hours teachers work, though it has had some impact on the way that these hours are spent. However, it may be that while remodelling has impacted to reduce workload, other factors have increased it, cancelling out any positive benefits.

The surveys conducted by the NAHT and NASUWT similarly indicated that the majority of headteachers and teachers had not experienced any reduction in workload resulting from the contractual changes arising from the National Agreement (2003). The NASUWT *Workload Audit* (2008) asked teachers about the factors that contributed to excessive workload; the three most frequently identified factors were lesson planning; teacher assessment system and class size. Teachers reported that the most significant barriers to reducing workload were government-led change and innovation and school management. The NAHT survey (French and Daniels, 2008) reported that a majority of headteachers indicated that their work-life balance could be improved by a reduction in bureaucratic processes and additional resources and staffing.

It should also be noted that Thomas *et al.* (2004a) reported that there was no systematic relationship between working hours, job satisfaction and motivation. Butt and Lance (2005) commenting on this, argued that teachers' job satisfaction and motivation:

... seem to be embedded in a larger set of beliefs and attitudes reflecting, say, their commitment to their job, good working relationships with colleagues and children, and positive school ethos. (p. 420)

2.6 Impact on standards

As well as decreasing workload, workforce remodelling was intended to contribute to raising standards. While there has been a steady year-on-year increase in numbers of pupils achieving the expected levels in SATs and GCSEs, it is clearly not possible to assess how far, if at all, remodelling has contributed to this.

A recent Welsh Assembly committee (2009) examination of workforce remodelling expressed doubts about any putative link between remodelling and pupil achievement. The authors wrote:

There appeared to be little or no evidence that the implementation of the teacher workload agreement was having a positive impact on raising standards. Many schools had informed Estyn that they believed that it would be difficult to establish a causal link between remodelling and raising standards of pupil achievement. (p. 2)

¹³ Further details are provided in Chapter 9, Table 9.1.

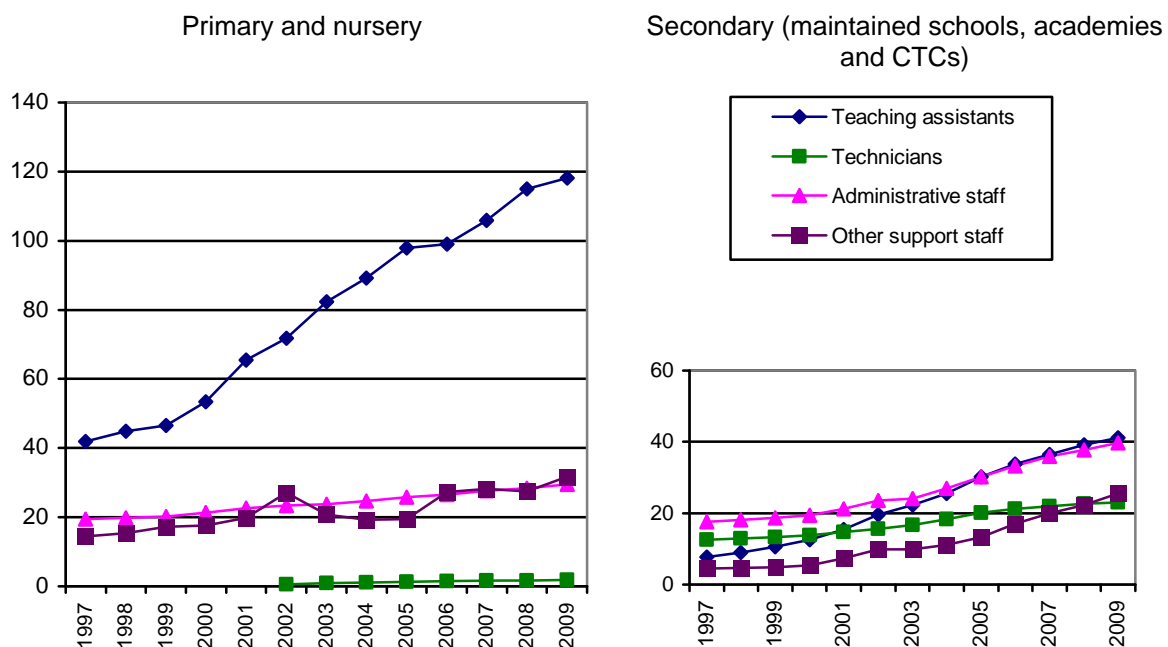
The committee's findings are supported by existing evidence from Estyn's 2007 report, which found that almost 20 per cent of schools felt that remodelling had produced no positive results in terms of standards; and Estyn's (2009) most recent evaluation of workforce remodelling in Wales.

The current research is not concerned with measuring either workload or standards, but with the strategies that schools are using in implementing the National Agreement, and how effective and sustainable they believe these to be in raising standards and tackling workload.

2.7 Impact on support staff

Remodelling has had a significant and uneven impact on the numbers and working lives of support staff¹⁴ in schools. There has been a sharp increase in the numbers of support staff especially teaching assistants (TAs) across all phases and administrative staff in the secondary sector (see Figures 2). In 1997, support staff comprised 28 per cent of the primary and nursery workforce, and 18 per cent in secondary; by 2007, the proportions had increased to 45 per cent and 34 per cent respectively.

Figure 2.2: Full time equivalent (FTE) support staff (thousands), 1997 - 2009



Source: DCSF, 2009
2009 figures are provisional
Includes academies from 2003

¹⁴ It should be noted that job titles and terms used to describe support staff are not uniform. The generic term teaching assistant (TA) includes a plethora of titles such as classroom assistant (CA), learning support assistant (LSA), specialist teaching assistant (STA), Higher Level Teaching Assistant (HLTA) etc., which are in usage as a consequence of the ad hoc development of the classroom support staff role (Clayton, 1993; Lee, 2003). The term TA is used by the DCSF, and Blatchford et al. (2006) as part of their new seven part statistical grouping of support staff, created a statistical category referred to as 'TA equivalent', which encompasses, CAs, LSAs, TAs, HLTAs, but not bilingual support, cover supervisor, language assistant, welfare assistant, learning mentor etc. This categorisation was also used by UNISON (2007) in their survey of support staff.

Much of the growth in numbers of support staff took place before the introduction of workforce remodelling, and it has continued since 2003. Between January 2003 (when the National Agreement was signed) and January 2009, support staff FTE numbers in primary and nursery schools have increased by 53,500, including an increase of 35,800 in the number of teaching assistants. In secondary schools the corresponding increase in total support staff was 56,200, and amongst TAs it was 18,900.

The increase has been driven by several key factors: increases in school funding generally; the additional funding made available to support the inclusion of pupils with Special Education Needs (SEN) within mainstream schools (DfEE, 1994; Lorenz, 1998; Lee, 2003); an increase in the number of children exhibiting challenging behaviour and diagnosed learning difficulties requiring additional support (Dew-Hughes *et al.*, 1998; Farrell *et al.*, 2000; Baskind, 2002); curriculum reform and the implementation of the National Literacy and Numeracy Strategies (Ofsted, 2002); an abundant pool of parent and local volunteers, especially in the primary sector, from which to recruit support staff (LGNT0, 2000; Kessler *et al.*, 2005); and legislative changes allowing local education authorities and schools greater control over budgets, staffing and resources. In addition, schools in deprived and multiethnic areas have been able to develop new support staff roles, such as those of learning mentor, etc., as part of wider programmes and policies tackling educational and social disadvantage such as Excellence in Cities (EiCs) and Educational Action Zones (EAZs), which were all later mainstreamed (Ofsted, 2003b; Kendall *et al.*, 2005; DCSF, 2007a)

Since 2003, new support staff roles and status have been developed as part of the implementation of workforce remodelling. These include the enhanced roles for those achieving HLTA status; the creation of the cover supervisor and invigilator roles; as well as roles in attendance monitoring, pupil data analysis, pupil welfare and counselling, community liaison, oversight of external examinations, extended school provision, behaviour support, and finance (e.g. bursars/business managers); a small proportion of support staff also have managerial responsibilities (UNISON, 2007). Indications are that exam invigilation roles (generally in secondary schools, Blatchford *et al.*, 2008) are often filled on a temporary basis, by '*making extensive use of supply staff and retired teachers*' (Ofsted, 2005, p. 11). Within primary schools, these roles are generally undertaken by teachers and existing support staff.

Classroom-based support staff now have a greater involvement in teaching and learning. More support staff report taking whole classes, having specialist roles and providing more targeted support of pupils in groups and on a one-to-one basis (UNISON, 2007). Prior to the National Agreement, the HLTA status and standards and cover supervisor role did not exist. Since April 2004, support staff have been able to access training and preparation courses supported by the TDA to achieve HLTA status and improve their skills and knowledge. As of June 2007, the number of support staff that had achieved HLTA status was just over 17,000, or five per cent of the FTE TA workforce (Wilson *et al.*, 2007, p. 11). Over a third of support staff respondents to the UNISON (2007) survey reported having HLTA duties. For those with HLTA status, this was associated with increased confidence and greater job satisfaction and increased workloads. However, as Blatchford *et al.* (2008) found, only a minority of support staff with HLTA status work exclusively as HLTAs. The majority work as senior TAs, or have split roles, or do not work as HLTAs at all. UNISON (2007, p. 10) concluded that '*there is strong evidence that schools are not appointing HLTAs when they could or perhaps should, and they are relying on other support staff to carry out this kind of higher level work.*' Further evidence from a small scale study of TAs undertaking a foundation degree by Dunne *et al.* (2008, p. 57) suggests that '*schools and local authorities appear to be interpreting the HLTA as a qualification, as opposed to a status or standard.*'

'Cover supervisor' is also a newly created role. This allows schools to deploy support staff to provide cover supervision for absent teachers on a short-term basis. The UNISON survey found that cover supervisors often have other roles amongst support staff within a school. Over a third of UNISON's (2007) respondents stated that their job involved cover supervision, and whilst the overwhelming majority of these support staff commonly cited teacher illness as a reason for cover, a quarter mentioned PPA in relation to cover supervision. This suggests that the deployment of support staff for cover supervision is becoming increasingly blurred in practice with arrangements that are made for classes during teachers' PPA time (which should involve specified work rather than supervision). Furthermore, Blatchford *et al.* (2008, p. 84) found in some of their case study schools examples of support staff struggling with the ambiguities of the cover supervisor role, '*uncertain how their role worked in practice or how – conceptually – it was separate from that of teachers*'. Other evidence from a report into the implementation of the National Agreement and the role of cover supervisors in Dorset (Dorset County Council, 2006) noted that:

All of the cover supervisors visited are operating at a level well beyond that envisaged by the job description. In almost every lesson they need to deliver the lesson, engaging with both the pupils and the lesson content. (p. 4)

In other words, support staff were delivering lessons (.i.e. specified work) rather than simply supervising pupils' work. Moreover, schools varied in the quality of the lesson plans that they provided for cover supervisors. Very few cover supervisors marked work from their lessons, but where this did happen, it was in their own unpaid time. Similarly, most support staff undertook preparation for cover supervision in their own unpaid time.

Similarly, Estyn's (2007, p. 10) review of the impact of remodelling, indicated that '*in some schools, they [cover supervisors] provide specified work for pupils while teachers undertake PPA activities or when teachers are absent*', which, as WAMG guidance strongly urges, is contrary to the intentions of the National Agreement. Dorset County Council (2006) found that feedback between classroom teachers and cover supervisors was in most cases informal. Many cover supervisors expressed the need for more training in relation to behaviour management, and more feedback and observation of their practice.

UNISON (2007) noted that the majority of support staff were satisfied with most aspects of their jobs. TAs felt particularly valued because of the changes to their work (Ofsted, 2007). However, technicians reported lower levels of job satisfaction which suggests that remodelling may not be addressing their concerns (Blatchford *et al.*, 2008).

Workload is a key issue for support staff with 43 per cent of respondents reporting working regular overtime to undertake activities that were related to their jobs; and only a small proportion report receiving additional payment for this work (UNISON, 2007). According to UNISON, some support staff with HLTA duties '*appear to have accepted the sort of open-ended working time embodied in the school teachers' pay and conditions document, but without having the corresponding status or reward*' (p. 60). Pay is a particular concern for bursars who have the highest median salary of any support staff group, and also display the widest range of reported salary (UNISON, 2007). A recent Welsh Assembly committee (2009, p. 6) investigation of workforce remodelling provides additional evidence that in a significant number of schools '*classroom assistants had been treated like second class citizens on issues such as pay and conditions and access to training and development.*'

This, along with other qualitative evidence from the UNISON survey, highlights a concern that staff with new administrative roles are not being properly remunerated. Blatchford *et al.* (2008, p. 8) argue that pressures on support staff time are leading to intensification of support staff workloads '*as they became more drawn into lesson planning, preparation and feedback, in direct and indirect support of the teachers with whom they worked*'. Of particular note is the impact on administrative staff who have taken the bulk (16) of the 26 tasks previously performed by teachers. In this sense, the workload issue which the National Agreement was intended to address has shifted from teachers to administrative staff (Blatchford *et al.*, 2008).

WAMG Note 22 (2008) reiterated earlier concerns about the ways in which support staff were being deployed, namely the continued use of split contracts; insufficient opportunities being given to support staff to utilise their skills or status (in the case of HLTAs); the continued confusion between cover for unplanned short term absences and arrangements for planned regular absences for PPA and other activities; expectations that support staff undertake 'unpaid' overtime; and the use of support staff with inadequate training and skills to supervise or deliver specified work.

Ofsted's (2007, p. 32) third survey report observed that '*members of the wider workforce now had a stronger sense of career in education... [but that] opportunities for training and career development varied considerably.*' Research reported by Cook-Jones (2006) highlighted perceptions by TAs, that '*they have little or no say in the changing of their job roles, or in the increasing expectations that the 'school' has of them*' (p. 10).

In its fourth survey report on workforce remodelling, Ofsted (2008) indicated that in secondary schools the deployment of support staff involved in teaching and learning was more strategic, whilst in primary such decisions were likely to be made by class teachers in light of particular needs of specific pupils. However, few schools had a coherent cycle of induction and training, and performance management that focussed on the skills needed to raise pupil academic achievement. Ofsted noted that schools were aware of the national occupational standards for support staff, but many continued to use inadequate job descriptions. They highlighted cases of job descriptions which '*were no more than descriptions of a range of generic tasks*' (Ofsted, 2008, p. 18). They pointed also to a lack of clarity regarding the accountability of TAs.

A review of workforce remodelling conducted by Estyn (2007, p. 4), found that, '

In many secondary schools, more support staff are being employed to manage work that was traditionally done by senior staff. This is changing the nature of the leadership roles of senior staff, who can now focus more on learning and teaching issues.

2.8 Key issues for the current research

A number of important issues for the current research arise from the above summary of evidence:

- i. While it seems that most schools are compliant with the contractual changes, there is immense variety across schools in the extent to which they have engaged in a remodelling change process, and there is some evidence that the nature of the process may impact on the effect achieved.
- ii. The differences in organisation and teachers' roles between primary and secondary schools mean that they are faced with very different tasks in implementing the contractual changes, and schools in each phase are therefore likely to use different strategies. For example:

- Very few primary schools were affected by the 38-hour cover limit because they did not generally use internal teachers to cover for other teachers' absence (Hutchings *et al.*, 2006a). In contrast, in secondary schools, which regularly expected teachers with free periods to undertake cover lessons, substantial changes had to take place.
 - The expectations of staff covering for absence are also different in primary and secondary schools. Secondary cover for short-term absences generally involves supervising pupils doing set work, and is not undertaken by subject specialists. In contrast, covering a class in a primary school is a much more proactive role and involves working from the teacher's weekly or daily plans; in particular with younger children it is not possible to simply set work and supervise (Hutchings *et al.*, 2006a).
 - Similarly, invigilation of external exams was seen by many as mainly an issue for secondary schools. Ofsted (2005) reported that primary schools did not intend to use external invigilators for Level 2 SATs.
 - The introduction of PPA time had a limited impact in secondary schools. Teachers already had free periods; the main change was that this was now dedicated PPA time and could not be deployed in other ways. However, the teachers were accustomed to using their free periods for particular tasks (including those relating to management or pastoral roles), and as a result used the time for PPA less often than primary teachers did (Hutchings *et al.*, 2006b).
 - In primary schools, however, implementing PPA time was a major change. Primary teachers had rarely had time out of the classroom, and were not used to their classes being taught or supervised by others. There was greater resistance to the use of support staff to supervise classes in primary schools than in secondary (Hutchings *et al.*, 2006a). This was partly because covering primary classes is not simply a matter of supervising, but inevitably involves some teaching. Moreover, the class teacher had to deal with any resulting disruption or behavioural issues on her/his return. As a result of this resistance, many primary headteachers undertook much of the PPA cover themselves (Hutchings *et al.*, 2006b, Ofsted 2004, 2005).
- iii. While the GTC surveys in 2005 and 2006 found that a higher proportion of school leaders than of class teachers believed that remodelling was having a positive impact in improving education, there is also considerable evidence that those in senior leadership positions were not benefiting as much as other teachers (Ofsted 2005, Hutchings *et al.*, 2006a, 2006b) and some heads reported a worsening of their workload. The allocation of dedicated headship time remains problematic.
- iv. Remodelling has brought with it increased duties/responsibilities and extended roles (principally impacting on administrative and classroom based support staff) together with longer working hours and unpaid overtime for some support staff. Deployment of support staff is ad hoc and *'largely pragmatic, with little evidence of any pedagogical considerations playing a part in deployment decisions'* (Blatchford *et al.*, 2008, p. 2). There is also a lack of clarity in the cover supervisor role and differentiation in the HLTA role.

These considerations have all informed the design of the current research.

3 Research design

3.1 Aims and objectives

3.1.1 Aims

The aims of the study were:

- to explore what National Agreement remodelling strategies schools were using and the processes they went through in order to introduce them;
- to establish the extent to which schools have followed the remodelling agenda in accordance with their contractual compliance obligations, WAMG guidance, and the remodelling change management process;
- to identify the National Agreement implementation strategies and processes that schools believe have the greatest impact on school standards in different types of schools, in particular looking at Planning, Preparation and Assessment (PPA) time, strategies for providing cover for absent teachers, leadership and management time and relieving teachers of invigilating external exams.

3.1.2 Objectives

The objectives of the research were to collect perceptual data on the following areas:

National Agreement implementation strategies

- What differences are there between different types of schools in terms of the implementation strategy and approach used?
- How effective and sustainable are these strategies, and the way in which they are implemented, in raising standards?
- To what extent have schools implemented all aspects of the remodelling agenda in accordance with WAMG guidance?
- How have schools implemented the contractual changes and what influence did the remodelling process have on the outcome?

Planning Preparation and Assessment (PPA) time

- What strategies are schools using to implement PPA time?
- Why do schools choose their strategy and if they have changed it, why?
- How effective and sustainable are these strategies, and the way in which they are implemented, in raising standards?
- Are schools monitoring the impact of these strategies? If so, how?

Cover for teacher absence

- What strategies are schools using to cover for teacher absence?

- Why do schools choose their strategy and if they have changed it, why?
- How effective and sustainable are these strategies, and the way in which they are implemented, in raising standards?
- Are there any barriers for schools in using cover for teacher absence according to the contractual changes?
- Are schools monitoring the impact of these strategies? If so, how?
- How many consecutive hours do cover supervisors¹⁵ provide cover for in one class?
- What plans do schools have in place to work towards a position in which teachers only rarely cover?

Leadership and Management Time (LMT)

- To what extent has leadership and management time been implemented in schools?
- What strategies are schools using to implement leadership and management time?
- Why do schools choose their strategy and if they have changed it, why?
- How effective and sustainable are these strategies, and the way in which they are implemented, in raising standards?
- What difference has having leadership and management time made to the school team?

Invigilation

- To what extent are teachers still invigilating external exams?
- What arrangements has the school put in place for invigilation?
- Are there any barriers for schools in implementing this contractual change?
- How are teachers spending time that has been released, and what effect is this having on school standards?

In addition to these areas the research also explored the impact on standards of further areas of contractual change including work-life balance and dedicated headship time.

3.1.3 Changes to objectives as the research developed

As the research developed, the steering group requested that other areas should be included. In particular, they asked that the qualitative research should include:

- some investigation of transfer to administrative roles from teachers to support staff;
- some investigation of administrative support staff roles;

¹⁵ Cover supervision involves supervising classes during short-term teacher absences when no active teaching is taking place and pupils have been set work.

- some investigation of the impact of remodelling strategies on teacher workload and stress, and on pupil behaviour.

The first two of these were included in the qualitative research but not in the surveys; the third area was included throughout. It was agreed that there should be less emphasis on the processes of remodelling (e.g. use of change teams, remodelling consultants etc.) than had originally be envisaged, and a greater emphasis on the current situation.

3.2 Overview of research design

The research had four main strands:

- a review of literature;
- pre-survey interviews in schools;
- surveys of headteachers, classroom teachers, floating teachers and support staff; and
- case studies conducted in nineteen schools.

Both the *literature review* and the *pre-survey interviews* contributed to the design of the surveys. Pre-survey interviews were conducted with headteachers or other leadership team members in ten schools, and with other staff in five of these. By providing a snapshot of the strategies and processes used and perceptions of staff in a range of schools, these interviews helped to ensure that the survey questions included the options that matched what is going on in schools.

The *surveys* have enabled us to present data showing the proportions of schools of different types across the country using different strategies, and the perceived impact of these on standards and workload.

The *case study* schools were identified from survey responses, and qualitative research in these schools involved an in-depth exploration of the processes that have led to use of particular strategies, and the perceptions that staff in different roles have of their impact on pupil progress and attainment and on their own work.

The survey and case studies are discussed in more detail below.

3.3 The surveys

3.3.1 Sample population and sampling frames

The survey collected data from the following members of the school workforce across the primary, secondary and special school sectors:

- headteachers;
- classroom teachers¹⁶;
- support staff (targeting in particular those who were sometimes responsible for whole classes. including cover supervisors and higher level teaching assistants); and

¹⁶ For the purposes of the survey, they were defined as all full-time and part-time class teachers, including, where relevant, those who are members of the school leadership team.

- floating teachers in primary and special schools (i.e. those who were not primarily responsible for specific classes)¹⁷.

3.3.2 Sample design

The survey sample was selected using a two stage approach. The first stage involved sampling schools (and thus headteachers), using a sector stratification strategy. The second stage established the *number* of respondents in the other sample groups to be selected for each school (although, as outlined above, the actual selection of these respondents was carried out by the schools), using a simple Probability Proportional to Size (PPS) approach.

3.3.3 Sample size

Table 3.1 outlines the number of questionnaires sent out and the target sample sizes.

		Questionnaires distributed	Target sample size
Schools	Total	6,044	1,500
	Primary	2,383	590
	Secondary	3,184	790
	Special	477	120
		Questionnaires distributed	Target sample size
Primary	Total	17,652	2,800
	Headteacher	2,382	675
	Class teacher	8,552	1,175
	Support staff	4,824	675
	Floating teacher	1,894	275
Secondary	Total	23,147	2,525
	Headteacher	3,184	675
	Class teacher	12,764	1,175
	Support staff	7,199	675
Special	Total	4,005	525
	Headteacher	478	150
	Class teacher	1,415	150
	Support staff	1,415	150
	Floating teacher	697	75
TOTAL	OVERALL TOTAL	44,804	5,850
	Total Headteachers	6,044	1,500
	Total Class teachers	22,731	2,500
	Total Support staff	13,438	1,500
	Total Floating teachers	2,591	350

¹⁷ Larger primary and special schools only – see 3.3.5 for more details.

3.3.4 Support staff samples

The support staff samples were comprised of those who:

- *ever* took responsibility for whole classes (or class-sized groups of pupils) during *lesson time*, where such roles existed;¹⁸
- worked alongside teachers in the classroom or took responsibility for groups of pupils outside the classroom, if none of the support staff in the school ever took responsibility for whole classes.

Across all three sectors, the ‘responsibility for taking whole classes’ group formed the majority of the sample, whilst those who did not fall into this category made up the remainder.¹⁹ The samples were not intended to include support staff who did not work in classrooms (e.g. administrative staff, site managers etc.).²⁰

3.3.5 Floating teacher samples

The floating teacher samples were defined as full-time or part-time ‘floating’ teachers, i.e. full-time or part-time teachers who taught different classes rather than being responsible for a single class, including, where relevant, those who were members of the school leadership team). After stratification by school size (largest to smallest), the largest 72 per cent of primary and 86 per cent of special schools were selected; all such selected schools were sent floating teacher questionnaires. This approach ensured that smaller schools in the primary and special school sector who generally tend not to employ floating teachers did not receive questionnaires for this respondent group.

3.3.6 Administration of the survey

Self-completion postal questionnaires were sent to the members of the school workforce outlined in 3.3.1.

3.3.7 Contacting schools

All schools were initially sent an advance letter forewarning them of the survey. Each school was then sent a questionnaire pack addressed to the headteacher. The pack consisted of a questionnaire for the headteacher, a covering letter explaining the survey and a reply paid envelope. The pack addressed to the headteacher also included additional packs for the other sample groups in the survey (classroom teachers, support staff, and, where applicable, floating teachers). Within the supplementary packs, the number of questionnaires for each of the groups varied according to the size of the school, with larger schools receiving more than smaller ones. As well as a questionnaire, each respondent was also provided with a covering letter and reply paid envelope.

The headteacher was asked to distribute the supplementary questionnaires to the relevant respondents using the selection criteria outlined below.

¹⁸ This included both those timetabled to do this *and* those who would not normally do so, but nevertheless have done in emergencies. This group included HLTAs, cover supervisors and teaching assistants.

¹⁹ Primary: 1,014 support staff, of which 841 take whole classes; secondary: 1,163, of which 816 take whole classes; special school: 237, of which 217 take whole classes.

²⁰ However, the final support staff samples did include a small minority of support staff who do not work in classrooms.

Selection criteria

The headteacher (or an administrator acting in a proxy role) was asked to follow a straightforward selection approach to determine which classroom teachers, support staff and floating teachers at the school should take part in the study. This involved a simple alphabetical procedure, whereby respondents in each of the sample groups were selected according to their surnames. For example, if at a particular school four classroom teachers were required to take part, it was simply the four whose surnames appeared first in an alphabetical list of all teachers in the school.

3.3.8 Questionnaire

Separate questionnaires were designed for each of the four sample groups discussed above. In addition, bespoke primary and secondary versions were developed, meaning there were seven different questionnaires in total.²¹

The content of each questionnaire varied although there was overlap between and within subject areas. The seven questionnaires also varied in length: the headteacher and teachers questionnaires consisted of a 12-page booklet; the support staff and floating teacher questionnaires were eight pages.

3.3.9 Questionnaire format and pilot

A pilot survey took place between 18th February and 20th March 2008. This was used to help in the design of the main stage questionnaires in terms of question wording, questionnaire order and the general layout of the questions.

A total of 3,668 pilot questionnaires were sent out to:

- 268 headteachers;
- 2,018 class teachers;
- 909 support staff;
- 473 floating teachers;

Following the pilot stage a number of sample members were called and asked about the questionnaire they had completed. In addition to these telephone calls the returned questionnaires were also analysed to see if sample members had answered any questions incorrectly, whether they had failed to answer valid questions or not followed routing instructions and whether there were any high instances of item non-response.

A separate pilot report was produced, providing full details of the pilot survey analysis and outcomes.²²

²¹ Special schools were sent the same questionnaires as primary schools. There was only one (larger primary/special school) version of the floating teacher questionnaire.

²² As is standard practice, the results from the pilot were not included in the analysis of the main stage surveys. This is because, as a result of the pilot, some changes were made to the questionnaires, so the pilot and main stage data are not statistically comparable.

3.3.10 Main stage fieldwork

Fieldwork for the main stage took place between 7th May and 28th July 2008. Because of the large number of questionnaire packs sent out the printing and despatch of questionnaires was staggered.

Approximately three to four weeks after a school had been sent their questionnaire pack, a reminder letter was dispatched. The letter was addressed to the headteacher; it asked them to remind members of the school workforce who had been selected to take part to complete and return their questionnaires if they had not already done so. If a questionnaire had not been received from the headteacher at the school, the reminder also included a replacement questionnaire and pre-paid envelope (for the headteacher only). Table 3.2 shows the total number of returned questionnaires.

Table 3.2: Total number of returned questionnaires

		Questionnaires distributed	Questionnaires returned
Schools	Total	6,044	2,315
	Primary	2,383	1,096
	Secondary	3,184	1,030
	Special	477	189
		Questionnaires distributed	Questionnaires returned
Primary	Total	17,652	3,547
	Headteacher	2,382	867
	Class teacher	8,552	1,481
	Support staff	4,824	1,014
	Floating teacher	1,894	185
Secondary	Total	23,147	3,431
	Headteacher	3,184	743
	Class teacher	12,764	1,525
	Support staff	7,199	1,163
Special	Total	4,005	642
	Headteacher	478	154
	Class teacher	1,415	208
	Support staff	1,415	237
	Floating teacher	697	43
TOTAL	OVERALL TOTAL	44,804	7,620
	Total Headteachers	6,044	1,764
	Total Class teachers	22,731	3,214
	Total Support staff	13,438	2,414
	Total Floating teachers	2,591	228

Level of response

Levels of response were much higher than anticipated. Overall, at least one questionnaire was completed and returned in around two-fifths (38 per cent) of schools. Amongst headteachers, three in ten (29 per cent) headteachers returned their questionnaire. Response amongst the class teachers sample was 37 per cent.²³

3.3.11 Coding, data editing and outputs

Verbatim responses provided at partially or fully open questions that allowed sample members to write in their own responses were grouped together into new categories (or included in existing questionnaire response codes where appropriate). Additionally, because some respondents did not always follow routing instructions correctly or provided more than one response at single-coded questions, the data had to be edited so that it was as consistent with the structure of the questionnaires as possible.

3.3.12 Weighting*Headteacher and teacher samples*

A multi-stage weighting approach was carried out; this involved the derivation of both a school cooperation weight and a headteacher or teacher weight to correct for non-response bias. For the teacher samples only, a population weight was also applied.²⁴

For the headteacher and teacher samples, the percentages reported throughout the report are based on weighted data.

Support staff and floating teacher samples

It was not possible to apply any weights to the support staff and floating teachers samples because data on the total numbers working in selected schools were not available.

3.3.13 Derived variables*School size*

The school size was used to derive a school size variable as follows:

<i>Primary</i>	<i>Secondary</i>
Small (fewer than eight teachers)	Small (fewer than 41 teachers)
Medium (eight to 15 teachers)	Medium (41 to 70 teachers)
Large (16 or more teachers)	Large (71 or more teachers)

It was not possible to derive a school size variable for special schools in the same way as the numbers involved were too small.²⁵

²³ It is not possible to calculate a response rate for either the support staff or floating teacher samples because the numbers of each working in the schools sampled is not known.

²⁴ The co-operation rate was calculated on the basis of any school where at least one member of the workforce had returned a completed questionnaire.

Free school meals (FSM)

The variable showing the percentage of pupils known to be eligible for free school meals in each school was grouped in bands of low, medium and high eligibility; these are shown below. The divisions between categories were made following DCSF advice.

<i>Primary</i>	<i>Secondary</i>
Low (less than or equal to eight per cent eligible)	Low (less than or equal to five per cent eligible)
Medium (more than eight per cent and less than or equal to 35 per cent eligible)	Medium (more than five per cent and less than or equal to 35 per cent eligible)
High (more than 35 per cent eligible)	High (more than 35 per cent eligible)

An FSM variable was not derived for special schools, as it was not appropriate given the high level of challenge in these schools.

Attainment change

For primary schools, four variables showing the aggregate percentage of pupils achieving KS2 level four or above in mathematics, English and science from the academic years 2002/03, 2003/04, 2005/06 and 2006/07, were used to derive a variable showing increase or decrease in attainment levels over time. A mean of the years 2002/03 and 2005/05 was calculated and compared with a similar mean for the years 2005/06 and 2006/07 to create a percentage increase or decrease. Any changes in cohort size within the years were taken into account in the calculations. For secondary schools, this variable was derived in a similar way, using four variables showing the percentage of pupils achieving at least five A*-Cs at GCSE, for the same academic years as were used in primary schools.

The variables were then banded as follows:

<i>Primary</i>	<i>Secondary</i>
Decrease (less than zero per cent)	Decrease (less than zero per cent)
No change/slight increase (greater than or equal to zero per cent and less than five per cent)	Little or no increase (greater than or equal to zero per cent and less than three per cent)
Large increase (greater than or equal to five per cent)	Slight increase (greater than or equal to three per cent and less than ten per cent)
	Large increase (greater than ten per cent)

These bands were designed to give groups of approximately even size. There were more secondary than primary schools that showed a substantial increase in attainment; hence an additional band was created. Middle schools were excluded from these variables, whether they were deemed primary or secondary.

²⁵ As school size can also be measured by pupil headcount (rather than teacher numbers), a second school size variable based on pupil headcount was also derived and tested on a series of key findings all the relevant respondent groups to see if it would reveal any (additional) differences in the data. However, when using the pupil based variable, no such differences were apparent.

3.3.14 Interpreting the survey findings

When interpreting the findings for this survey, the following issues need to be borne in mind:

- Whilst the survey is based on a large-scale, robust sample of members of the school workforce, the findings are subject to the usual sampling tolerances. In the report, differences are reported only when they are statistically significant at the 95 per cent confidence level.
- The survey was based on information recorded at a particular point in time (between May and July 2008). The circumstances of the individuals concerned, their knowledge of the workforce remodelling process, etc. may be affected by the specific timing of the survey.
- Findings from the survey of special school floating teachers are based on a relatively small sample size so where applicable, data from this survey have been reported in terms of number of respondents and proportions (rather than percentages).

3.3.15 Data tables

The report includes tables showing findings analysed by various characteristics (e.g. school size, time since entered teaching). Where weights have been applied to a respondent group, the table shows both the weighted and unweighted base totals; if no weights have been applied, only the unweighted base is shown. The percentages in the report tables are based on weighted totals if a weight has been applied; otherwise unweighted totals are used.

In some cases the percentages do not always add up to exactly 100 for each column. This is because multiple responses are possible in some cases. In other cases, where the column total may be 99 per cent or 101 per cent, this is due to rounding of individual percentages to the nearest whole number. In all other cases, where the column totals are short of 100 per cent, this is because the percentages that did not state an answer, or gave an invalid answer have not been included in the table as it was not felt to be appropriate.

The following symbols have been used throughout:

- * Less than 0.5 per cent
- No observations

3.4 The case studies

3.4.1 Sample design

We conducted case studies in 19 schools: eight primary, two middle, seven secondary and two special schools. This includes two pilot case studies; since the interview schedules were not amended in any way as a result of these, they have been included as part of the whole sample. The pilot case studies were conducted in May 2008, and the rest between July and October.

Schools were identified from survey responses. The aim was to select a sample illustrating a wide variety of practice, including schools that had adopted different strategies in implementing the remodelling agenda. A few were selected because their questionnaire responses indicated that they were not fully compliant (for example, teachers did not have PPA time, or teachers invigilated exams). We also aimed to include schools where the headteachers indicated that remodelling had had a positive impact on standards, and some where this was not the case.

Within these groups, the aim was to have a broad regional coverage, and to include schools of different sizes and with differing pupil backgrounds and achievement levels. Obviously these schools cannot be seen as representative of the whole population of schools, or of the ways that the remodelling agenda has been tackled. The main emphasis was on achieving a varied sample.

The schools were spread across all Government Office Regions except the North East. While schools of different sizes were included, many of them were slightly smaller than average. The majority had been judged good (2) by Ofsted at their most recent inspection; three had been judged outstanding (1), and three satisfactory (3). Attainment scores varied widely. Nine of the headteachers had taken up their post since 2003, and so had not been in post throughout the period of the implementation of the National Agreement. Schools are referred to by letters of the alphabet throughout the report. (See Table 3.3.)

Table 3.3: The case study schools

School	No. of pupils	Description	Rural/Urban	FSM	Most recent Ofsted	Head appointed
Primary A	425	3-11, higher than average minority ethnic	urban	low	2	2006
Primary B	175	3-11, C of E	town and fringe	low	2	2003
Primary C	200	4-11, C of E	village	low	2	2006
Primary D	100	5-10 first school	town and fringe	medium	2	2003
Primary E	350	3-11, RC, mainly minority ethnic	urban	high	2	1999
Primary F	70	4-11, C of E	village	low	1	2008, previously worked in school
Primary G	425	4-11	urban	low	2	1996
Primary P (pilot)	130	3-11, C of E	village	low	2	2004
Middle School H	425	10-13	town and fringe	low	2	2005
Middle School I	400	9-13, C of E	urban	medium	2	2007, previously acting
Secondary J	600	11-16 girls, almost all minority ethnic	urban	high	2	1997
Secondary K	1300	11-18 boys	urban	medium	2	1998
Secondary L	700	11-18 mixed, C of E, has boarders	village	low	2	2007, previously deputy
Secondary M	850	11-16 mixed, 20% minority ethnic	urban	low	3	2003
Secondary N	800	11-16 mixed, 60% minority ethnic	urban	medium	3	2004
Secondary O	700	11-18 mixed	urban	medium	3	2003
Secondary S (pilot)	1350	11-18 mixed, secondary modern	urban	medium	2	2002
Special School Q	50	8-16, social emotional and behavioural difficulties	village		1	2001
Special School R	50	3-11, autistic spectrum disorders	urban		1	2005

Rural/urban categories are taken from Edubase and are the categories used in all National Statistics.

Ofsted categories are taken from the school's most recent Ofsted report. 1 = outstanding, 2 = good, 3 = satisfactory, 4 = unsatisfactory.

3.5 Case study design

The data collected relating to each case study varied with the specific context and staff roles. A member of the research team visited each school, and conducted face-to-face interviews with the headteacher, teachers and support staff. In each case, we selected potential interviewees by reading the headteachers' questionnaire responses. Typically interviewees included:

- the headteacher;
- either a small group of three to five teachers, or interviews with two individuals (schools were given the choice of which was easier to arrange);
- one or two members of support staff who provided absence cover, or took whole classes, for example while teachers were having PPA time;
- a member of the administrative staff; in primary schools this was generally the school secretary, but in secondary schools we interviewed a range of people in senior roles that had been created as a result of remodelling, including business managers, exams officers, etc.

Where relevant we also interviewed:

- an instructor or specialist teacher brought in to work with pupils during PPA time;
- a teacher employed to act as a 'floating teacher' who was expected to cover classes when necessary.

Table 3.4: Interviewees in the case study schools

School	Headteacher	Teachers	Support staff in teaching and learning roles	Other support staff (mainly admin)	Sports coaches/supply teachers
Primary A	1	2	2	1	
Primary B	1	2	1	1	
Primary C	1	6	2	1	1
Primary D	1	2	1	1	1
Primary E	1	4	2	1	
Primary F	1	5	2	1	
Primary G	1	3	2	1	
Primary P (pilot)	1	5	2	1	
Middle School H	1	5	0	3	
Middle School I	1	3	2	1	
Secondary J	1	3	1	1	
Secondary K	1	3	0	2	
Secondary L	1	2	1	1	
Secondary M	1	5	1	2	
Secondary N	1	3	1	2	
Secondary O	1	4	1	0	
Secondary S (pilot)	1	5	2	2	
Special School Q	1	9	1	1	
Special School R	1	3	3	1	
TOTAL	19	74	27	24	2

The interview schedules were designed to focus explicitly on the aims and objectives of this research set out above, and taking into account the role of the target interviewee. Interview schedules were also tailored to the particular school context. They took into account the headteacher's survey responses, such that the same information was not sought on both the questionnaire and in interview. All interviews were semi-structured, such that the identified topics were covered, but specific issues that arose could be followed up in greater depth.

As indicated above, the case study schedules were piloted by conducting a complete 'dress rehearsal' in one primary and one secondary school. These were selected from responses to the pilot questionnaire.

3.5.1 Transcription and analysis

All interviews were fully transcribed, and were then coded using NVivo; this facilitated analysis of recurrent themes and patterns, commonalities and differences, and comparisons of interviews with different individuals both within a single case, and across cases.

3.6 Structure of report

Throughout the report, data from the surveys and the case studies is integrated. The report begins with an overview of the way remodelling has been approached. The next two chapters focus on support staff roles, and transfer of administrative tasks from teachers to support staff. Each of the four subsequent chapters focuses on a specific aspect of remodelling: PPA time, cover for teacher absence, leadership and management time, dedicated headship time and invigilation. Each of these chapters describes the strategies used in schools, and the rationale for these; whether these strategies have been monitored, and the perceived impacts. The penultimate chapter focuses on the overall impact of remodelling, and the last chapter summarises findings and considers their implications.

Each of the data chapters is broadly structured by school phase: primary, secondary and special. This has been done because many aspects of remodelling impacted differently in primary and secondary schools. For example PPA time created a much more radical change in primary schools, where teachers had not previously had non-contact time, than it did in secondary schools. At the start of each of the school phase sections, key points from that section are summarised.

The summaries at the beginning of each chapter compare findings across the school sectors. We have also listed key points at the start of each school phase section.

4 Overview of workforce remodelling

Summary

A number of issues run through the data, and should be taken into account in reading the report:

- Conflation of remodelling and other parallel changes taking place (such as restructuring of responsibility posts) meant that responses to general questions about remodelling and its impact may have been answered with other changes in mind.
- Schools generally used multiple strategies in relation to each aspect of remodelling; thus it was difficult to assess which strategies were considered to have the greatest impacts on standards and workload.
- The categories used in guidance and policy documents, and therefore in the questionnaires used in this research, did not always appear clear-cut on the ground.
- Schools had developed a wide variety of job titles, particularly for support staff roles. These sometimes gave a false impression of the person's actual role.
- Heads who had been appointed since remodelling were less likely to say it had been fully implemented or had had a positive impact.
- Heads were consistently more positive about what was happening in their schools than were teachers.

Most headteachers across all sectors agreed that their school had implemented all aspects of the remodelling agenda in accordance with WAMG guidance, and the majority felt that, when implementing the agenda, their main aim had been to be compliant with the statutory requirements.

There was little difference in the overall findings observed amongst headteachers across the different sectors, although secondary headteachers were slightly more likely than their primary counterparts to report that the remodelling process had resulted in considerable change and slightly less likely to state that their main aim had been to be compliant.

Class (and floating) teachers across all the sectors were less likely than headteachers to report that remodelling had involved a whole school effort. The number of teachers who had joined their schools before 2006 and who agreed that they had been involved or consulted in the remodelling process ranged from a fifth (secondary) to a third (primary).

Support staff were also asked about the involvement they had in the process of remodelling in their schools. Amongst primary support staff who had been in post since before 2006, around half said that were consulted about changes to their own work and two-fifths that they continue to be regularly consulted about changes to their role. Comparable figures observed amongst secondary support staff were slightly lower. Across all sectors, around one fifth reported that they had not been aware of remodelling in their school.

4.1 Introduction

The first section of this chapter identifies some issues that run through the data, and that should be taken into account in reading subsequent chapters. Following this, we offer an overview of the remodelling process in primary, secondary and special schools. Each of these sections begins by describing the process of remodelling in the case study schools. We then turn to survey and case study data about headteachers' views on their school's implementation of the agenda and the extent to which it has resulted in change. Finally, we review the extent to which teachers and support staff were involved in remodelling.

4.2 Over-arching issues

Key points

- Conflation of remodelling and other parallel changes taking place (such as restructuring of responsibility posts) means that responses to general questions about remodelling and its impact may have been answered with other changes in mind.
- Schools generally used multiple strategies in relation to each aspect of remodelling; thus it is difficult to assess which strategies were considered to have the greatest impacts on standards and workload.
- The categories used in guidance and policy documents, and therefore in the questionnaires used in this research, did not always appear clear-cut on the ground.
- Schools have developed a wide variety of job titles, particularly for support staff roles. A job title can sometimes give a false impression of the person's actual role.
- Some trends ran across the survey data: for example, heads who had been appointed since remodelling were less likely to say it had been fully implemented or had had a positive impact. Heads were also consistently more positive about what was happening in their schools than were teachers.

4.2.1 Understanding of remodelling

We found that in the case study schools, interviewees had varied levels of understanding of remodelling, and were often unclear about which specific set of changes comprised remodelling, and which changes were distinct from this. When asked about remodelling, some **headteachers** also talked about other workforce developments which are consistent with remodelling, and were taking place at the same time. Thus the initial response of both middle school headteachers to a general question about remodelling in the school focused almost entirely on restructuring of teaching staff responsibilities including the introduction of Teaching and Learning Responsibilities (TLRs). Similarly, the head of Primary E talked about '*remodelling of the staffing structure*'. Some also talked about reorganisation within the school which had been undertaken as a result of restructuring (and to some extent, remodelling) but was not part of the government's remodelling agenda. A few talked about re-grading of support staff.

It was also apparent that different aspects of remodelling were at the forefront of the thinking of headteachers in primary, secondary and special case study schools when they were responding to general questions. Most of the primary heads tended to focus on having to make arrangements for classes to be taught while teachers had PPA time, and on the administrative tasks²⁶ that teachers were no longer expected to undertake. (See Appendix A). For example, when the head of Primary E was asked to describe the process for remodelling in her school, she responded, 'You're talking about now the introduction of PPA time, are you? ... Or the 25 tasks and all that malarkey.' The head of Primary G's response to the same question also focused on PPA time:

I think there was a fear and trepidation about what was happening because, for the simple reason, some of it meant that the children were going to actually not have some of the contact with the teacher, and somebody else was teaching them, and it was that quality that you could possibly lose.

In contrast, the secondary heads tended to focus on the creation of a range of support staff posts that shifted work from teachers to support staff. Thus the head of Secondary K said:

It began quite a long time ago, appointments of say – the Facilities Manager was one, the Exams Officer ... and over the last two years we have appointed a whole host of Invigilators, Senior Invigilators, etc. ... We employ people with the skills to do the job, that fit the task and there are people who are immensely talented at administration, at all aspects of administration that teachers are not. So we've worked very hard to make sure that those roles, where possible, are actually filled by administrators.

The head of Secondary N also focused on creating posts, but identified different ones:

One of the early things we did is, I introduced cover supervisors. But as time has passed the range of roles that support staff occupy has got wider and the levels of responsibilities have increased. ... We now have behaviour coordinators who support the head of house. ... They are doing things traditionally a head of year, or, you know, a classroom post that a teacher would have held, and that is not held by a teacher now.

The special schools were different again; we only visited two, and, possibly because they catered for pupils of different age ranges and with different needs, there was little in common in their approaches to remodelling. The head of Special School Q (a boarding school for boys aged 8-16 with emotional and behavioural difficulties (EBD)) said:

My initial response was, some of the things they were asking us to do as part of the workplace remodelling, the teaching staff didn't want to give up. ... Display of work, teachers take a lot of pride in ... and they weren't happy about letting that go. ... Some of the preparation in terms of copying, preparing worksheets and things, specifically for individuals within the group, they needed to do that themselves. And exam supervision, we need to be there. We can't just say we're going to hire somebody to come in and invigilate exams. It won't work because there needs to be some element of control.

²⁶ The National Workload Agreement (2003) listed 25 tasks. One of these was invigilating examinations, which was also discussed elsewhere in the document. Subsequent versions of the list excluded invigilation, and thus consisted of 24 tasks. Interviewees referred variously to 24, 25 or 26 tasks. The STPCD (2008) has combined some of these tasks, and lists just 21 tasks. This list is included as Appendix A.

In contrast, the head of Special School R (which caters for primary-aged children with autistic syndrome disorders) argued that the appointment of HLTAs would benefit the pupils.

Some **case study teachers** had a very clear grasp of remodelling and what had been involved. When asked how she became aware of remodelling, a teacher in Secondary J replied:

I have been fairly aware of it because [a close colleague] was a union rep and so she was very up on what was going on ... And so I am very aware that I have my PPA time, and that is just for me and I am not allowed to be put on cover and things like that. I am aware that I shouldn't be doing certain admin tasks like photocopying and things like that, and I shouldn't be invigilating now either, and so those are the kind of main things that have probably changed in terms of my personal life in school.

Similarly, a teacher in Primary B said:

I just became aware that they were going to cut down on the number of tasks that we were doing, and also the other major things, the PPA because of course that, that was really important for teachers to have the actual time in school to do planning and preparation. So that was the major thing that came to our attention, and also the fact that we looked at the different roles that staff have within the school, but in particular we went down the route of looking at the roles of the TAs, the HLTAs, and also the administrative staff, to take more tasks off the teachers.

But the majority of the teachers we interviewed were much less clear about what was involved. When asked about remodelling in Primary school E, a teacher replied, 'I'm just trying to think. I would say, I mean it obviously wasn't traumatic; it didn't stick in my memory that much.' Similarly a teacher in Secondary K knew about the various elements of the remodelling agenda but was less familiar with the term itself:

I probably read it in the Education Guardian or something, but it's certainly not a term that's used on a daily basis here. I mean, things like PPA is used, I mean I would be aware of most of these provisions as they came along.

Several teachers talked about restructuring of teachers' responsibility roles ('we all changed from those points to going for TLRs') rather than, or in addition to, the specific changes included in remodelling. Teachers also talked about reorganisation within the school, from departments to faculties for example.

Support staff were generally less aware than teachers of what remodelling had involved. The secretary in Primary F said that her only awareness of remodelling came from 'what [she]'d seen in the filing cabinets' when she had cleared them out. She remembered thinking, 'what was that all about?' The exams officer in Secondary K said, 'I'm not even sure what it's about. There are so many changes at the moment, I'm not sure which one it falls under.' Those who were aware generally only knew about it in relation to their own role; thus administrative staff tended to say it had increased the amount of work in the office, while TAs talked about the introduction of the HLTA role.

These different levels of understanding of remodelling, and varying perceptions of the importance of different aspects, may have impacted on responses to general questions about the remodelling process (discussed later in this chapter) and its overall impact (discussed in Chapter 13). However, when asked about the main areas we were investigating (support staff roles, PPA time, cover, LMT, DHT and invigilation), interviewees and those completing the questionnaire clearly did know what was meant.

4.2.2 Complexity

Multiplicity of strategies

The wording of the research objectives appeared to assume that each school would use a single strategy in relation to each aspect of workforce remodelling. One of the questions posed under each main area (PPA time, cover for teacher absence, and leadership and management time) was, 'Why do schools choose their strategy and if they have changed it, why?' However, we found very few schools had adopted a single strategy in relation to any of these areas.

For example, within each of the primary schools visited, PPA time arrangements varied across different classes. Similarly, arrangements for cover varied with the expected length of the absence, whether it was planned or unplanned, the time the teacher notified the school, the class, the timetable, the day of the week, etc. This meant that when headteachers and teachers were asked about the impact of their strategies on standards, pupil behaviour, workload, etc., they were referring to the impact of a package of different strategies. It is thus not generally possible to relate particular outcomes to specific strategies.

Categories and their limitations

Many of the guidance documents relating to remodelling assume that there are neat categories within which either X or Y is happening. For example, there is a distinction between carrying out specified work, which includes delivering lessons to pupils (Specified Work regulations, 2003) and cover supervision, which does not involve teaching, but rather, '*pupils carrying out a pre-prepared exercise under supervision*' (WAMG, 2003, para. 2). Specified work and cover supervision are referred to as alternatives (for example, in the sentence, '*Headteachers need to be clear when allocating support staff to cover responsibilities whether the work to be undertaken is specified work or cover supervision*' (WAMG, 2004c). But in practice, as we will show in subsequent chapters, the dichotomy suggested between specified work and supervision is by no means clear cut, and those employed to do cover supervision all reported that on some occasions they had carried out specified work, in that they delivered lessons to pupils.

Another area where the categories become somewhat blurred is the distinction between a teacher employed to provide cover, and a supply teacher. Some schools employed part-time teachers who sometimes came in on their non-teaching days to provide cover. Such teachers were variously referred to as '*teachers employed to provide cover*' and '*supply teachers*'. Other supply teachers were employed on a regular basis to come into the school for a day or half a day each week to teach the same regular classes – an activity that might be thought of as part-time teaching. The terms used may have reflected distinctions in the way that individuals were paid, but they were not necessarily helpful in terms of understanding what was going on.

Inevitably the questionnaires we developed required that respondents answered in terms of certain categories, and in particular, those used in policy and guidance documents. However, repeatedly, the qualitative data showed what was going on in schools did not always fit neatly into that the categories used in the questionnaire.

Job titles

Many schools have created job titles, particularly for support staff, that differ from those used in policy documents; some of these are potentially misleading. Support staff titles were the most diverse and potentially confusing: for example, in several schools we interviewed cover supervisors who were employed to undertake cover, but in Secondary N, the cover supervisor was employed to manage cover. Some schools referred to cover supervisors as

cover teachers. In Secondary S, the provision of cover was undertaken by learning managers. In Secondary N, learning directors were what are more often known as heads of department. Where we interviewed individuals in specific roles, we knew what they were doing, but when they were referred to by other interviewees, it was sometimes less clear. In this report we have generally indicated what we understood was meant by the less familiar job titles.

4.2.3 Overall trends

There were a number of patterns which ran through the qualitative and quantitative data. These are reported at the appropriate places, but it may be useful for readers to be aware that these are overarching patterns, rather than occurring only in certain circumstances:

- Both the qualitative and quantitative data showed that in many cases, heads who had been appointed more recently were less satisfied with the way that the school had tackled remodelling.
- Headteachers consistently reported much more positive perceptions of the impact of remodelling changes than did teachers.
- Schools with a high percentage of pupils eligible for free school meals (FSM), and those in London, were generally less likely than other schools to use support staff in roles where they were responsible for large groups. In that respect they had not remodelled as extensively as other schools. The headteachers of these schools were also often less positive about the impact of remodelling.

In the remainder of this chapter, we review the process of remodelling in primary, secondary and special schools.

4.3 Primary schools

Key points

- Of the seven case study primary schools, only two reported creating change teams or having substantial LA support in the process.
- The majority of heads (86 per cent) said that they had implemented all aspects of the remodelling agenda (though almost all had not in fact implemented the guidance on invigilation). A smaller percentage of heads (62 per cent) agreed that this had been a radical process of change.
- Small school headteachers were more likely to indicate that the schools had experienced little or no change.
- Half the teachers surveyed who had joined their schools before 2006 indicated that remodelling had been implemented by a group of staff across the school, particularly those in larger schools. One third reported that they had been consulted or involved, particularly those in promoted posts (63 per cent of those in leadership, 48 per cent with TLRs.)
- A quarter of primary support staff said they had been unaware of remodelling. Only half said they had been consulted about changes to their own work. Those in HLTA posts were the most likely to have been aware of the remodelling process and to have been consulted.

4.3.1 Remodelling processes, change teams and consultants

This section describes the strategies used to implement remodelling in the **case study primary schools**. Two had set up change teams. The head of Primary D explained that the team had been created because the local authority remodelling training suggested this as a useful way forward. The team continued to exist for several years, but at the time of the interview we were told that it was *'winding down'*. The head explained the composition of the team: *'it was myself, it was the deputy, it was a TA, somebody from midday meals staff, somebody from the admin team and a parent governor.'* The team used to meet once a term for an afternoon, but found that this was heavy in terms of cover time. They used the meetings not only to explore remodelling, but to look at the wider issues relating to the well-being of all school staff. The head said:

We met and we discussed anything from working hours to just mainly school organisation. We included in that nice things like social events that would affect everybody and help different people feel like they belonged. We looked at how the special needs was organised. So really whenever anything was coming up which I knew would primarily affect the staff rather than the children, then we could bring it to the change team.

The deputy head was also positive about the change team. She said: *'It actually gives you an insight into the TAs, what they're thinking and things that they want'*, and pointed to the *'little things like the lockers to keep handbags in'*, which the change team had organised. She said, *'Obviously if you promote well-being like that it filters down to how we are with the children.'*

The head of Primary G had also established a change team, but this was made up of *'senior people and governors'*. He explained that consultation had been very time-consuming (*'hours and hours and hours'*), and continued, *'All your time and energy was directed into the remodelling, not the issues. ... The issues with the school were the standards.'* Thus it appeared that, in this school, the intended link between remodelling and standards (i.e. that remodelling was intended to raise standards by enabling teaching staff to focus on teaching and learning) had not been made.

The head of Primary B had tried to establish a change team, but explained that she had found it impossible:

I tried desperately to get one set up and it just didn't seem to work very well. ... I think in terms of the parent community it was difficult. The vast majority of our parents work, so getting them in at a time when governors could be here, and teachers not particularly wanting to hang around after school [made bringing the three groups together impossible].

The heads of the two schools that had set up change teams also talked about LA involvement. The head of Primary G said the school had used the services of an external consultant and the LA remodelling team. The head of Primary D, who had been new to headship when remodelling was introduced, said that the LA had been very supportive. She had attended remodelling training, and had taken different members of staff with her on each occasion, so that *'all the staff knew that it involved them all.'*

The heads of Primary A and Primary C had been appointed in 2006, after the main remodelling changes, but other staff in these schools did not remember having change teams, or being particularly involved in remodelling, though a nursery nurse in Primary C said she had been on *'the remodelling course'*. The head of Primary F had been teaching in that school when remodelling took place, though she did not become head until 2008. The

previous head apparently almost entirely ignored national agendas, and remodelling had had very little impact. The current head explained, *‘Well, we were aware that all this was going on, but we just carried on because it’s like not having to do displays, we all want to do our displays. So we still do it.’*

These schools illustrated a variety of practice in relation to how remodelling had taken place.

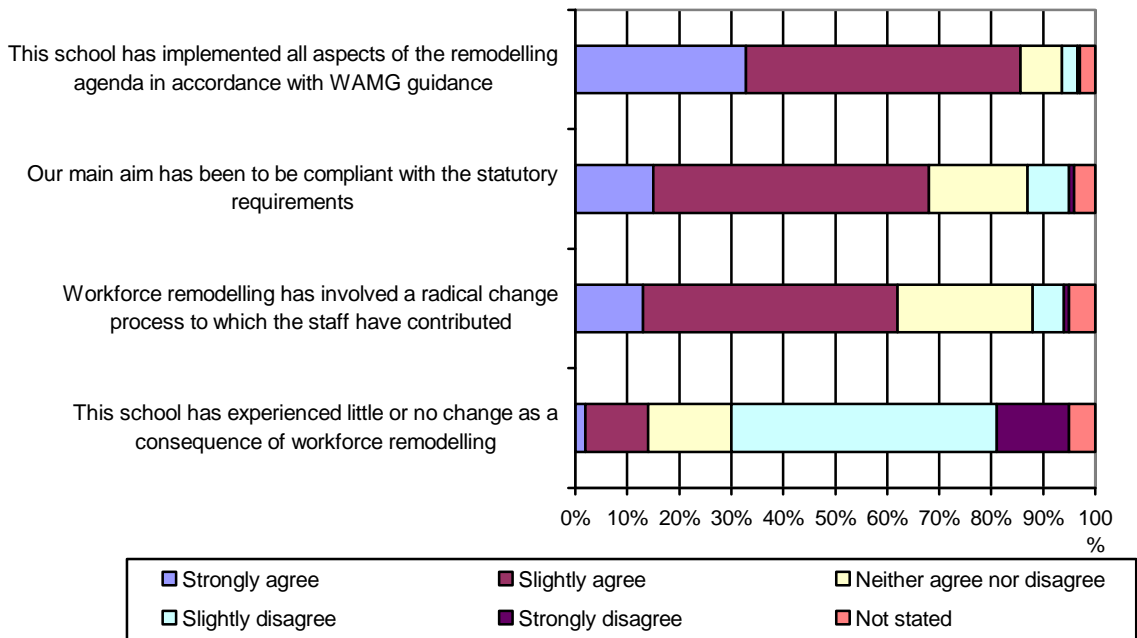
4.3.2 Implementation and consequences of remodelling agenda

In the survey, headteachers were asked about the extent to which remodelling had been implemented, and changes that the school had undergone. The vast majority of **primary headteachers** (86 per cent) agreed that their schools had implemented all aspects of the remodelling agenda in accordance with WAMG guidance, including one third (33 per cent) who agreed very strongly. Only three per cent disagreed and eight per cent had no opinion either way (See Figure 4.1).

Most headteachers indicated that their main aim had been to be compliant with the statutory requirements: close to seven in ten (68 per cent) agreed with this proposition; only one in eleven (nine per cent) disagreed, although one fifth (19 per cent) neither agreed nor disagreed.

The vast majority of headteachers indicated that their schools had changed as a result of remodelling; just 14 per cent agreed that the school had experienced ‘little or no change as a consequence of remodelling’, while three-fifths (62 per cent) agreed that remodelling had involved a radical change process to which the whole staff (or a representative group of staff) had contributed.

Figure 4.1: Primary headteachers: Agreement with statements on implementation and consequences of remodelling agenda



Weighted 867, unweighted 867.
 Based on all primary headteachers
 Source: Primary/special headteachers survey

Headteachers who had been appointed more recently were less likely than those who had been in their current role for a longer period of time to agree that their school had implemented all aspects of the remodelling agenda (78 per cent in post since 2006 increasing to 88 per cent before 2003).

Headteachers of small schools were more likely to agree that the school had experienced little or no change as a result of workforce remodelling (18 per cent, compared with 12 per cent of heads of medium and large schools).

As might be expected, headteachers who signalled that their school had experienced little or no change as a consequence of workforce remodelling were more likely to *disagree* that remodelling had involved a radical change process (21 versus four per cent who agreed). They were more likely, though, to agree that their main aim had been to be compliant with the statutory requirements (80 versus 68 per cent who disagreed). However, respondents who said remodelling had involved a radical change process were more likely to say they had implemented all aspects of the agenda (94 versus 79 per cent who disagreed).

The findings were examined to determine if a link was apparent between headteachers' overall views on the extent to which their school had implemented the remodelling agenda – as well as the extent to which it had resulted in change – and how they reported that the key components of the agenda (e.g. PPA time, cover for teacher absence, etc) were operating in their school in practice. However, no such link was established.

The responses of the **primary case study headteachers** to these questions showed a broadly similar distribution to that of the whole sample. Six indicated on the questionnaire that they agreed that their schools had implemented all aspects of the remodelling agenda; two (Primary C and Primary F) did not agree with this statement. In Primary F, where the head had only recently been appointed, the only aspect of remodelling that had taken place was the appointment of a HLTA, who provided cover when teachers were absent. Teachers did not have PPA time. This was a small school; while some teachers had subject leadership responsibilities, none of them had LMT. The headteacher described all the time in which she was not teaching (17 hours) as DHT.

In contrast, the head of Primary C explained in interview that most aspects were in fact in place, though not to her entire satisfaction. She said staff '*still do a lot of admin*' because '*it's that fine line of what is actually a task that's admin and a task you actually need to be doing yourself*'. She was not satisfied with the arrangements for absence cover, and questioned the sustainability of '*cover for PPA*'. Like other primary schools, teachers invigilated the Key Stage 2 tests, but this was not the reason why the head had indicated the school had not implemented all aspects of remodelling.

In other cases, headteachers indicated that they had implemented all aspects of the agenda, but some of their other questionnaire responses indicated that they had not done so. In particular, it is worth noting here that in 97 per cent of primary schools, either teachers or leadership team members or both were invigilating or supporting the invigilators during Key Stage 2 national tests (for more detail, see Chapter 12). Hence the overwhelming majority of the primary schools had not implemented all aspects of the remodelling agenda. But they did not seem to be aware that they had not done so.

4.3.3 Involvement of staff²⁷

In the survey, **primary class teachers** were less likely than primary headteachers to report that remodelling had involved a whole school effort: one half (48 per cent) agreed that 'remodelling was implemented by a group of staff across the school', but 18 per cent disagreed and one quarter (23 per cent) had no opinion either way. The remaining 11 per cent fell into a 'not applicable' category or did not provide a response.

Class teachers who were *more likely* to indicate that remodelling had been implemented by a group of staff across the school included:

- respondents based in large schools (50 per cent decreasing to 39 per cent small schools);
- those with higher levels of responsibility (61 per cent of those on the leadership scale; 54 per cent with a TLR; 43 per cent with specific whole school responsibility but no TLR; and 38 per cent of those with no whole school responsibility);
- those who entered teaching longer ago (52 per cent who entered before 1994 falling to 43 per cent 2003-06) and, similarly, those who had been at the school longer (52 per cent joined before 2003 decreasing to 45 per cent 2003-06);
- Key Stage 1 and 2 teachers (both 49 per cent compared with 43 per cent of Foundation Stage teachers).

The overall comparable findings for **floating teachers** were very similar. As was the case amongst class teachers, floating teachers who had been in the school longer were more likely than more recent starters to agree that a group of staff across the school had implemented remodelling (58 per cent of those who joined before 2003 falling to 41 per cent 2003-06).

While almost half the **class teachers** indicated that remodelling had been implemented by a group of staff, rather fewer indicated that they had been involved in or consulted about planning for remodelling. One third (33 per cent) said that they had been, whilst 35 per cent stated they had not. One fifth (19 per cent) had no opinion either way. The remaining 13 per cent fell into a 'not applicable' category or did not provide a response.

Class teachers who were *more likely* to say they had personally been consulted or involved included:

- respondents based in small schools (38 per cent decreasing to 29 per cent large schools);
- those paid on the leadership scale (63 per cent versus 48 per cent with a TLR, 22 per cent specific whole school responsibility but no TLR, and 14 per cent no whole school responsibility);
- those who entered teaching longer ago (45 per cent before 1994 falling to 16 per cent 2003-06) and, similarly, those who had been at the school longer (46 per cent of those who joined before 2003 decreasing to 21 per cent 2003-06).

²⁷ All references to primary class/floating teachers and primary support staff in this chapter exclude those who joined their school after 2006 as they would not have been involved in the remodelling process. Sample sizes are therefore 1230 primary teachers and 966 primary support staff.

Again, the overall findings for **primary floating teachers** were very similar. However, floating teachers who were working full-time were more likely than part-timers to state that they had personally been consulted or involved in remodelling (56 per cent full-time versus 27 per cent part-time); this difference was not apparent amongst primary class teachers.

In the **case study primary schools**, teachers who had been in post throughout remodelling talked about various degrees of involvement in the changes.

In Primary P, a teacher said:

We certainly had the meetings about it. We were given all of the literature about it, we were all provided with that. We discussed how the changes would affect us and support staff; we discussed that as a staff together. And really every opportunity was made available to us to ask questions and express any worries and concerns we might have had at the time. Yeah, it was quite a positive thing as I recall.

Similarly, a teacher in Primary B said, 'We were quite an open staff, we were involved in discussions about what it would look like, what sort of things we're not expected to do.'

However, some other teachers talked about being 'told' about changes, rather than consulted or involved.

Primary support staff were also asked in the survey about the involvement they had in the process of remodelling in their school. Table 4.1 displays responses by date of starting work in schools and date of joining the current school.

Table 4.1: Primary support staff: Involvement in the process of workforce remodelling in school (by time since started work in schools/in the school)

	Started work in schools			Joined this school		All (%)
	Before 1994 (%)	1994-2002 (%)	2003-2006 (%)	Before 2003 (%)	2003-2006 (%)	
Remodelling						
I have not been aware of workforce remodelling in this school	16	20	37	17	39	23
Remodelling has taken place but I have not been involved	22	21	26	22	24	22
I joined the school too recently to have any involvement	-	2	10	1	10	3
Change teams						
I was a member of a remodelling change team	18	10	3	13	3	11
Other members of support staff were members of a change team, and represented my views	9	11	7	10	7	9
Changes to staff roles						
I was consulted about changes to my own work	59	50	30	53	34	48
I am regularly consulted about changes to my role	46	41	28	42	31	39
I was consulted about changes to teaching staff and support staff roles	45	40	16	42	19	36
Not stated	4	3	3	3	4	4
Unweighted	188	560	198	701	249	966

Based on primary support staff who joined their school before 2007
Source: Primary/special support staff survey

Overall, around one quarter (23 per cent) reported that they had not been aware of remodelling in their school. However, one half (48 per cent) said that were consulted about changes to their own work and two-fifths (39 per cent) that they continue to be regularly consulted about changes to their role.

Support staff who started work in schools or joined their school longer ago were more likely to have experienced greater personal involvement in all the aspects of the remodelling process they were asked about.

In addition, support staff who had been in their current role since before 2003 were slightly more likely than those who had started in their current role between 2003 and 2006 to say they had been consulted about changes to teaching staff and support staff roles (39 and 33 per cent respectively). The other main factors influencing the level of involvement experienced by support staff was HLTA status and posts. For example, those with HLTA posts were more likely than other support staff to have been aware of workforce remodelling (only 11 per cent said they were not aware). Similarly, three-fifths (61 per cent) of support staff employed in an HLTA post said they were consulted about changes to their own work, compared with two-fifths (39 per cent) of those who had attained HLTA status but were not employed as an HLTA. Figures for personal involvement in the other aspects asked about were also higher amongst those employed in a HLTA post.

Support staff who had attained HLTA status (including those not employed in a HLTA post) were more likely than their non-HLTA counterparts to report that they had been consulted about changes to their own work (55 versus 46 per cent) and had been a member of a change team (14 and nine per cent respectively).

Those support staff who said they had experienced a major change in their job description or workload in the last five years (or the period they had worked in their school, if shorter) were more likely to say they had been involved in the remodelling process. Support staff who said their role had changed to a large extent were more likely to report they were consulted regarding changes: to their own work (53 per cent decreasing to 21 per cent no change at all); to their role (42 per cent falling to 16 per cent no change at all); and to teaching staff and support staff roles (40 per cent decreasing to five per cent no change at all).

Involvement levels were also found to be linked to the specific impacts resulting from a major change in support staff's job description or workload. Support staff who agreed that the impacts they had experienced were positive (for example, they enjoyed their work more than they used to, their status and pay had risen, they had gained new skills) were more likely than those who disagreed in this respect to say that they had been consulted about changes to their own work and to the roles of teaching staff and support staff roles.

The general picture, then, is that support staff were not widely involved in the change process, and that even when changes directly affected their own work, only about half said they were consulted.

In the **case study primary schools**, many of the support staff interviewed had a limited understanding of remodelling. In Primary F, the HLTA said she had not been aware of remodelling. She explained, '*We had a bit of paperwork through but maybe it's something I didn't really read very thoroughly.*'

Remodelling was sometimes associated with the implementation or compliance with 'the Single Status Agreement 1997, made between local government and trade unions to streamline all pay scales into one. This requires a mapping of support staff posts onto LA harmonised pay scales and job descriptions, which was often referred to as '*re-grading*'.

Thus the business manager in Primary G, who had previously been an administrative officer, told us:

All I remember from my point of view is that we were told we were going to be re-graded, and we got letters that came through to us telling us what our grade was, and a pack to say why we'd been chosen within that grade. And I know there was quite a bit of unrest at the time because people felt they'd been unfairly graded and they hadn't as such been consulted about it.

Teaching assistants in Primary E said that they were not involved in staff meetings, and so had little grasp of the wider picture, but that they had been consulted about changes to their own roles:

I wouldn't have said that it was just put on you. You were asked whether you wanted to, and they encouraged you that you would be the right person for that sort of job. It's not, 'Oh well, you're doing this,' it's basically, 'How do you feel about – ?' and you know, they consider very carefully – we're all sort of unique and we've got our own abilities to do things.

Also in Primary G, an HLTA said that the first time she had become aware of remodelling was, 'when my headteacher sort of showed me a flyer about HLTA and we started talking about it.'

The secretary in Primary F said that her understanding of remodelling was that it 'was brought in to make life easier for teaching staff'. She also said she thought it had 'something to do with appraisal', though she personally had not had an appraisal or a pay rise during the years that she had worked at the school.

A few of the support staff interviewed indicated greater awareness of remodelling. In Primary B, an HLTA responded:

Well everybody in the school should have been aware. There were meetings about what was going on, and the timetable for the changes, and who was going to be involved in everything.

But she said she had had little input because she had not been part of the remodelling team, though she assumed one of the TAs had been involved; however, the head in this school said that she had not succeeded in creating a change team. She said, 'it didn't seem to work very well', and explained that it had been difficult to find a meeting time that suited teachers, parents and governors.

4.4 Secondary schools

Key points

- The heads of case study secondary schools reported that many of the changes had been in place before the remodelling agenda was introduced.
- Remodelling was led by the senior leadership team in all the schools, though some had formed additional working groups with specific remits. None had had a change team with staff from across the school.
- Secondary headteachers were slightly more likely than those in primary schools to indicate that remodelling had involved a radical process of change, and less likely to say that their main aim had been to be compliant. Those schools that had transferred more senior admin tasks to support staff were more likely to see remodelling as a radical change.
- Fewer secondary teachers reported that they had been involved in or consulted about remodelling than their primary counterparts. In the case study schools, teachers said that they had been informed but not consulted.
- A fifth of secondary support staff said they had been unaware of remodelling. Less than half said they had been consulted about changes to their own work. Those with HLTA status were the most likely to have been aware of the remodelling process and to have been consulted, as were those in small schools.

4.4.1 Remodelling processes, change teams and consultants

Many of the **secondary case study schools** had already had aspects of the remodelling agenda in place before it was introduced. The head of Secondary J explained that the school was *'very much in sympathy with the government agenda'*, and had *'pre-dated'* it in some aspects. Before remodelling, they were already building a team of teaching assistants, and using specific staff for administrative duties. Interviewees in Secondary L also explained that some of the changes included in remodelling were already in place before 2003. For example, external invigilators were used for exams some two or three years before this was required, and the amount of cover provided by teaching staff was already less than 38 hours a year. There has been an ongoing process of transfer of administrative tasks to support staff, and a huge increase in numbers of support staff. Similarly, Secondary M had already developed a strong team of 'associate' (support) staff before remodelling was introduced. When the head took up post in 2003, he was told that teachers did not at that time do any of the administrative tasks listed. The head of School O also said that changes to cover arrangements and appointment of senior support staff had taken place before 2003.

The Secondary J headteacher explained that there were *'three main drivers'* in the remodelling process in the school: a working group that met in the year before remodelling began; the leadership group, which devoted one of its weekend residentials to *'having a real good think about what it might mean for us'*; and the teaching associations, who were *'very helpful in drawing attention to things they thought needed to be done'*. The LA advisor at that time was used as *'a touchstone to keep us in touch with things that were happening'*, but remodelling consultants were not used. Additional support came from the collegiate group made up of nine secondary schools in the area. This provided an opportunity *'to gain valuable insight into how other schools were doing it'* and offered a forum for sharing *'our woes and our plusses'*.

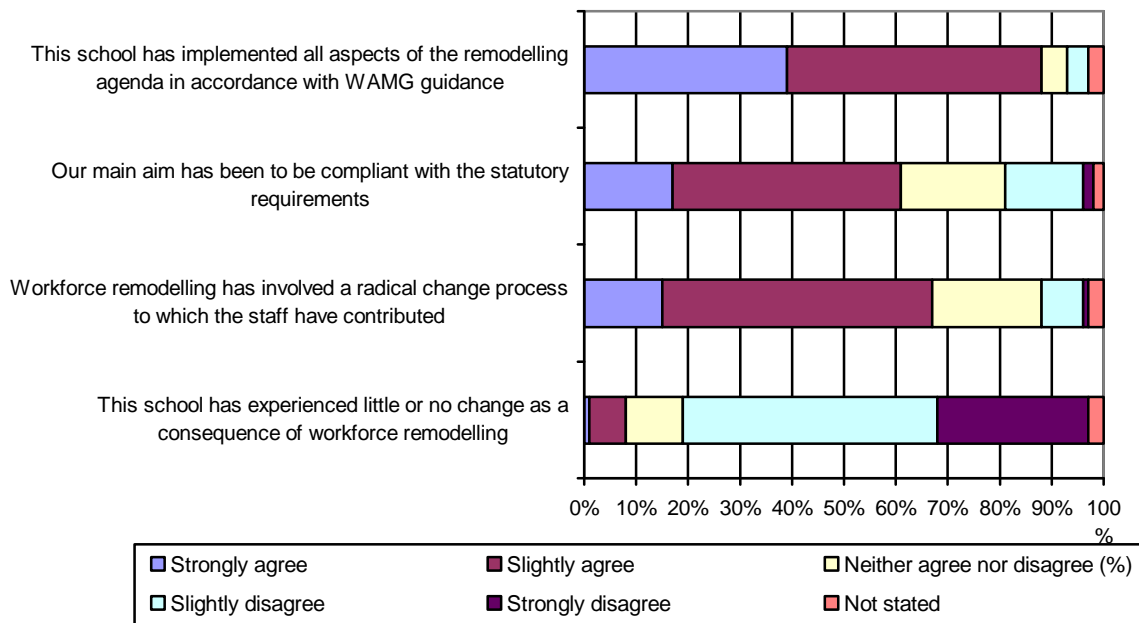
The other secondary schools did not appear to have created change teams or groups specifically concerned with remodelling. The head of Secondary N said that her leadership team is her change team; she added, *‘but we consult with staff quite widely and there were various times when different groups would be formed to discuss various things.’* Other secondary heads also indicated that the process had been led by the senior leadership team, and teachers generally reported being informed rather than consulted.

The head of Secondary S described the school’s approach to workforce remodelling as implementing *‘the whole thing lock stock and barrel’*. The process was led by him, and began with the drafting of a paper that was discussed by governors and staff. Some interviewees reported feeling that middle management had been consulted about the remodelling process; others suggested that the process had been driven by senior management and other staff had little input. There does not appear to have been a distinct change team, but the headteacher talked about a *‘discussion group’* that included union representatives. An assistant head commented that implementation created *‘a fair amount of resentment at the time’*, and the head said that the new cover arrangements resulted in *‘a certain resistance from some teachers’*, particularly from those who believed that teachers, rather than support staff, should be employed to provide cover. LA remodelling consultants were not used. The head explained that because the school had been *‘cutting edge’* in relation to remodelling, staff from other schools have visited to seek advice.

4.4.2 Implementation and consequences of remodelling agenda

Like the primary heads, the vast majority of **secondary headteachers** (88 per cent) agreed on the questionnaire that their school had implemented all aspects of the remodelling agenda in accordance with WAMG guidance, including two-fifths (39 per cent) who agreed very strongly. Only four per cent disagreed and five per cent had no opinion either way. Figure 4.2 shows the findings in full.

Figure 4.2: Secondary headteachers: Agreement with statements on implementation and consequences of remodelling agenda



Weighted 743, unweighted 743
 Based on all secondary headteachers
 Source: Secondary headteachers survey

Figure 4.2 shows that two-thirds (67 per cent) of secondary headteachers responding to the questionnaire agreed that remodelling had involved a radical change to the process to which the whole staff (or representative group of staff) had contributed. The proportion of headteachers who disagreed was relatively low (nine per cent), although one fifth (21 per cent) had no opinion either way.

Secondary headteachers were slightly more likely than their primary counterparts to report that the remodelling process had resulted in considerable change and slightly less likely to state that their main aim had been to be compliant. Only eight per cent of secondary headteachers agreed that their school had experienced little or no change (in comparison with 14 per cent of primary heads). However, headteachers of middle (deemed secondary) schools were more likely than those in secondary schools to say that their school had experienced little or no change as a result of remodelling (18 per cent versus seven per cent).

Three-fifths (61 per cent) of secondary headteachers indicated that, when implementing the agenda, their main aim had been to be compliant with the statutory requirements (compared with 68 per cent of primary heads). One sixth disagreed (17 per cent) and one fifth (20 per cent) neither agreed nor disagreed.

As might be expected, headteachers who signalled that their school had experienced little or no change as a consequence of workforce remodelling were more likely to disagree that remodelling had involved a radical change process (33 versus six per cent who agreed). They were more likely, though, to agree that their main aim had been to be compliant with the statutory requirements (71 versus 60 per cent who disagreed). However, respondents who said remodelling had involved a radical change process were more likely to say they had implemented all aspects of the agenda (93 versus 78 per cent who disagreed).

As with primary schools, the findings were examined to determine if there was a link between headteachers' overall views on the extent to which their school had implemented the remodelling agenda – as well as the extent to which it had resulted in change – and how they reported that the key components of the agenda (e.g. PPA time, cover for teacher absence, etc) were operating in their school in practice. In this context, it was found that headteachers who agreed that remodelling had involved a radical change process were more likely to say that:

- all teachers on the leadership scale were timetabled to have regular LMT (88 per cent compared with 68% disagree);
- they had transferred more complex administrative or pastoral roles from teachers to support staff over the last few years (68 per cent versus 36 per cent disagree).

In addition, headteachers who *disagreed* that their school had experienced little or no change as a consequence of remodelling were also more likely to say that they had transferred more complex administrative or pastoral roles from teachers to support staff over the last few years (66 per cent versus 41 per cent agree).

Of the **secondary case study headteachers**, just one, Secondary L, indicated that the school had not implemented all aspects of remodelling. In interview he explained that one of the reasons for this is that many of the teaching staff also have contracts in relation to the boarding houses, and so the divide between work focused on teaching and learning and work concerned with pastoral care and administration is '*fairly grey*'. He talked about a number of areas where implementation of remodelling changes had been slow or was incomplete. Initially, PPA time had not been specifically identified on the timetable, but it is now. He said that occasionally in emergency, teachers have been asked to cover during their PPA time. The reason for this was that the school has some boarders, and so does not

have the option to send them home if there is a shortage of staff on a particular day. He also explained that '*some colleagues continue to do the boards in the room because they feel, 'I want ownership of my room'.*' There are support staff available to do display, but their availability is limited, and they cannot always do it when teachers wanted them to.

The head of Middle School H explained (on the questionnaire and in interview) that the school had not implemented PPA time in accordance with the guidance, because it did not identify PPA time on teachers' timetables. This has been a staff decision; the teachers all have more than ten per cent free periods, and they rarely cover. The head referred to it as '*local democracy flying in the face of national directives.*' In that school, like most middle schools, teachers invigilated Key Stage 2 national tests. Teachers were also present throughout external exams in two of the secondary schools (N and K), though in both these schools, the headteachers had indicated on the questionnaire that they 'strongly agreed' that the school had implemented all aspects of the remodelling agenda.

4.4.3 Involvement of staff²⁸

As in primary schools, **secondary teachers** were less likely than headteachers to feel that remodelling had involved a whole school effort: 37 per cent agreed that 'remodelling was implemented by a group of staff across the school', but around one fifth (22 per cent) disagreed and three in ten (30 per cent) had no opinion either way. The remaining 11 per cent fell into a 'not applicable' category or did not provide a response.

Teachers who were *more likely* to say remodelling had been implemented by a group of staff across the school included:

- respondents based in large schools (39 per cent decreasing to 32 per cent small schools);
- those who entered teaching longer ago (40 per cent before 1994 falling to 34 per cent 2003-06) and, similarly, those who had been at the school longer (40 per cent of those who joined before 2003 decreasing to 35 per cent 2003-06);
- those paid on the leadership scale (49 versus 38 per cent with a TLR, 28 per cent specific whole school responsibility but no TLR and 36 per cent no whole school responsibility).

Only one fifth (21 per cent) of teachers reported that they were personally consulted on, or involved in, planning for remodelling. One half (49 per cent) said they had not been consulted and a further 18 per cent had no opinion either way. The remaining 12 per cent fell into a 'not applicable' category or did not provide a response.

Teachers who were *more likely* to say they had personally been consulted or involved included:

- those who entered teaching longer ago (33 per cent before 1994 falling to eight per cent 2003-06) and, similarly, those who had been at the school longer (29 per cent of those who joined before 2003 decreasing to 12 per cent 2003-06);
- full-time teachers (22 versus 11 per cent part-time);

²⁸ All references to secondary/floating teachers and secondary support staff in this chapter exclude those who joined their school after 2006 as they would not have been involved in the remodelling process. Sample sizes are therefore 1313 secondary teachers and 966 secondary support staff.

- those paid on the leadership scale (58 versus 19 per cent with a TLR, 14 per cent specific whole school responsibility but no TLR and ten per cent no whole school responsibility).

The sub-group findings detailed above are similar to those observed amongst primary class teachers; however, the overall findings related to both the involvement in remodelling of secondary teachers generally and personally were lower than the equivalent figures for primary teachers – and this was also reflected in the sub-group findings. So, in general, secondary teachers reported that they had slightly less involvement in the remodelling process than their primary colleagues.

In the case study schools, the majority of teachers interviewed were quite clear that they had not been consulted: *'Not consulted, but informed'* (Secondary J teacher). Teachers explained that senior leadership had led the changes, and then told the teaching staff what was happening:

We had one or two staff meetings about it where she told us what the updated situation was, and that was about it really. (Secondary J)

It was very much led by SMT, and they basically explained what the issues were and what they were going to do about it. (Secondary M)

A head of department in Secondary L explained:

They said, 'we're going have to take away these chores from you and you're going to be relieved so you can concentrate on your teaching and learning,' and we're going to take the mundane chores of compiling this and that, and paperwork ... and we had a list. I think the headteacher had meetings with the union rep at that stage ... and then we had an inset ... and it seemed to be an all-encompassing thing for everyone in the school and who they were going to apportion different jobs to do, and things like that.

The perception that there had been little or no consultation was often accompanied by a lack of enthusiasm for, or even resistance to, some of the changes. In Middle School H, one of the teachers talked about the introduction of cover supervisors being *'a fait accompli'*, and said, *'I wasn't particularly in favour at the time.'* Another teacher said that when there had been a staff meeting with the previous head, *'It was very much her selling it to us and there wasn't a great deal of discussion about it.'* In Secondary N, one of the teachers said, *'I made some suggestions but they were ignored.'* However, it was not entirely clear whether she was referring to remodelling or restructuring at this point.

Only a small minority of interviewees reported greater involvement, and this was because they were on the leadership team or had roles that were directly affected. For example, a head of department in Secondary O who had been in charge of cover reported:

I was involved. We didn't have a working group or anything but I was involved with the head because I was doing the cover at the time. I was doing assessment data, reports all that sort of thing so a number of my roles were going over to admin, so I was involved in the process.

Secondary support staff were also asked about the involvement they had in the process of remodelling in their school. Around two-fifths (43 per cent) said that were consulted about changes to their own work and one third (33 per cent) that they continue to be regularly consulted about changes to their role. However, one fifth (19 per cent) reported that they had not been aware of remodelling in their school.

As in primary schools, length of service was an important determinant for how involved support staff had been in the remodelling process. Support staff who started work in schools or joined their school longer ago were more likely to have experienced greater personal involvement in all the aspects of the remodelling process they were asked about. Table 4.2 displays the results in detail.

Table 4.2: Secondary support staff: Involvement in the process of workforce remodelling in school (by time since started work in schools/in the school)

	Started work in schools			Joined this school		All (%)
	Before 1994 (%)	1994-2002 (%)	2003-2006 (%)	Before 2003 (%)	Since 2003 (%)	
I have not been aware of workforce remodelling in this school	15	16	25	15	23	19
Remodelling has taken place but I have not been involved	20	25	22	21	25	23
I joined the school too recently to have any involvement	2	3	17	1	16	8
Change teams						
I was a member of a remodelling change team	20	12	4	15	8	12
Other members of support staff were members of a change team, and represented my views	7	6	5	6	4	6
Change to staff roles						
I was consulted about changes to my own work	57	48	31	55	31	43
I am regularly consulted about changes to my role	40	37	25	40	27	33
I was consulted about changes to teaching staff and support staff roles	40	34	18	39	19	30
Not stated	5	6	8	5	8	7
Unweighted	129	452	357	472	474	966

Based on secondary support staff who joined their school before 2007
Source: Secondary support staff survey

In addition, support staff who had been in their current role from before 2003 were more likely than those who had been in post since 2003 (up to 2006) to say they were consulted about changes to teaching staff and support staff roles (37 and 27 per cent respectively), as well as to their own work (48 versus 42 per cent).

Further sub-group analysis of secondary support staff showed that other factors affecting involvement were:

- *HLTA status* – those who had attained HLTA status (including those not employed in an HLTA post) were more likely than their non-HLTA counterparts to report that they were consulted regarding changes: to their own work (52 versus 39 per cent); to their role (40 versus 31 per cent); and to teaching staff and support staff roles (36 versus 27 per cent);
- *hours worked* – the figures for personal involvement in all the aspects asked about were higher amongst those working full-time than part-timers;

- *School size* – support staff in smaller schools were more likely to have say they had been personally involved in all aspects of the remodelling process than colleagues in medium and large schools.

Reflecting the findings seen in primary schools, it was found that support staff who said they had experienced a major change in their job description or workload in the last five years (or the period they had worked in their school, if shorter) were more likely to have been involved in the remodelling process. Support staff who said their role had changed to a large extent were more likely to report they were consulted regarding changes: to their own work (57 per cent decreasing to no responses for no change at all); to their role (40 per cent falling to six per cent no change at all); and to teaching staff and support staff roles (38 per cent decreasing to four per cent no change at all). They were also more likely to have been a member of a change team (17 per cent large extent falling to six per cent no change at all).

Involvement levels were also linked to the specific impacts resulting from a major change in support staff's job description or workload. Support staff who agreed that the impacts they had experienced were positive (for example, they enjoyed their work more than they used to, their status and pay had risen, they had gained new skills) were more likely than those who disagreed in this respect to say that they had been consulted about changes to their own work, role and teaching staff/support staff roles in general. Again, these findings largely mirror those observed in primary schools.

In the **secondary case study schools**, the majority of the support staff we interviewed were working in roles that had been created through remodelling, but many of them had not been working in these schools when remodelling began.

Some indicated that they had been in the schools at the time, but had not been involved in remodelling. A cover supervisor in Secondary N reported:

We were kept informed of what was going on. I would like to be able to say we were involved in it, but it is very much a lesser degree than anybody else! Shall we say it was filtered down to us in the form of emails or things in our pigeonholes or whatever staff discussions were going on when it was the whole school. But the rest of the time, no.

In the same school, the admin team leader reported not being informed or consulted, even when changes directly affected her work.

It certainly wasn't made very clear to support staff, well it certainly wasn't made very clear to me, what workforce remodelling was and what impact it was going to have and what it meant. I think it was something that the teaching staff all knew about and the teaching staff were getting guidance from their unions that they shouldn't be doing ABC or D any more. But I don't think we were ever included in that and I don't think we fully understood it, I certainly didn't fully understand what it meant.

She argued that in any future change, support staff 'need to be included in what it is about and how it is going to happen and what sort of an impact it is going to have.'

The exams officer in Secondary K was not familiar with the term remodelling. She explained:

I didn't realise it was under the banner of remodelling, but I was aware of that these changes taking place ... It was really a case of we were being passed on quite a lot of what teachers were originally doing.

Other support staff were better informed. The exams officer in Secondary J, who had been a junior administrator when remodelling first began, explained:

Our headteacher is very clear about there are 26 strands that were taken off the teachers. The one part of it was the assessment, the exam invigilation side, which was quite important in my role, and so I understood, and we all had meetings about them. And our admin staff started to increase and so we got larger numbers, and it's all due to that.

She explained that her role had developed as a direct result of workforce remodelling, and that she had taken the job over from a teacher.

In that we were asked to interview support staff in senior roles, some interviewees were rather better informed. In Secondary N, for example, we interviewed the bursar (a former deputy head in the school, who moved to the role of bursar several years before remodelling took place). He explained:

I was the senior manager who was more or less responsible for knowing what remodelling entailed and ensuring that the head and governors were advised as to what decisions they needed to make to ensure that it was implemented. And so I tend to go on most of the training courses, the reading the background stuff about it, becoming acquainted with the new requirements and ensuring they were implemented.

4.5 Special schools

Key points

- Special school headteachers were less likely than primary or secondary heads to report a radical process of change, or that the school's main aim had been to be compliant. One case study schools had almost entirely ignored remodelling and the other had not; in both schools current practices were argued to be in the best interests of their pupils.
- Responses from special school teachers and support staff about their own involvement in remodelling were broadly similar to those in primary and secondary schools.

4.5.1 Special school remodelling processes, change teams and consultants

One of the case study special schools (Q) had largely ignored the remodelling agenda; thus there had been no process of remodelling. The other (R) had remodelled, but had not used a change team or consultants; rather, they had drawn on the headteacher's experience of remodelling in her previous school.

4.5.2 Implementation and consequences of remodelling agenda

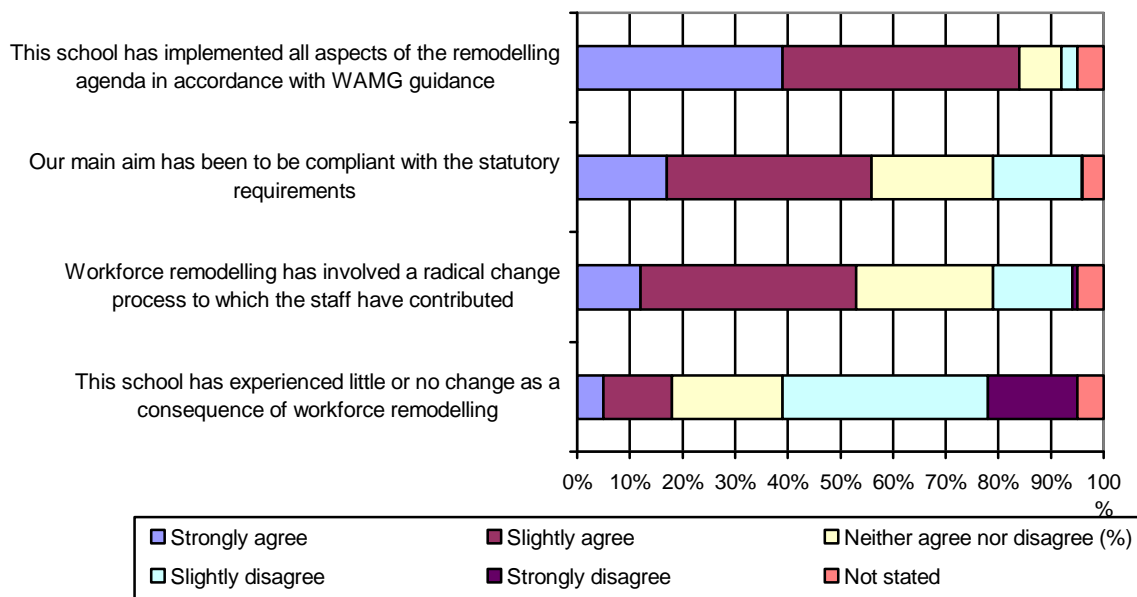
In line with the findings for primary headteachers, the vast majority of **special school headteachers** (84 per cent) agreed that their school had implemented all aspects of the remodelling agenda in accordance with WAMG guidance, including two-fifths (39 per cent) who agreed very strongly. Only three per cent disagreed and eight per cent had no opinion either way.

When implementing the agenda, 56 per cent of special school headteachers felt that their main aim had been to be compliant with the statutory requirements, a lower equivalent figure than was found for primary headteachers (68 per cent).

When asked about any change experienced as a result of remodelling, around one half (53 per cent) of special school headteachers agreed that remodelling had involved a radical change to the process to which the whole staff (or representative group of staff) had contributed. This figure was again lower than the comparable one for primary headteachers (62 per cent).

Conversely, 56 per cent of special school headteachers disagreed when presented with the statement that ‘this school has experienced little or no change as a consequence of remodelling’ (compared with 65 per cent of primary headteachers). Figure 4.3 shows the above findings in full.

Figure 4.3: Special school headteachers: Agreement with statements on implementation and consequences of remodelling agenda



Weighted 154, unweighted 154
Based on all special school headteachers
Source: Primary/special headteachers survey

The two **case study special schools** had taken very different approaches to remodelling; each headteachers argued that the needs of their pupils (which were different in each school) had driven the process. The headteacher of Special School Q indicated on the questionnaire that the school had not implemented all aspects of remodelling, and that the school had experienced little or no change as a result of remodelling. Specifically, PPA time is not guaranteed on teachers’ timetables; teachers still undertake cover and precise records of this are not kept; and invigilation of external exams is still undertaken by teachers. However, he argued strongly that the practices adopted are in the best interests of the pupils, and were agreed by all teachers:

The awkward part of it for us is that we’re clearly not following the guidelines, and by having the guidelines like this, it makes us feel as if we’re doing something wrong, in a way. But the overview of the school says that that’s the way we need to be operating.

In contrast, the head of Special School R indicated that the remodelling agenda had been fully implemented. The current headteacher had taken up post in 2005, at which point the school had not engaged in the remodelling process because the previous head and chair of governing body were opposed to it. She told us she had encountered some opposition to the idea of using support staff particularly from some of the school’s governors:

In my interview [I said], 'I put HLTAs in place at my present school and I see it as a superb strategy for children with autism.' And I remember distinctly the Director of Education was sitting at that end and the Special Needs Advisor was sitting at that end and they both nodded furiously, and everyone in between shook their head ... I could see the look in the Chair of Governors' eyes, and I knew that I had a battle on my hands.

At that time the school was using agency supply teachers to cover the higher than average sickness absence, and had employed an extra teacher to cover PPA time. The new head had introduced HLTAs as part of the remodelling process at her previous school. She engaged in a process of consultation with staff and governors at Special School R. This included talking to staff about the HLTA role and collecting written submissions from teachers; however the head was clear that she had led the process: *'it was me leading, and everyone was in the change team but everyone had a voice.'* The head said that her priority had been to provide continuity for children, and to use and develop the skills and experience of her support staff. She explained:

Remodelling the workforce gave us an opportunity to really pump money into staff development, so people got the self-esteem, they got career development, they got the kudos of us celebrating here every time anyone passed anything at all.

She consulted with staff and governors and said that it had been necessary to negotiate a local agreement with the NUT, but this had been possible because staff recognised that the introduction of the HLTA grade was in the best interest of their severely autistic children. She encountered resistance from the Chair of the Governing body, and *'and it was really only because of the force and passion of the Parent Governors that she was voted down.'* These parent governors were mothers of children who would self-harm when distressed, and to *'these mothers it was obvious, it was a no-brainer that their children were biting themselves less and attacking other people less'* with familiar staff.

4.5.3 Involvement of staff²⁹

As in primary schools, **special school class teachers** were less likely than headteachers to feel that remodelling had involved a whole school effort: 36 per cent agreed that 'remodelling was implemented by a group of staff across the school', but one quarter (24 per cent) disagreed and three in ten (30 per cent) had no opinion either way. The remaining ten per cent fell into a 'not applicable' category or did not provide a response. The comparable findings for **special school floating teachers** were similar to those noted for special school class teachers.

The figures for **special school class teachers** who reported that they were personally consulted on, or involved in, planning for remodelling were fairly evenly distributed: 28 per cent said that this applied to them, a further quarter (23 per cent) had no opinion either way and two-fifths (39 per cent) stated that they were not personally involved. The remaining ten per cent fell into a 'not applicable' category or did not provide a response.

²⁹ All references to special school class/floating teachers and special school support staff in this chapter exclude those who joined their school after 2006 as evidently they would not have been involved in the remodelling process. Sample sizes are therefore 182 special school teachers and 221 special school support staff.

Class teachers in special schools who entered teaching longer ago and, similarly, those who had been at the school longer were more likely to say that they had been personally involved. Again, the equivalent findings for **special school floating teachers** were very similar to those observed for special school class teachers.

The above figures were broadly similar to those reported in primary schools.

The **case study teachers** had very different perspectives in the two special schools. However, in both schools, teachers clearly felt that their views had been considered, and they all agreed that the school's current practice (whether remodelled or not) was the best for their pupils.

In Special School Q, teachers were aware of workforce remodelling, but only those who had been working in mainstream education at the time felt it had affected them. They did not describe any process of consultation about remodelling, but were supportive of the headteachers' approach. In this school, almost all the teachers decided to join the focus group, and they all agreed that their current practices were in the best interests of their pupils.

In contrast, in Special School R, the main issue in remodelling for the teachers had been the appointment of HLTAs. They reported that they had been consulted about this; one said:

When [the new head] came in, she had quite a good ethos of wanting to involve the whole staff in any changes and any decisions that were made throughout the school. ... She had worked previously at another school as a head where she had introduced HLTAs as class cover and I think she was quite surprised about the amount we were spending on agency cover and the impact that that had on the children, which was quite a negative impact. ... So she spoke to us about what that entailed and how it had worked in her school, the positive benefits she'd had and then she kind of asked if anybody wanted to do that. ... We had a consultation period where we all had a chance to think about it, and I guess make a contribution to, the decision.

Special school support staff were also asked about the involvement they had in the process of remodelling in their school. Two-fifths (42 per cent) said that were consulted about changes to their own work and a similar proportion (43 per cent) that consulted about changes to teaching staff and support staff roles. However, as in primary schools, one fifth (21 per cent) reported that they had not been aware of remodelling in their school.

Reflecting the findings observed in primary schools, support staff who joined their school longer ago were more likely than recent starters to have experienced greater personal involvement in the remodelling process. Table 4.3 displays the results in detail.

These findings were generally similar to those found in primary schools. However, the significant difference related to other members of support staff being members of a change team was far more pronounced in special than in primary schools; this was also the case when differences by time since starting work in schools and time in current role were examined in respect of support staff who had their views represented by other support staff.

Table 4.3: Special school support staff: Involvement in the process of workforce remodelling in school (by time since joined the school)

	Joined this school		All (%)
	Before 2003 (%)	2003-06 (%)	
Remodelling			
I have not been aware of workforce remodelling in this school	16	36	21
Remodelling has taken place but I have not been involved	26	17	24
I joined the school too recently to have any involvement	-	8	2
Change teams			
Other members of support staff were members of a change team, and represented my views	18	9	16
I was a member of a remodelling change team	14	4	11
Changes to staff roles			
I was consulted about changes to my own work	45	34	42
I was consulted about changes to teaching staff and support staff roles	46	30	43
I am regularly consulted about changes to my role	34	21	31
Not stated	5	6	5
Unweighted	166	53	221

Based on special school support staff who joined their school before 2007
Source: Primary/special support staff survey

As was seen in primary schools, the findings also reveal that support staff who said they had experienced a major change in their job description or workload in the last five years (or the period they had worked in their school, if shorter) were more likely to have been involved in the remodelling process. Support staff who said their role had changed to a large extent were more likely to report they were consulted regarding changes to their own work (50 per cent decreasing to 28 per cent very little/no change at all) and to teaching staff and support staff roles (42 per cent decreasing to no responses for no change at all). However, unlike in primary schools, no differences were apparent amongst support staff who said they were regularly consulted about changes to their role according to whether they reported a major job or workload change in recent times.

In Special School R, numbers of teaching assistants had increased, and recently the head had introduced TA meetings, which the TA who was interviewed saw as a positive step. The teaching assistants interviewed in the school said that when the new head arrived, she had *'talked a lot about her other school and what was happening there and how many of her staff went on to do exams and courses'*. In contrast to the previous head, she had encouraged support staff to develop and progress.

5 Support staff in teaching and learning roles

Summary

According to headteachers, the numbers of support staff employed in teaching and learning posts varied from one for every five pupils in special schools, to one for every 27 pupils in primary schools, and one for every 70 pupils in secondary schools. This research focused on those who sometimes took responsibility for whole classes; a large majority of headteachers indicated that this was less than one third of all the support staff in teaching and learning posts.

HLTA status, qualifications and training

Amongst primary support staff who ever took responsibility for whole classes, 33 per cent had higher level teaching assistant (HLTA) status, including 24 per cent who had posts as HLTAs. These numbers were slightly lower in special schools (30 per cent, 19 per cent) and secondary schools (24 per cent, 15 per cent).

Half the support staff who ever took responsibility for whole classes in secondary schools said that they were qualified to Level 4³⁰ or above, twice as many as in primary and special schools. A minority (between two and five per cent in the different sectors) said they had Qualified Teacher Status (QTS), and around one in three said they would be interested in gaining QTS (ranging from 22 per cent in primary schools to 39 per cent in secondary schools).

The majority of headteachers in all sectors reported that most or all of their support staff had taken advantage of the training available to them, while around half in each sector agreed that remodelling had contributed to improved standards because support staff skills had improved (no more than 16 per cent disagreed in any of the sectors). The case study data also indicated that heads provided significant support for training. In primary schools, this was most apparent in the way that they enabled support staff to access preparation for HLTA assessment. Many support staff and headteachers demonstrated confusion about whether the preparation for HLTA assessment constitutes training, and whether the status is itself a qualification (which it is not).

Pay for support staff who ever took responsibility for whole classes

When asked about their pay, around one in three support staff who ever took responsibility for whole classes said they were paid at a higher level than colleagues who never took whole classes. Of those in primary schools, one third reported that they were paid at a higher rate only for the hours they took whole classes; the proportions in secondary and special schools were lower (about one in seven). The case study data highlighted significant dissatisfaction amongst support staff in relation to pay and contractual arrangements. A number of interviewees expressed disappointment at the continued use of split and term-time only contracts by schools, and argued that the nature of their work was not reflected in their pay. A few felt exploited and undervalued, generally because they had to undertake significant amounts of unpaid overtime to carry out their assigned roles, and felt that this

³⁰ Level 4 includes NVQ 4 and certificates of higher education.

contribution was not recognised or rewarded. Interviews with heads and senior staff responsible for support staff performance review suggested that recent developments in roles and training had encouraged many individuals, particularly in primary schools, to have expectations about progression and pay that would be impossible to fulfil.

Taking responsibility for whole classes

In primary and special schools, the majority of those who ever took responsibility for whole classes did so both during unplanned teacher absences, and during planned absences or periods when the teacher was not timetabled to teach (such as teachers' PPA time). In secondary schools, half of those who took classes did so only during unplanned absences (as cover supervisors).

The majority in all sectors agreed that they enjoyed being responsible for whole classes, and that this was a good use of their skills and experience. However, half those in secondary schools, and a third in primary and special schools, agreed that they needed more training and development, particularly in behaviour management (again this was most frequent in secondary schools). This was corroborated in the school case studies.

In all sectors, around two in five class teachers agreed that support staff had more rewarding roles as a result of remodelling, and that support staff now had a higher status in the school, while around half as many disagreed.

Across all sectors, support staff with HLTA posts tended to have more responsibility (e.g. for taking whole classes on a regular basis) and were more likely than other respondents to say their pay was greater than that of colleagues who were not taking whole classes. Those with HLTA posts and those with HLTA status but no post were also more positive than other support staff about taking whole classes; more confident in their skills; and more likely to feel that they had received sufficient training. In secondary schools, cover supervisors (who did not generally have HLTA status) were less confident in their skills, but nonetheless were more likely than other respondents to say they enjoyed taking whole classes, and saw this as a good use of their skills and experience. They tended to be more highly qualified than other support staff surveyed, and were more likely to be interested in gaining QTS.

Between a third and half of those who took whole classes had specific allocations of time for planning (more in secondary than in primary schools). Support staff interviewees across all sectors reported a need to have such time. Those who did have allocations on their timetables reported that the time was not protected and they were often unable to take it.

In a minority of schools, support staff, including cover supervisors, were deployed to teach whole classes for prolonged periods of time (several weeks in primary schools, or over a whole term or more in secondary schools). In secondary schools, those who did this generally taught lower sets. In general this was said to be because of the difficulty of recruiting appropriate temporary teachers.

5.1 Introduction³¹

This chapter focuses on support staff teaching and learning roles, and the ways in which these have changed with workforce remodelling. The main emphasis is on those support staff who now take whole classes, either during teacher absence or as part of the school timetable. We have chosen to focus on this group because it is of particular interest in the light of the chapters that follow, which focus on PPA, cover for absence and LMT. In each case, support staff roles have taken on more responsibility for whole classes. Moreover, while there has been a great deal of research about changing support staff roles (Blatchford *et al.*, 2007, 2008), this is such a vast area that only relatively little attention has been paid to those who take whole classes.

This chapter is divided into three main sections, primary, secondary and special. Within each of these sections, numbers, characteristics and qualifications of support staff involved in teaching and learning and in taking whole classes are discussed; the circumstances in which support staff take whole classes are reviewed, together with the support they receive in this and their pay arrangements. Finally, support staff and teacher views about support staff taking whole classes are considered.

5.2 Primary schools

Key points

- Of those support staff taking whole classes who responded to the survey, 56 per cent were employed as TAs, 20 per cent HLTAs and 18 per cent LSAs, with smaller numbers of nursery nurses and cover supervisors. A further nine per cent had HLTA status, and some specifically stated that they were employed as HLTAs only when taking classes. The majority were female and had more than five years' service in the school.
- The majority of those who take responsibility for whole classes had qualifications at Levels 2 and 3, with one in five having HE qualifications.
- Schools with a high percentage of pupils eligible for FSM and schools in London were more likely to say they could not recruit support staff with the necessary skills.

³¹ A number of issues run through the data. These are fully discussed in Section 4.2 and are summarised at the start of each chapter.

- Conflation of remodelling and other parallel changes taking place (such as restructuring of responsibility posts) meant that responses to general questions about remodelling and its impact may have been answered with other changes in mind.
- Schools generally used multiple strategies in relation to each aspect of remodelling; thus it is difficult to assess which strategies were considered to have the greatest impacts on standards and workload.
- The categories used in guidance and policy documents, and therefore in the questionnaires used in this research, did not always appear clear-cut on the ground.
- Schools had developed a wide variety of job titles, particularly for support staff roles. These sometimes gave a false impression of the person's actual role.
- Heads who had been appointed since remodelling were less likely to say it had been fully implemented or had had a positive impact.
- Heads were consistently more positive about what was happening in their schools than were teachers.

- In most schools, less than a third of the support staff who support teaching and learning ever took whole classes. Of these, two thirds took classes both during teacher absence and on a regular timetabled basis. Teaching and support staff did not draw a distinction between these; both were referred to as cover, and very much the same activities went on in the classes.
- When taking classes on a regular timetabled basis (for example, during teachers' PPA time), 71 per cent of support staff were involved in planning (either alone or with the teacher). Two-fifths had time allocated in which to plan; this was higher among HLTAs.
- A third of support staff were paid at a higher rate for the hours in which they took classes. Support staff voiced concerns about the use of split contracts, and other contractual arrangements relating to term-time only pay or hourly rates. In addition, several interviewees argued that the basic level of pay which they received did not recognise their skills, qualifications or responsibilities. Headteachers agreed that they were not paid adequately for the work they undertook.
- There were concerns expressed by heads and senior staff in the case studies that support staff were being encouraged by the structures put in place by remodelling to have expectations about progression and pay that would be impossible to fulfil.
- A majority of support staff who took classes indicated that this was a good use of their skills and experience and that they enjoyed the responsibility.

5.2.1 Support for teaching and learning

Numbers of support staff

Table 5.1 shows the total number of support staff employed in schools to work with pupils in teaching and learning situations. This shows that, according to **primary headteachers**, around half of primary schools had ten or more support staff employed for these purposes. Many support staff worked part-time (discussed below), the mean number of hours worked being 27. This would give an approximate full-time equivalent (FTE) of 0.73 per member of support staff³².

Analysing these figures by the number of pupils at the school, on average one member of support staff was employed for every 27 pupils. This varied from one for every 21 pupils in small schools, to 26 pupils in medium and 33 pupils in large schools. This means that although large schools employed more support staff, they did so at a lower ratio per pupil. As reported later in this chapter, support staff in small schools were more likely to work part-time, and this might contribute to the differences seen here.

³² It is not possible to conduct more detailed FTE calculations, as the number of support staff per school was given as a banded answer only by headteachers; in addition, the data on number of hours worked is from a different sample group (support staff) from the data on number of support staff (headteachers).

Table 5.1: Primary headteachers: Total number of support staff employed in schools to work with pupils in teaching and learning situations

	All (%)
None	*
1-4	15
5-9	36
10-14	28
15-19	10
20+	9
Not stated	2
	Weighted 867
	Unweighted 867

Based on all primary headteachers
Source: Primary/special headteachers survey

Roles of support staff

Primary support staff were then asked for some details about their role. Throughout the report, support staff who took part in the survey have been divided into three groups³³:

- those who, since September 2007, had taken responsibility for a whole class or equivalent (841 respondents);
- those who said they worked in a teaching and learning role, and who worked in schools where support staff did take classes, but did not themselves do so (50 respondents);
- other staff who said they worked in a teaching and learning role (who worked in schools where support staff never took classes or where this information was not obtained) (103 respondents).

The survey aimed to focus mainly on the first group, and this was reflected in the distribution instructions issued to schools. While the first group is of most interest in this research, findings for the other groups are included in this section where appropriate. Additional sub-group analysis is only included for the first group.

Amongst those who took **responsibility for whole classes**, 56 per cent said that their main role was as a teaching assistant or classroom assistant, and a further 20 per cent said it was as an HLTA. Many of the other staff (in a teaching/learning role but without responsibility for whole classes) also said that their main role was as a teaching assistant or classroom assistant, or alternatively as an LSA or in special needs support. Details are shown in Table 5.2.

³³ An additional 20 respondents (who were not in a teaching or learning role) returned questionnaires but have been excluded from the analysis.

Table 5.2: Primary support staff: Main role

	Whole class responsibility (%)	Support staff group	
		Teaching/learning role; other support staff took whole classes (%)	Other staff in teaching/learning role (%)
Teaching assistant/classroom assistant	56	60	50
Learning Support Assistant (LSA)/Special needs support	18	36	45
Higher Level Teaching Assistant (HLTA)	20	2	1
Cover supervisor	3	0	0
Nursery nurse	4	2	3
Unweighted	841	50	103

Based on all primary support staff
Source: Primary/special support staff survey

The survey showed that those working full-time were more likely than part-time staff to say their main role was as an HLTA (29 per cent compared with 16 per cent) or as a nursery nurse (nine per cent compared with two per cent), and were less likely to work as a teaching assistant or classroom assistant (47 per cent compared with 61 per cent) or as an LSA or providing special needs support (13 per cent compared with 20 per cent).

Table 5.3 shows the position of primary support staff in relation to HLTA status.

Table 5.3 Primary support staff: HLTA status

	Whole class responsibility (%)	Support staff group	
		Teaching/learning role; other support staff took whole classes (%)	Teaching/learning role; other support never took whole classes (%)
Yes, and I have a post as an HLTA	24	2	4
Yes, but I am not employed as an HLTA	9	2	4
No, but I am working towards it	7	2	4
No, but I would be interested in working towards it in the future	17	16	26
No	41	76	56
Not stated	2	2	6
Unweighted	841	50	103

Based on all primary support staff
Source: Primary/special support staff survey

Table 5.2 showed that 20 per cent of those with whole class responsibility gave HLTA as their 'main role'. The 24 per cent in this table saying they had an HLTA 'post' also includes some respondents who gave HLTA as an 'additional role'; there is also some inconsistency amongst a small number of respondents in their self-categorisation into 'roles' and 'posts'

This shows that amongst those **with responsibility for whole classes**, one in three had HLTA status, including 24 per cent who had a post as an HLTA. As expected, respondents **without responsibility for whole classes** were unlikely to have HLTA status, although some expressed an interest in working towards it in the future. It appears from these data that schools where no support staff ever took responsibility

for whole classes were very much less likely to encourage support staff to seek HLTA status than those schools where support staff took whole classes. Thus it seems that HLTA status has primarily been seen as relevant in relation to taking whole classes. Further analysis shows that, amongst those with **responsibility for whole classes** and with HLTA status:

- 55 per cent said their main role was as an HLTA; 33 per cent said it was as a teaching assistant or classroom assistant, and ten per cent as an LSA or providing special needs support.
- 25 per cent said that they had an additional role as an HLTA, or said they had an HLTA post (but did not give HLTA as their main role).
- The remaining 20 per cent did not have a role as an HLTA.

Some of this inconsistency can be explained by the fact that many schools paid support staff at HLTA rates only when they took whole classes; this is discussed later in the chapter.

Just as we aimed in the survey to focus on those who take responsibility for whole classes, in the **case studies** we also asked to interview support staff in that group. Two of the primary case study schools (D and E) were selected on the basis that they do not routinely use support staff to take classes; in those schools we interviewed teaching assistants who do not take whole classes.

In total we interviewed 14 support staff in primary schools whose role was in teaching and learning. Eleven of these took responsibility for whole classes, and five had HLTA status. Details of their job titles and HLTA status or posts are shown below (Table 5.4).

Table 5.4: Primary support staff in teaching and learning roles interviewed in the case study schools

School	Job Title	took responsibility for whole classes	teaching/learning role in school where support staff never took classes	HLTA Status	HLTA Post	Qualified Nursery Nurse
A	nursery nurse	✓				✓
	HLTA and 'Senior TA'	✓		✓	✓	
B	HLTA	✓		✓	✓	
C	TA	✓				✓
	nursery nurse	✓				✓
D	TA		✓			
E	TA		✓			
	TA		✓			
F	Split TA/HLTA	✓		✓		
	Split TA/HLTA	✓		✓		
G	HLTA	✓		✓	✓	
	Split Cover Supervisor/LSA	✓				
P	LSA	✓			paid as HLTA	✓
	TA	✓				

The case study data show that a range of support staff (e.g. HLTAs, cover supervisors, TAs, LSAs, nursery nurses, etc.) took responsibility for whole classes often on split contracts. For example, Primary F had two support staff with HLTA status who were paid as HLTAs only when taking classes, and otherwise worked as TAs.

The split cover supervisor/LSA in Primary G perhaps needs some explanation; she had worked as an LSA, and took on the cover supervisor work as an additional role. She explained that this involved taking classes while teachers had PPA time, and only occasionally covering for teacher absence:

Well obviously as the cover supervisor you're in the classroom as the teacher. I do some cover for PPA when the teachers have PPA. At other times it's just an odd hour here or there. ... We don't use cover supervisors for absences a lot, only in an emergency if someone had to go home from school that day.

Characteristics of primary support staff in teaching and learning roles

The survey showed that amongst primary support staff who took **responsibility for whole classes**, one in three (33 per cent) worked full-time (30 hours or more per week), while 52 per cent worked between 20 and 29 hours per week, and 12 per cent less than 20 hours per week. Those working in small schools were more likely to work less than 20 hours per week (23 per cent, compared with 10 per cent in medium and seven per cent in large schools). Full-time work (30 hours or more per week) was more prevalent in urban areas, particularly London (49 per cent). There is some evidence that a possible reason for this might be the wider range of extended school services found in urban areas (e.g. previous urban based policies such as Excellence in the Cities and Educational Action Zones), which provide increased opportunities for existing staff to work additional hours. In the inner-city London primary case study school, the two TAs we interviewed both worked in the school's breakfast club, which opened at 7am, and one was involved in running a parenting skills programme during the school day. Where support staff had a **teaching or learning role but did not take responsibility for whole classes**, they were more likely to work less than 20 hours per week.

Most of those with **responsibility for whole classes** had been working as a member of support staff for more than five years (77 per cent started in 2002 or before) and had also been working at their current school for more than five years (71 per cent started in 2002 or before). A similar pattern applied to the **other support staff groups**, although they tended to have had slightly less experience than those with responsibility for whole classes. Full-time staff tended to have been working for longer as a member of support staff than part-time staff. This statistical picture was reflected in the case studies. The majority of respondents that we interviewed have been working as a member of support staff for more than seven years.

Almost all primary support staff were female (99 per cent of those with responsibility for whole classes and at least 99 per cent in the other groups). All the teaching and learning support staff interviewed were female.

Qualifications and training

When asked to indicate the level of their highest qualification³⁴, one in five **support staff with responsibility for whole classes** said that they had an HE qualification (20 per cent), comprising 10 per cent with an Honours degree and 10 per cent with an intermediate HE qualification (e.g. HND, foundation degree); five per cent were qualified to Level 4. The majority were qualified to either Level 3 (45 per cent) or Level 2 (25 per cent), with three per cent qualified below Level 2. Amongst those with HLTA status, 37 per cent had an HE or Level 4 qualification, compared with 19 per cent of other support staff with responsibility for whole classes. The overall distribution was broadly similar in the **other support staff groups**.

Three per cent of support staff with **responsibility for whole classes** said they had Qualified Teacher Status (QTS), and less than one per cent had an overseas teaching qualification or a post-compulsory teaching qualification. Findings were similar in the **other support staff groups**.

More than one in five support staff with **responsibility for whole classes** said they would be interested in gaining QTS and becoming a teacher: 13 per cent in the next two years and a further nine per cent in the more distant future. Interest was higher amongst those with HLTA status (24 per cent in the next two years, seven per cent longer-term), as well as support staff who had started in the school or in their current role more recently (since 2003). Interest was also higher amongst respondents working in London (16 per cent in the next two years and a further 16 per cent in the more distant future).

In the **other support staff groups**, around one in ten (10 per cent in schools where other support staff took whole classes, and 12 per cent of other support staff) were interested in gaining QTS and becoming a teacher, either in the next two years or in the more distant future.

Table 5.5 shows the qualifications profile of teaching and learning support staff interviewed in the **primary case study schools** was roughly in line with the quantitative distribution in the survey. Most had Level 2 and Level 3 qualifications. The nursery nurse in Primary A was undertaking a degree and working towards QTS; the HLTA in Primary B was due to start teacher training through the Graduate Teacher Programme (GTP); the HLTA in G was also about to teacher training through the Postgraduate Certificate in Education (PGCE) and the TA in Primary P was due to start a foundation degree.

It should be noted that a number of support staff had significant occupational training, qualifications and knowledge. In some cases, they utilised these in their teaching and learning roles. For example, in Primary F, one HLTA who had previously been a bilingual secretary was deployed to teach French, and in fact took the lead on modern foreign languages within the school. She was also key practitioner for French in the local area, advising teachers from other schools.

³⁴ Qualification levels refer to the National Qualifications Framework (NCF) and the Framework for Higher Education Qualifications (FHEQ). Level 1: GCSE grades D-G /CSEs or NVQ 1; Level 2: GCSE grades A-C/NVQ 2; Level 3: A-level/AS level/NVQ 3; Level 4: NVQ 4 and certificates of higher education; Intermediate HE qualifications: foundation degrees/higher national diplomas; Honours HE qualifications: bachelor degrees, graduate certificates and diplomas.

Table 5.5: Primary support staff in teaching and learning roles interviewed in the case study schools: Level of qualification

School	Job Title	took responsibility for whole classes	teaching/learning role in school where support staff never took classes	Level of qualification			
				L1	L2	L3	HE
A	nursery nurse	✓				✓	
	HLTA and 'Senior TA'	✓				✓	
B	HLTA	✓					✓
C	TA	✓				✓	
	nursery nurse	✓				✓	
D	TA*		✓				
E	TA		✓	✓			
	TA		✓	✓			
F	Split TA/HLTA	✓				✓	
	Split TA/HLTA	✓				✓	
G	HLTA	✓					✓
	Split Cover Supervisor/LSA	✓			✓		
P	LSA	✓				✓	
	TA	✓				✓	

*Interviewees for whom there was incomplete data in regards to qualifications.

Remodelling had marked a significant expansion in the training and qualification infrastructure available to support staff, and it was clear that interviewees had made full use of the training opportunities thus created.

Many reported that completing a course successfully gave them the confidence to embark on another, or led to an expanded role within school, which fed back into increased enthusiasm for further training. The second HLTA in Primary F explained:

[Going for HLTA status] wasn't originally what I planned at all, but because I did the course, the TA course, it was so interesting and then I realised that I was getting different bits of responsibility and I thought, 'Why not get the HLTA and be recognised for that responsibility?'

She added, 'I think because I've got the HLTA qualification you feel more confident to be able to say, I want to do more training.'

Similarly, taking whole classes often precipitated requests for further training.

I think it is really important for me to go to those sort of things and learn more about how a school works and, you know, how we monitor progress and all those sorts of things, because I need to know that [since taking whole classes]. (HLTA, Primary B).

We found that whilst there was general enthusiasm for undertaking further training amongst our interviewees, some talked about a lack of clarity regarding which courses would be the most useful or would be recognised in relation to their role or pay. For example, an LSA in Primary P said:

I don't know why, but the STAC³⁵ doesn't carry the same recognition as the HLTA and there was a lot more work involved in the STAC, and so I'm a bit confused as to why that hasn't got the recognition.

She also pointed out that her other nursery related-qualification was apparently not recognised within the school sector:

With the DCE [Diploma in Child Care and Education³⁶], I can manage my own nursery, that's why [the head] is happy for me to be in there [in the foundation stage] – that is a management qualification. And so I could start up and run my own nursery. But because our nursery is attached to a school, you have to have a qualified teacher with you, and so that's the difference. But I could go out tomorrow and buy a portacabin and fill it with children. I'm qualified to do that, you see. I think, ideally, if I'm going to work in a school, then I need to go on the QTS route.

There were also misunderstandings about how courses built on each other, and which must be undertaken before moving up to the next. An HLTA in Primary G said that she had followed the 'correct format' shown on TDA professional development chart, firstly doing an NVQ3, followed by preparation for the HLTA assessment, then a foundation degree, and then a BA 'top-up', all which were self-funded. She later found out that she need not have gone through in such a linear order.

When I got to the university to do the foundation degree, half the people there hadn't got NVQ3, which was meant to be a requirement. Some of them hadn't even got O-level maths and English and science. ... And I just thought, how are they letting them onto this? And I've done it properly, that NVQ3 was two years,[and] a waste of my time, in that case, because I could have gone straight onto that, and I was a little bit miffed. And also, I had got my HLTA, where now you can do foundation degrees and you actually get that through doing it. Or you can have modular extension because you've got HLTA, and none of that ever happened to me. I did absolutely everything. ... But I think that's the way it should be, because it is devaluing NVQ3s now if you don't need it to get onto to this [foundation degree].

HLTA status in itself created some confusion. An HLTA in Primary F said:

[The HLTA assessment] is quite intense and you feel that you've got that level. You've been told it's a level. You've got up there. You've achieved something, but they say, 'Oh, you can't use that as a physical qualification for something else.' It won't be recognised as a qualification. Yeah, I think it's a little bit, a bit of a muddle at the moment.

These quotes illustrate the way in which many interviewees demonstrated confusion about whether the preparation for HLTA assessment constitutes training, and whether the status itself is a qualification (which it is not). The practice by some institutions of offering HLTA status as part of another programme of study, such as a foundation degree, seemed also to encourage these misunderstandings.

³⁵ The Specialist Teaching Assistant Certificate is an academic qualification which is equivalent to NVQ Level 3 and awarded by universities.

³⁶ This is a Council for Awards in Children's Care and Education (CACHE) Level 3 qualification for those working in Early Years Settings.

Interviewees also talked about some of the factors that discourage them from undertaking further training; most often they referred to the need to balance family commitments and the amount of time spent studying. Some also talked about concern that the further they developed, the more time their work role would demand. One HLTA in Primary A explained why she was not going to attempt to gain QTS: '*I know the teachers' [hours] will be a lot more, so I'm getting too old for that. I want an easier life.*' Several interviewees also talked about their concerns that additional qualification and training rarely translated into better remuneration. This was particularly the case for TAs in schools where support staff did not take classes, and so it was perceived that HLTA status was not needed or even welcomed. A TA in Primary D (where support staff did not take currently take classes) was planning to go for HLTA status. She explained her motivation.

I mean I would like to do it for myself so I've got it behind me if ever I needed it, but whether it would be used, I wouldn't know, so – but it literally would just be for me because I think it would help me in my job better as well.

In the survey, **primary headteachers** were asked about the skills and training of their support staff who worked in teaching and learning situations. One in four (25 per cent) said that at least a few of these support staff were working towards QTS, while around half (48 per cent) said that at least a few were working towards HLTA status. More generally, the majority of headteachers indicated that most or all of their support staff had taken advantage of the training available to them, while 39 per cent said that most or all of them had skills or expertise above the level required in their job description. They also indicated that many support staff had improved their skills as a result of workforce remodelling (71 per cent of respondents said that the statement 'support staff skills have improved as a result of remodelling' applied to some, most or all support staff). Details are shown in Table 5.6.

Table 5.6: Primary headteachers: Training and skills of support staff

	All (%)	Most (%)	Some (%)	A few (%)	None (%)	Not stated (%)
Support staff have taken advantage of training that is now available to them	33	34	16	11	2	4
Support staff skills have improved as a result of remodelling	18	24	29	15	9	6
Support staff have skills and expertise above the level required in their job descriptions	12	27	34	18	5	4
Support staff are working towards HLTA status	2	2	11	33	48	5
Support staff are working towards QTS	*	1	5	19	68	7
			Weighted			867
			Unweighted			867

Based on all primary headteachers
Source: Primary/special headteachers survey

Heads of schools with a low percentage of pupils eligible for FSM were more likely to agree that all or most of their support staff 'have skills and expertise above the level required in their job descriptions' (low FSM, 45 per cent; high FSM, 30 per cent).

Headteachers in large schools were more likely to say that at least a few of their support staff were working towards QTS (33 per cent) or HLTA status (57 per cent). However, they were less likely to say that most or all of their support staff had skills above the level required (29 per cent). Female headteachers were more likely than male headteachers to say most or all of their support staff had taken advantage of training.

The **case study data** clearly demonstrates the role that heads and teachers had in encouraging, motivating, and providing practical guidance and support for training and development. The head of Primary P explained:

We give study leave to our TAs that are doing a degree ... I have done it three times now, with a morning out, and plus we have funded half their fees as well and so it's something that we do think is important.

A number of headteachers said that better opportunities for training and up-skilling were part of the wider cultural change initiated by remodelling:

We have supported our LSAs, our HLTAs, our cover supervisors; we've trained them up. And so all our LSAs have had access to NVQ courses and so they've got NVQ2s and most of them work onto 3s. Some of them worked onto HLTAs, [and] all of them were given the opportunity to do cover supervision. And we provided resources for cover supervision, we gave training. ... We supported their professional development in order that they were doing a professional job. (Primary G)

Primary A organised internal training for its TAs, provided by members of senior leadership, in addition to external training opportunities, as the head explained:

We've also got training for the coming year which will make sure that they know precisely what they're doing, they'll understand the teaching and learning policies, the tracking policies and so on, and there will be more consistency between them and teachers.... [It will be provided by] different members of the leadership team so we've got a person working on behaviour management ... another one who's going to be training on assessment for learning ... and specific training on guided reading.

Primary B headteacher told us that HLTAs in her school were 'very well trained in planning and they attend all the CPD that the rest of the teachers have.' She also talked about identifying and encouraging support staff with potential:

I had just happened to do an observation when she was working with a group of children and I thought, 'Wow! I think you're really good', and over the five years she started teacher training and so I'm quite proud of that.

Whilst positive overall about the changes to training which remodelling had brought about, some headteachers were aware that some support staff might not want to take up training opportunities, or to go through the preparation and assessment required in order to achieve HLTA status.

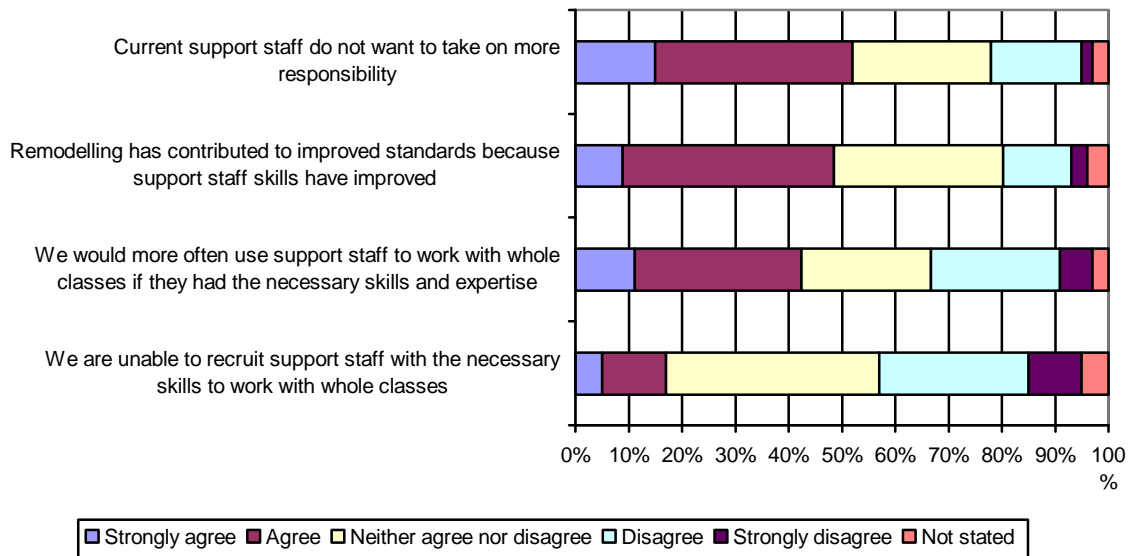
[The HLTA status], it's been advertised and recommended ... So they said to me, 'Well what difference will it make to our pay?' 'Well it won't' and as [named TA] quite rightly points out, she's ... experienced and meets those standards, why should she put herself forward for assessment, as she's probably said to you, to just get status. She's not bothered about it. (Headteacher, Primary C)

In a similar vein, the head of Primary E pointed out that putting some staff forward for formally-assessed qualification or training was not always the most appropriate way of validating their skills and experiences.

The [support staff] I found when I got here, who are marvellous, if you asked them to do, take a qualification, they'll run a mile and that would be a great loss to the school, because they're the ones that get the Level 5s in maths, you know.

The survey asked **primary headteachers** to what extent they agreed with various statements about the skills of their support staff who worked in teaching and learning situations. Details are shown in Figure 5.1.

Figure 5.1: Primary headteachers: Attitudes towards the skills of support staff



Weighted 867, unweighted 867
 Based on all primary headteachers
 Source: Primary/special headteachers survey

Around half (49 per cent) agreed that remodelling had contributed to improved standards because support staff skills had improved, while 16 per cent disagreed. Respondents gave mixed views as to whether they would use support staff more to work with whole classes if they had the necessary skills and expertise (42 per cent agreed but 30 per cent disagreed), and 52 per cent agreed that support staff did not want more responsibility. They were more likely to disagree than agree that they couldn't recruit support staff with the necessary skills (38 per cent disagreed while 17 per cent agreed).

Headteachers in medium sized schools were most likely to agree that remodelling had contributed to improved standards because support staff skills had improved (57 per cent), while those who had been headteacher at the school for longer (since 2002 or before) were less likely to agree that they would use support staff more for whole classes if they had the necessary skills.

Headteachers of schools with a high percentage eligible for FSM were more likely to agree that they were unable to recruit staff with the necessary skills (high FSM, 34 per cent, low FSM, ten per cent).

Those in urban areas, particularly London (30 per cent), were also more likely to agree that they were unable to recruit staff with the necessary skills to work with whole classes. Combining the answers to two of the statements, in total 11 per cent of headteachers agreed that they would use support staff more if they had the necessary skills, but also that they were unable to recruit support staff with these skills. This figure was much higher in London than elsewhere (25 per cent).

In the one London **case study primary school** we visited (Primary E), the head said that the skills level of those applying for support staff jobs was better than it used to be. Her original teaching assistants (or primary helpers, as they were then called) were *'down to earth, mothers from the East End who don't have paper qualifications but my God, they can teach better than a teacher and they are dedicated and they love the children and they've got common sense'*. She said that the school now had *'a highly skilled workforce'*, and people were undertaking a lot of training and moving onto more skilled roles. Nevertheless, the school did not use support staff to take classes during PPA or to provide cover. The head explained, *'It's not that I decry the use of support staff but I have learnt that in my school, children need a skilled teacher to work with them.'* Funding may also have played a part in this decision; twice in the interview the head referred to the school being *'well funded'*, allowing it to have smaller class sizes and to employ more adults.

In relation to recruitment, while some case study heads said they were happy to train up their support staff, others told us they now wanted to recruit support staff who already had the required skill level. In Primary B, the headteacher told us they would be recruiting externally to replace the current HLTA, who was leaving to undertake full-time teaching training. She explained why:

Because they are big shoes to fill, so you know we're going have to advertise. ... We could [train someone here], you know, that is a possibility but ... I don't think any of our current TAs would really, I don't think they're interested ... but we do really want somebody in September to hit the ground running, just to take on that role.

In contrast, the headteacher of a small village school (Primary P) told us she was satisfied with their current practice of recruiting and training local *'mums'*.

Yes, they are mainly mums that have come through. ... We tend to go with what we know and train them up, and some of our TAs started off as mid-days and worked their way through and a lot of them live in the village and we find that quite useful.

5.2.2 Taking responsibility for whole classes

This section reviews how many support staff take whole classes; the circumstances in which they do this (i.e. whether teacher absence or timetabled period away from class); and the precise arrangements made (how often they take classes, whether or not they plan, other adults present, etc.). It then reviews data about the pay arrangements for support staff taking whole classes.

How many support staff take whole classes in primary schools

Primary headteachers generally said that less than a third of their support staff employed to work in teaching and learning situations did the following: regularly planned for and led learning in whole classes; regularly led learning in whole classes using plans provided; or provided cover when teachers were absent. Details are shown in Table 5.7.

Table 5.7: Primary headteachers: Proportions of support staff leading learning and providing cover

	Less than a third (%)	Between one third and two thirds (%)	More than two thirds (%)	Not stated (%)
Proportion of staff employed to work in teaching and learning situations who ...				
Regularly plan for and lead learning in whole classes	78	6	3	13
Regularly lead learning in whole classes using plans provided	65	17	9	9
Provide cover when teachers are absent	70	13	8	8
			867	
			867	

Based on all primary headteachers
Source: Primary/special headteachers survey

The proportion of headteachers who said that a third or more of support staff had these responsibilities was lower in large schools. Analysing the findings against other questions, headteachers were more likely to say that a third or more of support staff had these responsibilities if:

- they were also more likely to say that support staff had improved their skills, taken advantage of training and were working towards HLTA status;
- they were also more likely to agree that remodelling had improved standards and more likely to disagree that support staff do not want more responsibility;
- they were also more likely to agree that they would use support staff more often if they had the necessary skills and that they were unable to recruit staff with the necessary skills.

This analysis suggests that a greater use of support staff to lead learning or provide cover is linked to a more general commitment to developing and using support staff, but that this use of support staff can also be limited by the availability of support staff with appropriate skills.

Circumstances in which primary support staff take classes

The survey asked **primary support staff** who said that they take responsibility for whole classes were asked whether, since September 2007, they had:

- taken responsibility for a whole class when the teachers' absence was unplanned (e.g. the teacher was on sick leave);

- taken responsibility for a whole class *either* when the teacher's absence was planned, *or* during a regular timetabled period away from the class.

Table 5.8 shows that only a very small number had not taken a class during the current academic year (the survey was completed in the summer term 2008). Two-thirds of the whole group who had taken responsibility for a class in the previous year had taken classes in both situations. One in five only took classes during planned absences or regular timetabled periods when the teacher was away from the class, while one in ten only did so during unplanned absences.

Table 5.8: Primary support staff: Percentages of all those who take responsibility for classes who have done so during a) unplanned absences and b) planned absences or regular timetabled periods away from the class

		unplanned absence		Total (%)
		YES (%)	NO (%)	
planned absence or regular timetabled period away from class	YES	66	20	86
	NO	9	3	13
Total %		76	23	100
Unweighted		841		

Based on all primary support staff

Source: Primary/special support staff survey

Percentages do not add up to one hundred because some individuals did not respond to one or both questions

A distinction was made in the questionnaires between support staff taking the class without preparation (in the case of unplanned teacher absence), and taking the class when they knew they were going to do so in advance, and could prepare by talking to the teacher or reading the plans (during either planned absences or regular timetabled periods when they took the class). In the interviews we conducted before designing the survey, this seemed to be more important to headteachers and support staff than the distinction between cover (during teacher absence, from whatever cause), and different timetabled arrangements (undertaken when the class teacher is not timetabled to teach).

The lack of distinction was also evident in **the case study data**. Interviewees commonly used the term 'cover' to refer both to taking the class during unplanned, short-term absences and to taking the class when the teacher was not timetabled to be present (such as PPA release). Moreover, the nature of the work being undertaken was often very much the same regardless of whether this was absence cover or a timetabled period when the member of support staff was taking the class. For example, in Primary G, which employed both cover supervisors and HLTAs, the cover supervisor we interviewed explained:

[For] PPA I get the plans ... I mean if someone does take PPA as cover supervisor, the work is planned, our work is always planned. If we are asked to step in as cover supervisor [because] someone had to go home, then the other teacher in that year group would give us the work. It's always planned, we always get the plans.

However, in this particular school, the HLTAs were also deployed to take classes for PPA release, but they were required to do their own planning. The point here is to highlight the fact that schools' use of the term 'cover', and its relation to deployment, specified work, the category of staff that undertake such work, and the remuneration for such work, were all highly complex and configured differently in each school we visited. This must be borne in mind throughout the report.

In this report, cover for absence is dealt with in Chapter 9, and the responses of the support staff who took classes during teacher absence are fully reported there. However, our second category (taking responsibility for a whole class *either* when the teacher's absence was planned, *or* during a regular timetabled period away from the class) includes times when the teacher was having PPA time, LMT or NQT induction time and DHT, as well as times when teachers were on courses. Since PPA, DHT and LMT are all dealt with in different chapters of this report, we have included further responses from support staff about taking classes in this type of absence in this section.

As we showed earlier in this section, the survey found that most of those **support staff who took responsibility for whole classes** said that this included taking classes during planned or timetabled absence (86 per cent). Details of the precise nature of the teacher's time away from the class were as follows:

- In 82 per cent of cases, support staff said they took classes while the teacher had regular, timetabled periods away from the class; specifically, this could be one or more of PPA time (mentioned by 76 per cent), leadership and management time (39 per cent), NQT induction time (11 per cent) or dedicated headship time (three per cent). More than half of this group *also* reported that they took classes when teachers were involved in training or development activity in or outside the school.
- The remaining 18 per cent *only* took whole classes while the teacher was involved in some other activity, such as training or development activity (in or outside the school).

The distinction between the two groups is important, as the first is a regular timetabled activity during which the person releasing the teacher should carry out specified work. The second is an absence from normal timetabled arrangements which needs to be covered, either by a member of staff undertaking specified work or (for short-term absences only) by a cover supervisor. Specified work may be carried out by support staff only in certain circumstances, and only by those staff that headteachers are satisfied have the necessary skills and expertise to (having regard to the HLTA standards). In contrast, cover supervision can be undertaken by a range of staff. However, as we explained above, this distinction was not made in any of the case study schools. Despite the titles of some support staff (e.g. the cover supervisors in Primary G) all support staff were expected to undertake specified work rather than cover supervision. This reflects a general view that supervision is not appropriate or possible for children of primary school age.

Those with an HLTA post had a more substantial responsibility than other support staff who had responsibility for whole classes:

- They were more likely to have taken a whole class during planned or timetabled absence, rather than in other circumstances (96 per cent, falling to 91 per cent of those with HLTA status but not a post, and 82 per cent of other respondents with responsibility for whole classes).

- This responsibility was more likely to be timetabled every week, rather than just occasionally when needed (80 per cent with an HLTA post compared with 46 per cent of other respondents with whole class responsibility), and (where timetabled) to involve ten or more hours per week of taking classes (26 per cent, compared with seven per cent of other respondents with whole class responsibility).

Arrangements when support staff take primary classes on a regular time tabled basis

In this section we focus only on those support staff who take classes on a regular timetabled basis, when the teacher is not timetabled to teach because she is having PPA time, leadership and management time, NQT induction time or dedicated headship time.

Of this group, 14 per cent said they had ten or more hours timetabled per week, 19 per cent had between six and nine hours, 18 per cent had four or five hours, while 47 per cent had three hours or less.

Where **primary support staff** were **responsible for whole classes on a regular, timetabled basis**, most said that another adult was present in the class: 37 per cent 'normally' and 34 per cent 'sometimes'. The remaining 28 per cent said that no other adults were present. Those with HLTA status were more likely to say that another adult was present 'sometimes' rather than 'normally' (44 per cent and 28 per cent respectively), whereas the opposite applied to those without HLTA status (26 per cent and 44 per cent respectively). Those with an HLTA post were similar to those with HLTA status (but without a post).

The adults who were present in the class were generally members of the school's support staff (93 per cent); respondents also mentioned volunteers (23 per cent) and specialist instructors (11 per cent).

This group were asked what plans they followed. As shown in Table 5.9, most respondents said that they were at least partly involved in devising plans.

Table 5.9: Primary support staff: Who devises the plans used by support staff

	All (%)
Plans I have devised for a particular unit of work/area of the curriculum	51
Teacher's detailed lesson or activity plan	44
Plans that the teacher and I have devised together	41
Teacher's weekly plan	32
A specialist instructor provides the input (e.g. swimming, sport) therefore I do not need any plans	10
Other	7
Not Stated	1
	Unweighted
	402

Based on all primary support staff who took whole classes as part of their timetable
Source: Primary/special support staff survey

Overall, 71 per cent said that they devised plans alone or with the regular class teacher (combining the first and third categories in Table 5.9). Note that respondents could give multiple answers to this question, and some indicated that they devised plans alone and did so with the teacher.

Support staff with HLTA status were more likely to say they were involved (either alone or with the class teacher) in devising plans (86 per cent compared with 60 per cent of other support staff answering the question).

Overall, these findings indicate that most primary support staff who were timetabled to take whole classes were involved at some level in the planning. Survey data also showed that amongst **primary support staff** with timetabled responsibility for taking whole classes, two in five (39 per cent) said that their timetable included time to plan or prepare for taking classes. This was higher for those with an HLTA post (60 per cent compared with 27 per cent of other respondents).

Table 5.10 shows the proportion of the weekly timetable allotted to planning or preparation, for primary support staff (if they had any at all). These are percentages of the number of hours they were timetabled to take classes each week, rather than their total hours. This shows that the majority had at least ten per cent of their timetabled 'class' hours for planning and preparation. The actual number of hours per week was often quite small (reflecting the number of hours that they were timetabled to take classes), for example 23 per cent had less than one hour of planning or preparation timetabled each week, 47 per cent had at least one hour but less than two, while 30 per cent had two hours or more.

Table 5.10: Primary support staff: Proportion of the weekly timetable allotted to planning or preparation

	All (%)
Less than 10 per cent	12
Between 10 and 19 per cent	32
Between 20 and 49 per cent	36
50 per cent or more	14
Not stated/invalid answer	5
	Unweighted 157

Based on all primary support staff whose timetable included time for planning or preparation for taking classes

Source: Primary/special support staff survey

Note: percentages in this table show the number of hours per week allotted to planning or preparation, as a percentage of the number of hours per week that respondents were timetabled to take classes.

In the **case study primary schools**, we found four instances (Primary, B, C, F and G) where support staff were provided with PPA time, but in each case, this time was distinct from teachers' PPA time in that it was not guaranteed. In Primary B, subject specialist HLTAs take classes during PPA time, and plan their own lessons. The head said that she aimed to give HLTAs ten per cent PPA, but this was neither allocated nor protected, and was prone to disruption or was sometimes simply lost. An HLTA we interviewed in this school said she received a '*generous amount of PPA time*', while others said that HLTAs' lost PPA time could be paid back. The head explained her rationale for allocating PPA time to HLTAs:

I thought they should have it because, apart from the level of planning, they do just as hard a job as the teachers do, and it should be possible with them being, they work four and a half days a week by choice not by budget. It should be possible for them to take ten per cent during that week and I tend to timetable it in, and then say, 'If you want to negotiate with the teachers you're attached to, to change it, then that's fine too.'

In Primary F, the HLTA was allocated 40 minutes PPA time a week; this was for planning related to teaching French to whole classes for two and half hours a week, and teaching ICT to whole classes and groups across the school. She told us that she '*had to badger*' the head for it. It was now in her contract, but planning inevitably took longer than 40 minutes a week, and she said that '*everyone works over the time*'. Significantly, this HLTA worked in a school where most teachers did not have PPA time³⁷.

In Primary C an HLTA who took classes during PPA time similarly described how she had been given one hour of in-school time for planning. She delivered lessons planned by teachers. However, she referred to time spent going through the plans and preparing resources as '*planning*'. She had concerns as to whether or not she would be able to use this time for planning:

but whether that will happen I don't know ... As I say sometimes, even though you have got a programme to follow, you can't follow that if you're asked to cover classes.

In Primary G, the cover supervisor said that she has two hours PPA timetabled for her work with small groups. The TA in Primary P said that that she did not need PPA '*because everything is prepared*' by the class teacher, who was '*very keen to see that it's done her way*'. Another TA in the same school said that because she worked so closely with the teacher whose class she took, she felt prepared:

We always speak together and make sure everything is there and before the end of today, I know exactly what I'm doing tomorrow morning.

Several interviewees remarked that it was ironic that when they took classes they were not supported by support staff, unlike teachers. An HLTA in Primary A remarked, '*I do think sometimes it would be nice to have another adult in a bit more often, just for that bit of support*'. Another HLTA from Primary G said that not having a TA in the classroom meant she had to undertake tasks that a teacher taking the class would not have been expected to do, and also that this resulted in her having to work during hours for which she was not paid; this is discussed further in the next section.

If I want to do some artwork or something, I've got no TA to help me get the paints ready and to tidy up at the end of the day. [So] I come in in my lunch hour and get it all ready, which I'm unpaid for, and at the end of the day I'm clearing up and I'm unpaid because my time has finished.

³⁷ This is discussed in Chapter 8.

Pay for support staff who take whole classes

The pay of support staff is a concern, following feedback from previous UNISON surveys (2007, 2006) which indicated that for support staff involved in teaching and learning pay was not always linked to changes in job content, job titles or roles.

When asked about their pay in the survey, one in three **primary support staff** who had **responsibility for whole classes** said they were paid at a higher level than colleagues who never took whole classes, and a similar proportion said they were paid at a higher level for the hours that they took classes. Details are shown in Table 5.11.

Table 5.11: Primary support staff: Pay levels

	Yes (%)	No (%)	Don't know (%)	Not stated (%)
Are you paid at a higher level than your colleagues who never take whole classes?	31	46	20	3
Are you paid at a higher level for the hours that you take whole classes?	32	56	6	6
Unweighted			841	

Based on all primary support staff with responsibility for whole classes
Source: Primary/special support staff survey

Overall, those in London were less likely to say they were paid at a higher level for the hours that they took whole classes (21 per cent).³⁸

When these findings are analysed in relation to HLTA status and role, support staff whose main role was as an HLTA, were far more likely to say that they were paid at a higher level than their colleagues who didn't take whole classes, than other support staff. On the other hand support staff who said HLTA was an *additional* role were more likely to say they were paid at a higher level for the hours that they took whole classes than other support staff. Details are shown in Table 5.12.

Table 5.12: Primary support staff: Pay levels by HLTA role and status

	HLTA is main role (%)	HLTA is additional role (%)	HLTA status but not role (%)	No HLTA status (%)
Are you paid at a higher level than your colleagues who never take whole classes?	78	36	24	19
Are you paid at a higher level for the hours that you take whole classes?	41	74	43	24
Unweighted	152	69	54	566

Based on all primary support staff with responsibility for whole classes
Source: Primary/special support staff survey

³⁸ Note that the survey only asked about relative pay in comparison to other colleagues and for different responsibilities, it did not ask about actual pay.

In the **case study schools**, several of the members of support staff who took classes were paid at a higher rate when they were doing so. This was normally the case for all those shown on Table 5.4 as having split roles, and for those who were TAs rather than HLTAs.

In several schools, this higher rate was often referred to as the '*HLTA rate*', although this did not mean it was restricted to HLTAs. The head of Primary G said he thought that the TAs would receive about 50 pence an hour extra for taking classes.

Interviewees expressed a range of concerns about this split pay arrangement. In Primary G, one HLTA said that when she first gained HLTA status she had worked on split contract, but had eventually felt confident enough to broach the subject with the headteacher:

Nearly a year ago it was, – I had been here for a couple of years and I think I had got the confidence then to actually come and say to [the head], you know, we need to look at this. He agreed and the governors agreed.

An HLTA in Primary F, working on a split contract, argued that the school was getting supply cover very cheaply.

If the teacher is out and I'm covering the whole class I can claim that day as HLTA because I am in charge of the class. So basically I can claim the hours a supply teacher would get, but I don't get paid what a supply teacher would get.

It was also argued that the work merited a higher rate; a TA in primary C said:

I get level 3³⁹ for PPA and when I'm covering a class, but I think if you are covering a class and you're teaching, then you are responsible and delivering your teaching, then you should be paid on a higher scale.

The HLTA in Primary F went on to argue:

We don't change just because suddenly we've got an HLTA hat on, it doesn't mean we teach differently. I don't understand the logic there ... we all work really hard and I don't think it's reflected in our pay.

Interviewees' concerns about their pay were not limited to the split contract issue. Several raised other issues related to their contracts. For example, some expressed concern about the hourly rates on which they were paid, and the fact that these often did not allow time for any preparation. An HLTA in Primary G explained that she was not paid until the start of the lesson:

Afternoon lessons are like ten past one. Well I'm in at ten to or five to one, I'm not paid in that time, I'm not paid until ten past one. But they expect me to have everything prepared and ready for the lessons, and so how can I do that? And so really I think we should be paid in our lunch hours as well.

³⁹ This is a reference to the school's pay scale for support staff.

Several interviewees told us that the practice of paying an hourly rate for taking classes meant that any planning or preparation needed for their work had to be done unpaid. An HLTA in Primary F explained:

Yeah there's a little bit of unpaid overtime. There's a lot of good will within the school and I think that – sometimes it's a problem isn't it? Because we're doing things and we're not asking for anything in return. You're thinking, how far do I take this because is it going to be the norm?

A few also pointed out that their payment for taking classes did not count towards their pension, because they were classed as 'non-contracted' hours.

Some expressed concerns related to term-time only contracts. The longer established nursery nurse post has traditionally attracted all-year contracts, while some TAs and HLTAs in the case study schools paid term-time only. The increase in numbers of the TAs and HLTAs under remodelling has made this situation more anomalous. As the HLTA in Primary G said:

I mean HLTAs are only paid for 38 weeks of the year and your holiday pay is taken off your pay. Whereas nursery nurses are paid for the whole year, and I can't understand that when I'm a grade higher than the nursery nurses, why do I not get [more]?

Support staff interviewed also argued that their training and the nature of the work they undertake was not recognised sufficiently in their pay. A TA in Primary P who worked with children with SEN said:

I've done lots on Asperger's and Dyspraxia [training] and lots of those types of things and have got certificates like this you know. But at the end of the day that doesn't reflect in pay does it?

A number of support staff also said that their work with small groups (which could in practice be quite large) was never recognised in their pay. Some forcefully argued that such activities were teaching and more demanding, and should, at the very least, be differentiated in pay from one to one support work. In contrast, other interviewees objected to their pay arrangements on the grounds that when taking whole classes, whether covering for unplanned absences or during PPA release, they perceived themselves to be teaching, and the grade at which they were paid did not reflect this level of responsibility.

I know it doesn't come down to money, but I think sometimes the financial rewards just don't match what you are doing. You know, they want you to take all that extra responsibility but they don't want to reward you for it, you know; then you are in the other situation where you will see a supply teacher come in that is going to sit there with her arms folded gazing out the window and is not actually doing anything and you think 'this is not fair', but there you go. (TA, Primary P)

A number of support staff felt exploited and devalued. The cover supervisor in Primary G told us: 'if I'm honest, I just see it as a cheap way of getting teachers'. Others pointed out that the lack of pay progression could act as a disincentive towards training and gaining additional qualifications.

Some teachers also remarked that they felt uneasy about the small amount of money that support staff were paid to take classes. A teacher in Primary G said:

I mean when we get cover supervisors in, I much prefer it when there is a supply, because if the kids are a pain then I just say well 'you get paid loads to do it that's your own fault.' But when it's a cover supervisor, you know they're only being paid £1 extra an hour or something stupid like that.

A number of headteachers argued that the remodelling policy had not provided additional funding to properly remunerate support staff for their expanded roles.

What we haven't been able to do is enhance them financially and that was the biggest let-down that came out of it all. I mean if you think a cover supervisor gets 50p an hour more than [a TA who does not take classes]... and they're taking a full class. It was done on the cheap. And that was the biggest thing. ... There was a feeling of being let down by quite a few of the staff, in that I think their expectations and my expectations were that they would be paid at a reasonable level for the job that they were doing.
(Headteacher, Primary G)

I just think it's really important that they [the government] do think about the rights of the TAs, I think there needs to be equity in TAs' pay. ... i.e. whether they're paid term time or before the annual year. ... I think they need to get the grading sorted out, definitely, and I'd make sure it's that, I think there needs to be more grades for the different roles, because it's just too generic.
(Headteacher, Primary C)

As the comments above highlight, a number of headteachers recognised that the issue of pay in relation to taking whole classes was part of a wider set of problems regarding poor pay and contractual terms and conditions, and a lack of career and remuneration structure. The head of Primary A reported that she had spent a great deal of time trying to develop a pay structure that would be transparent and fair, but said that it was an impossible job. She wondered whether 'we expect too much for that pay'. This head was also concerned that support staff were being encouraged to have expectations about progression that would be impossible to fulfil.

And another worry is with all the teaching assistants that we've got and [if they] put themselves forward ... and we can't – you know, the school has a finite budget, so we can't give opportunities to everybody who wants it.

The head said that whilst it was common for teaching staff to move to other schools to develop their careers, 'teaching assistants, they tend not to do that'. But with limited opportunities for promotion within the school, she asked:

How do we make it fair for people who aren't going to look outside school? How are they going to feel when their colleagues are on higher pay and having more opportunity, but there just isn't that space for them? ... So it's kind of raising their expectations but then not, there being nothing for them.

Similar concerns were expressed by the business manager in Primary G who had responsibility for performance appraisal for support staff, though in this case, it was concluded that if promotion opportunities were not available in that school, the support staff might move to a larger school or a secondary:

They're going to go off to somewhere, say a high school, where they can be a cover supervisor full-time or an HLTA full-time, because we can't do it at primary level. Or they're going to go on to do something else ... because we can't offer them that; and it's such a shame because we've put all that effort in to bringing them along and training them, and then we lose them.

She told us that this was the main problem with the remodelling agenda. It had raised expectations, and expanded the roles of support staff involved in teaching and learning, without providing suitable financial and career structures.

There needs to be something in there that they [support staff] can work towards without having to do a degree. ... they are supporting in class, they are taking classes. Some of them are involved in the planning, the preparation of it, but they're not paid or compensated I don't think.

Headteachers also told us that they were constrained by LA pay scales in what could offer support staff. Support staff were paid on the LA pay scale in all the schools we visited. In order to increase support staff pay, schools would have to create new job specifications which have to be agreed and benchmarked by LAs across what are considered similar roles. As the recent legal action taken by a classroom assistant against her LA highlights (Gentleman, 2009), there are concerns that this benchmarking process which is carried out as part of the implementation of the Single Status Agreement⁴⁰ may unfairly devalue the work of support staff (who are predominantly female) involved in teaching and learning relative to other occupations on the pay scale such as LA grave diggers (who are predominantly male). As a response to concerns regarding support staff remuneration, the Government announced in 2007 the establishment of a new body, the School Support Staff Negotiating Body (SSSNB) chaired by Philip Ashmore. It will develop a pay and conditions framework for school support staff that fairly reflects the role they carry out and which also brings about consistency of approach across all schools, whilst containing adequate flexibility to meet local needs. The current Apprenticeships, Skills, Children and Learning Bill will establish the SSSNB as a statutory body and give the Secretary of State powers to ratify agreements reached by it on school support staff pay and conditions.

5.2.3 Primary support staff views about taking whole classes

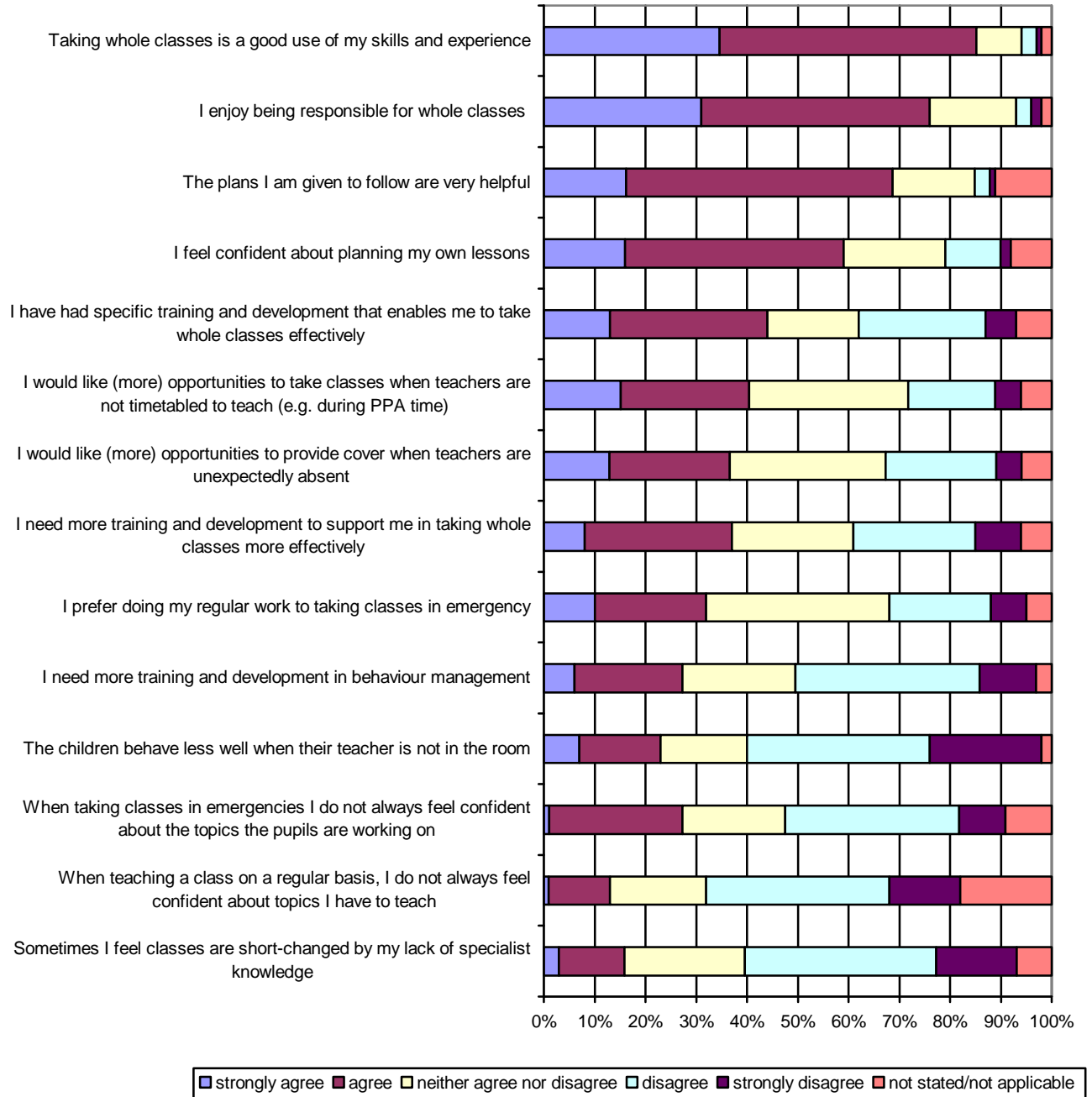
Primary support staff who took responsibility for whole classes (whether providing cover for absence, or on a regular timetabled basis) were asked to respond to a series of statements about their attitudes, confidence, training needs and so on. Those who did not take responsibility for whole classes were asked whether they would want to do so, should the opportunity arise. Responses are set out in this section.

⁴⁰The Single Status Agreement was signed in 1997 by the local government employers and the trade unions. It was intended to address inequalities in pay and conditions among local government workers via a negotiated harmonisation of pay and conditions across a local authority for comparable posts, including all non-teaching posts in schools. The main features of its implementation: one pay spine, on which all employees are included, harmonisation of conditions of service, equal status for part-time employees, a standard working week of 37 hours or less and grading reviews using one job evaluation scheme.

Ofsted (2005) found high levels of job satisfaction amongst support staff, although Dorset County Council (2006) reported that many cover supervisors expressed the need for more training in relation to behaviour management, and more feedback and observation of their practice. It is therefore important to assess current attitudes.

We explore the views of those **primary support staff who had responsibility for whole classes** first. Figure 5.2 provides full details.

Figure 5.2: Primary support staff: Agreement with statements about taking whole classes



Unweighted 841
 Based on all primary support staff with responsibility for whole classes
 Source: Primary/special support staff survey

Respondents generally expressed positive views, agreeing that they enjoyed being responsible for whole classes, and that taking whole classes was a good use of their skills and experience. They also agreed that the plans they were given were helpful. Views were more mixed in terms of training and opportunities: more than one in three (37 per cent) agreed that they needed more training and development to support them in taking whole classes more effectively (while 35 per cent disagreed), and 37 per cent agreed that they would like more opportunities to provide cover when teachers are unexpectedly absent (while 27 per cent disagreed).

Sub-group patterns showed that:

- There were differences in relation to HLTA status, with those without HLTA status (and who were not working towards it) expressing less positive views. They were less likely to agree that they enjoyed being responsible for whole classes and that it was a good use of their skills and experience; they were also less likely to feel confident about planning their own lessons. These respondents were also less likely to agree that they had received specific training and development that enabled them to take whole classes effectively (those with an HLTA post were most likely to agree with this statement), but were more likely to agree that the children behaved less well when their teacher was not in the room, and that they preferred doing their regular work to taking classes in emergency. They were less likely to disagree that they sometimes felt classes were short-changed by their lack of specialist knowledge (those with an HLTA post were most likely to disagree with this statement).
- In terms of training and development opportunities, those with HLTA status but not an HLTA post, and those working towards HLTA status, were more likely to agree that they would like (more) opportunities to take classes when teachers are not timetabled to teach, and that they would like (more) opportunities to provide cover when teachers are unexpectedly absent. Those without HLTA status were more likely to agree that they needed more training and development to support them in taking whole classes more effectively.
- Those who had become a member of support staff, or had joined the school, more recently (since 2003) were less likely to have HLTA status, and therefore fitted into the patterns noted above in relation to HLTA status. In particular, these respondents tended to agree that they would like more opportunities and that they needed more training and development.

Primary support staff who did not have responsibility for whole classes (i.e. in the other support staff groupings) were also asked to what extent they agreed or disagreed with some statements about taking whole classes. Findings are shown in Table 5.13, which gives combined figures for the proportions who agreed or strongly agreed, as well as those who disagreed or strongly disagreed.

These findings show both a desire from some support staff (around one in four) to take responsibility for whole classes, as well as a belief that they had the necessary skills and experience to do so.

In both of the support staff groups with a teaching or learning role, around one in four respondents agreed that they would like to have the opportunity to take responsibility for whole classes when teachers are unexpectedly absent, although fewer agreed that they would like to have the opportunity to take responsibility for whole classes on a regular timetabled basis. Many respondents also believed that they had the

necessary skills and experience to take responsibility for whole classes, while around one in four in these two groups agreed that they would like to improve their skills so that they could do so.

Respondents with a teaching or learning role were more likely to agree than disagree that it would not be appropriate for them to take a whole class because their role was to support one particular child/group of pupils.

Table 5.13: Primary support staff: Agreement with statements about taking whole classes

	Support staff group			
	Teaching/learning role; other support staff took whole classes		Other staff in teaching/learning role	
	Strongly agree/ agree (%)	Strongly disagree/ disagree (%)	Strongly agree/ agree (%)	Strongly disagree/ disagree (%)
I have never been asked to take responsibility for a whole class in this school	62	26	64	3
It would not be appropriate for me to take a whole class because my role is to support one particular child/group of pupils	52	28	39	21
I would like to have the opportunity to take responsibility for whole classes when teachers are unexpectedly absent	28	48	26	35
I would like to have the opportunity to take responsibility for whole classes on a regular timetabled basis	12	72	16	47
I believe I have the necessary skills and experience to take responsibility for whole classes	46	30	29	26
I am currently working to improve my skills so that I will be able to take responsibility for whole classes	20	58	13	44
I would like to improve my skills so that I will be able to take responsibility for whole classes	24	50	26	33
	Unweighted	50	103	

Based on all primary support staff who did not have responsibility for whole classes
Source: Primary/special support staff survey

In the **primary case studies**, we explored how support staff felt about taking whole classes. Amongst those interviewees who took whole classes, the majority told us they enjoyed doing so. They felt that it utilised their experiences and skills. The cover supervisor in Primary G said:

I enjoy it, obviously; it's different because you've stepped up into the role of the teacher. I do enjoy it. I feel that all that I've done – then I can use it, you know, I can use all what I've picked up.

She told us that initially she had been apprehensive about taking this responsibility:

I think the only thing that bothered me taking the role on was the fact that if any parents came in, or if, you know, anything happened in the classroom, I did feel that was a big responsibility. That's the only thing, because when you are disciplining children, you try and do it in the way the teacher does, so you're just following on, but sometimes parents ... might say, 'Well who are you?', you know, 'You're not a teacher.' But I have never had a problem.

This apprehension was linked to a perception, reported by several interviewees, that children did not respond in the same way as to the regular class teacher, and this could sometimes be problematic. An HLTA in Primary F said:

Children have this thing of acting differently between a teacher and a support member of staff, and I don't know why, because we're all treated equally within school.

Interviewees told us that they felt much more confident taking classes in which they provided regular support. The TA in Primary P said:

Because I'm in there all week and, it's followed along and the teacher that I work with does lovely planning and it's all there, you know. I feel quite confident in everything I'm doing. I don't think I've ever felt out of my depth or worried about anything.

Those that normally worked with younger children said that they would not like to take Year 6 classes; a nursery nurse in Primary C said, 'If [the head] asked me to go into Year 6 I would feel very, very uncomfortable, because I wouldn't have a clue.' An HLTA in Primary F talked about the general challenges faced in taking responsibility for a whole class:

The challenge is to have that amount of pupils. It's great because, you know, the dynamics of the group, but for me the challenge is to be able to make sure that I get the main points of learning across to them within that set time. That's my challenge.

In a few cases, some of our interviewees told us that did not feel that they were adequately supported when taking whole classes:

Unfortunately, I was just told 'go away and do something', which I wasn't very happy with because, especially with the year 2s, I wanted someone, the teacher, to say 'well this is what we're doing in the curriculum at the moment, this is what I'd like you to do'. Because I don't know what the year 2s are doing. But I felt I was out on a limb and I was told 'go and do something' which I don't think is my role in that respect. (HLTA, Primary F)

The nursery nurse in Primary C talked about the challenge of having to take a class when there were no plans provided:

What do I find most challenging? I suppose going into a class and there has been no planning and you are having to think off your head that is probably like more like challenging. But I always do find something, even if there is nothing there, I can always think of something off the top of my head.

Another said that there were occasions when covering for absences that she did not understand the planning given to her:

You know, sometimes I will just end up maybe doing something myself, because I don't understand what's going on in the actual planning.

A TA in the same school said that she had felt out of her depth on some occasions when taking whole classes:

Sometimes I have been thrown a little bit; I will be truthful, especially if you have got a very outstanding pupil, which we have had here. And then usually what I've said is, you know, 'I like what you've asked me and I can't answer it, but go to the computer suite and look up what you've asked me and then we will go through it together.' ... I tell them honestly I'm not 100 per cent sure.

Support staff who took classes generally said that their status within the school had increased. When asked whether her status had improved as a consequence of acquiring HLTA status and taking whole classes, an HLTA in Primary B responded:

Yeah I do think so, although I think I've always had a good working relationship with people, and I think that's to do with being quite enthusiastic about what goes on and wanting to learn more. I don't think I was ever put down for being a TA, but I do think because I go to all the staff meetings [now], people do see me in a slightly different light.

This interviewee went on to describe the higher esteem in which support staff were held in her school and some of the specific changes which have contributed to this:

They are seen as serious rather than just coming in to help. I mean the TA role has changed drastically since I started. I mean, we did just come in and listen to readers originally, but you wouldn't really see that happening in schools now, it's very much targeted support and things. And so I think that whole role has changed anyway, and I think the fact that you can take it further is fabulous really. And I think a lot of people seem to be doing that. We get a newsletter from [the LA], TAs and the number people who have done foundation degrees is incredible really and that wouldn't have happened really before. And so I think it has really sort of lifted the support profile really in schools.

A cover supervisor in Primary G told us that since taking classes, she felt 'more valued' by teachers 'because you're actually stepping into their role'. A number of interviewees said that they felt listened to and that they had a voice in the school. In contrast, an HLTA in Primary G said that HLTA status had not resulted in higher status or a greater sense of voice within the school:

No to be honest, no it's like I've never sort of been invited to staff meetings, which I thought perhaps I might do. ... I'm never really referred to as HLTA they just say if there is a memo going round it will say all LSAs or whatever, and so you know I'm kind of banded in with that and that's how I feel, but I wouldn't want myself to be elevated above my colleagues.

5.2.4 Primary teachers' views about support staff roles and status

The survey asked class teachers and floating teachers for their views about the role and status of support staff as a result of workforce remodelling. Around two in five **primary class teachers** (41 per cent) agreed that support staff had more rewarding roles as a result of remodelling (17 per cent disagreed), while the same proportion (41 per cent) agreed that support staff now had a higher status in the school (18 per cent disagreed). The views of **floating teachers** were similar to class teachers (differences between the two groups were not statistically significant). Table 5.14 shows detailed findings.

Primary class teachers who were on the leadership scale were more likely to agree with both statements (53 per cent agreed that support staff had more rewarding roles in this school, falling to 43 per cent of those with a TLR, 36 per cent with specific whole school responsibilities only, and 28 per cent with no whole school responsibilities; figures were similar for the other statement). Female teachers were also more likely than male teachers to agree with the two statements, and those in large schools were less likely to agree that support staff had a higher status in the school as a result of remodelling (38 per cent agreed).

As expected, class teachers were more likely to agree with these statements if the school regularly used support staff or teaching assistants to take classes during PPA time or to provide absence cover. There was also a link between agreeing with these statements and agreeing that remodelling had contributed to raising standards.

Table 5.14: Primary class teachers and floating teachers: Statements on role and status of support staff

	As a result of remodelling, support staff have more rewarding roles in this school		As a result of remodelling, support staff have a higher status in this school		
	Class teachers (%)	Floating teachers (%)	Class teachers (%)	Floating teachers (%)	
Strongly agree	5	7	5	7	
Agree	34	38	36	38	
Neither agree nor disagree	31	39	30	39	
Disagree	17	11	15	11	
Strongly disagree	3	3	3	3	
Not stated/not applicable	11	11	11	11	
	Unweighted	1481	185	1481	185
	Weighted	1481	185	1481	185

Based on all primary class teachers and floating teachers
Source: Primary/special class teachers survey and floating teachers survey

Some teaching staff in the **primary case study schools** argued that there had been a vast change in the status of classroom support staff since remodelling. The head of Primary B said:

When I came here, teaching assistants in general were very [much] second-class citizens and I felt that they were worthy of much more so when the remodelling agenda came into being it was almost like pennies from heaven.

Some raised the issue of the contradiction discussed above that while a trained and qualified teacher would often be assisted in the classroom by a TA, members of support staff were expected to take classes for PPA with no assistance. A teacher in Primary G said it was 'crazy', while her colleague explained how problematic this can be for support staff:

But I think it's really hard for them, they've been sitting, say, in our class as an LSA, the children view them as this, no matter how we try for that not to happen, and then suddenly they're left without an LSA and we've had their support. And so they're on their own and so they've got double the battle; they've got no support and they've got to try and change their status [from TA to someone who is leading learning in the class].

Some teachers expressed concern about the principle of support staff taking responsibility for whole classes:

I don't know that I agree with it in principle. I don't feel that they're paid for the job. I feel it's cheap labour. I don't think it's fair to expect them to do it. With the best will in the world they're not trained to do it. (Teacher, Primary F)

5.3 Secondary schools

Key Points

- Of those support staff taking whole classes, 42 per cent are employed as cover supervisors, 19 per cent as HLTAs or specialist HLTAs, 13 per cent as LSAs/SEN support, 13 per cent as TAs, with smaller numbers from admin, library, pastoral/welfare and technical staff. The majority are female, but significantly there are larger numbers of male support staff (13 per cent) than in the primary phase where the figure is one per cent.
- Amongst those taking responsibility for taking whole classes, the majority worked full-time (70 per cent), with cover supervisors more likely to work full-time than other support staff. The majority have been a member of support staff for more than 5 years.
- The majority of those who take whole classes have HE (44 per cent) and level 4 qualifications (6 per cent). A majority of those remaining have level 2 and 3 qualifications. This contrasts with the much lower qualification profile in primary schools, where the majority are qualified to level 2 and 3.
- In most schools, less than a third of support staff are employed to work in teaching and learning take whole classes.
- Only 13 per cent are paid at a higher rate for the hours in which they take classes. This was a much lower proportion than in primary schools where the figure is 32 per cent. Support staff voiced concern about poor pay, which they argued did not recognise their responsibilities, skills and experiences. Interviewees also pointed to the variability in pay between schools for the cover supervisor role.
- The majority of support staff who take classes indicated that this was a good use of their skills and experience, and that they enjoyed the responsibility.

5.3.1 Support for teaching and learning

Numbers of support staff

Table 5.15 shows the total number of support staff employed in schools to work with pupils in teaching and learning situations. This shows that, according to **secondary headteachers**, almost half of secondary schools had 20 or more support staff employed for these purposes. It is worth noting that the numbers of support staff were already increasing before the introduction of workforce remodelling, with new support staff roles introduced from 2003. The majority of secondary support staff worked full-time (as discussed below), the mean number of hours per week being 32.

Table 5.15: Secondary headteachers: Total number of support staff employed in schools to work with pupils in teaching and learning situations

	All (%)
None	1
1-9	12
10-19	38
20-29	26
30-39	11
40-49	4
50+	3
Not stated	6
	Weighted 743
	Unweighted 743

Based on all secondary headteachers
Source: Secondary headteachers survey

Analysing these figures by the number of pupils at the school, on average one member of support staff was employed for every 70 pupils, substantially lower than the ratio in primary schools. This varied from one for every 40 pupils in small schools, to 62 pupils in medium and 83 pupils in large schools. This means that although large schools employed more support staff, they did so at a lower ratio per pupil.

Roles of support staff

Secondary support staff were then asked for some details about their role. Throughout the report, support staff who took part in the survey have been divided into three groups⁴¹:

- those who, since September 2007, had taken responsibility for a whole class or equivalent (816 respondents). The survey aimed to focus mainly on this group, and this was reflected in the distribution instructions issued to schools.
- those who said they worked in a teaching and learning role, and who worked in schools where support staff did take classes, but did not themselves do so (80 respondents).
- other staff who said they worked in a teaching and learning role (who worked in schools where support staff never took classes or where this information was not obtained (141 respondents).

While the first group is of most interest to the survey, findings for the other groups are included in this section where appropriate. Additional sub-group analysis is only included for the first group.

⁴¹ An additional 126 respondents (who were not in a teaching or learning role) returned questionnaires but have been excluded from the analysis.

Amongst those with **responsibility for whole classes**, 42 per cent said that their main role was as a cover supervisor. Those in the groups of support staff with a teaching or learning role were more likely to say that their main role was as a teaching assistant or classroom assistant or as an LSA or in special needs support. Details are shown in Table 5.16.

Table 5.16: Secondary support staff: Main role

	Support staff group		
	Whole class responsibility (%)	Teaching/learning role; other support staff took whole classes (%)	Other staff in teaching/learning role (%)
Teaching assistant /classroom assistant	15	21	26
Learning Support Assistant (LSA)/Special needs support	13	30	28
Higher Level Teaching Assistant (HLTA)	14	1	4
Cover supervisor	42	0	1
Specialist HLTA	5	1	1
Work in library or learning centre	3	10	11
Administration	3	0	0
Work in ICT centre	1	5	1
Pastoral/welfare	4	10	9
Technician	2	15	11
Unweighted	816	80	141

Based on all secondary support staff
Source: Secondary support staff survey

Both those who started as a member of support staff (in any school) since 2006, and those who started at their current school since 2003, were much more likely than more established staff to say their main role was as a cover supervisor (70 per cent and 57 per cent respectively).

Table 5.17 shows the position of secondary support staff in relation to HLTA status.

Table 5.17: Secondary support staff: HLTA status

	Support staff group		
	Whole class responsibility (%)	Teaching/learning role; other support staff took whole classes (%)	Other staff in teaching /learning role (%)
Yes, and I have a post as an HLTA	15	3	3
Yes, but I am not employed as an HLTA	9	4	4
No, but I am working towards it	7	8	2
No, but I would be interested in working towards it in the future	18	8	18
No	47	70	67
Unweighted	816	80	141

Based on all secondary support staff
Source: Secondary support staff survey

The table shows that amongst those with **responsibility for whole classes**, around one in four (24 per cent) had HLTA status, including 15 per cent who had a post as an HLTA. As expected, respondents in the **other support staff groups** were unlikely to have HLTA status, although some expressed an interest in working towards it in the future.

Further analysis shows that, amongst those with **responsibility for whole classes** and with HLTA status:

- 51 per cent said their main role was as an HLTA; 14 per cent said it was as a cover supervisor, 11 per cent said it was as a teaching assistant or classroom assistant, and 12 per cent as an LSA or providing special needs support.
- 22 per cent said that they had an additional role as an HLTA, or said they had an HLTA post (but did not give HLTA as their main role)
- The remaining 28 per cent did not have a role as an HLTA.

Just as we aimed in the survey to focus on those who take responsibility for whole classes, in the **case studies** we also asked to interview support staff in that group.

In total we interviewed nine support staff in the **secondary case study schools** whose role was in teaching and learning. Eight of these took responsibility for whole classes, and one had HLTA status. Details of their job titles and HLTA status or posts are shown below.

Table 5.18: Secondary support staff in teaching and learning roles interviewed in the case study schools

School	Job title	Took responsibility for whole classes	Teaching/learning role in school where support staff never took classes	HLTA Status	HLTA Post
H	Split Cover supervisor and events manager	✓		✓	✓
I	Cover supervisor	✓			
	Split TA/SEN Admin Assistant		✓		
J	Cover supervisor, educational visits coordinator	✓			
L	Cover supervisor	✓			
M	Cover supervisor	✓			
N	Senior cover supervisor	✓			
O	Cover supervisor	✓			
S	'Learning manager' (cover supervisor)	✓			

Most of the case study interviewees who take classes were cover supervisors. Amongst the seven cover supervisors, three (H, J and N) had substantive other roles. In Middle School H, the cover supervisor has taken on the transferred responsibilities from the deputy head for administering and organising trips and events in the school, as well as line managing the other cover supervisors in the school. Similarly, the cover supervisor in Secondary J administered school visits, booking transport etc. (in the periods when she was not needed for cover). She also accompanied pupils on

school visits, including trips abroad. This had been advertised as part of the job in the first instance, and was one of the things that had most attracted her to apply for it. She said that when she went to a meeting of cover supervisors from different schools, she had been *'the envy of the table'* as a result of this aspect of her work. The interviewee in Secondary N line managed the other cover supervisors. The remaining cover supervisors interviewed all undertook ad hoc admin and display work when not taking whole classes. Some were attached to specific departments to do this.

Characteristics of secondary support staff in teaching and learning roles

The survey showed that amongst secondary support staff with **responsibility for whole classes**, the majority (73 per cent) worked full-time (30 hours or more per week), while 20 per cent worked between 20 and 29 hours per week, and four per cent less than 20 hours per week. Male support staff were more likely than female staff to work full-time (85 per cent compared with 71 per cent), and full-time work was less common amongst staff working as a classroom assistant or teaching assistant (61 per cent).

Amongst those with **responsibility for whole classes**, female support staff were more likely than male staff to have HLTA status (with or without HLTA post), as well as to be working towards or interested in HLTA status.

The majority of those with **responsibility for whole classes** had been working as a member of support staff for more than five years (50 per cent started in 2002 or before), while 37 per cent had also been working at their current school for more than five years (2002 or before). Those in small schools tended to have been at the school for longer (57 per cent had been there since 2002 or before). Overall, figures were similar for the **other support staff groups**, although they tended to have had slightly more experience than those with responsibility for whole classes.

Almost all secondary support staff were female (88 per cent of those with responsibility for whole classes and at least 84 per cent in the other groups). However there was a larger proportion of male support staff (13 per cent) than in the primary phase (one per cent).

Qualifications, skills and training

When asked to indicate the level of their highest qualification in the survey, more than two in five **support staff with responsibility for whole classes** said that they had an HE qualification (44 per cent), while six per cent were qualified to Level 4. The remainder were qualified to either Level 3 (25 per cent) or Level 2 (23 per cent), with two per cent qualified below Level 2. The figures were very similar for those in **other support staff groups**.

There was no difference in the level of qualification in relation to HLTA status, but those whose main role was as a cover supervisor were more likely than other respondents to have an HE qualification (52 per cent compared with 38 per cent).

Five per cent of support staff with **responsibility for whole classes** said they had Qualified Teacher Status (QTS), two per cent had an overseas teaching qualification and three per cent a post-compulsory teaching qualification. Those who had started at the school since 2006 were more likely to have QTS (13 per cent). Overall, those in the **other support staff groups** were less likely to have these qualifications.

Two in five support staff with **responsibility for whole classes** said they would be interested in gaining QTS and becoming a teacher: 25 per cent in the next two years and a further 14 per cent in the more distant future. Interest in gaining QTS was higher amongst cover supervisors (31 per cent in the next two years and 16 per cent in the more distant future).

In the **other support staff groups**, around one in five were interested in gaining QTS and becoming a teacher, either in the next two years or in the more distant future (17 per cent in schools where other support staff took whole classes, and 23 per cent of other support staff).

Table 5.19: Secondary support staff in teaching and learning roles interviewed in the case study schools: Level of qualification

School	Job title	Took responsibility for whole classes	Teaching/learning role in school where support staff took classes	Level of qualification				
				L1	L2	L3	L4	HE
H	Split cover supervisor and events manager	✓				✓		
I	Cover supervisor	✓				✓		
	Split TA/SEN admin assistant		✓					
J	Cover supervisor							✓
L	Cover supervisor	✓						✓QTS
M	Cover supervisor*	✓						
N	Senior cover supervisor	✓						✓
O	Cover supervisor	✓					✓	
S	'Learning manager' (cover supervisor)*	✓						

*Interviewees for whom there is incomplete data in regards to qualifications

As the Table 5.19 shows, the qualifications profile of those interviewed in the **case study secondary schools** was roughly in line with the quantitative distribution in the survey. Most had Level 3 and above qualifications. The cover supervisor in Secondary L was a semi-retired school teacher, and the interviewee in Secondary N was a graduate. All but one were female.

In addition to their formal qualifications, most of the interviewees had significant occupational training, experience and skills, which they were able to use in their teaching and learning roles. For example, the cover supervisor in Secondary O had been an IT programmer and taught the subject in an FE college; and the cover supervisor in Secondary O had been a civil servant, history lecturer in an FE college and nurse. The cover supervisor in Secondary L had been a head of studies in a prestigious public school.

As the cover supervisor role was a new role created under remodelling, we asked the interviewees if they received any specific induction or training relating to the role. The cover supervisor in Secondary M told us that she had attended a '*training day*' and '*made a point*' of '*going into classrooms*' to observe teachers '*to get some ideas*' and see what they were doing. Another, in Secondary I, said she had attended two courses '*geared*' towards understanding the cover supervisor role and behaviour management, in addition to general induction meetings about school policies. She said however that these courses had not '*prepared*' her as such, because they were several months after she started working in the role. The cover supervisor in Middle

School H told us that her induction training was '*rudimentary stuff*', especially for someone with a background in support work in schools.

We spent years watching teachers, watching the good and the bad you know, and actually you learnt a lot.

In relation to wider training and qualifications opportunities, some of the cover supervisors told us that they felt supported in pursuing further training and qualifications. The cover supervisor in Secondary S said that she had received in-house training on '*varying things*' but felt that she would like further training on classroom management and ICT. The cover supervisor in Middle School I was supported through an NVQ3 in TA work and had a mentor (a senior member of the teaching staff) in the school. She had also asked for additional training in behaviour management because she found this aspect of the role difficult. Similarly, the cover supervisor in Middle School H had been supported through a diploma in educational studies at a local university.

The cover supervisor in Secondary J said that it was a '*shock*' returning to study almost 30 years since she left school, but felt supported and encouraged by the school.

Since I've been here I've actually done quite a lot of studying, I've spent three years studying, I've almost completed a foundation degree now and I've done the NVQ Level 3, the teaching assistants' course. And so I just feel that I've been awash with training.

However, the cover supervisor in Secondary N said, '*it has been suggested that we [cover supervisors] do an HLTA*', and she had gone to a meeting to find out about this. However, she decided against it for several reasons. The meeting seemed to be directed more at primary teaching assistants. She felt it was inappropriate when she already had a degree: '*As a graduate you are one step away from having a teaching qualification, therefore [I query] whether you should be made to take the HLTA, which is going backwards.*' She also argued that it might lead to being asked to take on significantly more responsibility with only a slight pay increase:

As a graduate, I felt I was being asked to take 51 steps backwards in order to go one step progression and be involved in planning, which in itself could lead to a more dangerous situation where a cover supervisor might get paid slightly more as an HLTA, but would be left more responsibility of planning and delivering the lessons, which, as cover supervisors, our actual job description does not require us to teach. It is perhaps an area that needs readdressing I don't know.

However, she said that she was not in a financial position to undertake teacher training, and that her age (mid-50s) would be '*against*' her.

In the survey, **secondary headteachers** were asked about the skills and training of their support staff who worked in teaching and learning situations. More than half (55 per cent) said that at least a few of these support staff were working towards QTS, while a greater proportion (71 per cent) said that at least a few were working towards HLTA status. More generally, the majority of headteachers felt that most or all of their support staff had taken advantage of the training available to them (60 per cent), while 26 per cent said that most or all of them had skills or expertise above the level required in their job description. They also indicated that many support staff had improved their skills as a result of workforce remodelling (42 per cent of respondents said that most or all support staff had done so). Details are shown in Table 5.20.

Table 5.20: Secondary headteachers: Training and skills of support staff

	None (%)	A few (%)	Some (%)	Most (%)	All (%)	Not stated (%)
Support staff have taken advantage of training that is now available to them	1	14	20	40	20	5
Support staff are working towards QTS	37	36	18	1	*	7
Support staff are working towards HLTA status	22	45	24	2	*	6
Support staff skills have improved as a result of remodelling	4	16	32	33	9	7
Support staff have skills and expertise above the level required in their job descriptions	4	19	46	2	4	5
				743		
				743		

Based on all secondary headteachers
Source: Secondary headteachers survey

Headteachers in large schools were more likely to say that at least a few of their support staff were working towards QTS (62 per cent), while those in boys-only schools were more likely to say that at least a few staff were working towards HLTA status (83 per cent compared with 47 per cent in girls-only schools).

In the **case study secondary schools**, some heads were also supportive of support staff training needs, and were generally satisfied with the level of skills and expertise of their support staff. The head of Middle School H said that initially there had been ‘quite detailed’ external training provided for cover supervisors, but now this was done in-house. He said that they supported access to training through day release at university to undertake degrees, and a number had, or were, going for the HLTA assessment. In relation to the HLTA status he told us, he was not always able to offer posts but encouraged staff nonetheless.

I can't pay you that money because I haven't got a role for you to do that, but I understand that it's something that you want to do and it's a step on the way for you so I don't stand in anyone's way like that.

The head of Middle School I, said that the opportunity for staff to take the HLTA assessment was there but none of the support staff showed any interest. He said that the school had developed performance review for support staff.

It's not as rigid as the teachers' performance management system, but everyone is entitled to performance management, so a lot of CPD needs to come out of that, and we have a budget to fund it.

Similarly the head of Secondary N said ‘our performance management policy and system applies to all staff.’ In addition, the head of Secondary J said they have ‘split’ their CPD due to the increase in the number of support staff. He added:

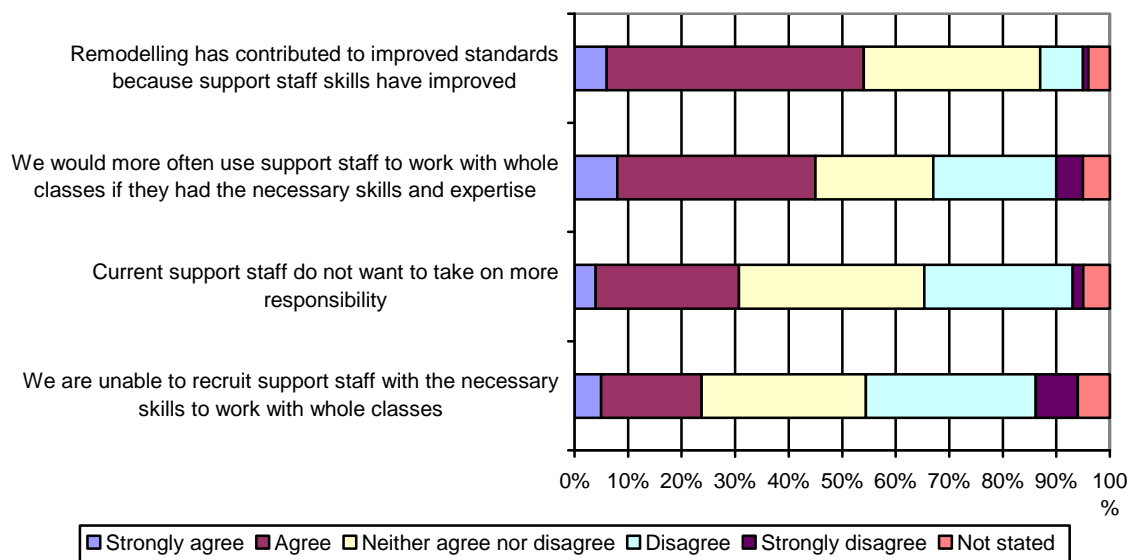
There's also a need for [a] great[er] emphasis on the training because we do find that sometimes we recruit people who are highly skilled, but sometimes we recruit people who actually need training to develop their abilities.

The head of Secondary S said that the profile of cover supervisors in his school was changing and newer entrants were using the post as a springboard to teacher training:

What we found actually is people that are coming in to be learning managers [cover supervisors] most of them have got degrees and they are cutting their teeth on doing learning managing and eventually say, 'Yeah, I could do that, I will go on this graduate teacher programme.'

The survey asked **secondary headteachers** the extent to which they agreed with various statements about the skills of their support staff who worked in teaching and learning situations. More than half (54 per cent) agreed that remodelling had contributed to improved standards because support staff skills had improved. Respondents gave mixed views as to whether they would use support staff more to work with whole classes if they had the necessary skills and expertise (45 per cent agreed but 28 per cent disagreed), while 31 per cent agreed that support staff did not want more responsibility (30 per cent disagreed). They were more likely to disagree than agree that they were unable to recruit support staff with the necessary skills (40 per cent disagreed while 24 per cent agreed). Details are shown in Figure 5.3.

Figure 5.3: Headteachers: Attitudes towards the skills of support staff



Weighted 743, unweighted 743
 Based on all secondary headteachers
 Source: Secondary headteachers survey

Those in schools with a high proportion of pupils eligible for free school meals were more likely to agree that they were unable to recruit support staff with the necessary skills (37 per cent high FSM, compared with 23 per cent medium and 19 per cent low), and that they would make more use of support staff to work with whole classes if they had the necessary skills and experience (56 per cent high FSM, 47 per cent medium and 38 per cent low). Those with high FSM were much more likely to *disagree* with the statement that current support staff do not want to take on more responsibility (46 per cent high FSM, 29 per cent medium and 27 per cent low).

Combining the answers to two of the statements, in total 13 per cent of headteachers agreed that they would use support staff more if they had the necessary skills but also that they were unable to recruit support staff with these skills. This was much higher among the schools with high FSM (24 per cent) and lower among those with low FSM (9 per cent).

There were no differences between schools in London and schools elsewhere in these responses.

5.3.2 Support staff taking responsibility for whole classes

This section reviews how many support staff take whole classes during teacher absences (unplanned and planned) and the precise arrangements made (how often they take classes, whether or not they plan, other adults present, etc.). It then reviews data about the pay arrangements for support staff taking whole classes.

How many support staff take responsibility for whole classes

In the survey, **secondary headteachers** generally said that less than a third of their support staff employed to work in teaching and learning situations did the following: regularly planned for and led learning in whole classes; regularly led learning in whole classes using plans provided; or provided cover when teachers were absent. Details are shown in Table 5.21.

Table 5.21: Secondary headteachers: Proportions of support staff leading learning and providing cover

	Less than a third (%)	Between one third and two thirds (%)	More than two thirds (%)	Not stated (%)
Proportions who ...				
Regularly plan for and lead learning in whole classes	85	4	1	10
Regularly lead learning in whole classes using plans provided	77	10	2	11
Provide cover when teachers are absent	76	9	5	10
	Weighted	743		
	Unweighted	743		

Based on all secondary headteachers
Source: Secondary headteachers survey

The proportion of headteachers who said that a third or more support staff had these responsibilities was higher in single sex schools (25 per cent compared with 12 per cent in mixed sex schools).

Circumstances in which secondary support staff take classes

The survey asked **secondary support staff** who said that they take responsibility for whole classes were asked whether, since September 2007, they had:

- taken responsibility for a whole class when the teachers' absence was unplanned (e.g. the teacher was on sick leave);
- taken responsibility for a whole class *on a regular timetabled basis each week*.

Table 5.22 shows that only seven per cent had not taken a class during the current academic year (the survey was completed in the summer term 2008). A third of the whole group had taken classes both in both situations. Only six per cent took classes only on a regular timetabled basis, while half did so during unplanned absences. This is a very different pattern from that found in primary schools.

Table 5.22: Secondary support staff: Percentages of all those who take responsibility for secondary classes who have done this both for unplanned absences and in planned absences or regular timetabled periods away from the class

		Unplanned absence			Total (%)
		YES, main aspect of job (%)	YES, <u>not</u> the main aspect (%)	NO (%)	
Planned absence or regular timetabled period away from class	YES	15	18	6	40
	NO	29	21	7	58
Total (%)		45	40	13	100
	Unweighted		816		

Based on secondary support staff who ever take whole classes.

Percentages do not add up to one hundred because some individuals did not respond to one or both questions

Whereas in primary schools, we found that support staff normally undertook specified work when they were responsible for classes, in secondary schools some support staff reported that their role was to supervise.

In this report, cover for absence is dealt with in Chapter 9, and the responses of the support staff who took classes during teacher absence are fully reported there. However, our second category (taking responsibility for a whole class on a timetabled basis) is discussed in this section.

As we showed above, the survey found that most of those **support staff who took responsibility for whole classes** said that this included taking classes during planned or timetabled absence (86 per cent).

Arrangements when support staff take secondary classes on a regular timetabled basis

Two in five **secondary support staff** who had **responsibility for whole classes** said that they were timetabled to take specific classes on a regular basis every week (40 per cent). This was higher amongst those with an HLTA post (72 per cent, falling to 51 per cent of those with HLTA status but not a post, to 44 per cent of those working towards HLTA status, and 31 per cent of those who did not have, and were not working towards, HLTA status). The figure for cover supervisors was 28 per cent. Staff in small schools were also more likely to say they were timetabled to take specific classes on a regular basis every week (53 per cent).

Amongst those respondents with regular responsibility for whole classes, most (62 per cent) said they had between one and five hours of this work timetabled per week. The number of hours was higher amongst those with HLTA status (44 per cent did more than five hours per week compared with 25 per cent of those without HLTA status).

Secondary support staff who had had **responsibility for whole classes on a regular, timetabled basis** were asked what the pupils did when they took the class. The questionnaire listed four different activities involving supervision; 48 per cent of respondents indicated that they regularly undertook one of these (Table 5.23). Respondents were then asked to write in details of any other regular activities with whole classes or groups of an equivalent size; 51 per cent wrote in responses that indicated that they were responsible for leading learning, and 13 per cent that they led a pastoral or tutor group.

The comments written in by those who led learning varied, but some indicated that they undertook a substantial amount of teaching. A mathematics specialist HLTA wrote:

I teach them maths. These pupils are below Level 4 and I have 4 sets of Year 7 and 2 x Year 8 sets. I set homework, plan, assess, write reports and attend parents' evenings.

Another HLTA noted that her role included: 'Teaching GCSE Religious Studies Year 10 and Year 11, and Year 9 PSHCE.'

Where we were able to investigate such instances in the case study schools, it generally transpired that this was happening because of difficulty recruiting appropriate temporary teachers to cover long-term absence or maternity leave.

Table 5.23: Secondary support staff: Pupil activities when support staff take whole classes on a timetabled basis

	All (%)
Doing coursework or other work set by a teacher	30
Making use of ICT facilities	28
Making use of library facilities	14
Doing their homework	8
TOTAL WHO SUPERVISED PUPILS	48
Class does work set by respondent	25
English/maths skills	17
Respondent teaches class	14
TOTAL WHO LED LEARNING	61
Pastoral/Tutor Period	13
Reference to particular subject/year of class (not clear whether supervising or leading learning)	10
Other	12
Not stated	1
	Unweighted
	322

Based on all secondary support staff who had responsibility for whole classes on a regular, timetabled basis
Source: Secondary support staff survey

The only difference in relation to HLTA status or post was that those with an HLTA post were more likely to say that they taught the class (22 per cent).

When asked for the minimum and maximum number of pupils in these classes, around half gave the minimum number as 10 or fewer, while more than half said the maximum number was over 20. Details are shown in Table 5.24. There were no differences in the numbers of pupils indicated by those who supervised classes and those who led learning.

The maximum number was higher if the respondent's main role was as a cover supervisor (22 per cent gave a figure of 30 or more), and lower if the respondent had HLTA status (43 per cent gave a maximum figure of more than 20, compared with 60 per cent of those without HLTA status).

Table 5.24: Secondary support staff: Minimum and maximum number of pupils when support staff take whole classes on a timetabled basis

	Minimum (%)	Maximum (%)
0	*	0
1-5	26	3
6-10	26	14
11-15	17	15
16-20	17	12
21-25	5	13
26-30	3	28
31+	1	13
Not Stated	4	2
	Unweighted	322

Based on all secondary support staff who had responsibility for whole classes on a regular, timetabled basis
Source: Secondary support staff survey

Around half of **secondary support staff**⁴² (48 per cent) said that their timetable included time to plan and prepare for taking classes. The figure was higher amongst support staff with an HLTA post (73 per cent, compared with 38 per cent of other respondents) and (related to this) was lower amongst those who had only recently started working as a member of support staff (27 per cent who had started since 2006). Two in five (40 per cent) said they could use this time for planning/preparing with a relevant class or subject teacher.

Where **secondary support staff** said that that their timetable did include time to plan and prepare for taking classes, 11 per cent said that this amounted to less than ten per cent of the hours they were timetabled to take whole classes. The remainder gave a figure of ten per cent or more, although some of the figures were surprisingly high (30 per cent said that planning and preparation time accounted for half of their timetabled teaching hours or more)⁴³.

Support staff in only one of the **case study schools** discussed whether or not they had timetabled time to plan and prepare for taking lessons. A Learning Manager in a large secondary school (S) said that Learning Managers were not given specific PPA, but teachers recognised that support staff needed time to make phone calls or read their emails. Teachers in Secondary J said that they have a double lesson block set aside to work with support staff and discuss plans so that support staff can make resources.

Amongst **secondary support staff** who said that their timetable included time to plan and prepare for taking classes, 40 per cent said that this was time when they could plan or prepare with relevant class or subject teachers.

⁴² Analysis is restricted to support staff who said they had ever taken responsibility for a whole class or equivalent in lesson time when the teacher was not present in the classroom.

⁴³ In the questionnaire, respondents indicated the number of hours they were timetabled to take whole classes each week, as well as the number of minutes in their timetable included for planning and preparation; percentages were then calculated from the figures given in the two questions.

Pay for support staff who take whole classes

Previous UNISON surveys (2007, 2004) have highlighted concerns regarding support staff pay and its relation to the nature of their contracted work. When asked about their pay, 30 per cent of **secondary support staff** who had **responsibility for whole classes** said they were paid at a higher level than colleagues who never took whole classes, and 13 per cent said they were paid at a higher level for the hours that they took classes. Details are shown in Table 5.25.

Table 5.25: Secondary support staff: Pay levels

	Yes (%)	No (%)	Don't know (%)	Not stated (%)
Are you paid at a higher level than your colleagues who never take whole classes?	30	36	30	4
Are you paid at a higher level for the hours that you take whole classes?	13	66	13	8
Unweighted		816		

Based on all secondary support staff with responsibility for whole classes.
Source: Secondary support staff survey

Support staff were far more likely to say that they were paid at a higher level than their colleagues who didn't take whole classes if they had an HLTA post (66 per cent, compared with 37 per cent who had HLTA status but without an HLTA post, and 22 per cent of those without HLTA status); specifically, the figure was lower for those whose main role was as an LSA (17 per cent) or cover supervisor (23 per cent).

They were less likely to say that they were paid at a higher level than their colleagues who did not take whole classes in large schools (26 per cent compared with 38 per cent in medium and 45 per cent in large schools).

Respondents were more likely to say they were paid at a higher level for the hours that they took whole classes if they had HLTA status, irrespective of whether they had an HLTA post (22 per cent, compared with 10 per cent of those without HLTA status).

In the **case study secondary schools**, most of the cover supervisors we interviewed were paid pro-rata and worked term-time only. Whilst we did not enquire into the detail of their salaries, it was clear that many were dissatisfied with their pay. The cover supervisor in Secondary O told us she '*understood it [the use of cover supervisors] to be a cost cutting exercise. I was the cheap option.*' We found that pay arrangements varied between schools and were often ad hoc.

To me it's like working part time so I'm getting part time money. I think I'm worth a lot more. Obviously the government will only pay a set rate so there's not a lot I can do about that. I rely on [named headteacher] to pay me a little bit extra to show me that she appreciates me. (Cover supervisor, Secondary O)

I think the salary is appalling. ... I'm not saying that we should earn what people who bother to go off and qualify and do some training, of course..., but I do feel that we should earn more than we get. (Cover supervisor, Secondary S)

Some teachers were sympathetic towards cover supervisors' concerns about pay.

Yeah. I think they do a lot for rates of pay which aren't fantastic at all. (Music Teacher, Secondary O)

Their pay is appalling and in that sense they have the same responsibilities that we do. If a kid goes and does something stupid on their watch, they're just as liable as we are. They're the responsible adult aren't they. (Careers Teacher, Secondary O)

The HLTA who was a cover supervisor in Middle School H told us she was paid as an HLTA irrespective of what role she undertook. She said however this was due to her supervisory role for other cover supervisors, rather than cover supervision itself or having the HLTA status. She told us, '*my team [of cover supervisors] is paid generally the same as the LSAs.*' The cover supervisor in Secondary N told us that even within the same LA, the pay varied considerably between schools.

I mean we have colleagues across the city who earn five or six thousand more a year [pro-rata] than we do.

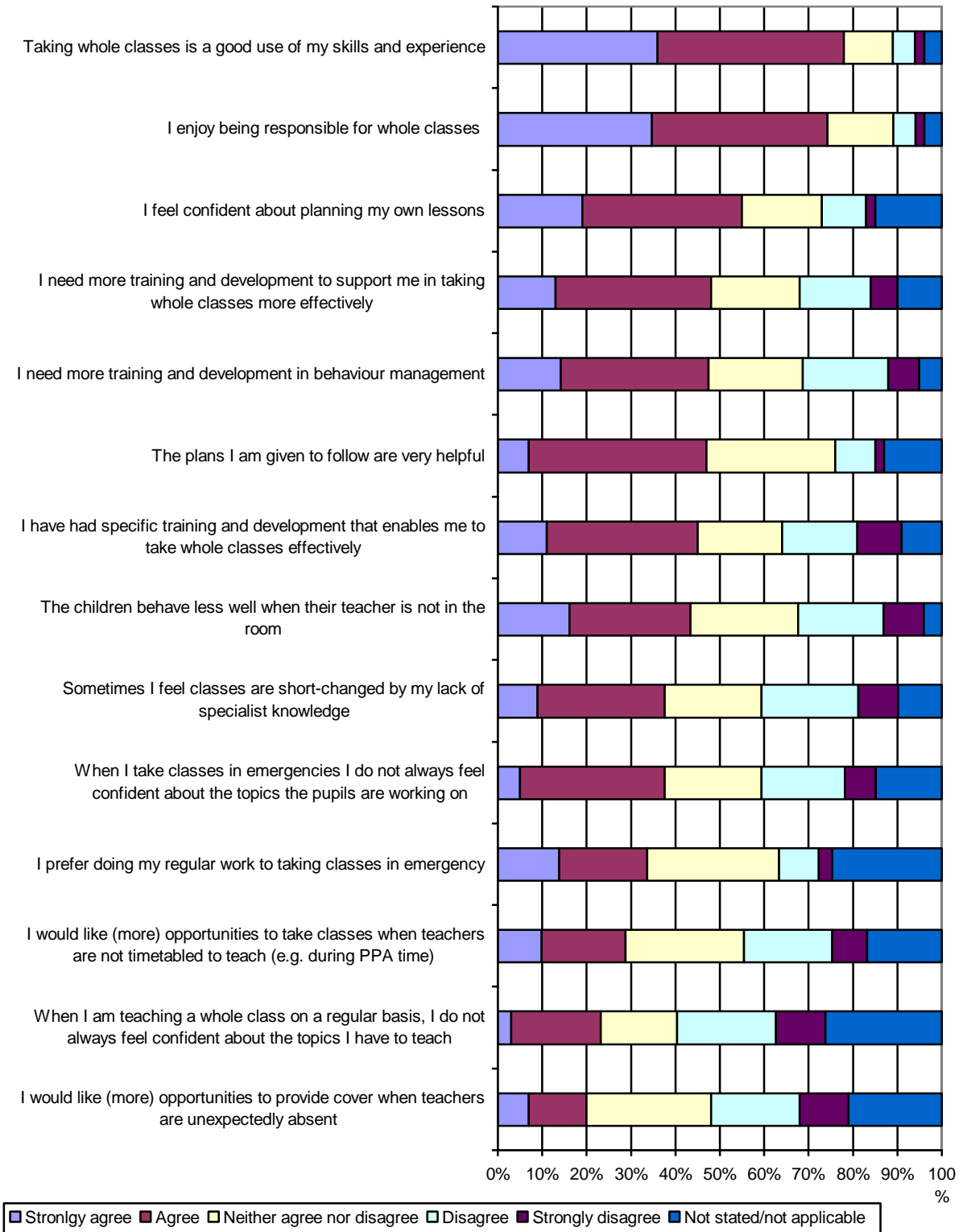
The cover supervisor in Secondary L, a voluntary aided school, was paid a salary which was composed of 0.1 of a teachers' salary (for his 0.1 role as sixth form tutor) and 0.9 of a cover supervisors' salary for his role in that capacity.

5.3.3 Secondary support staff views about taking whole classes

Secondary support staff who took responsibility for whole classes (whether providing cover for absence, or on a regular timetabled basis), were asked to respond to a series of statements about their attitudes, confidence, training needs and so on. Those who **did not take responsibility for whole classes** were asked whether they would want to do so, should the opportunity arise. Responses are set out in this section. First we review the responses of those who did take whole classes. Figure 5.4 provides full details.

Respondents generally expressed positive views, agreeing that they enjoyed being responsible for whole classes, and that taking whole classes was a good use of their skills and experience. While the majority agreed that they felt confident about planning their own lessons, they were more likely to agree than disagree that they did not always feel confident about the work topics when they took classes in emergencies, that children behaved less well when their teacher was not in the room and that they sometimes felt classes were short-changed by their lack of specialist knowledge. In terms of training and opportunities, around half (48 per cent) agreed that they needed more training and development to support them in taking whole classes more effectively, and a similar proportion agreed that they needed more training and development in behaviour management (47 per cent).

Figure 5.4: Secondary support staff: Agreement with statements about taking whole classes



Unweighted 816
 Based on all secondary support staff with responsibility for whole classes
 Source: Secondary support staff survey

Sub-group patterns showed that:

- There were differences in relation to HLTA status. Those with an HLTA post were most likely to feel confident in their own skills. Those with HLTA status (with or without an HLTA post) were more likely than other respondents to agree that they had received sufficient training to take whole classes, and that they enjoyed being responsible for whole classes. Those working towards HLTA status were most likely to want more opportunities to take classes when teachers were not timetabled to teach.
- Respondents whose main role was as a cover supervisor were more likely than other respondents to agree that they enjoyed being responsible for whole classes and that this was a good use of their skills and experience; they were also more likely to agree that they had received specific training and development that enabled them to take whole classes effectively. However, they were less likely to agree that they felt confident about planning their own lessons, and more likely to agree that they did not always feel confident about the topics the pupils were working on. They were also more likely to agree that they sometimes felt classes were short-changed by their lack of specialist knowledge, and that children behaved less well when their teacher was not in the room.
- Respondents whose main role was as a classroom or teaching assistant were more likely than other respondents to want more opportunities to take whole classes (either timetabled or as cover), and to agree that they needed more training and development (in taking whole classes and in behaviour management).
- Those who had become a member of support staff, or had joined the school, more recently (since 2003) were less likely to have HLTA status, and therefore fitted into the patterns noted above in relation to HLTA status. In particular, these respondents tended to agree that they needed more training and development.

Secondary support staff who did not have responsibility for whole classes (i.e. in the other two support staff groupings) were also asked to what extent they agreed or disagreed with some statements about taking whole classes. Findings are shown in Table 5.26, which gives combined figures for the proportions who agreed or strongly agreed, as well as those who disagreed or strongly disagreed.

- Around one in five respondents agreed that they would like to have the opportunity to take responsibility for whole classes when teachers are unexpectedly absent, although fewer agreed that they would like to have the opportunity to take responsibility for whole classes on a regular timetabled basis. Many respondents also believed that they had the necessary skills and experience to take responsibility for whole classes, while around one in five agreed that they were currently working to improve their skills so that they could take responsibility for whole classes, and a greater proportion agreed that they would like to improve their skills so that they could do so.
- Around half of respondents with a teaching or learning role agreed that it would not be appropriate for them to take a whole class because their role was to support one particular child/group of pupils, while around one in four disagreed. Figures were similar between the two groups.

Table 5.26: Secondary support staff: Agreement with statements about taking whole classes

	Support staff group			
	Teaching/learning role; other support staff took whole classes		Other staff in teaching/learning role	
	Strongly agree/ agree (%)	Strongly disagree/ disagree (%)	Strongly agree/ agree (%)	Strongly disagree/ disagree (%)
I have never been asked to take responsibility for a whole class in this school	57	32	78	10
It would not be appropriate for me to take a whole class because my role is to support one particular child/group of pupils	50	30	59	20
I would like to have the opportunity to take responsibility for whole classes when teachers are unexpectedly absent	19	73	24	58
I would like to have the opportunity to take responsibility for whole classes on a regular timetabled basis	12	77	17	63
I believe I have the necessary skills and experience to take responsibility for whole classes	42	38	39	39
I am currently working to improve my skills so that I will be able to take responsibility for whole classes	19	69	19	57
I would like to improve my skills so that I will be able to take responsibility for whole classes	26	57	37	43
	Unweighted	80	128	

Based on all secondary support staff who did not have responsibility for whole classes
Source: Secondary support staff survey

In the **case study schools** we explored support staff's experiences of taking whole classes. Those we interviewed were almost all cover supervisors, and their responses related entirely to cover for teacher absence. For this reason, these data have been included in Chapter 9 rather than here.

5.3.4 Secondary teachers' views about support staff roles and status

In the survey, **secondary teachers** were asked for their views about the role and status of support staff as a result of workforce remodelling. Overall, 36 per cent agreed that support staff had more rewarding roles as a result of remodelling (17 per cent disagreed), while a similar proportion (38 per cent) agreed that support staff now had a higher status in the school (20 per cent disagreed). Table 5.27 shows detailed findings.

Secondary teachers who were on the leadership scale were more likely to agree with both statements (66 per cent agreed that support staff had more rewarding roles in this school, falling to 39 per cent of those with a TLR, 31 per cent with specific whole school responsibilities only, and 21 per cent with no whole school responsibilities; figures were similar for the other statement). More established teachers were also more likely to agree with the two statements (and this remained the case after controlling for whole school responsibilities).

Table 5.27: Secondary teachers: Statements on role and status of support staff

	As a result of remodelling, support staff have more rewarding roles in this school (%)	As a result of remodelling, support staff have a higher status in this school (%)
Strongly agree	4	4
Agree	32	34
Neither agree nor disagree	39	33
Disagree	12	15
Strongly disagree	5	5
Not stated/not applicable	10	9
	Weighted	1467
	Unweighted	1467

Based on all secondary teachers
Source: Secondary teachers survey

As expected, class teachers were more likely to agree with these statements if the school regularly used support staff or teaching assistants to provide absence cover. There was also a link between agreeing with these statements and agreeing that remodelling had contributed to raising standards in this school. Both the overall findings and sub-group patterns to this question were very similar to those found in primary schools.

The **case study data** provides additional insights into support staff, teachers and heads' perceptions of their status and role.

The cover supervisor in Middle School I described her role and status in terms of how pupils' perceived her as, '*somewhere in the middle*'. She said that pupils recognised that she was neither a teacher nor a TA. In relation to teachers, she said they were '*very appreciative of the work*' and '*just perceive it for what it is, I am somebody who goes in there and covers for them in their absence.*'

The cover supervisor in Secondary N described the role and status of a cover supervisor as being '*stuck between a rock and a hard place*'. A head of department at Secondary O told us that the introduction of cover supervisors was highly controversial in the school, and that his initial reaction was that it was a case of '*basically dragging somebody off the street with no real qualifications to sit in front of a class of kids and teach*'. However, once the cover supervisor role was clarified for him and he realised that they were not expected to teach, and when he saw how strong the pool of applicants for the jobs were, his views changed. He said that now, cover supervisors '*fitted really well in to the school [and] they are looked upon as teachers by the kids and the staff look on them in that role*'. The cover supervisor in Secondary O explained that attitudes towards those in her role have changed over time; as cover supervisors have proved their worth, they have garnered more respect from teachers. She was part of the first cohort to be recruited in the school and described to us teachers' attitudes towards her as a cover supervisor in those early days.

I knew there was a lot of political pro's and cons. When I first came to this school, that was very obvious; in the sense that a lot of teachers would want to see you fail...because they didn't want you in the job.

5.4 Special schools

Key points

- Of those support staff taking whole classes, 41 per cent were employed as TAs/CAs, 29 per cent were LSA/SEN work, 22 per cent are HLTAs, 7 per cent were nursery nurses and 2 per cent were cover supervisors.
- On average special schools had a much higher ratio of support staff to pupils, 1 for every 5 pupil in contrast to 1 for every 27 pupils in mainstream primary schools and one for every 70 pupils in secondary.
- The majority of those who took responsibility for whole classes had Level 3 (51 per cent or HE qualifications (20 per cent).
- The majority of those who took whole classes had worked in their current school for more than five years, and the vast majority were female (91 per cent).
- In most schools, less than a third of the support staff in supporting teaching and learning ever took classes.
- Eighteen per cent of support staff were paid a higher rate for the hours in which they took whole classes, which was more than in secondary but less than primary.
- The majority of support staff who take whole classes indicated that this was a good use of their skills and experiences and that they enjoy the responsibility.

5.4.1 Support for teaching and learning

Numbers and roles of support staff support staff

Table 5.28 show the total number of support staff employed in schools to work with pupils in teaching and learning situations.

Table 5.28: Special school headteachers: Total number of support staff employed in schools to work with pupils in teaching and learning situations

	All (%)
None	0
1-4	5
5-9	13
10-14	11
15-19	13
20+	57
Not stated	1
	Weighted
	Unweighted
	154
	154

Based on all special school headteachers
Source: Primary/special headteachers survey

This shows that, according to **special school headteachers**, the majority (57 per cent) had 20 or more support staff employed for these purposes. It is worth noting that the numbers of support staff were already increasing before the introduction of workforce remodelling, with new support staff roles introduced from 2003. The majority of special school support staff worked full-time (as discussed below), and the mean number of hours worked per member of support staff was 32.

Analysing these figures by the number of pupils at the school, on average one member of support staff was employed for every five pupils.

Special school support staff were then asked for some details about their role. Throughout this section, the analysis focuses on support staff who, since September 2007, had taken responsibility for a whole class or equivalent (217 respondents). This was the focus of the survey, and was reflected in the distribution instruction issued to schools. In addition, the survey also included other support staff in special schools (those who said they worked in teaching and learning but did not take responsibility for whole classes), but the small number of respondents in this group (19) prevents any substantive analysis. However, this additional group is referred to in the report where appropriate.

Amongst those with **responsibility for whole classes**, 41 per cent said that their main role was as a teaching assistant or classroom assistant. Details are shown in Table 5.29. Of the other special school support staff included in the survey, referred to above 12 out of 19 said their main role was as a teaching assistant or classroom assistant, and eight as an LSA or in special needs support.

Table 5.29: Special school support staff: main role

	All (%)
Teaching assistant /classroom assistant	41
Learning support assistant (LSA)/special needs support	29
Higher level teaching assistant (HLTA)	22
Cover supervisor	2
Nursery nurse	7
Unweighted	217

Based on all special school support staff with responsibility for whole classes
Source: Primary/special support staff survey

Table 5.30 shows the position of special school support staff in relation to HLTA status. This shows that amongst those with **responsibility for whole classes**, 30 per cent had HLTA status, including 19 per cent who had a post as an HLTA. As expected, other support staff were unlikely to have HLTA status (one out of 19 respondents).

Further analysis shows that, amongst those with **responsibility for whole classes** and with HLTA status:

- 63 per cent said their main role was as an HLTA; 22 per cent said it was as a teaching assistant or classroom assistant, and 13 per cent as an LSA or providing special needs support.
- 13 per cent said that they had an additional role as an HLTA, or said they had an HLTA post (but did not give HLTA as their main role)
- The remaining 25 per cent did not have a role as an HLTA.

Table 5.30: Special school support staff: HLTA status

	All (%)
Yes, and I have a post as an HLTA	19
Yes, but I am not employed as an HLTA	11
No, but I am working towards it	7
No, but I would be interested in working towards it in the future	16
No	45
Unweighted	217

Based on all special school support staff with responsibility for whole classes

Source: Primary/special support staff survey

Table 5.30 showed that 22 per cent of those with whole class responsibility gave HLTA as their 'main role', which differs from the 19 per cent in this table with an 'HLTA post'. This indicates some inconsistency amongst a small number of respondents in their self-categorisation into 'roles' and 'posts'.

Just as we aimed in the survey to focus on those who take responsibility for whole classes, in the two **special school case studies** we also asked to interview support staff in that group.

In total we interviewed four support staff in two special schools whose role was in teaching and learning.

Three of the interviewees took responsibility for whole classes, and two had HLTA status. All were female. Details of their job titles and HLTA status or posts are shown below (Table 5.31).

Table 5.31: Special school support staff in teaching and learning roles interviewed in the case study schools

School	Job title	Took responsibility for whole classes	Teaching/learning role in school where support staff never took classes	HLTA Status	HLTA Post	Qualified Nursery Nurse
Q	TA		✓			
R	Nursery nurse	✓		✓		✓
	Split TA/HLTA	✓		✓		
	TA	✓				

Special School Q was a 8-16 school located in a small village. The school offered day, extended day and weekly boarding places to boys with social, emotional and behavioural difficulties (EBD). The head indicated on the questionnaire that the school had not implemented all aspects of remodelling in accordance with WAMG guidance, and that the school had experienced little or no change as a result of remodelling.

Special School R was a mixed 3-11 school in a large urban area, educating 50 children with autistic spectrum disorders; the majority were boys. Some have additional needs such as learning difficulties or other medical conditions. The current head arrived in 2005, at which point the school had not engaged in the remodelling process as the previous head and chair of governing body were opposed to it. The current head has taken the lead and the school had made significant progress in implementing aspects of remodelling, such as HLTAs.

Characteristics of special school support staff in teaching and learning roles

Amongst special school support staff with **responsibility for whole classes** responding to the survey, the majority (83 per cent) worked full-time (30 hours or more per week); this was much higher than in primary schools. Of the other support staff included in the survey, ten out of 19 worked full-time.

Most of those with **responsibility for whole classes** had been working as a member of support staff for more than five years (82 per cent started in 2002 or before) and had also been working at their current school for more than five years (69 per cent started in 2002 or before).

Almost all special school support staff with responsibility for whole classes were female (91 per cent), as was the case amongst other support staff.

Qualifications, skills and training

When asked to indicate the level of their highest qualification, one in five **support staff with responsibility for whole classes** said that they had an HE qualification (21 per cent), while eight per cent were qualified to Level 4. Respondents were most likely to be qualified to Level 3 (51 per cent), while 13 per cent were qualified to Level 2 and six per cent Level 1.

Two per cent of support staff with responsibility for whole classes said they had Qualified Teacher Status (QTS), and one per cent had a post-compulsory teaching qualification. Around one in three support staff with responsibility for whole classes said they would be interested in gaining QTS and becoming a teacher: 20 per cent in the next two years and a further 11 per cent in the more distant future. Interest was higher amongst those with HLTA status (31 per cent in the next two years), as well as support staff who had started in the school since 2003 (30 per cent).

None of the 19 **other support** staff in the survey had QTS, and two said they would be interested in gaining QTS (in the more distant future rather than in the next two years).

The qualifications profile of those interviewed in the two **special case study schools** are roughly in line with the larger quantitative distribution in the survey, as shown in Table 5.32 below.

In common with support staff who took whole classes in mainstream schools, our interviewees in special schools, had varied occupational histories and life experiences which they brought to their teaching and learning roles. For example, the TA in Special School Q had experiences of caring for autistic children.

Table 5.32: Special school support staff in teaching and learning roles interviewed in the case study schools: level of qualification

School	Job title	Took responsibility for whole classes	Teaching/learning role in school where support staff never took classes	Level of qualification		
				L1	L2	L3
Q	TA		✓		✓	
R	Nursery nurse	✓				✓
	Split TA/HLTA	✓				✓
	TA*	✓				

*Interviewees for whom there is incomplete data in regards to qualifications

The HLTA in Special School R told us that the new head has been pivotal in encouraging and providing training opportunities for support staff. This training has covered general as well as more specific courses relating to autism and behaviour management.

[The head is] there basically for anything and everything, I mean she's changed the school, she's changed the layout of the school, making it calmer for the kids. We have like inset days when we get more training about what's happening in autism, behaviour stuff like that.

The new head has actively promoted and encouraged the HLTA status and now several of the support staff in Special School R have the status. The nursery nurse we interviewed was the first to pass the HLTA assessment:

That was, that was pretty good, I mean I passed it first time so – and then I was then mentor for the other girls.

The HLTA interviewed had completed a STAC and preparation for assessment for HLTA. She told us that she found the STAC course more useful than the preparation she undertook for the HLTA assessment.

Because STA course was the one that let me open myself up to the national curriculum. I'd worked with the national curriculum, but before I did all of that, well I thought, well, where does she [the teacher] get this paperwork from. ... You know, how do you differentiate it? ... It also opened my eyes to all the different programmes we've got on our interactive white board, which I didn't know we had.

The satisfaction of completing a formal programme of study (the STAC), and preparation for HLTA assessment, has led both the Nursery Nurse and the HLTA to undertake foundation degrees. The school releases them one day fortnightly to attend university. They were both considering continuing with their studies and working towards QTS. The TA interviewee told us that she had completed a mathematics and English course whilst at the school.

Although TAs did not take whole classes in Special School Q, the TA we interviewed told us that since being employed at the school, she has completed several courses:

I mean we've all got to go on courses, you know what I mean, one day courses on numeracy, literacy, I've done loads of those. I've done a City and Guilds course and I've done a bit of a BTEC course and I've done a lot of [other] courses.

In the survey, **special school headteachers** were asked about the skills and training of their support staff who worked in teaching and learning situations. More than half (58 per cent) said that at least a few of these support staff were working towards QTS, while a similar proportion (55 per cent) said that at least a few were working towards HLTA status. The proportion working towards QTS was higher than in primary schools, while the figure working towards HLTA status was similar. More generally, the majority of special school headteachers felt that most or all of their support staff had taken advantage of the training available to them, while 49 per cent said that most or all of them had skills or expertise above the level required in their job description. They also thought that many support staff had improved their skills as a result of workforce remodelling (40 per cent of respondents said that most or all support staff had done so). Details are shown in Table 5.33.

Table 5.33: Special school headteachers: Training and skills of support staff

	None (%)	A few (%)	Some (%)	Most (%)	All (%)	Not stated (%)
Support staff have taken advantage of training that is now available to them	1	9	27	32	27	3
Support staff are working towards QTS	37	38	17	3	0	4
Support staff are working towards HLTA status	39	27	26	1	1	6
Support staff skills have improved as a result of remodelling	13	15	25	26	14	8
Support staff have skills and expertise above the level required in their job descriptions	2	14	33	41	8	3
				154		
				154		

Based on all special school headteachers
Source: Primary/special headteachers survey

Headteachers who had only started working at the school since 2003 were less likely to say that any of their support staff were working towards QTS (43 per cent), but were more likely to say that any of them were working towards HLTA (66 per cent). As in primary schools, female headteachers were more likely to say that most or all of the support staff had taken advantage of training (69 per cent and 49 per cent respectively).

Special school headteachers were then asked to what extent they agreed with various statements about the skills of their support staff who worked in teaching and learning situations. Details are shown in Figure 5.5.

Figure 5.5: Special school headteachers: Attitudes towards the skills of support staff



Weighted 154, unweighted 154
 Based on all special school headteachers
 Source: Primary/special headteachers survey

Around half (52 per cent) agreed that remodelling had contributed to improved standards because support staff skills had improved, while 18 per cent disagreed. Respondents gave mixed views as to whether they would use support staff more to work with whole classes if they had the necessary skills and expertise (41 per cent agreed but 26 per cent disagreed), and 31 per cent agreed that support staff did not want more responsibility (while 34 per cent disagreed). They were more likely to disagree than agree that they couldn't recruit support staff with the necessary skills (49 per cent disagreed while 16 per cent agreed).

Combining the answers to two of the statements, in total nine per cent of headteachers agreed that they would use support staff more if they had the necessary skills but also that they were unable to recruit support staff with these skills.

The **interview** with the head of Special School Q highlighted the importance of training, up-skilling and appraising support staff as part of the school's engagement with the remodelling agenda. Similarly, the head of Special School R told us:

So we pour money into training, that is not to say we are poorly staffed, we are quite well staffed but the question still arises, have you got enough staff? Because our children have very challenging behaviours. So, remodelling the workforce gave us an opportunity to really pump money into staff development, so people got the self-esteem, they got career development, they got the kudos of us celebrating here every time anyone passed anything at all. ... So I think - and really that the cycle is closed with performance management, they get their observation, although it is only statutory I think, to provide Performance Management for teachers, we do it for every member of staff.

The head said the school had also instituted a 'programme of autism training' for all the staff, to ensure 'everyone gets the same basic level... [of] autism knowledge.'

5.4.2 Support staff taking responsibility for whole classes in special schools

This section explores the number of special school support staff who took responsibility for whole classes; the circumstances in which they do this (i.e. whether teacher absence or timetabled period away from the class); and the precise arrangements made (how often they take classes, whether or not they plan, other adults present, etc.). It then reviews data about the pay arrangements for support staff taking whole classes.

How many support staff take whole classes in special schools

In the survey, **special school headteachers** generally said that less than a third of their support staff employed to work in teaching and learning situations did the following: regularly planned for and led learning in whole classes; regularly led learning in whole classes using plans provided; or provided cover when teachers were absent. These findings were similar to those in primary schools. Details are shown in Table 5.34.

Table 5.34: Special school headteachers: Proportions of support staff leading learning and providing cover

	Less than a third (%)	Between one third and two thirds (%)	More than two thirds (%)	Not stated (%)
Proportion of staff employed to work in teaching and learning situations who ...				
Regularly plan for and lead learning in whole classes	85	4	4	8
Regularly lead learning in whole classes using plans provided	64	20	10	7
Provide cover when teachers are absent	63	19	11	7
		Weighted	154	
		Unweighted	154	

Based on all special school headteachers
Source: Primary/special headteachers survey

The one sub-group difference was that the proportion of headteachers who said that a third or more support staff provided absence cover was higher if they joined the school or became headteacher before 2003.

Circumstances in which special school support staff take classes

The survey asked **primary support staff** who said that they take responsibility for whole classes were asked whether, since September 2007, they had:

- taken responsibility for a whole class when the teachers' absence was unplanned (e.g. the teacher was on sick leave);
- taken responsibility for a whole class *either* when the teacher's absence was planned, *or* during a regular timetabled period away from the class.

Table 5.35 shows their responses.

Table 5.35: Special school support staff: Percentages of all those who take responsibility for classes who have done unplanned absences and in planned absences or regular timetabled periods away from the class

		Unplanned absence		Total (%)
		YES (%)	NO (%)	
Planned absence or regular timetabled period away from class	YES	74	8	83
	NO	12	4	17
Total (%)		86	12	100
Unweighted		841		

Based on primary/special support staff survey

Percentages do not add up to one hundred because some individuals did not respond to one or both questions

The table shows that only a very small number had not taken a class during the current academic year (the survey was completed in the summer term 2008). Three-quarters of the whole group had taken classes both in both situations. Just eight per cent only took classes during planned absences or regular timetabled periods when the teacher was away from the class, while 12 per cent only did so during unplanned absences.

A distinction was made in the questionnaires between support staff taking the class without preparation (in the case of unplanned teacher absence), and taking the class when they knew they were going to do so in advance, and could prepare by talking to the teacher or reading the plans. In the interviews we conducted before designing the survey, this seemed to be more important to headteachers and support staff than the distinction between cover (during teacher absence, from whatever cause), and different timetabled arrangements (undertaken when the class teacher is not timetabled to teach).

Cover for absence is discussed in Chapter 9; here we focus on those who took classes on a regular timetabled basis.

Arrangements when support staff take special school classes on a regular timetabled basis

Most **special school support staff who had responsibility for taking whole classes** said that this included taking classes during planned or timetabled absence (83 per cent, and this was higher amongst those with HLTA status – 97 per cent). Details of the precise nature of the teacher's time away from the class were as follows:

- In 60 per cent of cases, support staff said they took classes while the teacher had regular, timetabled periods away from the class; specifically, this could be one or more of PPA time (mentioned by 49 per cent), leadership and management time (36 per cent), NQT induction time (seven per cent) or dedicated headship time (two per cent).
- 38 per cent only took whole classes while the teacher was involved in some other activity, such as training or development activity (in or outside the school).

The distinction between the two groups is important, as the first is a regular timetabled activity during which the person releasing the teacher should carry out specified work, while the second is an absence from normal timetabled arrangements which needs to be covered – either by a member of staff undertaking specified work or (for short-term absences only) by cover supervision.

Of the support staff who took classes during planned absence, 38 per cent said they did this every week as part of the timetable rather than just occasionally when needed. Where this was part of the weekly timetable, 29 per cent said they had 10 or more hours timetabled per week, 10 per cent had between six and nine, 13 per cent had four or five, while 31 per cent had three hours or less.

Where **special school support staff** were **responsible for whole classes on a regular, timetabled basis**, most said that another adult was present in the class: 87 per cent ‘normally’ and nine per cent ‘sometimes’. The adults who were present in the class were generally members of the school’s support staff (mentioned by all respondents), as well as volunteers (mentioned by 25 per cent) or specialist instructors (nine per cent).

Amongst **special school support staff**, seven of the 31 respondents whose timetable included time to plan or prepare for taking classes said they were able to work with a relevant class or subject teacher during this time. This is a similar proportion to primary support staff.

A more detailed question was asked of special school support staff about the plans that they followed; this was restricted to respondents who took whole classes as part of their timetable. As shown in Table 5.36, most respondents said that they were at least partly involved in devising plans.

Table 5.36: Special school support staff: Who devises the plans used by support staff

	All (%)
Plans I have devised for a particular unit of work/area of the curriculum	71
Plans that the teacher and I have devised together	34
Teacher’s detailed lesson or activity plan	24
Teacher’s weekly plan	21
A specialist instructor provides the input (e.g. swimming, sport) therefore I do not need any plans	7
Other	4
Not Stated	3
	Unweighted 68

Based on all special school support staff who took whole classes as part of their timetable
Source: Primary/special support staff survey

Overall, 82 per cent said that they devised plans alone or with the regular class teacher (combining the first two categories in Table 5.36). Note that respondents could give multiple answers to this question

Pay for support staff who take classes

In the survey, when asked about their pay, 28 per cent of **special school support staff** who had **responsibility for whole classes** said they were paid at a higher level than colleagues who never took whole classes, while 16 per cent said they were paid at a higher level for the hours that they took classes. Details are shown in Table 5.37.

Table 5.37: Special school support staff: Pay levels

	Yes (%)	No (%)	Don't know (%)	Not stated (%)
Are you paid at a higher level than your colleagues who never take whole classes?	28	54	14	5
Are you paid at a higher level for the hours that you take whole classes?	16	69	7	7
	Unweighted		217	

Based on all special school support staff with responsibility for whole classes
Source: Primary/special support staff survey

Support staff were more likely to say that they were paid at a higher level than their colleagues who didn't take whole classes if they had an HLTA post (61 per cent). In addition, respondents were more likely to say they were paid at a higher rate (at both questions) if they provided cover for planned absence more than occasionally.

In our **case study special schools**, Special School R employed support staff as either TAs or nursery nurses. Those with HLTA status were employed on a higher band on the LA pay scale, and paid as HLTAs only when they are '*acting up*' (taking classes). The HLTA and TA interviewee told us that they were officially employed from 8.30 until 3.30, but they often worked longer hours, arriving at 7.00 or 7.30 to prepare for the day (sometimes for a planned absence), and often stayed later in order to do all their work, although they did not receive any additional pay for this. The TA told us:

The school says, 'Sorry, we pay 8.30 to 3.30 that's it'. You struggle to do things sometimes, yes, but we don't like to [leave work unfinished], with the children, it's not fair. When we are here, we are here for the children, the children of the school. Our attention is for them.

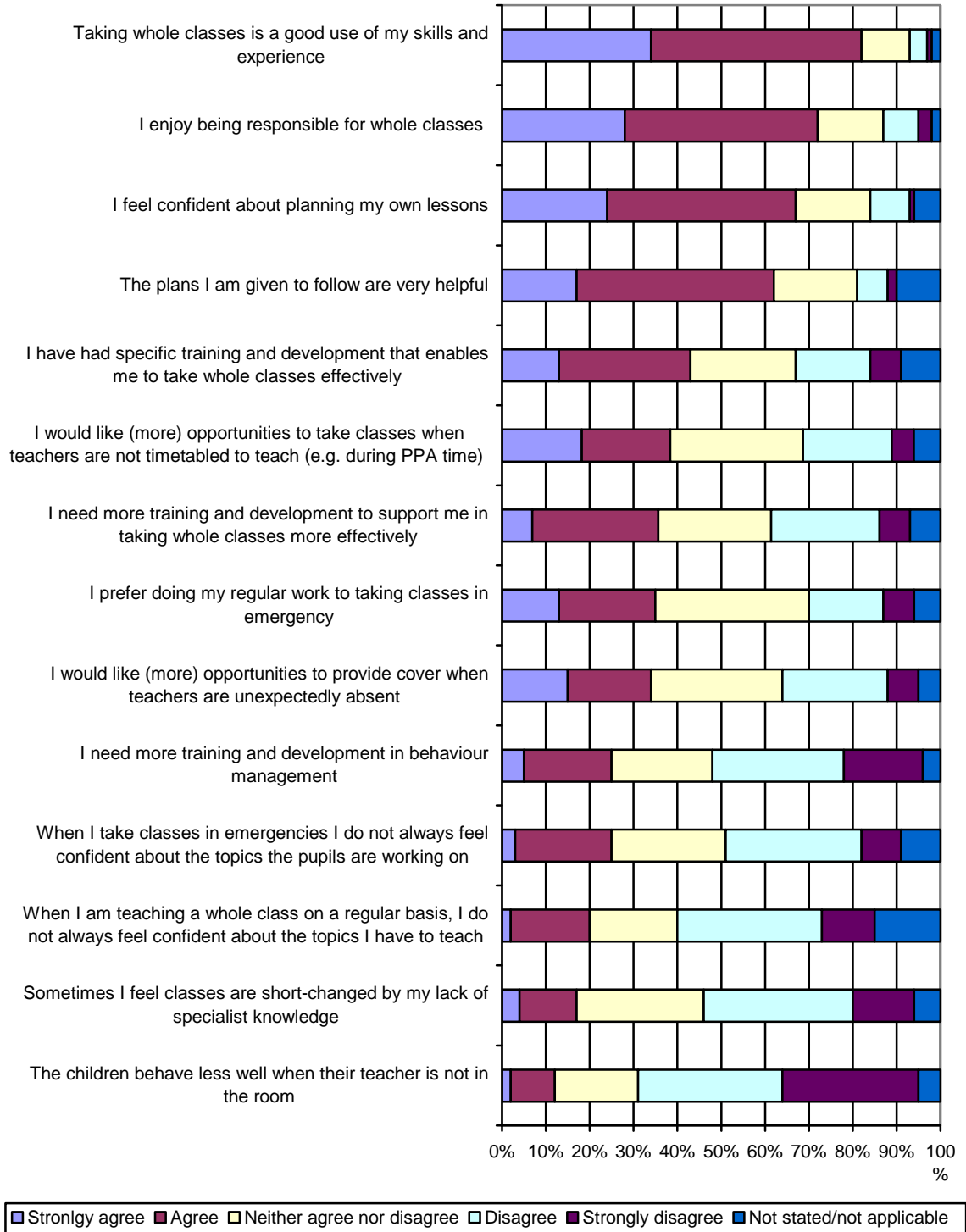
The HLTA said that the higher rate support staff received for taking whole classes was a '*hell of a lot of work for £2.50*'. The head's account of the pay arrangement suggested it was even more complicated:

We have an incredibly complex pay policy because of all of this, so [with the] HLTA, once she gets the HLTA status, it goes up from TA scale 3 to TA scale 4 permanently but then every half session that she covers for a teacher, she puts in an overtime claim to [and named person] calculates that at the end of the month and the Borough pay that person's overtime. Now you can imagine it took quite some doing to get that past the local authority.

Special school support staff views about taking whole classes

The survey asked **special school support staff who took responsibility for whole classes** (whether providing cover for absence, or on a regular timetabled basis) to respond to a series of statements about whether their attitudes, confidence, training needs and so on. Figure 5.6 provides full details.

Figure 5.6: Special school support staff: Agreement with statements about taking whole classes



Unweighted 217

Based on all special school support staff with responsibility for whole classes. Source: Primary/special support staff survey

Respondents generally expressed positive views, agreeing that they enjoyed being responsible for whole classes, and that taking whole classes was a good use of their skills and experience. They also agreed that the plans they were given were helpful, and that they felt confident about planning their own lessons.

Sub-group patterns showed that:

- Those who had joined the school more recently (since 2003) were less likely to have HLTA status, and therefore fitted into the patterns noted above in relation to HLTA status. In particular, these respondents tended to agree that they needed more training and development.
- There were differences in relation to HLTA status, those without HLTA status expressing less positive views. Those without HLTA status were less likely to agree that they enjoyed being responsible for whole classes and that it was a good use of their skills and experience; they were also less likely to feel confident about planning their own lessons. Respondents without HLTA status were also less likely to agree that they had received specific training and development that enabled them to take whole classes effectively, and were more likely to agree that they needed more training and development to support them in taking whole classes more effectively. They were also more likely to agree that the children behaved less well when their teacher was not in the room.

Special school support staff who did not have responsibility for whole classes were also asked to what extent they agreed or disagreed with some statements about taking whole classes. Of the 19 respondents, only a small number expressed a desire to have more opportunities or training (e.g. none agreed that they would like to have the opportunity to take whole classes when teachers were unexpectedly absent, and two agreed that they would like to improve their skills in order to take responsibility for whole classes).

It must be borne in mind that ‘taking whole classes’ in the context of special schools does not necessarily denote the same activity as found in mainstream schools. As the **survey** results indicated, the average ratio of support staff to pupil is one to five. In our **case study** Special School R we explored how support staff felt about taking whole classes. The head described to us what typically happened during cover.

If the teacher is out, the HLTA acts up as teacher, that means we can pop another teaching assistant into that class, so that class has the same number of staff, so they remain at five or whatever they should be, given the needs of the children.

The HLTA and TA told us that they were routinely injured by the pupils (mostly from bites, kicks, and head butting) but this was no worse when they led classes.

However, the support staff that we interviewed all told us that they enjoyed taking the lead in classes during planned and unplanned absences. The interviewees accepted these challenges as part of working in this type of school.

5.4.3 Special school teachers’ views about support staff roles and status

Class teachers and floating teachers were asked for their views about the role and status of support staff as a result of workforce remodelling. Around two in five **special school class teachers** (42 per cent) agreed that support staff had more rewarding roles as a result of remodelling (15 per cent disagreed), while a similar

proportion (41 per cent) agreed that support staff now had a higher status in the school (16 per cent disagreed). The views of **floating teachers** were similar to class teachers (although details are not shown because of the small number of respondents). Table 5.38 shows detailed findings for class teachers.

Table 5.38: Special school class teachers: Statements on role and status of support staff

	As a result of remodelling, support staff have more rewarding roles in this school (%)	As a result of remodelling, support staff have a higher status in this school (%)
Strongly agree	4	5
Agree	38	36
Neither agree nor disagree	37	35
Disagree	12	14
Strongly disagree	3	2
Not stated/not applicable	7	9
	Unweighted	208
	Weighted	208

Based on all special school class teachers
Source: Primary/special class teachers survey

In the case study data, the head in Special School R commented that the difference remodelling had made was to acknowledge the fact that support staff were already leading classes, even when supply teachers were present:

Everyone could identify the supply staff, she was the one looking scared in the corner and doing nothing. I used to have meetings with the support staff and, say, just one instance, [teacher] was off today on a course, we had a supply teacher in and she cost us £220, let's hear from [teacher]'s team who did what today. And of course, it will have been the nursery nurse, the teaching assistants who carried the day.

Similarly the TA explained that before remodelling:

We did [take classes] really. The teacher was paid, that came in from the agency and they didn't do it. We led the class because the teacher hadn't got the experience, we needed to do it. The supply teacher, they came in the morning and they said 'What can I do?' and I would say 'OK, we are going to do that' and it was, 'I lead and you look after this boy.'

The support staff that we interviewed in Special School R reported feeling valued:

[Teachers say], 'we wouldn't be able to do it unless you were there', and 'we are lucky to have you.' We are appreciated and we're included in everything, and now they'll call meetings and say, 'Would all the TAs come.' Teachers stay out on the playground, and look after the children out there because the TAs are all having a meeting.' It's all that sort of thing.

Interviewees stressed that this was something that had come about with the new head, and that previously social relations had been hierarchical. The TA said that the previous head had not encouraged support staff:

Our ex-head never had anything to do with [support staff], she was very a put down person. Like when we went to do our maths and English, she said 'No you can't do that, you're not very clever.'

The nursery nurse added:

I think the [current] head will listen to me, the deputy will listen to me and most of the teachers will listen to me, and some support staff, but I didn't think, I don't see myself as above anyone, I'm just there, we're all support as far as I'm concerned.

The TA in Special School Q told us she did not feel that TAs were valued in the school. She said:

I don't suppose we are valued. ... If you've been putting a display up or something, somebody could say 'oh that looks really nice.' You don't want it all the time, but just to think that people do notice what you do sometimes. It's just sometimes you feel a bit taken for granted.

6 Senior administrative support staff roles

Summary

In the survey, two in three secondary headteachers said that complex administrative or pastoral roles had been transferred from teachers to support staff in recent years, 'to a large extent' or 'entirely', while only four per cent said this had not happened at all. Primary and special schools were less likely to have transferred these roles: in each case, only one in three said that this had happened 'to a large extent' or 'entirely'. In each sector, larger schools were more likely to have transferred the roles. In a third of schools across all sectors, some teachers with relevant expertise continued to carry out complex administrative roles.

Where these roles had been transferred to support staff, most headteachers said that either teachers had trained existing support staff, or that new support staff had been recruited; often teachers had continued to supervise support staff in such roles. Recruitment of new support staff was more common in secondary schools than in primary or special schools, and more common in larger schools in each sector. In a quarter of the secondary schools surveyed, one or more teachers had moved into support staff roles.

In the primary case study schools, administrative staff had generally been in the same school for many years, and their role had expanded, or they had taken on new responsibilities (for example as business manager or finance officer). While some secondary interviewees had also developed their careers by progressing within one school, the majority had been recruited from other sectors and brought different skills and experience into the school.

The transfer of administration from teachers and headteachers had often resulted in an increased workload for existing administrative staff in the primary case study schools, which generally had only a small number of administrative roles/staff. In the secondary schools visited, the numbers of administrative support staff had risen, and more specialised and diverse roles had been created.

There was a clear sense of professionalism and enhanced status emerging amongst some of interviewees. In particular, business managers were supported by the CSBM and the larger qualifications framework in which it is embedded. Similarly, the work of bursars and finance officers was embedded in wider networks of support, mainly at the LA level, which were not readily available to other administrative support staff.

In some primary case study schools, there was evidence of senior leadership resisting the idea of support staff being involved in the leadership team, but in most secondary schools, the senior administrator was part of the team.

Over three-quarters of the administrative staff interviewed said their workloads were excessive, and that they worked unpaid overtime. While this seemed to be partly a consequence of remodelling, in that they had taken on additional tasks that were previously carried out by teachers, interviewees said that it also related to new external demands.

6.1 Introduction⁴⁴

This chapter focuses on the transfer of senior and more complex administrative roles, such as the management of exams, timetabling, cover, finance, and so on, from teaching staff to support staff. In this chapter we address the following questions:

- To what extent have senior and complex administrative roles been transferred from teaching to support staff in primary, secondary and special schools?
- What are the main strategies that have been used in transferring these tasks?
- What are the career trajectories of those occupying senior and complex administrative roles? How have their careers developed to date and what do they see as future possibilities?
- What training and development activity have they engaged in?
- What impact has the transfer of tasks had on those in administrative roles in schools, and on teaching staff and senior leadership?

This aspect of remodelling was only marginally addressed in the questionnaires, because it emerged as a theme of interest as the research progressed. The chapter is therefore based mainly on case study interviews with 23 individuals in senior administrative roles in the case study schools, including secretaries, bursars, exams officers, etc., as well as other data from the school case studies.

6.2 Primary

Key points

- Most primary schools had, at least to some extent, transferred more complex administrative or pastoral roles from teachers to support staff in recent years. However, only one in three said that this had happened 'to a large extent' or 'entirely', and 15 per cent said it had not happened at all.
- Generally teachers had trained relevant staff and continued to support them. Two in five schools had recruited new staff with relevant skills, and a third said teachers still carry out some complex administrative roles.

⁴⁴ A number of issues run through the data. These are fully discussed in Section 4.2 and are summarised at the start of each chapter.

- Conflation of remodelling and other parallel changes taking place (such as restructuring of responsibility posts) meant that responses to general questions about remodelling and its impact may have been answered with other changes in mind.
- Schools generally used multiple strategies in relation to each aspect of remodelling; thus it is difficult to assess which strategies were considered to have the greatest impacts on standards and workload.
- The categories used in guidance and policy documents, and therefore in the questionnaires used in this research, did not always appear clear-cut on the ground.
- Schools had developed a wide variety of job titles, particularly for support staff roles. These sometimes gave a false impression of the person's actual role.
- Heads who had been appointed since remodelling were less likely to say it had been fully implemented or had had a positive impact.
- Heads were consistently more positive about what was happening in their schools than were teachers.

- While remodelling had had some impact on administrative workload, this was not seen as the only factor contributing to increased workload for administrative staff.
- Some case study schools had not remodelled their administrative roles, and in these cases administrative staff simply experienced a larger workload,
- In other schools these roles had been remodelled, often by creating a business manager role. This was agreed to be beneficial, but in some schools there was evidence of senior leadership resisting the idea of support staff being involved in the leadership team, and some support staff took the initiative in urging that this should happen.

6.2.1 To what extent have more complex roles been transferred

Amongst **primary headteachers surveyed**, most schools had, at least to some extent, transferred more complex administrative or pastoral roles from teachers to support staff in recent years. However, only one in three said that this had happened 'to a large extent' or 'entirely', and 15 per cent said it had not happened at all. Details are shown in Table 6.1. Headteachers in schools with more pupils were more likely to say this had happened to a 'large' extent (38 per cent, compared with 29 per cent in medium and 27 per cent in small schools).

Table 6.1: Primary Headteachers: Extent to which more complex administrative or pastoral roles have been transferred from teachers to support staff over the last few years

	All (%)
Entirely	2
To a large extent	31
To a small extent	47
Not at all	15
Not stated	5
	Weighted
	867
	Unweighted
	867

Based on primary headteachers

Source: Primary/special headteachers survey

Where these roles had been transferred at all, the majority of headteachers said that teachers had trained relevant support staff (80 per cent) and that teachers had continued to supervise support staff in such roles (66 per cent).

In the **primary school case studies** we aimed to interview support staff who were in senior administrative or managerial roles. The majority of these were school secretaries. Table 6.2 shows the job titles, and length of service at the particular school. It also shows the nature of recent change to their roles: whether the character of their work has stayed the same or expanded through new tasks being taken on, or whether this was a recently created post. It shows perceived increase in workload, whether they had the Certificate of School Business Management (CSBM, most pertinent to those in business manager); and whether they were on the SLT.

Table 6.2: Support staff in senior administrative and managerial roles interviewed in the case study primary schools

School	Job title	Length of service	Change to job	Increased workload	CSBM	SLT
A	School secretary	23yrs	Expanded role	✓	✗	✗
B	Business manager	4yrs	New post	✓	✓	✓
C	School administrator	11yrs	Expanded role	✓	✗	✗
D	Bursar	3yrs	Expanded role	✓	✓	✗
E	Business manager	28yrs	New post	✓	✗	✓
F	School secretary	2yrs	Same role	✓	✗	✗
G	Business manager	8yrs	New post	✓	✓	✓
P	Finance officer	20yrs	Expanded role	✓	✗	✗

Table 6.2 shows that some of the schools (generally the larger ones) had created new posts for business managers. In other schools, additional staff had been taken on to assist the secretary or administrator. Interviewees said there had been a significant increase in administrative workload in schools, and part of this was attributed to aspects of the remodelling policy such as the implementation of the transfer of clerical tasks. School offices had in some cases taken on more photocopying, responsibility for letters, reports etc.

Headteachers told us that in many cases they had created additional posts partly as way of coping with the additional managerial burden that remodelling had created. Some administrative staff had taken on work previously done by the headteachers.

The head of Primary A said however that it was difficult to transfer *'some aspects'* of administrative tasks to support staff. She said that these were tasks where *'it actually takes as long for the teacher to explain as it does to actually do it yourself.'* In School F, the headteacher told us that there had been no transfer of clerical or complex tasks to support staff. This was a small school and all the staff (except an NQT and the headteacher) were part-timers. It was also a school which had not engaged with remodelling in any significant sense under its previous headteacher. In contrast, in Primary G, a large school, the head said, *'in a school as big as this you need one [a business manager]. ... project management, staff management and everything else, plus the fact for me it has given me a fantastic support.'*

6.2.2 Main strategies used by schools

In our **survey** we asked **primary headteachers** the main strategies that they used for transferring more complex administrative or pastoral from teachers to support staff. The results are shown in Table 6.3.

Headteachers in small schools were most likely to say that teachers continued to supervise support staff (72 per cent), while those in large schools were most likely to say they had recruited new support staff (52 per cent).

Where respondents said that roles had been transferred to a 'large' rather than 'small' extent, they were more likely to say that teachers had trained support staff and that new support staff had been recruited. Those in schools where roles had only been transferred to a small extent were more likely to say teachers with relevant expertise sometimes continued with such roles.

Table 6.3: Primary headteachers: Strategies used in transferring more complex administrative or pastoral roles from teachers to support staff

	All (%)
Teachers have trained relevant support staff	80
Teachers continue to supervise support staff in such roles	66
We have recruited new support staff with the necessary skills and expertise	41
In some cases, teachers with relevant expertise continue to carry out such roles	34
Some teachers have moved into support staff posts so that we continue to benefit from their expertise	5
Not stated	3
	Weighted 695
	Unweighted 695

Based on all primary headteachers who said roles had been transferred at all
Source: Primary/special headteachers survey

6.2.3 Career trajectories of senior administrative staff

The primary administrative staff interviewed had almost all worked in schools for many years and most had worked continuously in the same school. The school secretary in Primary A was typical of this group; she had worked in the school for 23 years and had initially been appointed as welfare assistant, a role she combined with some administrative duties. She did this for five years and, for the past eighteen years, had worked as the school secretary. She described the role as encompassing everything *'apart from physically teaching children'* and that it was *'the centre hub of the school and everybody thinks that you know everything.'*

Some others had moved schools. The business manager in Primary B had started working as secretary in another school 17 years ago. She explained:

The secretary of the school where my children went was off sick and ... I sort of knew the head ... and he goes, 'Oh, could you come into the office and just fill in for a couple of days? Count some dinner money and type me a report.' And I effectively never left school since then.

She pointed out that even before remodelling and the advent of the 'business manager' post, the role of school secretary and latterly administrative officer was in transition, and in her previous school, she had already begun to take on significant budgetary responsibilities. She had been at school B for four years, having been appointed as a senior administrative officer. One of the reasons she had been attracted to the school was because, unlike her previous school, they appeared to have taken on workforce remodelling seriously. She was encouraged by the head to take the NCSL's CSBM, backed by government funding. She worked almost a full-time week (33 hours), and said that she felt the job was moving away from the position of being a part-time occupation. In terms of career progression, she was considering the Diploma for School Business Managers, but added, *'I've no plans really to add a new skill and I couldn't progress any further here ... I'm sure people younger than me in the profession could take it further.'*

In contrast, the bursar in Primary D has worked at the school for only three years. She previously worked in finance in a private nursery, and prior to this she was a project manager for a computer company. She moved into educational finance because it fitted in well with her family life. She has a CSBM, but said that she does not see herself staying in schools long term. She spoke of the possibility of returning to IT or working full time in administration or office management when her children were older.

Interviewees were unclear about what possibilities there were for further promotion, recognition or financial reward in schools. The school secretary in Primary F has considered studying for the CSBM but told us that she felt there was little chance of it bringing promotion or financial reward:

I suppose the cynic in me thought, I'll do all that work, get the qualification and they'll say, sorry no money in the budget and we'll just have to pay you as an admin person, or a clerical person or whatever it is they pay me as. So I just think what's the point? I'd like to do it and maybe I'll do it later when my son's left here, and [I'll] go and work somewhere else, but I don't think this school would support it or value it really.

Like some other interviewees, she saw herself as relatively immobile in terms of her employment, because of family responsibilities.

6.2.4 CPD and training

A number of our interviewees (Primary B, D, and G) had completed the CSBM at the time of interview, although not all at their current school of employment. The business manager in Primary B told us that she had not completed any training in her previous roles school administrative roles *'because I suppose when I started in schools it was still very much a secretarial job – I got it on the basis of having secretarial qualification you know.'* However, since taking on financial responsibilities she had completed the CSBM. In addition to the CSBM she had A-levels and secretarial qualifications.

The school secretary in Primary A had an NVQ 3 in administration, and had typing and shorthand skills. She has had opportunities to update her skills and has attended numerous courses related to the financial aspect of her role. The bursar in Primary D told us that she had received training in terms of the systems they use and said that training courses were available but that because of her IT background she did not have many difficulties. She said, *'You have the basic training when you start but you don't need an awful lot after that.'*

In addition to her CSBM the business manager in Primary G had completed an NVQ assessor award, which enabled her to provide in-house training and validation for support staff involved in teaching and learning. She said that remodelling had given her the opportunity to further her career, and use her experience and skills gained from her previous jobs (which were in retail where she had responsibility for personnel and training).

Several of those responsible for finance mentioned training in relation to the financial management standards in schools (FMSiS). In contrast, the school secretary in Primary F said: *'Training is zilch, and it's not the school's fault, it's the county don't provide training, so that's really hard I would say.'* A number of interviewees also mentioned receiving ad hoc training relating to specific duties and tasks.

6.2.5 Impact of remodelling of administrative roles

The case study interviews indicate that virtually all our interviewees had experienced an increase in their workload since workforce remodelling, and the majority said that they worked unpaid overtime. However, they did not always attribute this intensification directly to remodelling or the transfer of complex tasks and roles. The more interesting issue, perhaps, is how schools have responded to the intensification of administrative work, and whether the administrative teams have been 'remodelled' to cope with this. We start with a scenario where this did not seem to have happened.

The school administrator in Primary C reported that her workload was heavy and said that remodelling had created more work for administrators. For example, she now had to make arrangements to pay people who took classes during PPA time. However, she said that the increase in her workload was not entirely due to remodelling; LMS (Local Management of Schools), pupil data and assessment had all had a significant impact. She explained that, in the last 20 years, *'things have gone haywire really,'* and attributed these changes to government policies. She felt that government interference was the main issue and they *'don't leave anything alone'*. In common with the other primary schools where we conducted interviews, the relatively small number of personnel employed in the school office meant that additional tasks and roles had largely been absorbed by existing staff. This role expansion was a source of frustration, but she said she was fine, as long as she knew *'it isn't just me,'* and that *'other people are feeling the same'*. She had *'a wobble sometimes'* when things got too much, such as when she returned to a huge amount of work despite having come in over the holidays, but said that *'you don't get bored'* and *'you just get on with it'*.

The headteacher in Primary C also talked about the increased administrative workload:

I was actually typing a lot of documents myself, sorting out timetables and stuff, because I felt the admin staff's workload was getting too much, and so I was actually doing some of that workload.

Eventually she had arranged for a temp to come in and help out:

I just said to my chair of governors last week, I'm sorry, either [the secretary]'s going to leave or I'm going to say this is just ridiculous, so I asked for a temp ... until we have a governor's meeting and we could trial it and see if it would work, and that's why the lady's sitting at my desk now typing.

However, a permanent solution had not been discussed at the time of the case study visit.

In Primary A, the school secretary also reported an increased workload, though she said this was nothing to do with remodelling:

Remodelling hasn't actually changed the office way of working, as such, because, we're not like TAs or all the teachers, we have set things we have to do, which we've always had to do and a lot of them were from County, we have got deadlines we have to meet, we are a different kettle of fish compared to all the others. The head, since she's been here, has altered it slightly and helped out because the job load is quite heavy and although we have not been remodelled, as it were, we have, we've actually maybe altered the way we have done things because of the workload.

However, it appeared that in fact many of the changes that she was experiencing did relate directly to the headteacher's approach to remodelling; the head described it in terms of working out appropriate solutions to the problems the school faced, whether through changing job roles, or devising new systems. Thus the secretary said that discussions with the headteacher (as her line manager), particularly over the past year, were leading to new solutions to help address her workload; she said, *'we still get the workload but it's a calmer type of office [now]*. Communication with staff was now more effective, and the head has helped to develop more effective systems including a learning platform: *'everyone writes everything on there'*. This has helped to prevent administrative staff from *'feeling an idiot'* if they *'don't know what's going on'* when they were asked questions by parents. The secretary felt her concerns were listened to and appropriate action taken. The headteacher now meets with the administrative staff once a week whereas in the past there were no such meetings.

In other schools, new administrative roles had been created, though this was not necessarily attributed to remodelling. The bursar in Primary D similarly explained that her role had developed over time and that her workload had '*increased quite a lot because I've taken on more responsibility*'. She did not attribute any of these changes to remodelling. The decision to create a dedicated specialist finance role seemed to be related to the withdrawal of bursar services provided by the LA and the existing skills of administrative staff, rather than internal school demand or growth. The bursar told us that she had taken on more of the roles which had previously been undertaken by the head, for whom teaching commitments had made it difficult to keep on top of everything else. The bursar explained that this had happened gradually over time; '*My grade has gone up since I've been here but it's not ever been a right, we're going to change that over*'. She was now responsible for the premises, which she said was unusual for her role, but she liked it, and said it had '*given [her] more stake in the role*'. She said that she also felt more confident in her role than she had previously.

The three schools that had created business manager posts had obviously engaged with remodelling their administrative functions more radically than those above. In some cases this had apparently come about more from the initiative of the administrative staff member than of the headteachers. The business manager in Primary G explained that the introduction of the business manager role in the school was very much as a result of her personal initiative:

In 2005 I approached the governors and the head to ask if I could complete my Certificate in School Business Management with the National College and they said, yes they would support me. ... They didn't know how it would actually benefit the school at the time, but I just wanted to do it for personal career development. By this time I'd gone on to become the bursar ... and I'd gone from 16 hours to 35 hours a week so I'd increased my hours as well. ... I qualified [as a business manager] in 2006, and then I had to convince the head and the governors that they needed a business manager. Because it had opened me up to lots of other things, I had to keep persuading them to let me have a go, try things so I took over, gradually over the year took over all the project management within school. I was already doing all the finance. I was already doing all the personnel. I did the risk assessment and ICT, the environment.

She said that the head and deputy had taken some time to appreciate the value of having a business manager:

I was given the title and the grade last year but since then I'm now one of the lead members of the senior management team. That was quite difficult to get onto because they're very tight knit, and it was as if, because I wasn't involved in the curriculum, they didn't need me. What do I need you for? What input could you have? But they've realised that there's other sides to it.

She said that the new working relationship had been hard to establish; the head and the deputy had been used to working together, and having a third person involved, who was bringing a very different perspective, changed the dynamics.

The headteacher's account was rather different, and implied that the transition from bursar to business manager had been supported:

I suggested to her to go to the National College to enhance her skills and she got all that, which was fabulous absolutely brilliant.

While we cannot tell which of these accounts is the more accurate, the key point here is that it appears that some primary schools have found the change through which office staff take on senior leadership responsibility a potentially disturbing one. There was further evidence of this in Primary p. The finance officer Primary P reported that she has several times asked to join the school management team:

I've requested to be a few times but as yet it hasn't happened because I feel it's important, not all of the school management, senior management team meetings would be necessarily relevant to me, but so much of it is budget based and I'm the one that holds the purse strings basically, so obviously it would be very useful what I know what they are planning to do, even on a short term basis, because budgets are quite tight and if they want £1000 for this or £2000 for that it's nice to know in advance rather than suddenly being told we are going to order this or that, find the money please.

The head explained that they were 'changing [the finance officer's] role to be part of senior management'. But she said:

It's something she wanted, and I have to be careful how I do it. It's no good her sitting there looking at classes or monitoring work, but what we said we would do on our last performance management is, she would meet with myself and my deputy and we would look at school improvement plans ... She is excellent and I wouldn't be able to run the school without her, but her role has changed totally and it is changing, and it is very stressful.

The head did not indicate whether the stress was experienced by the finance officer or whether she herself found the change stressful. In some other schools, the development of the administrative role appeared to have been more straightforward. The business manager in Primary B said that she enjoyed the variety in the role, and the enhanced status which being the business manager had brought, as well as the close relationship with the head (she was a member of the leadership team).

[For the] first time I've actually done interviewing teaching staff. I've interviewed, you know, for other staff. And I was quite privileged really to be involved in that process, it was quite interesting.

Having the CSBM had increased her status amongst teachers.

If you've got a recognised qualification, I think they perhaps see me more as a professional. ... I suppose they see me more as a financial person and they wouldn't ... just assume that that was my job, [to] be at their beck and call.

The previous administrative officer had left because 'she didn't like change and I think the remodelling agenda was the last and final straw'. The current business manager 'came in on the grounds that she would develop her skills and take on the business management of the school'. The head said that this had had a major impact on her own work:

That is a huge impact on my life. Like a lot of head teachers you understand how your budget works but you need somebody who knows what they're doing to keep you on the right track, and she's taken a huge amount of work off me, not only in terms of the financial running of the school but line management of supervisors and that kind of thing, so that's been quite a big role.

She added, 'I think one of the things workforce remodelling did was open my eyes to how I should be looking at the future development of the school.'

6.3 Secondary

Key points

Two in three secondary headteachers said that complex administrative or pastoral roles had been transferred from teachers to support staff in recent years, 'to a large extent' or entirely. Only four per cent said this had not happened at all.

- Generally teachers had trained relevant staff and continued to support them. Some 70 per cent had had recruited new staff with relevant skills, and a third said teachers still carry out some complex administrative roles. A quarter of schools said some teachers had moved into support staff posts.
- Headteachers and teachers were enthusiastic about the impact of the transfer of these roles in terms of the efficiency with which they were now carried out and the consequent impact on their own workload.
- Staff who had taken on senior administrative roles generally found these offered job satisfaction, and some spoke of enhanced status.
- There was evidence that, in some schools, support staff felt that they were treated by some teachers with a lack of respect; it was suggested that this had increased with remodelling.
- Senior support staff had concerns about workload, and in some cases about the potential for career progression. This appeared to relate to the way in which different schools had created different roles.
- In some schools there appeared to be gaps in their arrangements which meant that teachers were continuing to do work that could be done by support staff.

6.3.1 To what extent have more complex roles been transferred?

The **survey data** shows that amongst **secondary headteachers** surveyed two in three said that complex administrative or pastoral roles had been transferred from teachers to support staff in recent years, 'to a large extent' or entirely. Only four per cent said this had not happened at all. Details are shown in Table 6.4.

Table 6.4: Secondary headteachers: Extent to which more complex administrative or pastoral roles have been transferred from teachers to support staff over the last few years

	All (%)
Entirely	5
To a large extent	60
To a small extent	27
Not at all	4
Not stated	0
"At all"	4
Weighted	743
Unweighted	743

Based on secondary headteachers
Source: Secondary headteachers survey

Headteachers of small schools were less likely to say this had happened entirely or to a 'large' extent (53 per cent, compared with 68 per cent in medium and 66 per cent in large schools), and those who had only been headteacher at the school since 2006 were also less likely to say this (54 per cent).

Where these roles had been transferred at all, the majority of headteachers said that teachers had trained relevant support staff (82 per cent), that new support staff had been recruited (81 per cent) and that teachers had continued to supervise support staff in such roles (68 per cent).

A majority of administrative staff interviewed in the **primary school case studies** had experienced a significant change in their roles under remodelling. The table below shows the job titles, length of service at the particular school; the type of change that they have experienced in that role and whether it was a new post at the school; whether they were promoted into that role within the school; perceived increase in workload, whether they have the Certificate of Business Management (most pertinent to those in business manager) and whether they were on the senior leadership team.

Table 6.5: Support staff in senior administrative and managerial roles interviewed in the case study secondary schools

School	Job title	Length of service	Change to job	Promotion	Increased workload	CSBM	SLT
I	Admin manager	22yrs	New Post-Expanded	✓	✓	✗	✗
H	Pupil services manager	7yrs	New Post-New role	✓	✓	✗	✗
H	Business manager	22yrs plus	New Post-Expanded	✓	✓	✗	✓
J	Exams officer	8yrs	New Post-Expanded	✓	✓	✗	✗
K	Exams officer	4yrs	New Post-Expanded	✓	✓	✗	✗
K	School office manager	1yr	Same	✗	✓	✗	✗
L	Business manager	Less than a year	New Post-Expanded	✓	✓	✗	✓
M	Operations manager	14yrs	New Post-Expanded	✓	✓	✗	✓
M	Exams officer	8yrs	New Post-Expanded	✓	✓	✗	✗
N	Admin leader	15yrs	Expanded	✓	✓	✗	✗
N	Bursar	28yrs	New Post	Sideways	✓	✗	✓
O	Business manager	1yr	New Post-Expanded	✓	✓	✗	✓
S	Finance manager	6-8yrs	Same	✗	✓	✗	✓
S	Premises manager	2yrs	Expanded	✗	✗	✗	✗

Findings from the **secondary case study schools** support the survey findings. All the schools had created new posts or expanded existing posts under remodelling. Many of these were to undertake roles that had previously been carried out by one or more teachers. Usually one teacher had been an exams officer; this was therefore a straightforward transfer. Rather more complex was the creation of some pastoral leadership roles, where the new post-holder took on responsibilities which had been shared across a number of teachers.

While roles had been transferred to a large extent, many of the headteachers argued that there were some complex tasks (e.g. curriculum development and managing cover) that required senior leadership having some 'oversight' and/or total responsibility (e.g. timetabling being part of a deputy headteacher's role). Thus the headteacher of Secondary N argued that timetabling had not been transferred to support staff at her school because, 'The skill of

the timetabler in terms of juggling priorities is absolutely crucial to the success of the school. It isn't as simple as pressing buttons.' He argued that timetabling needed to reflect the 'priorities of the school' in the way that the curriculum was developed and delivered.

6.3.2 Main strategies used by schools

In our survey we asked secondary headteachers about the main strategies that they used for transferring more complex administrative or pastoral roles from teachers to support staff. The results are shown in Table 6.6.

Table 6.6: Secondary headteachers: Strategies used in transferring more complex administrative or pastoral roles from teachers to support staff

	All (%)
Teachers have trained relevant support staff	82
We have recruited new support staff with the necessary skills and expertise	81
Teachers continue to supervise support staff in such roles	68
In some cases, teachers with relevant expertise continue to carry out such roles	37
Some teachers have moved into support staff posts so that we continue to benefit from their expertise	25
Not stated	1
	Weighted 712
	Unweighted 712

Based on all secondary headteachers who said roles had been transferred at all
Source: Secondary headteachers survey

Headteachers in large schools were most likely to say that they had recruited new support staff (85 per cent, compared with 79 per cent in medium and 72 per cent in small schools). Those in small schools were also less likely to say that some teachers have moved into support staff roles (eight per cent compared with 26 per cent in medium and 29 per cent in large schools), and this applied in particular to middle-deemed-secondary schools (four per cent). Headteachers in middle-deemed-secondary were more likely to say that some teachers continued to carry out such roles (53 per cent), as were those in London (50 per cent).

Where respondents said that roles had been transferred to a 'large' rather than 'small' extent, they were more likely to say that new support staff had been recruited. Those in schools where roles had only been transferred to a small extent were more likely to say teachers with relevant expertise sometimes continued with such roles.

6.3.3 Career trajectories

In contrast with the primary administrative staff interviewed, the secondary interviewees illustrated a wider range of career trajectories. Some had moved up through the school administrative system; others had come in from completely different employment; and some had moved from teaching to support staff roles. In this section we consider examples of each.

The exams officer in Secondary J was a former pupil at the school and had worked there since completing her education there eight years ago. She did not continue in education after GCSEs 'due to family circumstances' and the school had offered her 'a couple of hours casual work'. This was expanded when an imminent Ofsted inspection increased administrative demands. She continued in a clerical role for some time, then became study

support assistant in the library, working under the IT manager. This role involved day-to-day running of the library, issuing books and helping pupils find what they wanted. After three years she wanted to expand her role and had become more interested in IT. Her IT skills had been developed on the job, so she moved to work with pupil data, and this role gradually expanded. When the teacher with responsibility for exams retired two years ago, she took over the role, and at the time of interviewing had an assistant to train and manage. She said that she had not thought about how her career might develop in the future, but also said that she had looked at advertisements for posts in other schools, and might at some point move to a larger school where she might have a more specialised role, such as focusing only on data. She felt that there were few career opportunities if she stayed at the school: *'in this school ... in the job that I'm in, I don't think I can move.'*

The business manager in Secondary L had also developed her career within schools, though in this case, moving from one school to another to achieve promotion. Her background was in HR. She has had a varied career (including running a pub), and first applied to work in a school when she had a dependent child. She said, *'I never expected to enjoy it as much as I actually did.'* She started as finance officer in one school, and moved to be a business manager in another, before moving to her present job. She said that remodelling had not directly affected her role in any of these positions, but had opened up new possibilities. Thus in the previous school where she was business manager, the deputy head had controlled the budget, and although she was a member of the leadership team, she was often left out of the decision making loop. She moved to Secondary L where she has much more control, and was a member of the leadership team. But since then, her previous school has also increased the role and status of their business manager.

She has not undertaken any training specifically as a business manager, but said that she has always been good at mathematics. She has looked at the NCSL courses, but at the moment was working such long hours that she does not feel she has time to undertake any training. She loves the business manager role, and expects to continue doing this for the next fifteen years until she retires. She said:

I wouldn't imagine ever doing anything else, I love it. Because no two days are the same. Because your desk is never clear. Because you've just got a whole range of things to do and it's very interesting. Very varied. Dealing with people a lot and money you know, I like figures, all nice and neat and tidy.

However, she said that she might move to a school in the private sector, where pay was higher.

Far more of our interviewees had come direct from other employment sectors. The office manager in Secondary K had recently been appointed and had been in the post less than a year. She worked full-time and was employed throughout the year. Previously she had worked in social services and moved because she was looking for a more *'challenging'* role. She said that working in a school was *'unlike working anywhere else'*, In terms of career progression, she said that there were few places for women who work in the office to go:

The support staff were saying there's nowhere for them to go and I was saying, 'what do you mean?' They were saying, 'Where can we move up to? If this is what we do', they said, 'the only job we can move into is yours.' ... I said 'Yeah, you're right, if I go then you've got an opportunity.' They said 'Well, where would you go?' and I suddenly thought, well yeah, you're right, the only place I could go would be Personnel and I don't know actually that to me is an upward step. I don't know, some people may see it as career progression, I mean it's something different, but that's probably in this school the only place I could go, because I'm not a teacher, I'm not qualified to be a teacher, I don't want to be a teacher. So no, there isn't

really scope for support staff in that respect. They can only intermingle with the jobs.

Unusually for administrative staff in general, the business manager in school O was male. He had worked in the defence industry as a telecommunications specialist for eight years, and then for 13 years in a large organisation where he had risen to business manager there and *'led a team of analysts.'* Following personal upheaval in his life, he had left this job, and begun a clerical career in the local council, culminating in his promotion to business manager in the transportation division. He had been at the school just under a year. Although he did not have any financial qualifications, he felt supported and *'quite confident'* in the role. He had a newly appointed assistant who supported the financial aspects of his work, such as *'basic invoicing'*. He was also seeking another pay promotion through re-grading (to *'business manager strategic'*) as a consequence of having taken on the vacant premises manager post in his brief, and his increased workload. The business manager was keen to progress in his career, and despite the uncertainty over the school's future (potential closure and re-opening as an academy) he was confident that in contrast to other support staff roles which were specialised and tied to education, his role had more *'sellable skills that you could use in the private sector as well.'*

Finally we illustrate a career moving from teaching to an administrative role. The bursar in Secondary N had been the school's deputy head until 2000. He joined the school in 1980 and relinquished the deputy post owing to his disenchantment with teaching. As deputy head, the bursar had previously performed some of the duties now contained within his new role and, as such, he implied that the move from teaching to administrative was not difficult, since they were both essentially administrative roles. With the appointment of the new headteacher, the bursar was given more responsibilities in relation to finance (e.g. payroll, income and expenditure), personnel issues and HR (e.g. staff grievances, discipline, capability, resignations – formerly duties of the previous headteacher), governance (e.g. clerk to the governors) and organising teaching cover.

6.3.4 CPD and Training

There were considerable variations in the extent to which school administrative staff had been invited or encouraged to take part in training or development activity. The office manager in Secondary K told us that her and her colleagues in the office had not received any kind of CPD recently. She said she had not been given any induction, despite never having worked in a school before; she was simply *'left to get on with it'*. She had introduced performance management for her team, which she believed was very important, and was putting together a CPD programme for other staff.

The business manager in Secondary O has considered taking the CSBM, but felt that work pressures made it unfeasible at the moment.

I have but because I was new in post at my last school and I'm new in post at this one, I'm working probably a 60-hour week now so there's no way I have any time to dedicate to a qualification, it's all been done on the job.

The premises manager in Secondary S told us that although he had attended various training course since he started at the school, he was unhappy with the way CPD was arranged in the school: *'It's supposed to be organised by a member of staff who supervises that side of things but upon enquiring I was told 'sort it out yourself', so I have.'*

In contrast, the exams officer at Secondary J said that since working at the school she had completed an NVQ Level 3 ‘as part of professional development within this school’ and a freestanding mathematics qualification⁴⁵. She was considering taking BTEC Level 4 for exams officers. In addition, she had attended training in the use of the management information system (MIS). However, in relation to her current role, she would have liked to have a better understanding of how the data was used.

6.3.5 Impact of remodelling of administrative roles

Several of the headteachers pointed out that in their schools, remodelling of administrative roles pre-dated school workforce remodelling. The head of Secondary J explained:

We were very much in sympathy with the government agenda and believed in some respects and I'm sure everyone says this to you, believed in some respects we predated it. We were building a team of teaching assistants, we were using people for administrative duties and so it was a welcome move.

Secondary M had had a vast increase in numbers of associate staff, including an Operations Manager who was part of the Senior Leadership team. The headteacher saw this as hugely beneficial:

I've created some things that I presume exist elsewhere, I've called it now my operations team. So [name] is now called my operations manager, and she runs a team and to be honest I don't really have to step in very much. She will sort out the exams, the invigilation. ... She is a senior member of staff who goes in and when [name] says 'you do this'... and that's worked really well, so I think the biggest benefits are teachers being able to get on with their teaching.

The assistant head at Secondary L argued that the transfer of complex administrative roles to support staff had partly resulted from developments in ICT:

I think that's inevitable with computerisation and also the increasing demands on admin and because you've got more information, you want more information. When I started here we'd one full time secretary and one part time secretary.

Some headteachers acknowledged that part of the motivation for transferring senior administrative roles to support staff was financial. The head of Middle School H said:

I made the deputy head and another senior teacher redundant in my first year. There were budgetary issues because the school role had fallen ... but also the role, certainly one of them was really prepared to do was still this basic operational role of organising the buses, organising parents evenings, just organising, which is something that [named member of admin staff] does, actually she does it better and for a lot less money.

⁴⁵ The free-standing mathematics qualifications (FSMQ) are a suite of mathematical qualifications available at Levels 1 to 3 in the national qualifications framework (see footnote 27 for an explanation of the NQF) introduced in 2000, and supported by the Nuffield Foundation; they are not attached to any other qualification.

While many roles had been transferred, in many cases a member of teaching staff had oversight of the role. The head of Secondary J explained:

The actual scheduling of the time table may go to support staff. Oversight of it and the curriculum development clearly won't. Similarly with the cover, I actually think it's important that there is a senior – someone in the leadership group – having oversight of that.

In Secondary K, where the school had recently undergone a massive rebuild, they had employed additional personnel to support the building process (e.g. facilities/contracts manager). The head said that *'for us it worked really well because it meant we had expertise, real expertise of him being a Quantity Surveyor in another life, so that worked really well.'* He said that having increasing members of support staff with complex and dedicated roles had impacted positively on his and teachers' workload.

I mustn't get bogged down with paperwork, my strength is dealing with people, dealing with the kids, the staff, the parents, the outside agencies and you have to be seen. ... I don't lead by email, which is the way a lot of people are going, you know. I lead by actually talking to people and I think people appreciate that.

Teachers in the case study schools also noted that having dedicated administrative staff taking on some roles had improved efficiency. The exams officer role was one which teachers generally saw as highly beneficial. A teacher in Secondary J explained:

I think its better run definitely and you feel more confident in the system. I think that has been a positive change definitely. ... She is very efficient and the kids know exactly where they have got to go and where they are seated and yes it runs like clock work, its been excellent and so all that kind of pressure because its always a worry yourself when you have a big exam going on and that has been taken away.

Similarly in Secondary M we were told that it was having a dedicated exams officer was *'very efficient.'* The head of history at school argued that exams *'runs like clock work'* and that having that organizational pressure taken away from teachers was *'excellent'*.

Many of the staff who had taken on the senior roles spoke of the way that they had benefited. For example, the administrative leader in Secondary N told us that the assessment focus of her current role had brought about a closer working relationship with the associate head of the school, which she believed had raised the status of her role:

I do feel more respected now in the role that I do, but I don't think that is down to remodelling, that's down to a change in my job and that hasn't been through remodelling. ... I think working alongside [the associate head] has made people, because people respect her, I think because I'm now working alongside her, I think that has made a bit of a difference.

Many of the interviewees talked about their job satisfaction. The bursar in Secondary N said that he had experienced greater job satisfaction since remodelling because he worked with a wider range of support staff who he described as *'enrich[ing]'* his day. He said that workforce reform had initially led to a *'considerable increase in workload ... but it has subsided a bit now that things have embedded.'* He added:

Indirectly people look to me as being the senior support staff person and therefore lots of things come to me, loads of people popping into my office, 'what should I do with this', 'what should I do about that?' And particularly having been a teacher I can bring that knowledge to my answers as well. And so quite a lot of people seem to have confidence to come to me to ask for guidance on this or that.

However, while there were many clear benefits, some interviewees also talked about less positive issues. In particular, some of the senior administrative staff talked about tensions between teaching and administrative staff. For example, the office manager in Secondary K spoke of some of the tensions between teachers and office staff:

I know people are people, but teachers seem to have this different something, I don't know exactly what it is, but it's like everything needs to be done now, everything – there's no organisation, everything is last minute, but they expect everything to be produced to a high standard without giving support staff sufficient time to do things like that.

She explained that teachers did not always allow time for support staff to do their work properly, and went on to say that 'a lot of the [office] support staff feel like they're at the bottom of the pile.' She did not think that teachers saw them this way, and mentioned that they make loads of comments like, 'If it wasn't for you guys, we couldn't do the job.' To some extent, she saw her role as acting as a 'buffer' between the office staff and teachers. She said that more organisation and planning was needed to resolve the problem, and that the senior leadership team in particular needed to look at different ways of working and to 'remember that without the support staff they wouldn't get anything done'. The workload in her office had increased even during the short time that she had been there. She spoke of her staff being 'stretched' and 'stressed' and 'overloaded'.

The bursar in Secondary N told us that since 'moving across' to work as a member of support staff, he had become more aware of the hierarchies and divisions between teachers and administrative staff, which he felt had been reinforced by remodelling.

I was shocked at the way some teachers started treating non-teaching staff. Not me, because I suppose I still had a little bit of the halo effect from having been a deputy head, and nobody has ever been rude to me or disrespectful or demanded something of me which wasn't my station, you know. But I've heard people here, and I've had quoted some things teachers have said to some of my colleagues, and I'm horrified. They are like consultants would treat nurses in the old days in the National Health Service, as if they are a lower species of being, you know. 'I'm not doing that, I'm teaching, you can do that for me.' And the sort of dismissive superior attitude did seem to raise a very ugly head with workforce reform. It wasn't there before, not in the same way. Workforce reform certainly brought in a sense of superiority among teaching staff and, from some, a sense of contempt for those who were there just to support.

The administrative leader in the same school said that, while she loved her job, especially since her responsibilities had increased, she disliked the lack of respect that she and other support staff perceived in the attitudes of some teachers. She claimed that this disrespect was underpinned by remodelling and the resulting reinforcement of the division between teaching and support staff.

An area of considerable concern for many of the administrative staff was their workload. Despite the fact that new roles and additional posts had been created, the workload continued to grow, and the majority of case study interviewees reported that they regularly did unpaid overtime. . The administrative leader in Secondary N pointed also to the wider external pressures of implementing 'new processes and schemes all the time' which all have 'a knock-on effect to admin [staff]' and increase their workload. The business manager in Secondary L explained her working hours:

A sixty hour week. I'm normally in for seven, and I normally don't go home until seven, I take ten minutes on my lunch and literally just scoff it down. And I sometimes work weekends and I managed four days off in the summer. But because I'm new and I'm slow at everything. So I'm hoping that you know, that won't be the way that it's always going to be. I'm hoping things will calm down a bit. And obviously because we've got a new head he wants a lot done. So you know I'm fighting against that.

In many respects, however, her current job description was quite clearly extremely challenging. She was responsible, among other things, for line management of 80 people – all the non-teaching staff in the school: *'admin staff, I line manage all the boarding staff, domestics, that kind of thing. IT technicians, kitchen dining room, they're all mine.'* However, she was clear that if the school pursues the aim of achieving the Investors in People standard, this would no longer be feasible.

Another concern, rather more nebulous, was that the senior administrative staff did not always have a sufficient knowledge of the whole system, and the purpose of some aspects of their work. One of the exams officers, for example, said she did not have a sufficient understanding of how all the data was used. She knew how to generate CVA statistics, but did not really know what they were for. She would have liked more inclusion at that level.

While some interviewees were members of the senior leadership teams of their schools, and felt that their voices were listened to, others were less clearly integrated into the schools they worked in. We found significant variation in schools, and often confusion amongst support staff, regarding attendance and organisation of meetings. In particular, a premises manager in School S explained that he felt somewhat isolated because he did not fit in either with the team of staff he managed (who in general came from trade/manual backgrounds), or with other administrative or teaching staff. He did not attend staff meetings, and was not sure if he was *'supposed to be at them or not'*. He said:

I am not sure I really fit into any of the categories really. ... All the teaching staff have great empathy for each other because they do the same thing, obviously. You bond with those doing a similar activity. I am not sure if many of them know what I do. Some do, some I have had a lot to do with and they are all very sympathetic. But the others assume we sit around all day. (S)

The administrative leader in Secondary N said she rarely attended staff meetings because of the emphasis on TAs and teaching staff at those meetings. Instead she attended middle leaders' meetings with the headteacher, which were held every half term, and although she mentioned having a voice at these meetings, she said that she was *'only allowed to have opinions if they are agreed with'* by the headteacher. She thought it would be good idea to have a meeting for administrative staff, although there was no such arrangement in place.

Senior support staff also voiced concerns about career development; we have already discussed the fact that some administrative staff apparently experienced limited opportunities for training, and found it difficult to see how their careers could develop.

In some schools, despite the creation of many new roles, there seemed to be some gaps in the arrangements. This was the case in Secondary N, where there was no exams officer. The bursar explained that the school has agreed that heads of department would be present at exams because currently no-one was responsible for ensuring that pupils had the right papers:

The only people who really know which modules each child is meant to be doing is a schoolteacher. But they said, it's not my job to give out the papers. And so we are stuck, you know, how do we give out the right papers to the right children at the right times when we don't know which child is meant to be receiving those papers and the teachers know but they say it is not their job to do it?

In some other schools (Secondary J and M), it appeared that the role of exam officer was being undertaken by a member of support staff.

There is also plenty of evidence to suggest that the creation of senior administrative roles has impacted positively on teachers and senior leadership team members. Those undertaking the roles generally enjoy their responsibility, and often bring new perspectives and skills from other employment sectors. However, in some schools, there remained unresolved issues in terms of teaching/administrative staff relationships, workload, career development, and ensuring that administrative staff are appointed to carry out all the roles necessary.

6.4 Special schools

Key points

- Most special schools had, at least to some extent, transferred more complex administrative or pastoral roles from teachers to support staff in recent years. However, only one in three said that this had happened 'to a large extent' or 'entirely', and 14 per cent said it had not happened at all.
- Generally teachers had trained relevant staff and continued to support them. Three in five schools had recruited new staff with relevant skills, and a third said teachers still carry out some complex administrative roles.

6.4.1 Transferring complex administrative and pastoral roles

Our **survey data** shows that **special school headteachers** were similar to those in primary schools in their assessment of the extent to which more complex administrative or pastoral roles had been transferred from teachers to support staff in recent years. Around one in three said that this had happened 'to a large extent' or 'entirely', and 14 per cent said it had not happened at all. Details are shown in Table 6.7.

Table 6.7: Special school headteachers: Extent to which more complex administrative or pastoral roles have been transferred from teachers to support staff over the last few years

	All (%)
Entirely	2
To a large extent	34
To a small extent	46
Not at all	14
Not stated	4
	Weighted
	154
	Unweighted
	154

Based on special school headteachers.
Source: Primary/special headteachers survey

Where these roles had been transferred at all, the majority of headteachers said that teachers had trained relevant support staff (79 per cent), that teachers had continued to supervise support staff in such roles (72 per cent), and that new support staff had been recruited (61 per cent). Table 6.8 shows further details about the strategies used for transferring more complex administrative or pastoral roles from teachers to support staff.

Table 6.8: Special school headteachers: Strategies used in transferring more complex administrative or pastoral roles from teachers to support staff

	All (%)
Teachers have trained relevant support staff	79
Teachers continue to supervise support staff in such roles	72
We have recruited new support staff with the necessary skills and expertise	61
In some cases, teachers with relevant expertise continue to carry out such roles	32
Some teachers have moved into support staff posts so that we continue to benefit from their expertise	8
Not stated	3
	Weighted 127
	Unweighted 127

Based on all special school headteachers who said roles had been transferred at all
Source: Primary/special headteachers survey

Where respondents said that roles had been transferred to a 'large' rather than 'small' extent, they were more likely to say that new support staff had been recruited. Overall, headteachers in special schools were more likely than those in primary schools to say that new support staff had been recruited.

We have not set out the qualitative data for **case study special schools** as in previous sections due to the limited sample size. We interviewed two administrative staff, one in each case study school, who were employed as school administrators. The data from our two interviewees indicates that they shared most in common with primary administrative staff. The two interviewees had experienced significantly increased and intensive workloads under remodelling, and had taken on extended roles. They reported enjoying taking on new responsibilities, but expressed concerns about not always feeling fully included within the schools, and both said that they worked unpaid overtime.

7 Transfer of administrative tasks to support staff

Summary

In all sectors, only around 25 per cent of class teachers agreed that they now spent less time on routine administration, while 40 per cent disagreed. Secondary teachers on the leadership scale were more likely than other teachers to agree.

The case study schools had implemented a range of measures to facilitate the transfer of routine administrative tasks from teachers to support staff. However, interviewees pointed out a number of reasons why some of the arrangements were not altogether effective including, for example, the hours support staff worked, and in primary schools, the fact that many of them had more work than they could effectively complete.

Only a few of the interviewees talked in terms of administrative tasks that did or did not need a teachers' professional skills; the majority focused on a small number of administrative tasks (including display and photocopying), and did not appear to have clearly understood the criteria for determining which tasks it was appropriate for teachers to undertake.

There was also evidence that, regardless of the administrative support mechanisms introduced, there were some teachers in all the case study schools who chose to do certain tasks. They argued, for example, that their classroom displays were an integral part of teaching and learning, or a source of professional self-esteem. Several of the teachers interviewed argued that they could not use the school arrangements for photocopying because they reviewed their lesson plans and resources after the previous lesson, and this was too late to hand in their photocopying.

A common theme running through the primary and secondary teacher accounts was that sometimes teachers undertook certain administrative tasks because they considered it quicker to do them themselves than to explain to support staff what they required to be done.

In the case study schools, both primary and secondary school headteachers worried that it was not easy to distinguish between tasks that teachers should do and those that should be passed to support staff, particularly as some administrative-related tasks required input from both.

Special school teachers argued that some of the tasks listed were irrelevant in a special school context; they also said that the high level of team work meant that tasks were often done by the person who had the necessary skills, regardless of their role.

7.1 Introduction⁴⁶

The National Agreement *Raising Standards and Tackling Workload* (2003) included in its seven point plan for creating time for teachers and headteachers. It stated that '*teachers should not be required to undertake routine administrative and clerical tasks*' (para. 22), and listed 25 such tasks. The STPCD (2008) states that the professional duties of a teacher include participation in administrative and organisational tasks related to their duties (para. 75.12.1) but they are not required routinely '*to undertake tasks of a clerical and administrative nature which do not call for the exercise of a teacher's professional skills and judgement*' (para. 75.12.3). Annex 3 to the STPCD contains a (non-exhaustive) list of 21 such tasks (combining some of those originally listed in the National Agreement). This list is reproduced in Appendix A.

The Guidance to the STPCD (DCSF, 2008a) acknowledges that many activities require '*a mixture of professional and administrative input*' (para. 7), and states that the key tests should be whether the task needs to be done at all; whether it is of an administrative or clerical nature; and whether it calls for a teacher's professional skills and judgement. Schools should ensure that administrative systems provide adequate support for teachers, and all school staff need to be well organised to make effective use of these. In that the legal provisions are not about narrow issues of job demarcation, but rather, ensuring that teacher time is '*more exclusively devoted to high quality professional teaching tasks*' (para. 12), the Guidance states that '*teachers should not be given the option to 'choose' to do administrative and clerical work*' (para. 13).

This chapter examines headteachers' and teachers' responses about the extent to which routine administrative tasks have been transferred from teachers to support staff as part of workforce remodelling. Ofsted (2004, 2005) reported that schools had made early progress in transferring administrative or clerical tasks to support staff, and that this was one of the elements of workforce remodelling that had become established in schools at an early stage.

In view of the number and complexity of the issues to be investigated in this research, it was decided that transfer of administrative tasks would be largely addressed through the case study interviews rather than the questionnaires. This chapter is therefore based almost entirely on qualitative data, and these findings are not necessarily representative of all the schools and teachers.

At the outset it should be noted that across all of the case study schools there was evidence to suggest that headteachers had gone to great lengths to set up facilities and/or make arrangements for support staff to undertake the designated routine administrative tasks that had been transferred from teachers. However, it is important to recognise that the extent to which transferred teacher administrative tasks were operationalised in schools was to a certain degree influenced by both headteacher and teacher expectation.

⁴⁶ A number of issues run through the data. These are fully discussed in Section 4.2 and are summarised at the start of each chapter.

- Conflation of remodelling and other parallel changes taking place (such as restructuring of responsibility posts) meant that responses to general questions about remodelling and its impact may have been answered with other changes in mind.
- Schools generally used multiple strategies in relation to each aspect of remodelling; thus it is difficult to assess which strategies were considered to have the greatest impacts on standards and workload.
- The categories used in guidance and policy documents, and therefore in the questionnaires used in this research, did not always appear clear-cut on the ground.
- Schools had developed a wide variety of job titles, particularly for support staff roles. These sometimes gave a false impression of the person's actual role.
- Heads who had been appointed since remodelling were less likely to say it had been fully implemented or had had a positive impact.
- Heads were consistently more positive about what was happening in their schools than were teachers.

Secondly, interviewees did not refer to the criterion that they should not do tasks that do not call for the exercise of a teacher's professional skills and judgement; rather, they referred to the list of 24 tasks. One headteacher, for example, had prepared for the case study interview by creating an annotated version of the list of tasks, although this had not been referred to on the questionnaire or in the letter inviting the school to take part in a case study. However, most interviewees were only vaguely aware of what was included in the list. At an extreme end of the spectrum, a teacher at Secondary O claimed to have '*never seen*' the list before taking part in the research, and that she '*never knew*' what teachers '*should be doing and what [they] shouldn't be doing*'. The two tasks that most teachers remembered and that generated much discussion, particularly in primary schools, were display and bulk photocopying. In interviews, we provided a copy of the list of tasks to generate a wider discussion.

The sections of this chapter relating to primary and secondary schools are structured differently, because the range of issues highlighted by secondary school respondents differed from the concerns of primary teachers, which centred around display and photocopying.

7.2 Primary schools

Key points

- Only 26 per cent of primary class teachers agreed that they now spent less time on routine administration, while 40 per cent disagreed.
- Teachers argued that the distinction between tasks that involve a teacher's professional skills and those that can be undertaken by support staff is not clear-cut.
- The arrangements made for support staff to undertake tasks did not always appear to be effective, and it appeared that the issues that prevented them from working well had not been discussed or addressed in some schools.
- Teachers were very aware that support staff in their schools were overworked, and this prevented them from asking support staff to undertake some tasks.
- Teachers enjoyed some tasks, and liked to feel ownership of their work.
- While some teachers felt that some time had been saved by doing less administration, most said that other work had taken its place.

7.2.1 Transfer of routine tasks

Primary class teachers and floating teachers were asked to what extent they agreed that they now spent less time on routine administration. Only 26 per cent of primary class teachers agreed that they did so, while 40 per cent disagreed. Details are shown in Table 7.1.

Table 7.1: Primary class teachers and floating teachers: Agreement with statements about time spent on administrative tasks

	I now spend less time on routine administration		I no longer undertake some tasks that I enjoyed or that gave me job satisfaction	
	Class teachers (%)	Floating teachers (%)	Class teachers (%)	Floating teachers (%)
Strongly agree	3	4	2	3
Agree	23	19	15	17
Neither agree nor disagree	24	28	35	34
Disagree	30	29	33	29
Strongly disagree	10	5	6	3
Not stated/not applicable	10	15	10	14
Weighted	1481	185	1481	185
Unweighted	1481	185	1481	185

Based on all primary class teachers and floating teachers
Source: Primary/special class teachers survey and floating teachers survey

Teachers were also asked whether they no longer undertook some tasks that they enjoyed; this related in particular to displays, a task included in the National Agreement as administration, but one which the case study findings suggest many teachers enjoy and gain satisfaction from. They were more likely to disagree (39 per cent) than agree (17 per cent) with this statement; this could be interpreted in two ways: respondents might have disagreed because they did not enjoy the tasks or because they were still doing the same tasks. Findings were similar on both questions amongst primary floating teachers (differences between the two groups were not statistically significant).

Amongst primary class teachers, those on the leadership scale were more likely to agree that they spent less time on routine administration (34 per cent). In addition certain groups of respondents were more likely to agree: those who had indicated that they now spent more time on teaching and learning; those who received their contractual allocation of PPA time; and those who had regular leadership and management time. This indicates that the transfer of administrative tasks is often part of a wider engagement with workforce remodelling.

The extent to which routine administrative tasks have been transferred within primary case study schools

Across the primary case study schools the evidence varied as to the extent to which routine administrative tasks had been transferred from teachers to support staff. Some teachers claimed to undertake very little administration, and specifically to do few of the listed tasks. However, this contrasted with those schools where teachers reported, for example, collecting money from pupils and inputting attendance data into reports such as at Primary G; and record keeping, filing, compiling data for Raise Online and ordering teaching resources, for instance at Primary C.

The primary case study qualitative data supported the survey findings of a number of teachers spending a lot of time on routine administrative tasks. Provision had been made at Primary C for support staff to aid the work of teachers and this led one teacher, who pointed to a better sharing of tasks between teachers and TAs, to acknowledge a change in her own attitude about the nature of the tasks that she felt she was expected to do as a teacher:

I think really we share more tasks in a way with the TAs and you don't feel guilty about asking a TA to do something. I always used to think that's my job, I ought to do it. (Teacher, Primary C)

However, the headteacher said:

I think staff feel they have a lot of admin to do. I employ a TA to do photocopying and display work but again people do like doing their own.

Other teachers at the school noted that changes to the deployment of TAs had contributed to teachers doing some routine administrative tasks themselves:

Because we don't have a TA particularly allocated to us, we are still doing that list of stuff that we shouldn't be doing. (Teacher, Primary C)

Moreover, teachers in Primary C claimed that if they did not do the relevant administrative task, *'it doesn't get done'*. Some other reasons for teachers continuing to undertake routine administrative tasks are explored more fully below.

Some headteachers said they had found it difficult to entirely hand over some routine tasks to support staff. This was partly because, as the head of Primary C contended, there was a *'fine line'* between an administrative task and *'a task that [teachers'] actually need to be doing'*. This was exemplified by the assistant headteacher of Primary B who argued that record keeping was *'very difficult'* to transfer to support staff because teachers, *'know their own data'*. She also inferred that if teachers passed assessment data and figures to someone else they could *'lose that personal sense of responsibility for it'*. The contention that teachers (rather than support staff) *'know their own data'* was supported by teacher statements at Primary D. These teachers noted that at the start of the remodelling process TAs undertook the inputting of mathematics and literacy results, but they made errors, *'because they weren't familiar with what they actually meant'*. Apparently, TA lack of understanding resulted in teachers at the school deciding to input the data themselves because *'it made life easier'*. The possibility of providing training for the TAs to overcome this problem was not raised.

There were some administrative tasks that headteachers considered difficult to transfer to support staff because the tasks required teacher input. For example, at Primary A, the headteacher argued that writing school trip letters was one area that needed teacher input:

There are still some aspects that it's very difficult to transfer to support staff because teachers have to have an input into it so things like school trip letters. They're the ones who have set up the trip so they're the ones who understand what the links are to the curriculum and the overview of the curriculum map, so it's difficult sometimes for support staff to take on that kind of admin when it actually takes as long for the teacher to explain as it does to actually do it yourself. (Headteacher, Primary A)

This headteacher had sought to standardise the letters that were sent home to parents about school trips through the development of an on-line pro-forma, teachers had to complete the necessary trip information (e.g. cost, location and the date by which the letter needed to be returned) before the administrative staff could send the letters out. This arrangement addressed the criterion that teachers should only input in the areas that need their professional knowledge, and clearly reduced the time that teachers had previously spent on this task.

Rather than teacher input being considered essential in the writing of standard letters, the assistant headteacher at Primary B liked having the flexibility of being able to ask administrative staff to write letters for her, but she also preferred to write some letters herself as she could do this *'really quickly'*, and it allowed her to offer a *'personal touch'* to the letter written. Teachers at Primary G and F wrote their own letters *'out of choice'*. However, this was usually done when they wanted to explain to parents, for example, the curriculum topics their children were covering during the term. Teachers at Primary D also wrote their own class letters and they did not object to doing this because the letters were stored on their computer hard drive.

Another example, of a task requiring teacher input was the ordering of teaching resources. Although in Primary E, the ordering of teaching resources had been transferred to the school business manager, the decision of what stock to order was still made by teachers. Thus teachers with co-ordinator or team leader responsibility were expected to order stock for their respective teams, as they had an overview of the volume of stock each team/department had. The cost implications of ordering unnecessary stock in a small school were at the forefront of the minds of teachers at Primary F when they were ordering stock. In these schools the perceived need for teacher input made it harder for senior leaders to draw a clear divide between teaching and support staff administrative roles. In several schools it appeared that the use of computers meant that it was more difficult to separate the teachers' role in deciding what stock to order, and the administrative role of placing the order.

However, in some instances where headteachers had endeavoured to separate these roles, teachers argued that it was quicker for them to do the tasks themselves because of the time they would need to spend explaining what they required the support staff member to do.

Displays

Across the schools there was variation in that some TAs/HLTAs worked alongside teachers and had a shared input in the displays put up. There were also examples of support staff having autonomy to work on the displays, others where they were instructed by the teacher to do the display, and cases where support staff input was minimal. The headteacher of Primary A said that support staff could put up displays, but that it was necessary for teachers to have some input even if it was only marginal, as school displays are an integral part of teaching and learning. As she explained:

Most of display work can be done by a teaching assistant, and it's quite easy for them to do, there's probably a one per cent that the reason that you're having a display in the first place is to do with teaching and learning and how it fits into the overall curriculum, and how you're valuing children's work ... and that one per cent has to be retained by the teachers. (Headteacher, Primary A)

Therefore in recognition of the teaching and learning element that teachers are meant to elicit, Primary A divided the display role into two, with support staff having responsibility for putting up the display backing boards, and teachers putting up the actual display. In this way the teachers had *'overall control'* of the display.

Although the headteacher of Primary A was clear that the final display was the responsibility of the teacher, and support staff agree with this decision, the data from teachers in this, and other schools (e.g. Primary B, C, D), suggests that this is a role that some teachers *'enjoy doing'* and therefore wanted to do. This understanding led to the headteacher of Primary B acknowledging that it was pointless trying to adopt a dictatorial approach in relation to teachers opting to do displays:

We employ somebody to take over all displays and she's given time to do that, but staff are still in the main quite keen to put things up on their own walls. So again it's facilitating what the remodelling agenda asks for; but it's very much down to individual staff as to how they use that and I can't go round and ... say [to teachers], 'You will not put that display up'. ... It's a case of putting systems in place for staff to use if they want to use it.

Similarly, the headteacher of Primary F, while putting strategies in place for TAs to support display work, noted that teachers 'want' to do their own displays. Alongside this, she suggested that it was 'nice' for teachers to do it themselves because they 'know how they want it to look'. The headteacher's perception that teachers wanted to do their own displays was to a certain extent supported by interviewed teachers who said that display work, 'goes with the terrain of being a teacher'. But in addition, they said they spent 'hours ... after school or in the holidays' on display work and backing walls, because 'no one else is getting paid to do it'. The argument here was that displays could only be put up after school, when pupils were not present, and that TAs were not paid to work at this time. In some cases teachers reported that TAs volunteered to stay behind and help in their own time:

We will say we will do that after school on Wednesday or whatever and that tends to come from her I've never asked her to stay behind after school. She will say, 'I will hang about on Wednesday and help you put that display up'. (Teacher, Primary D)

But there was a recognition amongst teachers that whereas they were paid for working outside normal school hours, the TAs were not. This resulted in the teachers doing more display work.

Where support staff enjoyed doing display work, there also appeared to be a tension for some teachers interviewed between enabling TAs to do displays when this 'would be instead of [the TA] working in the classroom' (Teacher, Primary E), and supporting pupils. A teacher in Primary D questioned the logic of having support staff working on displays:

Is it the right use of somebody's time to be asking them to take paper down and put new paper up when actually there are children that need support with their reading or their writing?

Indeed teachers at Primary G said that they did their own classroom displays (amongst other tasks) because they had to be selective in how they used their LSA support, as they did not have a full-time LSA attached to individual classrooms, and there was 'not enough time' for the LSAs 'to do everything'. A teacher at Primary F articulated a similar reason for doing her own displays:

There was not enough allocated time for HLTAs or a normal TA to do that because their primary role is to support children and they can't put displays up while we're teaching.

It would seem, then, that the combination of teacher desire to do displays and the hours that TAs were paid to work contributed to some teachers taking responsibility for doing displays, and in some cases discounting the expressed wishes of TAs (such as an HLTA who was disappointed that she was not asked as a matter of course to do displays, but instead had to volunteer). One way of addressing this might be to pay TAs to work an extra hour after school to do displays; this possibility was not discussed in any of the schools.

Another issue was the variation in individual teachers' and TAs' enthusiasm for, and perceived skills in, creating attractive displays. A teacher at Primary D explained:

I've got one TA who loves doing them [displays] and enjoys doing them, and the other one, if I asked her to do them, she would feel stressed by it ... we all have our different strengths and being a small school we tend to play to our strengths don't we? But I enjoy doing displays. I actually at the end of the day find them quite therapeutic.

As well as effective use of support staff time and availability being crucial factors in some teachers undertaking display work, teacher 'ownership' also played a key role. One teacher at Primary F, for example, noted that teachers did their own displays, as they wanted to have 'ownership' of the displays that went into their classrooms. This was reflected by teachers interviewed at Primary B who (despite appreciating the fact that they could draw on the strengths/skills of their support staff as a result of the strategies the headteacher had put in place) acknowledged the difficulty they experienced in relinquishing a task they not only enjoyed, but considered 'representative' of themselves and their classroom. The assistant headteacher at Primary B said:

If you [have] TAs that aren't very good at it and you know you can do it better, and it's also very representative of you and your classroom ... sometimes it is difficult to relinquish that ...if you've got a certain standard that you want to see [and] maintain.

The implication here was that classroom displays are publicly on view and are a key way source of evidence that parents, visitors and other teachers can use in making a judgement about the quality of a teacher's work.

Photocopying

Some primary headteachers said that they had had difficulty in persuading teachers not to do their own photocopying. The list of tasks in the Annex to the STPCD includes bulk photocopying; however, interviewed teachers did not distinguish between bulk and small-scale day-to-day photocopying. References to bulk photocopying were often implicit.

Most schools had made arrangements for support staff to undertake bulk photocopying that was handed in in advance. But, as with displays, some teachers 'liked' doing their own photocopying, and at least one teacher said it was a 'good use' of her time. For some teachers however, doing their own photocopying was necessitated by 'last minute' revisions to their lesson. For these teachers, it was important that they did not plan several days ahead in case their pupils had not achieved what was expected. Therefore photocopying days in advance could be a waste of time (for both teachers and support staff) and resources. The time at which some TAs started work in the mornings was also responsible for some teachers choosing to do their own 'last minute' photocopying. At Primary D it was claimed, for example, that a 9am start time was too late if teachers needed work photocopied for the first lesson. This issue arose in a number of schools; clearly it might be possible to address this by changing or adding to support staff hours, but it appeared that this possibility had not been discussed.

The headteacher of Primary E asserted that providing bulk photocopying support for teachers was undermined on the one hand, by teachers who preferred to do their own photocopying, and on the other, by teachers who instead of getting the TA with photocopying responsibilities to do their copies, circumvented the photocopying system by asking the school secretary to do it. The headteacher said that the system was also destabilised by teachers who did not want to ask TAs to do any photocopying for them, as this would mean that they would be 'out of class', and not 'engaged with the pupils'. A

teacher at this school (and one at Primary F) remarked that TAs were *'much more needed'* in the classroom to work with pupils. A third factor in this school was that at least one teacher regarded photocopying as a task she should perform during PPA time; she said that, she viewed resource preparation as *'the idea of the PPA time'*. This view was however, contradicted by another teacher in the group interview who said that she *'preferred'* to have her photocopying done for her, and longed for the *'lovely system'* that had existed four years earlier. The 'lovely system' referred to was the assistance of a TA who was employed specifically to do teacher photocopying. This dedicated photocopying support ended when the TA took up a post providing in-class support. It appeared that at the time of the case study, TAs at Primary E only did occasional photocopying, usually when the teacher had prepared insufficient copies or the copies had *'come out wrong'*. Again, the issue could have been addressed by reviewing the way in which support staff were deployed, but it appeared that while the current system did not provide the support teachers' needed, this had not been discussed with the leadership team.

Like at Primary E, in Primary B, the facilities created for support staff to undertake teacher photocopying appeared to be less effective. The headteacher explained:

There is a basket in the staff room and you put your photocopying in and it's rarely used. So although the facility is there a lot of them tend not to use it. (Headteacher, Primary B)

Administrative staff at Primary B noted that teachers did most of their photocopying in the morning or during their lunch breaks. The assistant headteacher at the school said she did her own photocopying, aided by children in her class, who she said were *'trained'* to do photocopying. Furthermore, she argued that whether or not teachers used the photocopying system (particularly for bulk photocopying) was a question of *'choice'*. Therefore, while she sometimes did her own photocopying for her teaching, she relied on administrative staff to photocopy National Key Stage 2 test practice papers.

The head of Primary F told us that parent volunteers had been used in the past to undertake photocopying, but that this was superseded by teachers doing their own day-to-day photocopying. Teachers' doing their own photocopying was to a certain extent justified by the headteacher who commented, *'at the end of the day if you want something it's easier to do it yourself because you do it how you want it, and when you want it'*. Nonetheless, the school secretary and her job-share assistant, were sometimes asked to do bulk photocopying. However, the fact that the school secretary was already overworked might have contributed to teachers at the school not making bulk photocopying requests; a factor acknowledged by both the school secretary and the headteacher:

I mean [the secretary] would do it, if they said 'can you do this?' she would do it. But the trouble is you see a lot of this puts extra – like us not taking money and doing letters and all sorts of things like that - puts extra burden on [the school secretary] then. (Headteacher, Primary F)

I think most of them [i.e. teachers] can see that I'm snowed under. (School secretary, Primary F)

Moreover, we were told that each teacher had a scanner and a small photocopier in their room. This inevitably made them more likely to undertake at least some of their own photocopying. Nevertheless, it was clear that some teachers liked having the option to ask support staff to do their photocopying as this helped them to feel *'less pressurised'* and able to turn their attention to other teaching and learning tasks.

7.2.2 Impact of transfer of administrative tasks in primary schools

The impact of the transfer of administrative tasks was limited, because, as we have shown, in a number of schools they had not been fully transferred. In many schools the arrangements for administrative tasks to be undertaken by support staff were not fully used adequate (in the sense that teachers were aware of them but chose for a number of reasons not to use them). It appeared that these issues had not been raised or discussed at staff meetings, and that making alternative arrangements was not a key priority.

Even where tasks had been more effectively transferred, the majority of teachers claimed that the transfer of administrative tasks had not made a difference to their total workload. The headteacher of Primary A, for example, argued that most administrative tasks had *'just been replaced'* with other tasks because of the need to attain high achievement standards. Similarly, the assistant head of Primary B noted that senior leadership staff were *'constantly'* being *'inundated'* with new government initiatives which in the end led to them *'just transferring'* tasks and *'moving [them] from one place to the other'*. Similarly the head at Primary B said:

You get rid of 24 tasks from the teachers.... so yeah, the workforce is remodelled, it's re-shaped, it looks different but I don't think it particularly has lifted work. I don't see a huge difference from that point of view.

Overall, the qualitative data revealed that the transfer of tasks from primary school teachers to support staff had greatly increased support staff workloads. A pertinent example is of a school secretary at Primary F who said, *'There's no way I can add yet another thing onto my list'*. One HLTA was similarly concerned at the volume of administrative tasks that support staff were expected to undertake. She commented:

I do find that a lot of the time it's, 'teachers aren't meant to do that, let's give it to the TAs', and I hear a lot of that and it annoys me because I don't think they appreciate our workload. ... We just don't have a spare minute and you just find you're run ragged sometimes. (HLTA, Primary A)

She also argued that *'there's just not enough hours in the day'* for TAs to fulfil their roles, particularly when most of them are paid only for school hours.

However, some primary support staff and teachers said that the impact of transferring administrative tasks had been positive. Several of the primary school support staff interviewed valued having more clearly defined roles and responsibilities as a result of remodelling.

Some teachers also welcomed the difference remodelling had made to them in terms of not having to do, *'the niggly things that actually just break into the day when you've got other things to do'* (Teacher, Primary D), and the extra time it had created which could be spent on interesting, *'fun things'* that teachers wanted to do such as *'mak[ing] classroom resources that the children are going to benefit from rather than just collecting money and filling in forms'* (Teacher, Primary D).

A minority of teachers observed that the transfer of routine administrative tasks from teachers to support staff had resulted in gained teacher time, which could be spent on teaching and learning. One teacher at Primary A, for example, estimated that she saved about 15 minutes each day by not having to photocopy worksheets. She said that this additional time contributed to more effective lesson planning, whilst another teacher claimed that the transfer of tasks to administrative staff had freed up time which she utilised on doing assessments or marking pupils' work.

7.3 Secondary schools

Key points

- Only 24 per cent of secondary teachers agreed that they now spent less time on routine administration, while 45 per cent disagreed.
- Teachers argued that the distinction between tasks that involved a teacher's professional skills and those that could be undertaken by support staff was not clear cut.
- Some teachers still prefer to do some tasks, such as displays, though others do not.
- While some teachers felt that some time had been saved by doing less administration, most said that other work had taken its place.
- There was some evidence that the list of tasks that teachers should not do had created a greater divide between teachers and support staff.

7.3.1 Transfer of routine tasks

In the survey, secondary teachers were asked to what extent they agreed that they now spent less time on routine administration; only 24 per cent of secondary teachers agreed with this, while 45 per cent disagreed. Details are shown in Table 7.2, which also includes findings for a second statement: class teachers were also more likely to disagree (39 per cent) than agree (11 per cent) that they no longer undertook tasks they enjoyed⁴⁷.

Table 7.2: Secondary teachers: Statements about time spent on administrative tasks

	I now spend less time on routine administration (%)	I no longer undertake some tasks that I enjoyed or that gave me job satisfaction (%)
Strongly agree	4	1
Agree	20	10
Neither agree nor disagree	22	38
Disagree	30	31
Strongly disagree	15	8
Not stated/not applicable	11	12
	Weighted	1467
	Unweighted	1467

Based on all secondary teachers
Source: Secondary teachers survey

⁴⁷ These findings can be interpreted in two ways: respondents might disagree because they did not enjoy the tasks or because they are still doing the same tasks.

Teachers on the leadership scale were more likely to agree that they spent less time on routine administration (46 per cent), as were teachers who worked part-time (30 per cent). More established teachers were also more likely to agree with the statement (and this remained the case after controlling for whole school responsibilities). Those in small schools were less likely to agree that they spent less time on routine administration (14 per cent).

In addition, respondents were more likely to agree at this question if they also received their contractual allocation of PPA time, and did not regularly lose non-contact periods (including for PPA and leadership and management time) to provide absence cover. Similarly, respondents were more likely to agree if they also agreed that they now spent more time on teaching and learning. As with primary schools, this indicates that the transfer of administrative tasks is often part of a wider engagement with workforce remodelling.

The extent to which routine administrative tasks have been transferred within secondary case study schools

The case study schools had all made arrangements for administrative tasks to be transferred from teachers to support staff. The head of Secondary M said that they had started transferring teacher administrative tasks well before 2003. At Middle School H, an Administration, Business and Community Division had been set up to cater for the 25 tasks, with, for example, a Cover and Events manager who was responsible for displays, organising trips, collecting money and collating letters relating to trips. Nevertheless, it was evident in some schools that support staff systems were ignored, for example, by teachers who were willing to undertake certain tasks, or, in some cases, who wished to do so. The head of Secondary L, for example, said that while provision had been made for all collection of money to be done by the office:

Teachers still choose to collect money because it's easier for them. And they're happy to do it. In fact, they turned round and said, 'No I want to collect it because actually then I know where I am with it'.

He said that this was partly because some teachers collected money as part of their boarding house responsibilities. This suggests that some teachers found it difficult to distinguish the different expectations of the two roles.

At Secondary M, it appeared that sometimes school procedures failed to take on the existence of support systems. Associate staff there claimed that for many years, all money had been collected in the office. However, a teacher reported:

We have associate staff to [collect money] for us. But we still have things like non-uniform day, and lo and behold, in your pigeonhole, you'll find a plastic bag and a class list of kids and you think you shouldn't be collecting non-uniform money. And so I always get a child in my form to do it. But that shouldn't really be the remit of the form tutor.

Another teacher in Secondary M said that asking teachers to collect money was 'totally out of order'. However, no such objection was made in relation to taking minutes of departmental and/or year group meetings. One of the heads of department interviewed observed:

Sometimes it's easier for me to do a set of minutes because I will then go home and it will take me ten minutes to type them up and it's done, and I understand what the minutes are about. And I don't feel that as an imposition.

Another argued that:

There is a certain confidentiality between a team of teachers that you might not get if you got someone from the outside taking notes and so that's why we choose to do our own minutes. It's not the things that are minuted, it's the other things that are said, you know, I don't mean that unprofessionally, but you know the nature of ten people working together, and I don't always see that that is necessarily the remit of anybody else to listen to that really.

Moreover, it was reported that having an administrator to minute teacher meetings might constrain teacher discussion, and that it would be difficult for any administrator to keep accurate notes when they did not fully understand the issues being discussed. This concern was not confined to Secondary M.

Just as secondary teachers articulated the need for some routine administrative tasks to be performed by teachers, it would seem that some teachers negotiated with support staff the administrative tasks they would do. For instance, at Middle School I the administration of work experience was a task that the headteacher said was done by 'mutual agreement' between teachers and administrative staff, as some teachers reportedly preferred to do it, whereas some were 'happy to have someone [else] do it'.

Examples such as the above suggests that the extent to which teachers undertook administration was open to preference and negotiation. Teachers at Secondary M argued that the list of 25 tasks ought to be treated as 'guidelines', and the headteacher of Secondary J, who while supportive of remodelling, said that she did not 'think that the initiative was founded on a slavish adherence to the minutiae'.

Differentiating between teacher and support staff administrative tasks

Echoing the survey data, there was a general consensus amongst the teachers in the secondary case study schools that an excessive amount of teacher time was spent on administrative tasks. Interviewees referred to a number of difficulties in deciding what administrative tasks should be done by teachers, and which by support staff, and to disputes about this within schools. One key reason for this was that teachers often went by the title of the task, and whether it was included in the list, rather than considering whether it involved the exercise of a teacher's professional judgement.

An example that was cited was the checking of reports. The headteacher of Secondary N stated:

One of the debates which we had in the early days was the checking of reports that were going to go out for children. And there were some teachers that were saying they shouldn't be doing this because that is an administrative task and I was saying, 'you should be doing it because I am not simply wanting you to check the spelling, the punctuation and the grammar, I'm wanting you to check the academic messages that are in those reports'. And to make sure that as a school the quality of those reports as a body is high and will enhance the reputation of the school rather than diminish it.

Importantly, for this headteacher the level of attention she wanted applied to pupil reports and the 'academic messages' she wanted conveyed was 'too important a job for somebody who is not paid in a way that reflects that responsibility'.

The concerns expressed by the headteacher of Secondary N were to a certain extent reiterated by the headteacher of Secondary L who stated that pupils' reports should be proof-read by *'a form teacher or someone equivalent to a form teacher'*. That is, someone who, *'knows what the terminology [used in the reports] means, knows the school's philosophy about teaching and learning [and] has some idea about what the individual children are like in their form group'*. He also contended that there needed to be an *'explicit recognition'* that even if teaching staff did not write the report, it was necessary for them, to have some *'professional responsibility for proof reading ... and ensuring that they're up to the school's corporate standard'*. The headteacher's desire for reports to reflect the school's *'corporate standard'* was partly responsible for the school aiming to implement an on-line system, which the headteacher said would aid the production of the *'standard of the reports that we want'*.

The headteacher of Middle School I, for example, insisted that, *'making judgements about assessments and then analysing those judgements so that the complete picture of the child is there'*, was a task that only a teacher could do. Furthermore, he expected his teachers to maintain class files in order that they could *'follow children pastorally'*. A teacher at the school who commented that *'maintaining the class record'* was in a teacher's *'job description'* supported this expectation.

Clearly, filing is not necessarily a task that relies on professional judgement; nevertheless, a head of department at Secondary J argued that the volume and nature of the departmental paperwork that required filing meant this was a task she had to do herself had to do, as it was *'hard'* to tell someone else where to file each thing. In this case her knowledge of the purpose and significance of each document was essential to undertaking the task effectively. This example also serves to illustrate the level of difficulty that some secondary schools had in deciding at a school level what was a teacher's administrative responsibility and what was not.

The headteacher of Secondary N argued that, *'the major difficulty is a lack of clarity of understanding of what is a teacher's responsibility and what is not a teacher's responsibility'*. She argued that it would be helpful to have greater clarity of what an administrative task *'actually means'* and *'what is a task that involves some administration that really should be done by a professional teacher.'*

Things were further complicated by the fact that some of the listed administrative tasks require both teaching and support staff input. The headteacher of Secondary L argued that tasks such as ordering stock or coordinating bids had both a teaching and support staff element, because teachers have to *'identify what they need'*. Teachers at Middle School H also indicated that even when support staff placed the order, teachers played a role in that they did *'all the research'* relevant to ordering the equipment, owing to their knowledge of the stock and the cost implications involved. Moreover, with on-line ordering, a head of department in Secondary M argued that identifying the stock a teacher wanted to order and placing the order were no longer distinct elements of the task.

In the previous section attention was drawn to the administration of work experience, which the headteacher at Middle School I reported was either performed by teachers or support staff after negotiation; depending on the preference of the teacher concerned. Yet interestingly, the headteacher of Secondary L saw the administration of work experience as a task where there was an overlap between support staff and teacher responsibility, and as such was a task which required input from both:

Administering work experience, there's a member of staff who does the administration of it but there is a huge amount of overlap of chasing kids about what they're getting, whether it's relevant to, what they intend to do afterwards, and chasing letters, and that's still a teacher's role.

This shows that the headteachers at the two schools not only applied different reasons for teacher involvement in this particular task, but that the distinction made between support staff and teacher responsibility differed across schools.

Lack of certainty about teaching and support staff administrative responsibilities made some teachers diffident about asking administrative staff to undertake tasks: *'It's like, dare we ask them to do this in case they're going to say, 'well no, it's actually not my job'* (Teacher, Middle School I).

This uncertainty was further exacerbated by the wording of particular tasks on the list, for example, teachers at Middle School I reported discussing the meaning of *'copy typing'* in staff meetings. They were unclear whether copy typing is *'just copying information, copy typing from one thing to another'*, and therefore what they could delegate to administrative staff. Another task where there appeared to be some confusion as to support staff or teacher responsibility was photocopying. Annex A of the STCPD refers to bulk photocopying, but some teachers were uncertain whether this included copying worksheets for a single class, for example. At the other extreme, some teachers ignored the work 'bulk', and appeared to believe that they should not ever photocopy. The headteacher of Secondary O told us:

Occasionally I think this law causes confusion for example, Friday, we have dedicated time in the afternoon for performance management. Now the legal requirement of performance management is you have to submit your annual review document to the headteacher. That's in law and some people were saying, 'oh, I shouldn't have to photocopy this'. Now it's a one-sheet document, that's their personal document and I'm thinking, this is bonkers, you wouldn't have an administrator because it's actually a confidential document, that's a contract between me and the person. So occasionally people are saying, 'Should I be doing this because of workforce reform?' And it's usually because I think it's been here so long – it's usually when people are tired or fed up they suddenly question it. So there's some confusion there.

Routine administrative tasks secondary teachers often did themselves

There were some tasks (regardless of the support systems provided) that some secondary teachers often did themselves, such as creating displays and photocopying. There were many reasons for this. For example, a number of teachers argued that they it would be inappropriate to photocopy materials for lessons in advance because pupils' response to the previous lesson might lead to them changing their plans. A teacher at Secondary J explained:

I am the kind of teacher who constantly changes what I do, and I think if something hasn't worked I will go away and do a new worksheet or a new approach to it, and that inevitably means I am always last minute photocopying things and that's the way I teach, I teach to the class and inevitably that means you can't always get your photocopying in three days in advance and so from that point of view, those things like photocopying I am not supposed to do, I am probably doing, but that is my choice really.

She recognised that, *'people have put things in my way to help me and I have chosen not to use it.'* Similarly, a cover teacher at Secondary K explained that worksheets could not be photocopied in advance, as a teacher's planning is largely *'reactive to how students are performing'* and *'what they've learnt at a previous lesson'*.

Another reason for teachers undertaking their own photocopying was that sometimes they found it *'easier'* to photocopy the work themselves, rather than having to explain what they needed. Indeed a teacher at Secondary J argued that teachers *'would spend more time explaining'* how they want the work photocopied than *'doing it'*.

However, it was also clear that teachers very often did their photocopying themselves because they were not well organised to make effective use of the systems provided by the school. The tendency for some teachers in Secondary L to leave their requests for bulk photocopying (especially at the beginning of term) *'until the last minute'* and then expecting it to be done *'by tomorrow'* (headteacher, Secondary L) meant that they often had to do their own photocopying themselves. While one teacher at the school said he was *'happy'* to do his own *'ad hoc emergency photocopying'*, the headteacher was concerned by what he described as some teachers choosing to, *'ignore workforce reform'* by making late bulk photocopying requests, and by not making appropriate use of the support staff, who staffed the resources room, *'for a week before the start of term'*. Thus it was argued the designated support staff were unable to be effective in their photocopying role. This frustration was also shared by the headteacher of Middle School H who noted that his teachers ignored the photocopying system he had set up.

However, in some schools teachers argued that the level of administrative support offered did not constitute a reliable service, and so for their own peace of mind they would do the copying themselves. Two of the teachers interviewed at Middle School I reported having to do their own photocopying because they said there was *'no guarantee'* as to when their requests would be completed by administrative staff because of persistent understaffing in the administration office, an issue that was acknowledged by the headteacher and administrative team manager. One teacher stated that by doing her own photocopying she knows *'it's been done'* and she *'doesn't have to chase it'*. A lack of certainty that class lists would be ready for the start of the school year in September additionally accounted for the second teacher producing her own class lists.

Similar reasons were put forward to explain why teachers did their displays. Like the primary teachers, some saw it as an integral part of teaching and learning. Creating a display was a part of lesson planning and resource preparation. These teachers also argued that explaining exactly what they wanted to support staff could take as long as putting the display up themselves.

For some secondary teachers creating their own display was a source of *'professional pride'*. A few teachers said they were *'perfectionists'*. One teacher justified her actions by saying, *'it's not really to do with anybody else, it's because that is the way I like it done'*. A teacher at Secondary L stated emphatically:

I don't feel it's too much of an onerous thing. I know what's got to go up and personally I've got a great mistrust of other people to get it right so I like to keep reasonable control of it, and I don't want things going up that I don't think are going to benefit any of the students.

However, the headteacher at the school described it as *'a complete nightmare'* trying to organise support staff to put up displays to meet the needs of individual teachers:

Getting someone in the support team to be able to come in to do that at a time that's suitable for the class teachers, to brief them about what we want, how we want it, and actually to get it to the standard that each individual teacher wants, is a nightmare. (Headteacher, Secondary L)

In contrast at Middle School H, the task of putting up displays appeared to be divided with teachers having responsibility for classroom displays and cover supervisors doing corridor displays, as teachers perceived corridor displays as more onerous and time consuming. The teachers did however, acknowledge that the display work they did in their classrooms was made easier by the backing work and models that support staff did for them.

In some schools, the employment hours and various commitments of support staff (e.g. during school hours) sometimes meant that support staff (e.g. in Schools L and M) were engaged in other tasks when classrooms requiring displays were free from teaching. A teacher at Secondary J also argued that the length of time that it took explaining to support staff what was required in displays was often *'not worth the hassle'*. In circumstances such as these it might be argued that, rather than preferring to do display work, some teachers undertook their own displays out of necessity and not choice.

There were a few other administrative tasks that some teachers expressed a preference for doing themselves. These included data inputting, administering SATs tests and writing parent letters. Despite an acknowledgement that writing school letters can *'take quite a lot of time'*, one teacher at Middle School I nevertheless preferred to do this. The headteacher of Secondary L also reported that teachers preferred to write their own letters to parents'. Additionally, it was argued that email had made this process easier and that it was therefore more appropriate for teachers to write their own letters where they used email. However, the headteacher was concerned at the lack of recognition within workforce reform that *'technology has changed the way we [i.e. teachers'] communicate'*. Consequently, he saw this as an area that *'needed to be addressed'*.

7.3.2 Impact of transfer of tasks

There was some evidence to suggest that the transfer of routine administrative tasks from teachers to support staff in the case study secondary schools had freed up their time in some schools, and allowed teachers to focus more on teaching and learning. A teacher in Secondary K said, *'It's allowed me to think, to do more in depth planning, have more fun resources, more hands on.'*

Other teachers simply enjoyed not having to do tasks that they were not particularly competent at, or that added to their workload:

Prior to these provisions ... we used to have to do maths, statistics, sums and adding up and things that a lot of English teachers weren't terribly good at, you know, kind of form filling around register and attendance. All of that has been taken away from us, so that definitely was beneficial. (Teacher, Secondary K)

I think it's just less things to think about. There's so much you have to store in your head and so many things to do and there's just a few less that you need to store – 'Oh yeah, I've got to do'. (Teacher, Middle School H)

Despite these benefits, there was evidence to suggest that such transfer had not necessarily increased the amount of time teachers had available to devote to other teaching tasks. Teachers at Secondary N, for example, said that having administrative staff input pupil data had not necessarily saved them any time, as they still had to write down the relevant pupil data in order for administrative staff to input, and then had to check that it had been done correctly. Consequently, the teachers said that it was easier for them to input the data as it

saved time and *'eliminate[d] errors'* occurring in the inputting by support staff. Similarly, a teacher in Secondary K said:

That's the problem with all of these things, if you take the job away from the teacher, which in a way we wanted to have this stuff taken away, is you're giving it to somebody who maybe doesn't know the kids, doesn't know the class, doesn't know the way that teachers work. It's less easy for non-teaching staff to be accurate in the way that they deal with it.

Bulk photocopying was another task teachers at Secondary N did not believe had helped to free up additional time for them to spend on teaching and learning because they still had to fill in the paperwork, stipulating how they wanted the work photocopied. Conversely, the administrative team leader reported that the shift of bulk photocopying from teachers to administrative staff had had a major impact as it had resulted in three administrative staff having to take on this particular task.

But more than that, she was concerned that workforce remodelling had created two types of teachers: those who thought it *'absolutely ridiculous'* for administrative staff to do their photocopying, and those who complained if the school office photocopier was broken and they had to do their own photocopying. The administrative team leader worried that when faced with a broken school office photocopier some teachers did not apply *'common-sense'*, but instead walked the *'length of the school'* (passing two staff photocopiers en-route) to *'moan at [her]'*. Arguably, such action might be considered an unintentional consequence of workforce remodelling and one, which should have been directed at senior leadership staff because of the organisational implications. However, both the administrative team leader and the bursar expressed disquiet at what they perceived to be the development of a *'sense of superiority'* and *'a sense of contempt'* for administrative staff, that the process of remodelling appeared to have encouraged amongst some teachers at the school with some teachers allegedly saying, *'I'm not doing that, I'm teaching, you can do that for me'*. Essentially, the bursar despaired that remodelling had made some teachers *'selfish'* and *'unappreciative'* of the administrative tasks that had been *'taken off their shoulders'*.

Headteachers talked about the impact of displays being transferred from teachers to administrative staff. For example, the headteacher at Secondary L was concerned that the transference of displays to support staff had been to the *'detriment'* of his school. He suggested that it had led to those teachers who took responsibility for doing their own displays experiencing *'pressure'* from other teachers who told them *'you shouldn't be doing that ... you should have had support staff doing it'*. This perception had in turn resulted in some school displays being done *'very well'* by teachers and some teachers doing none. The headteacher also stated that:

[the] display boards in school are not as good as we would like them to be and they don't get changed as often, and there's very little ownership of displays outside the classroom.

Overall, the secondary school case study interviewees argued that some transferred routine teacher administrative tasks had merely been replaced with other work. This led some secondary schools and teachers to conclude that the transfer of administrative tasks to support staff had not made a huge difference to teaching and learning, particularly as teachers were constantly facing *'extra pressures'*. One head of department at Secondary M asserted that teachers were *'working harder'* than they did five years ago, but on *'different tasks'*. She also likened the additional administrative tasks that some teachers were being required to do to, *'putting another lane on the M25'*, and that additional lane *'filling up'* with increased traffic.

Teachers at Secondary N similarly argued that increasing government initiatives⁴⁸, the ‘extra tasks that teachers have to do’ and changes to teaching requirements such as, increased tracking of pupil progress had resulted in ‘*more administration than [they] used to have to do that is not passed on and really can’t be passed on particularly in terms of data handling*’. This was supported by teachers at Middle School H who alluded to a ‘*mushrooming of increasing demands for [assessment] data*’. Teachers at Secondary N also talked about administrative tasks ‘*taking priority*’ over ‘*lesson planning and marking*’ because of the deadlines attached to them. Similarly, teachers at Middle School I argued that the overall impact of routine administrative tasks being transferred from teachers to administrative support staff had been ‘*minimal*’. It could be argued however, that the disquiet expressed by Middle School I teachers at the level of perceived impact of workforce remodelling on the transfer of routine tasks, could possibly be accounted for by the administrative staff shortages that the school was experiencing at the time when the interviews were conducted.

Analysis of the secondary case study data further suggests that regardless of the measures implemented by schools to reduce the administrative burden on teachers, there will always be some teachers who will at times prefer to do some routine tasks themselves, as illustrated by a teacher at Secondary O:

Sometimes I like to photocopy something if it’s quicker for me to do it than for me to put a request into the office. Classroom displays, we have LSAs that do most of our classroom displays. Occasionally I like to put something up myself, which I still do. ... I’m not going to be fussy about it. ... I think a lot of teachers would say, ‘yes, I know I’m not supposed to do this’, but at this instance, it’s easier for me to do it than rely on somebody else’. I don’t mind doing it, it’s not an issue. I’m not going to make an issue of it. ... Most of the things here – invigilating exams we have a team of invigilators; record keeping, filing, we have LSAs doing that, but again a lot of teachers like to do that. Our head of maths for example, files a lot of things. He’s got a big spreadsheet where we keep all the student data and things like that. He doesn’t have to do that but he – it actually benefits his task, his job to have an overview of the data and all that sort of thing.

7.4 Special schools

Key points

- Only 24 per cent of special class teachers agreed that they now spent less time on routine administration, while 38 per cent disagreed.
- Many of the tasks listed are irrelevant in a special school context.
- Some teachers argued that in special schools, the staff work as a team and there is less distinction between roles than in other schools.

⁴⁸ Teachers at Secondary N used the term government initiatives but did not identify any ones specifically.

7.4.1 Transfer of routine tasks

In the survey, special school class teachers were asked to what extent they agreed that they now spent less time on routine administration. Only 24 per cent of class teachers agreed with this, while 38 per cent disagreed. Details are shown in Table 7.3, which also includes findings for a second statement: class teachers were also more likely to disagree (37 per cent) than agree (17 per cent) that they no longer undertook tasks they enjoyed⁴⁹. The special school teacher responses were similar to those of primary teachers.

Table 7.3: Special school class teachers: Statements about time spent on administrative tasks

	I now spend less time on routine administration (%)	I no longer undertake some tasks that I enjoyed or that gave me job satisfaction (%)
Strongly agree	3	4
Agree	21	13
Neither agree nor disagree	30	37
Disagree	30	36
Strongly disagree	8	1
Not stated/not applicable	8	8
	Weighted	208
	Unweighted	208

Based on all special school class teachers
Source: Primary/special class teachers survey

Special school floating teachers were as likely to agree as disagree that they now spent less time on routine administration, but were more likely to disagree than agree that they no longer undertook some tasks that they enjoyed or that gave me job satisfaction (four out of 43 respondents agreed and 13 disagreed).

The extent to which routine administrative tasks have been transferred within special case study schools

In the two special school case studies few routine tasks had been transferred from teachers to support staff. In the case of Special School Q, this was because most of the listed 25 transferred tasks had not previously been undertaken by teaching staff, and some tasks (e.g. bulk photocopying, collecting money, chasing absences and writing letters) were not considered relevant to a small special school with children who were there primarily as boarders. Similarly, the head of Special School R pointed out that many of the tasks (particularly administering examinations, processing exam results, and administering work experience) were irrelevant to their special school context.

Tasks that were considered by Special School Q staff to be difficult to transfer to support staff included record keeping (e.g. SEN statements, annual reviews and targets pupils are working towards), managing pupil data and writing bids. Teachers were expected to analyse yearly SATs results, but as the pupil cohorts were small, such analysis was intended to be at an individual level, rather than an in-depth analysis. Teachers were also expected to engage

⁴⁹ These findings can be interpreted in two ways: respondents might disagree because they did not enjoy the tasks or because they are still doing the same tasks.

in bid writing to gain funding because this was written into the school improvement plan. The headteacher explained the type of input teachers would be required to make:

When they're actually bidding for the money for the following year, that's all part of the school improvement plan. So if it's a history element they'll say, 'Right, my improvement plan I want a new set of text books for Key stage 4, this is how much it costs, I'll do that and that to form my bid.'

In Special School R it was argued that teachers and support staff worked as a team, and that there was therefore no formal separation of support staff roles; this is illustrated by the teacher statements below:

We don't really work in an environment where people will say: 'that's your job, that's my job'. It's just whoever's able to do it really and you share things out. I mean, fair enough, I've got no one in my class who can fix my computer, but I've got a lot of people who I can just say, 'they need to learn their phonics for this week', and they can go and set that up and teach it, and I can fix the computer, and that time feels more valuable because we're both achieving the end product, really, but not in the traditional way.

Teachers in Special School R claimed that some of the listed tasks were tasks (e.g. ICT trouble shooting) that were dependent '*entirely on the skills of the [whole] staff*'; not just support staff. And as with Special School Q, there were some administrative tasks that teachers were specifically required to complete. Subject leaders for example, were responsible for cataloguing and ordering equipment and in order to do this, teachers had to inform their subject leader of their requirements. Similarly, co-ordinating and submitting bids was argued to come under the remit of teachers.

As in primary schools, in Special School Q that some teachers said they preferred to do their own displays because of the '*pride*' and enjoyment they derived from doing them, and the fact that they '*liked the children to think that their work is valued*'. There were also examples of teachers in the two special school case studies doing display work because they wanted to ensure that the displays were done '*the way that they do it*'. Photocopying was another task undertaken by teachers, but they did not consider that this amounted to bulk copying because pupil class numbers were so small.

8 Planning, preparation and assessment time

Summary

The research found that the introduction of PPA time has involved a different type of change in primary and secondary schools. In secondary schools, the main change was that some non-contact time now had to be designated as PPA time. In primary schools, the change was greater because previously, teachers rarely had non-contact time.

Allocation

Over 97 per cent of headteachers in the survey said that all of their teachers had their contracted allocation of timetabled PPA time. However, fewer teachers said they had their full allocation (88 per cent primary, 83 per cent secondary and 90 per cent special). Those who did not generally said they had PPA time but it was less than ten per cent of their timetabled teaching time. The majority of primary and special school heads with a timetabled teaching commitment did not have PPA time (or if they did, did not use it for PPA). In primary schools, floating teachers were less likely than class teachers to have PPA time.

In the case study schools where PPA time was not fully in place, this was generally because it was not identified on the timetable, though teachers had more than ten per cent non-contact time. Four per cent of secondary teachers reported that teachers in the school were regularly called on to provide absence cover during their PPA time, and a quarter that this had happened occasionally; however fewer headteachers made such reports (one per cent and 12 per cent respectively).

Activities conducted during PPA time

In the survey, around half the primary class teachers said that their PPA time was arranged so that they could plan with other staff at least some of the time, but this was lower in special and secondary schools (around one in three in each case). Primary case study interviewees were very positive about the benefits of working collaboratively during PPA time.

Survey respondents used a range of locations for work during PPA time, most commonly 'another' workspace other than the classroom or staffroom. Around half the primary and special school class teachers, and a third of secondary teachers, said there was no suitable space in the school in which they could work without interruption during their PPA time. Many case study interviewees emphasised both lack of appropriate space and lack of appropriate IT facilities.

All survey respondents said they did PPA tasks during at least some of their PPA time; primary class teachers were the most likely to say that they *regularly* did PPA tasks (81 per cent primary, 67 per cent secondary and 74 per cent special school). Primary teachers in schools with higher eligibility for free school meals (FSM) were less likely to do PPA tasks during their PPA time.

A majority of case study interviewees echoed these findings. Planning was most often undertaken by those in primary schools. In contrast, secondary teachers reported that the majority of their PPA time was spent on non-PPA tasks such as dealing with pupil behaviour, pastoral issues, and departmental tasks; those who were entitled to LMT tended not to distinguish their PPA time from LMT. A small number of case study teachers, particularly in secondary schools, argued that the time was theirs to use as they liked.

Impact of teachers having PPA time

About three-quarters of headteachers agreed that teachers having PPA time had impacted positively on teacher morale, planning and the effectiveness of lessons. Fewer teachers agreed with these statements – about half of primary and special school teachers and 40 per cent of secondary teachers. Across the different sectors, less experienced teachers and those without whole school responsibilities tended to be more positive than other teachers.

Case study teachers were generally appreciative of having PPA time. Those in primary schools reported a greater impact; this related both to the novelty of having PPA time, and to having the time in substantial blocks when they could focus on their work, and in some cases work with colleagues. Teachers in secondary schools, who were used to having non-contact time, reported a less pronounced impact, but appreciated the benefits of having *protected* time. Some said that it would be easier to use the time productively if it was allocated as blocks or double periods. Some secondary interviewees argued that PPA time had not impacted on standards. While many teachers and headteachers in all sectors said that having PPA time had impacted positively on workload and work life balance, interviewees in all phases claimed that this impact was lessened by various government and school initiatives which added to workload.

Arrangements for teaching classes during teachers' PPA time

Survey responses and case studies showed that primary and special schools used a wide range of arrangements for teaching classes while teachers have PPA time; there was variety both across schools, and within each school. Moreover, arrangements had changed over time; one in three primary (and one in four special school) headteachers reported that they had changed since PPA time was first introduced. This made it very difficult to assess the impact on standards of any particular strategy. In primary schools, classes were most frequently reported to be taught by members of support staff (reported by 55 per cent of teachers) and floating teachers (38 per cent). Other common arrangements included specialist coaches or instructors, specialist teachers, the headteacher, and supply teachers (all used by at least one in five schools). Heads of schools that were large, urban, in London or had high levels of FSM were more likely to use teachers than support staff. Special school arrangements were similar to those of primary schools.

The factors that were most frequently identified as being important in determining how classes should be taught were: wanting pupils to be taught by people with whom they were familiar; support staff skills and experience; and financial cost. The case study interviews highlighted the extent to which decisions about how classes should be taught were related to the availability and skills of specific individuals.

Monitoring of PPA time

The majority of headteachers (in all sectors) indicated in the survey that they monitored the impact of their arrangements for PPA time, although only a minority (between 20 per cent and 24 per cent) did so formally.

Overall impact of PPA arrangements

Over two-thirds of primary and special school headteachers and teachers were satisfied with the impact of their PPA arrangements on teachers' workloads and on standards, though a higher proportion of headteachers than of teachers reported satisfaction. In secondary schools, just over half the headteachers were satisfied, and less than half the teachers. Fewer respondents were satisfied with the impact on pupil behaviour, and less than half the primary and secondary heads were satisfied with the cost of their arrangements.

8.1 Introduction⁵⁰

The National Agreement *Raising Standards and Tackling Workload* (2003) argued that in order to achieve the demands of the next phase in raising standards, teachers would need to take a more differentiated approach to the needs of their pupils. It acknowledged that they were already doing too much of their planning, preparation and assessment (PPA) in the evenings and at weekends, and in isolation from each other. The Agreement marked 'a turning point in carving out some guaranteed PPA time during the normal school day' (para. 35).

Under the contractual changes introduced in September 2005, teachers should have timetabled PPA time equivalent to at least ten per cent of their timetabled teaching time. The STPCD (2008) states that this must be provided in units of not less than half an hour, and that a teacher '*must not be required to carry out any other duties, including the provision of cover ... during his PPA time*' (para. 78.4). Headteachers who teach have the same entitlement to PPA time as other teachers (i.e. ten per cent of their timetabled teaching time).

The Guidance to the STPCD (2008) states that '*it is for teachers to determine the particular PPA priorities for any block of guaranteed PPA time*' (para. 85). Non-contact time allocated for other activities (such as leadership and management) must be additional to PPA time.

This has involved a different type of change in primary schools from that in secondary schools. In secondary schools, teachers already had non-contact time, but may have used this for a variety of tasks. The main change was therefore that some of this non-contact time now had to be dedicated to PPA time. In primary schools, prior to the introduction of PPA time it was unusual for teachers to have non-contact time or to have their classes taught or supervised by others. As a result, the implementation of PPA time has been a more substantial change for primary schools.

Primary schools have also had to make arrangements for teaching classes while teachers have PPA time. WAMG Note 13 (2005) stated:

Schools should be clear that they cannot use staff in cover supervision roles to fill gaps in the timetable created by teacher PPA time. This is because there must be active delivery of the curriculum. ... To accommodate PPA time, schools must deploy staff capable of delivering specified work to whole classes, who have been graded accordingly. In deploying such staff, headteachers must have regard to the HLTA standards. (p. 2)

It also states '*The effective deployment of support staff should not place any additional planning burden on teaching colleagues*' (p. 2).

⁵⁰ A number of issues run through the data. These are fully discussed in Section 4.2 and are summarised at the start of each chapter.

- Conflation of remodelling and other parallel changes taking place (such as restructuring of responsibility posts) meant that responses to general questions about remodelling and its impact may have been answered with other changes in mind.
- Schools generally used multiple strategies in relation to each aspect of remodelling; thus it is difficult to assess which strategies were considered to have the greatest impacts on standards and workload.
- The categories used in guidance and policy documents, and therefore in the questionnaires used in this research, did not always appear clear-cut on the ground.
- Schools had developed a wide variety of job titles, particularly for support staff roles. These sometimes gave a false impression of the person's actual role.
- Heads who had been appointed since remodelling were less likely to say it had been fully implemented or had had a positive impact.
- Heads were consistently more positive about what was happening in their schools than were teachers.

As reported in the earlier literature review, the NASUWT *Workload Audit* (2008) reported that 94 per cent of teachers were allocated PPA time. However, this was much lower among headteachers who were timetabled to teach. One in six respondents indicated that their PPA time was not identified on their timetables. More than a third said that they were required to undertake tasks that were not related to planning preparation or assessment during their PPA time, and 32 per cent of secondary teachers and 17 per cent of primary teachers reported that they were required to provide cover during this time.

This chapter is divided into three main sections: primary, secondary and special. In each of these we explore the allocation and use of PPA time and the impact of teachers having this time. We then examine the arrangements in place in schools for taking classes during teachers' PPA time, and the overall impact such arrangements are perceived to have had.

8.2 Primary schools

Key points

- Nearly all teachers (99 per cent) said that they received PPA time. However, 18 per cent indicated on the survey that they either had less than ten per cent, that it was not regularly timetabled, that they chose not to take it or that they do not or cannot use it for PPA.
- Most teachers reported that they took their PPA time as a weekly or fortnightly block (85 per cent), while half said their PPA time was arranged so that they could plan with other colleagues at least some of the time.
- Half of teachers said there was not enough space to work in school uninterrupted during PPA time. A fifth of primary teachers said they took their PPA at home. They were more likely to work in small schools and to have been in teaching longer.
- Most primary class teachers indicated that they regularly did PPA tasks during their PPA time (81 per cent), but almost one in five also said they regularly did administrative tasks during this time. Planning was regularly done by 69 per cent of teachers, compared to assessment (33 per cent) and preparation (27 per cent).
- There was a disparity between heads' perceptions of the impact of PPA time on teachers' workloads and morale (which were very positive) and teachers' own perceptions (which were mixed).
- While PPA was perceived to have impacted positively on workload and work-life balance, case study respondents claimed that the impact was lessened by various government and school initiatives.
- Schools used a wide range of strategies to take classes during PPA time. They often mixed and matched and changed their PPA strategies until they found one that worked for them, but no single strategy stood out as being more effective than another.

8.2.1 Allocation and use of PPA time

In the survey, almost all **primary headteachers** (97 per cent) said that every teacher in their school had timetabled PPA time equivalent to at least ten per cent of their timetabled teaching and used it for PPA. Two per cent said that there were exceptions to this (i.e. that some teachers did not get or use their full allocation of PPA time); this was higher where the respondent had become headteacher of the school since 2006 (four per cent) rather than before 2006 (one per cent).

However, **primary class teachers** themselves were less likely to say that they were getting their full allocation of PPA time. As shown in Table 8.1, eight per cent said that their PPA time was less than ten per cent of their timetabled teaching time, while two per cent said they did not get a regular block of time, and a small minority (less than 0.5 per cent) said they did not get any PPA time at all. In addition, some primary class teachers said that, despite having PPA time allocated, they sometimes chose not to take it (one per cent) or sometimes did not or could not use it for PPA (eight per cent).

Overall, these findings illustrate a pattern that occurred throughout the survey, whereby headteachers were more likely than classroom teachers to say that their school had implemented the various changes. This is likely to represent a difference between school policies and actual practices as experienced by class teachers.

Primary class teachers were more likely to say they had timetabled PPA time equivalent to at least ten per cent of their timetabled teaching time if they started teaching more recently: this applied to 83 per cent of those who had only been teaching since 1999, compared with 75 per cent who started teaching before 1999. Class teachers were also more likely to say they had their contractual allocation of PPA time if they did not have whole school responsibilities, although analysis indicates that length of service was a stronger driver of the findings than level of responsibility (although the two are obviously linked).

Table 8.1 also shows the findings for **primary floating teachers**, who were less likely than classroom teachers to have PPA time: 52 per cent had a full allocation of PPA time, while 21 per cent said they did not have any PPA time. Floating teachers who started at the school recently were less likely to have any PPA time (30 per cent who started at the school since 2003 had no PPA time, compared with 14 per cent of those who started before 2003).

Table 8.1: Primary class teachers and floating teachers: Allocation and use of PPA time

	Class teachers (%)	Floating teachers (%)
I have timetabled PPA time equivalent to at least 10% of my timetabled teaching time	80	52
I have PPA time but it is less than 10% of my timetabled teaching time	8	8
I have PPA time but it is not a regular timetabled block of time	2	7
I have an allocation of PPA time but I sometimes choose not to take it	1	2
I have timetabled PPA time but sometimes do not (or cannot) use it for PPA	8	6
I do not have any PPA time	*	21
Not Stated	2	3
	Weighted	1481
	Unweighted	1481
		n/a
		185

Based on all primary class teachers and all floating teachers
Source: Primary/special class teachers survey and floating teachers survey

Matching the findings above, we found similar patterns in the allocation of PPA time during our visits to the **case study primary schools**, with all but one of the schools making provisions for teachers to have PPA time.

We purposely selected Primary school F, a very small village school, from the questionnaire respondents because the headteacher said that teachers did not have PPA time. She explained on the questionnaire the reasons for the lack of PPA arrangements:

Currently, we have nowhere for teachers who have PPA time to go so they are paid ten per cent extra but have PPA time at home. All staff are currently part time.

In interview, the head explained that she was new to the school and had recently replaced a long-standing predecessor who, she said, had given her the impression that some teachers were paid an additional ten per cent on top of their salaries to take their PPA time at home, during their own time. However, when we visited the school we found confusion and ambiguity from both the headteacher and the part-time teachers as to the exact arrangements, or lack of them. Teachers told us that they were unaware of any such arrangements, and there was a general confusion about pay, working time, the introduction of TLRs and restructuring in 2005, and previous ad hoc pay arrangements that had yet to be tackled by the new head. As one teacher told us, *'It's all a complete mix-up and none of us really understand it.'*

The new headteacher told us she was consulting teachers about making arrangements for PPA provision, and the staff were aware of and understanding of this. There was a new full-time NQT at the school who did have PPA time, and other teachers said that PPA time was *'something which we know is going to happen.'* One commented that:

[The head is] new herself to the job, she's still trying to get her head round what should happen and who should have what really, so I think we will move forward with that and hopefully in the not too distant future people will be clear about time, money, in school, out of school.

There were also plans for the school to have some building work done which would include a staff room; at the time of the interviews, there was still no space in school where teachers could work. The head proposed either paying part-time teachers an additional amount to their salary to have their PPA time at home, or calculating the pro-rata PPA time entitlement and giving it to teachers in a block. She was, however, unsure whether the school could afford either option. This matter was also raised by some teachers:

I mean because we're all part time we've got an issue, well I've got an issue really., I'm only in three and a half days; I don't really want to be out of the class in that time so I personally would prefer to be paid extra and do my planning and preparation, as I've always done, at home, but the budget probably won't actually be able to cover that.

As discussed above, there was some discrepancy in the survey between the number of headteachers who said that provisions for PPA time were fully in place, and the number of teachers who reported that they did not always get their PPA time or were sometimes unable to take it. We found similar situations in some of the case study primary schools. The head of Primary P indicated on the questionnaire that all teachers were allocated PPA time, however, a part-time SENCO said that she had no PPA time allocation. She explained that she did not have a class, and much of her time was spent working with and assessing individuals and preparing for reviews. She did in fact have some regular teaching (French to various classes) and so was entitled to a small allocation of time for PPA, but appeared to consider that because she had large allocations of time to use flexibly, her PPA time could be fitted into this.

In interviews and focus groups in the case study schools, teachers discussed some of the possible reasons for not being able to take their timetabled PPA time. These included occasions when support staff who regularly take classes during PPA time were off sick, when a significant number of teachers attend courses at the same time, or when they were asked to cover classes for absent teachers. The latter was more likely to happen in smaller schools where, as one teacher said, *'if one person goes sick that affects everyone'* (Teacher, Primary P). Other circumstances which could lead to teachers not being able to take their PPA time included Christmas and other celebrations. A Foundation Stage NQT in Primary F described a recent PPA session when she had *'ended up being here all afternoon in the classroom because the little ones are quite tearful and didn't want me to go'*. She hoped that this situation would settle down.

Whether teachers were able to 'claim back' lost PPA time varied amongst the case study schools. The head of Primary A described it as *'sacrosanct'* and explained that if it was lost, it would be *'paid back'* within five days. This was confirmed by the teachers. In Primary D, a deputy head explained that she sometimes took assembly if the head was out of the school and consequently lost some of her PPA time. On such occasions however, she said that the head was *'very religious about giving me half an hour in the week'* in return. In contrast, teachers at Primary C said that on the occasions when they did lose their PPA time, they had no means of getting this back. Similarly, a teacher in Primary F referred to a previous occasion when she had lost PPA time:

I have to tell you at my last school if there was nobody to cover your PPA then tough, you just did it and it wasn't paid back.

Even in those schools where teachers said that they would generally be given their PPA time back on another day, this did not help with the immediate stress; a teacher from Primary P explained:

I think like everything else there are times when through nobody's fault, through the way schools work and the way things happen, you don't get your PPA time and you do feel perhaps less prepared, because you are. You certainly get it back at some stage in the future but at that precise moment you do feel the stress of thinking, 'Oh I needed that Friday morning, and now I'm not ready for Monday morning.'

The two **floating teachers** interviewed in the primary case studies both said they received PPA time. One was a supply teacher in Primary D who delivered music lessons during class teachers' PPA time and provided cover for absence. She explained that she was entitled to half an hour PPA which she took at an unfixed time, choosing instead to fit it around her work. She spoke of the difficulty of doing anything substantial in the half hour she was entitled to.

The other floating teacher in Primary E said that she was allocated fully timetabled PPA time. However, there were occasions when her PPA time was taken up with providing cover for absence and there was little chance of getting this time back. She took classes during PPA and was timetabled for the whole week, so the only alternative to her losing her PPA was for the school to bring in supply:

I think financially it's hard to spend money on lots of supply teachers to cover things when you know you've got a teacher who's there who can do it, so I know it does make the teachers feel a bit stressed sometimes [when they lose it].

In the survey, **primary class teachers** generally indicated that they took their PPA time in regular blocks once a week or fortnight, rather than in shorter blocks of time more often than once a week, as shown in Table 8.2. This applied in particular to class teachers who had a full allocation of PPA time (88 per cent had a regular block of time once a week/fortnight, compared with 72 per cent of those who received a smaller allocation or did not always use the time for PPA). Class teachers in London were less likely than elsewhere to have a regular block of time once a week or fortnight (77 per cent).

When they had PPA time, **floating teachers** were also less likely than classroom teachers to have a regular block of time once a week or fortnight (as shown in Table 8.2). Floating teachers who started at the school recently (since 2003) were less likely to have a regular block of time once a week or fortnight, as well as being less likely to have PPA time at all (as noted above).

Table 8.2: Primary class teachers and floating teachers: How PPA is arranged

	Primary class teachers (%)	Primary floating teachers (%)
A regular block of time once a week or fortnight	85	73
Shorter blocks of time more often than once a week	12	16
Differs from week to week	3	10
Not stated	1	1
	Weighted	n/a
	Unweighted	140

Based on all primary class teachers and all floating teachers who said they had PPA time
Source: Primary/special class teachers survey and floating teachers survey

In the **case study schools** all teachers were given regular blocks of time once a week, either as mornings or afternoons. The time allocated ranged from two and a half hours to three. However, the ways in which teachers had to take this time varied slightly. For example, in Primary C teachers were given a block of two hours and then a half hour to take at another time. This illustrates one of the limitations of the questionnaire categories; it is difficult to know whether these teachers would have answered the questionnaire saying they had shorter blocks of time more often than once a week, or a regular block of time. The head of this school said that the time allocated was more than the two hours 12 minutes which teachers were actually entitled to in terms of their hours. In Primary D teachers were allocated three hours PPA time during an afternoon. This included half an hour before lunch during which teachers could talk to their TAs while their classes were at assembly.

Where teachers taught less than a full timetable, we found PPA had been calculated appropriately in proportion to the hours spent teaching. For example an assistant head in Primary C explained that she had less PPA time '*because I don't teach as much*' – two hours a week plus a morning free for SENCO work.

When asked about their own PPA time in the survey, many **primary headteachers** said that they did not have PPA time or did not use it for PPA: of the headteachers that had a timetabled teaching commitment (43 per cent of the total sample), only 11 per cent said that they had the full timetabled allocation and used it for PPA, while 58 per cent said that they had no PPA time (details are shown in Table 8.3). This is significantly lower than the 44 per cent of primary heads in the NASUWT *Workload Audit* who said that they received guaranteed PPA time (NASUWT, 2008).

Table 8.3: Primary headteachers: Allocation and use of PPA time

	All (%)
I have a timetabled allocation of PPA time (at least 10% of my timetabled teaching time) and I normally use it for PPA	11
I have PPA time but it is not at a fixed time each week	15
I have an allocation of PPA time on my timetable but sometimes I am unable to use the time for PPA	16
Although I am timetabled to teach every week, I have no PPA time	58
	Weighted 372
	Unweighted 372

Based on all primary headteachers with a timetabled teaching commitment
Source: Primary/special headteachers survey

Headteachers with a more substantial teaching commitment were more likely to get their full PPA allocation and to use the time for PPA. For example, of those timetabled to teach at least 50 per cent of the timetable, 27 per cent said they received and used a full allocation of PPA time, compared with just four per cent of those timetabled to teach no more than 10 per cent of the timetable. Similarly, headteachers with part-time responsibility for a class (rather than other teaching arrangements) were more likely than other headteachers to receive and use a full allocation of PPA time (18 per cent). These details are shown in Table 8.4.

Table 8.4: Primary headteachers: Allocation and use of PPA time (by teaching commitment)

	Teaching commitment			
	Part-time responsibility for a class (%)	Timetabled to take classes during PPA time (%)	Timetabled to teach a specific subject (%)	Timetabled to teach groups from different classes (%)
I have a timetabled allocation of PPA time (at least 10% of my timetabled teaching time) and I normally use it for PPA	18	7	12	5
I have PPA time but it is not at a fixed time each week	14	14	16	15
I have an allocation of PPA time on my timetable but sometimes I am unable to use the time for PPA	25	17	11	14
Although I am timetabled to teach every week, I have no PPA time	43	63	61	65
	Weighted 123	166	82	111
	Unweighted 123	166	82	111

Based on all primary headteachers with a timetabled teaching commitment
Source: Primary/special headteachers survey
The 'teaching commitment' categories in this table are not mutually exclusive

Further analysis indicates that headteachers with timetabled teaching commitments who regularly provided cover for unexpected absence were less likely than others to get PPA time (70 per cent of those with a timetabled teaching commitment said they had no PPA time). This suggests that the need to provide cover for absence may have limited headteachers' ability to use their own PPA time. There was no significant difference amongst headteachers who regularly took classes while class teachers had PPA time.

Headteachers were more likely to get PPA time and to use it for PPA if they also had dedicated headship time. One possible interpretation of this is that adapting to individual changes may be part of a general willingness to embrace workforce remodelling as a whole.

As noted above, some **primary headteachers** with timetabled teaching commitments said that they did not have PPA time, or (if they did have an allocation of PPA time) said they sometimes were unable to use the time for PPA. The reasons given by headteachers were:

- If they had no PPA time: 19 per cent said there was no time in school for PPA or that they did PPA outside school time, 17 per cent said that other activities were taking up their PPA time, 11 per cent used leadership and management or headship time for PPA, and nine per cent said the budget wouldn't allow them PPA time. Some respondents qualified their 'lack' of PPA time by explaining that they had some PPA time but it was not timetabled (14 per cent) or that they only had a small teaching commitment (seven per cent).
- If they had an allocation of PPA time but sometimes were unable to use it: the main reason was that other activities took up PPA time (67 per cent), while ten per cent said they used leadership and management or headship time for PPA.

We interviewed three headteachers in **case study schools** who also had some teaching commitments. The amount of teaching they provided varied. The head of Primary D had a timetabled teaching commitment of 0.1 and delivered French to some classes during teachers' PPA time. She said that she got PPA time because of the level of her teaching commitment, but that it was not at a fixed time each week. The governors recommended that she should take this time, but she said that it could be difficult to do so. The headteacher at Primary P indicated no timetabled teaching commitment on the questionnaire, but in interview she said that she provided long term cover for absence and that she took days '*as and when they are needed*' rather than at a regular time each week. The head of Primary F had a timetabled teaching commitment of 0.4, but did not take PPA time for herself.

8.2.2 Activities during PPA time

This section explores the extent to which PPA time is organised to allow teachers to plan with other staff, the locations where teachers took their PPA time and the tasks that teachers said they undertook during their PPA.

Organisation of PPA time

In the survey, around half of **primary class teachers** (51 per cent) said that their PPA time was arranged so that they could plan with other staff at least some of the time. A more detailed breakdown is shown in Table 8.5.

Respondents were more likely to say that their PPA time was arranged to allow them to plan with other staff (at least some of the time) if they worked in larger schools and if they had only started teaching in the last two years (since 2006). These differences relate specifically to the numbers who were able to plan with teachers in a parallel class: the majority of teachers who said they did this were in large schools where parallel classes exist.

Amongst those who had started teaching since 2006, 44 per cent said they were always able to plan with teachers in a parallel class. In addition, more recent class teachers were most likely to say their PPA time was organised so that they could plan with others in their key stage at least some of the time (26 per cent who started teaching since 2003 compared with 19 per cent who started teaching before 2003).

There was also a link between planning with other teachers and having a regular block of PPA time: class teachers were more likely to say that their PPA time allowed them to plan with a teacher in a parallel class if they had a regular block of PPA time once a week or a fortnight (31 per cent). It is not possible to interpret from the analysis which was the driving influence (i.e. whether having a regular block of time enabled teachers to plan with others, or whether the need to plan with others necessitated the organisation of PPA time into regular blocks).

Primary **floating teachers** were less likely than class teachers to have their PPA time arranged so that they could plan with other staff (28 per cent said this happened at least some of the time). Details are shown in Table 8.5. The figure was lower still where floating teachers spent more than half of their timetabled time teaching classes where the usual teacher had PPA time (18 per cent).

Table 8.5: Primary class teachers and floating teachers: Whether PPA time is organised to allow planning with other staff

	Primary class teachers			Primary floating teachers		
	Yes, always (%)	Yes, sometimes (%)	Total saying yes (%)	Yes, always (%)	Yes, sometimes (%)	Total saying yes (%)
The teacher of a parallel class	29	9	37	6	11	
Others in your key stage	12	10	22	7	4	
One or more members of support staff	4	9	12	4	8	
Any of the above	36	15	51			
Weighted		1476			n/a	
Unweighted		1476			140	

Based on all primary class teachers/floating teachers who get PPA time
Source: Primary/special class teachers survey and floating teachers survey

Amongst **primary support staff** who said that their timetable included time to plan or prepare for taking classes, one in four (26 per cent) said they were able to work with a relevant class or subject teacher during this time.

Three of the **case study schools** had provisions in place for teachers to plan with other teaching staff, including two schools with over 400 pupils. Interviewees in schools where teachers were able to plan together were positive about this and identified benefits which included being able to share ideas, plan consistently, help each other with queries and provide support.

In Primary A, a large primary, consistency was mentioned by both the head and teachers. One teacher said that it *'works so much better'* than previous arrangements as it allowed for greater consistency in what is taught in each year group.

Because we do our PPA together as a unit it helps just to share those ideas giving that bit more focus time to work with the unit partner. And I think because you can get a better range of ideas, the children get better lessons and we can talk things through and it's a lot clearer. So if I don't understand something, say the new framework planning, I can ask my unit partner 'what do you think about it?' and we can just work more efficiently together so we know what we're both doing, for consistency and so on.

The headteacher also identified the benefits of joint planning in terms of teachers being able to talk through *'any training or new initiatives or any change that we want people to make'*. She went on, *'we know that they can go back with their partner and sort it out and that they've got the time for that'*. She said that having people do their PPA in pairs had impacted positively on standards.

Whilst it was easier for larger schools to make arrangements for teachers to take PPA time together, smaller schools found it harder to make arrangements. A school with split year groups had initially organised PPA time so that all teachers took it at the same time on a Friday so as to be able to plan together, but this had to be changed as a result of lack of space and interruptions arising from behaviour issues. One teacher said, *'it was nice for us all to be together and share ideas'*.

However, teachers in Primary D, a small school with one form entry, were timetabled to take PPA in pairs so that they could plan together. The head noted the benefits of this, in that *'sharing ideas obviously improves the quality of teaching within the classroom'*. There were also perceived benefits in terms of providing support for colleagues. PPA time was previously organised by key stage but recently changed to fit in with the team teaching patterns in the school and with NQT mentoring. A mentor acknowledged the need to keep her NQT mentoring and PPA time separate, but also spoke of the benefits of taking her PPA time at the same time as the NQT.

And obviously it's beneficial for us because I'm supporting [name of NQT] so although I can be sitting there doing mine, we don't always talk about, but I'm there if she needs me. It works well.

In schools where teachers planned together regularly, absence could impact detrimentally on the planning process. This issue was raised by a teacher in Primary A whose parallel teacher was absent for three PPA sessions, meaning that she had to plan alone. This increased her workload, and she said she missed the stimulating exchange of ideas.

Only one of the case study schools had made specific arrangements for teachers to plan with support staff. Teachers in Primary D told us they had half an hour a week before lunch when they could talk to their TAs about planning. They then took the rest of their PPA time after lunch in the afternoon. In Primary C the headteacher recognised the importance of teachers and support staff having time to talk and said that provisions have been made this year to give TAs time after school to plan with teachers for PPA time.

In other primary schools, the level of input that support staff were able to have into planning lessons was more variable. Support staff said that they were rarely able to plan lessons with teachers. Teachers in Primary C, which used support staff to take classes during teachers' PPA time, concurred with this. One said, *'It seems to be catch up all the time'*. Another recognised how problematic it can be for TAs:

I think it is difficult for them sometimes; I think they feel frustrated, well I would think they would be, with not having enough time to talk to us.

Location

A range of locations were used for work during PPA time. **Primary class teachers** were most likely to report in the questionnaire that they worked in 'another workspace' other than the classroom or staffroom. Findings were similar for **floating teachers**, although they were less likely to use the classroom than class teachers. Details are shown in Table 8.6.

Class teachers were more likely to work at home during PPA time if they worked in small schools (30 per cent compared with 20 per cent in medium and 14 per cent in large schools). Those in large schools were also less likely to work in their classroom (17 per cent), but were more likely to use ‘another workspace’ (70 per cent). Those working in London were also less likely to work at home (six per cent).

Those who had been teaching since before 1993 were more likely than other teachers to work at home (24 per cent), while part-time teachers were more likely than full-time teachers to work in the classroom during PPA time; this applied to both class teachers and floating teachers. Use of the classroom was also higher where class teachers did not get their full allocation of PPA time or did not have a regular block of time once a week or fortnight.

Table 8.6: Primary class teachers and floating teachers: Where teachers work during PPA time

	Primary class teachers (%)	Primary floating teachers (%)
In another workspace in the school	65	67
In the staffroom	40	34
In my classroom	21	11
At home	19	14
Not stated	*	0
	Weighted	n/a
	Unweighted	140

Based on all primary class teachers and all floating teachers who said they had PPA time
Source: Primary/special class teachers survey and floating teachers survey

Around half of **primary class teachers** said there was not enough space in the school to work uninterrupted during their PPA time (49 per cent). Class teachers were most likely to say the space was inadequate if they worked at home during PPA time (66 per cent) or in the staff room (59 per cent). Where they used another space (other than the classroom or staffroom), they were less likely to say the space was inadequate (44 per cent). Female class teachers were more likely than male teachers to say the space was inadequate (51 per cent compared with 41 per cent), while teachers on the leadership scale were less likely than others to say the space was inadequate (36 per cent).

The proportion of **primary floating teachers** who said the space was inadequate was lower than for class teachers (36 per cent).

The **case study data** allows us to explore in greater detail the locations where primary teachers took their PPA time and the extent to which these spaces were considered adequate. Teachers in the case study schools mainly took their PPA time in school; either in specially designated areas or in non-designated areas such as classrooms, staffrooms or elsewhere, or at home.

The heads of two smaller than average primary schools allowed teachers to take their PPA time at home, but in only one of the schools was it possible for all teachers to do so. The rationale for allowing teachers to take PPA time at home in both cases was that there were few spaces for teachers to work, both in terms of space and in terms of being able to work without interruption, as two teachers explained:

We did it in school to start with but we had a constant stream of children being sent to us or somebody else would interfere and you really couldn't get anything done.
(Teacher, Primary C)

It is almost impossible ... to find somewhere to do your PPA in a school this size. You are sitting in somebody else's classroom effectively. (Teacher, Primary P)

Where arrangements had been made for teachers to take their PPA time at home, both heads and teachers were generally very happy with arrangements and found it to be beneficial. Teachers told us they were able to achieve much more in this time because of the lack of interruptions. However, in one school a part-time teacher highlighted the occasional difficulty of contacting colleagues who were working at home.

A number of teachers who took their PPA time at school, either because they were unable to work at home, or were not allowed by their headteachers, were unhappy with the spaces available to them and spoke of the benefits of being able to work from home. This was also linked to facilities in some cases. An HLTA interviewed in Primary F explained that she found it 'impossible' to do her PPA in school, where there was no staffroom. Instead, she preferred to do it at home in her own time:

You know I've got a study at home, I've got a computer, I've got the resources and I need to do it within my own environment. I wouldn't be able to do it here. For me it's not comfortable.

The issue of trust was raised by some of the headteachers in relation to how teachers used their PPA time. This was particularly the case for headteachers who discussed the pros and cons of allowing teachers to take PPA time at home. Some headteachers made it clear that their preference was for teachers to work on site, but with the option to work at home on particular tasks. For example, teachers in Primary D could request to work from home if it was something that needed doing with a bit more concentration such as the foundation stage profile; one said, 'it is a nightmare to do and I cannot be disturbed and so once every full term I actually do that at home'.

The head explained:

The teachers, on the whole, stay here because they know the benefits of working together, and they know that it's been planned so they can plan together, but if they say to me 'I'd really like to work at home this afternoon' then I say 'that's absolutely fine', and they tell me what they're going to do.

She said, 'I trust them and it seems to work best.' However, she did not appear to trust them to the extent that she would allow them to take their PPA time at home, and said:

I might start to get a bit twitchy and think, 'what are they doing now?' but because they prefer to work here, it just is easy.

The head of Primary B had set up computers and workspace in a room on site, which she said should mean that teachers would not need to work at home. Again, this seemed to be closely aligned to monitoring issues and wanting to know that teachers were using their PPA time in an 'effective' manner. Some of the teachers from this school reported having had to fill in a 'PPA record sheet' noting their PPA time activities. The headteacher questioned the extent to which her teachers used their PPA time wisely:

I've got staff who use it in a totally focused, 'I'm going to prepare this and use this for assessment', but I've got staff who don't, [who] fiddle about and possibly waste time doing things that really they ought to do at home. I don't particularly stand over anybody; there's an expectation that everyone does PPA in school and from that point of view I've invested a fair amount of money in providing them with a room and computers and everything.

The teachers interviewed in this school were positive about having a designated working space. Having the technology and the facilities available was crucial to being able to work effectively during PPA time; as one said, *'It means we actually can work really, because it's no good being in a room if you haven't got a computer and laptop to do the work you want to do.'* She went on to explain the benefits of having such a space:

So having a sort of designated working environment, where we can get on with things, means that you feel like you're not chasing your tail all the time.

In contrast, teachers in another school said they did not have adequate access to computers or the internet and were concerned about their ability to make effective use of PPA time. Teachers in a larger than average school had access to two computers, only one of which was linked to the internet. They saw the lack of computer and internet access as *'a bit of a bugbear'*, especially when *'the technology's breaking and not working'* as this meant that their lesson preparation could not be fully accomplished during PPA time.

In another small school, Primary D, teachers were able to work in the special needs base/ after school club area. Teachers said that they could work there without being interrupted and that *'everybody else in the school knows that on a Thursday or a Friday afternoon that's where the teachers go'*.

Conversely, teachers in three schools reported working during their PPA time in staffrooms, a designated 'group' room, classrooms, the library, ICT suite or music room. They explained that they were often interrupted in these spaces, either by colleagues or pupils with problems from their classes, or because they were working in areas which other staff have access to. This meant that they were often distracted from their work. Teachers noted a number of times that PPA time was much more meaningful if it could be done without interruption.

The extent to which teachers who remained on site for their PPA time could work uninterrupted was also related to the arrangements for their classes. Some teachers noted being interrupted often if their class was taken by a supply teacher, while others said that if the class was taken by their usual class-affiliated TA then they would be unlikely to be interrupted. In Primary C teachers told us they have this year appointed a *'responsible teacher'* to whom pupils can be sent and it is hoped that this will reduce interruptions.

Activities conducted during PPA time

The Guidance to the School Teachers' Pay and Conditions Document (2008) states that *'Guaranteed PPA time must be used for planning, preparation and assessment'* (para. 85). In reality, teachers in the questionnaire and the case studies reported doing more than purely PPA tasks. Table 8.7 summarises the tasks undertaken by teachers during PPA time in terms of responses to the survey. Individual tasks have been grouped into the categories shown in the chart. The detailed figures are shown in Appendix B, Table B8.1, along with an explanation of how individual tasks have been grouped together.

If we combine planning, preparation and assessment tasks, this shows that 81 per cent of **primary class teachers** said they regularly did PPA tasks during PPA time (all respondents said they did them at least some of the time). However, as Table 8.7 shows, class teachers also said they did other tasks including administrative tasks (18 per cent regularly and 24 per cent often).

Table 8.7: Primary class teachers and floating teachers: Tasks undertaken during PPA time

	Primary class teachers			Primary floating teachers		
	Regularly (%)	Often (%)	Occasionally (%)	Regularly (%)	Often (%)	Occasionally (%)
Planning tasks	69	16	13	61	15	21
Assessment tasks	33	35	28	34	32	29
Preparation tasks	27	35	30	44	30	22
Administrative tasks (e.g. photocopying)	18	24	43	31	26	34
Leadership/management tasks	13	24	40	17	25	29
'Other' tasks (e.g. classroom observation)	10	27	55	9	17	46
Prepare for tasks other than teaching (e.g. parents' evening, school visits)	7	35	30	4	13	59
Meet with other professionals or parents	4	9	50	4	9	39
	Weighted	1481			n/a	
	Unweighted	1481			140	

Based on all primary class teachers/floating teachers who get PPA time
Source: Primary/special class teachers survey and floating teachers survey

Sub-group analysis of **primary class teachers** shows that teachers were more likely to do PPA tasks if they were in larger schools (85 per cent of those in large schools regularly did PPA tasks). The other main variation was by key stage. Specific details were as follows:

- Those in large schools were more likely to do planning tasks regularly (72 per cent compared with 68 per cent in medium and 63 per cent in small schools). Those in small schools were also less likely ever to meet with other professionals or parents during PPA time (55 per cent).
- Those in schools with high FSM were less likely to do any PPA tasks (69 per cent, compared with 83 per cent medium and 82 per cent low). Specifically, they were less likely to do planning tasks (56 per cent, compares with 70 per cent medium and 69 per cent low), and assessment (23 per cent, compared with 32 per cent medium and 36 per cent low).
- Those teaching at Foundation Stage were more likely to do planning tasks regularly (75 per cent compared with 66 per cent of those teaching at Key Stage 2). By contrast, regular use of PPA time for assessment tasks was higher amongst those teaching at Key Stage 2 (39 per cent compared with 28 per cent teaching at Key Stage 1 and 26 per cent at Foundation stage). Those teaching at Key Stage 2 were also more likely ever to meet with other professionals or parents during PPA time (69 per cent compared with 59 per cent Key Stage 1 and 52 per cent Foundation Stage).
- Those with no whole school responsibilities were most likely to do preparation tasks regularly (36 per cent), while those on the leadership scale or with a TLR were more likely to meet with other professionals or parents.
- Those working part-time were more likely to do administrative tasks regularly (25 per cent compared with 17 per cent of full-time teachers), as were teachers in London (24 per cent).

- Teachers were more likely to do PPA tasks regularly if they had a full allocation of PPA time and had a regular block of time once a week or fortnight. This confirms earlier research evidence of a link between under-performing schools (in relation to workforce reform) and teachers having extra duties and responsibilities in PPA time (Hargreaves *et al.*, 2007).
- Teachers were more likely to do planning or PPA tasks regularly if they worked at home during PPA time, and less likely to do so if they worked in the classroom or a workspace other than the staffroom or classroom. Assessment tasks were more likely to be done regularly by those working at home as well as those working in 'another' workspace at school. Administrative tasks were less likely to be undertaken by those working at home, and more likely to be done by those working in a classroom (this is linked to the finding on part-time teachers, who were more likely than full-time teachers to work in the classroom during PPA time, as noted in the 'Location' section above Table 8.6).

The overall figures for **primary floating teachers** (also shown in Table 8.7) were similar to those for class teachers, except that floating teachers were more likely to do preparation and administrative tasks regularly, and were less likely ever to do tasks such as preparing for non-teaching tasks or leadership/management tasks. The overall proportion that regularly did any PPA tasks (76 per cent) was similar to class teachers.

The proportion of floating teachers that regularly did any PPA tasks was higher amongst those who joined the school since 2003 (87 per cent compared with 70 per cent who joined before 2003). As was the case amongst class teachers, floating teachers who worked part-time were more likely than full-time teachers to do administrative tasks regularly (42 per cent compared with 15 per cent).

The **primary case study interviews** provide more in-depth and illuminative examples as to the wide range of activities carried out by teachers during their PPA time. Teachers described using PPA '*for a huge list of things*', which they said included planning preparation and assessment, and a variety of other activities. Tasks carried out during PPA time ranged from weekly planning, to marking, preparing resources and clearing out the PE shed.

There appeared to be slight confusion amongst some of the teachers interviewed as to what exactly they were required to do during their PPA time. Some teachers appeared to perceive that it was their own time to use as they saw fit. As one teacher said, '*it's not carved in stone what you've got to do in this time*', while another said, '*We can do whatever we want in our PPA time.*' A supply teacher who was entitled to half an hour's PPA time said:

I tend to chat in PPA time. Because I haven't got a full time job I do my preparing in my own time so that means if I decide to talk through my half hour that's up to me. ... I know I've had my time and it's up to me to use it as I want.

A small number of teachers reported occasionally using the time for medical and dental appointments, reflecting a perception that this was their '*own*' time.

However, the majority of teachers interviewed in the case study schools told us they used the time for planning, preparation or assessment. As with the survey data, the most commonly referred to activity was planning. Teachers told us they used it to write their weekly plans, plan activities, plan jointly with colleagues (either within key stage or across the whole school). Some also used it for more long term planning. Other activities mentioned included formulating new ideas, sharing expertise, clarifying ambiguities (such as surrounding the new framework planning) and making curriculum links. Activities related to preparation were also highlighted, such as sourcing and preparing resources for activities and preparing reports.

More unusually some teachers discussed using PPA time for assessment. A teacher in Primary D said she used her PPA time to do Foundation Stage assessment, ‘because I can do it on the computer and you need to be away from people to do that’. Another said it was useful to be able to observe and assess her pupils while they were being taught by another teacher. The head of Primary A referred to the emphasis on weekly planning in teachers’ PPA time.

Very often people use it just for planning, so they will use it just in planning for the week ahead. People who are a little bit more forward thinking are using it for assessment as well but rarely have I seen people going into class on the days that they’ve got the PPA time and actually assessing pupils face to face.

She hoped to see more people using it for assessment in the future.

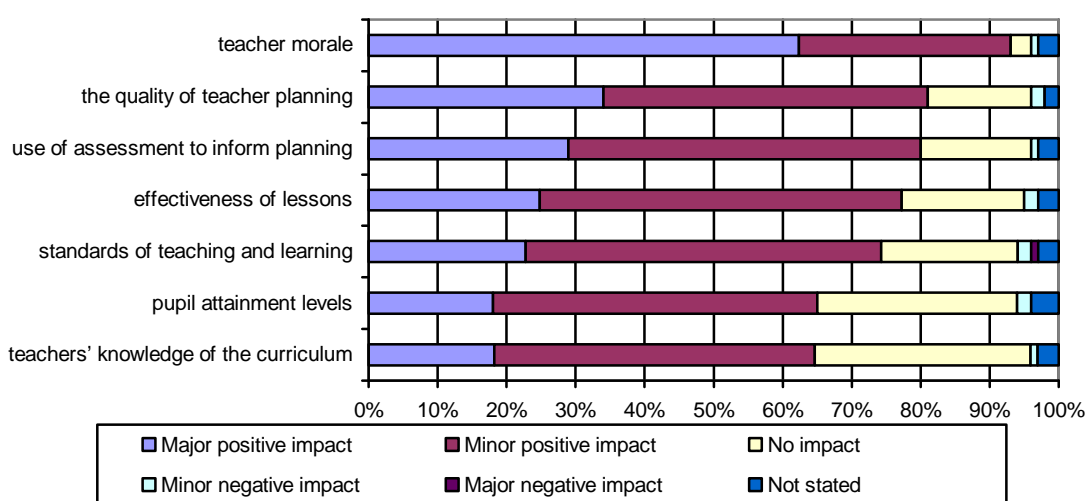
I think when that’s all in place, properly in place and embedded and we’re wanting to look more at impact on pupils, for example, that it will be desirable then for teachers to use things like PPA time for pupil interviews or just more formal assessment.

As discussed above in relation to where teachers took their PPA, the IT facilities and space available to teachers sometimes also limited the activities which teachers were able to do during PPA. For example, teachers in Primary E noted the difficulty of planning and preparing adequately when working in a large school with only one computer and no access to the internet.

8.2.3 Impact of teachers having PPA time

In the survey, **primary headteachers** expressed positive views about the impact of teachers having PPA time. As shown in Figure 8.1, the majority of headteachers said that there had been a positive impact on a range of different issues related to learning and standards, and headteachers were particularly positive about the impact on teacher morale (63 per cent said there had been a major positive impact). Very few respondents felt there had been any negative impact.

Figure 8.1: Primary headteachers: Impact of teachers having PPA time



Weighted 867, unweighted 867

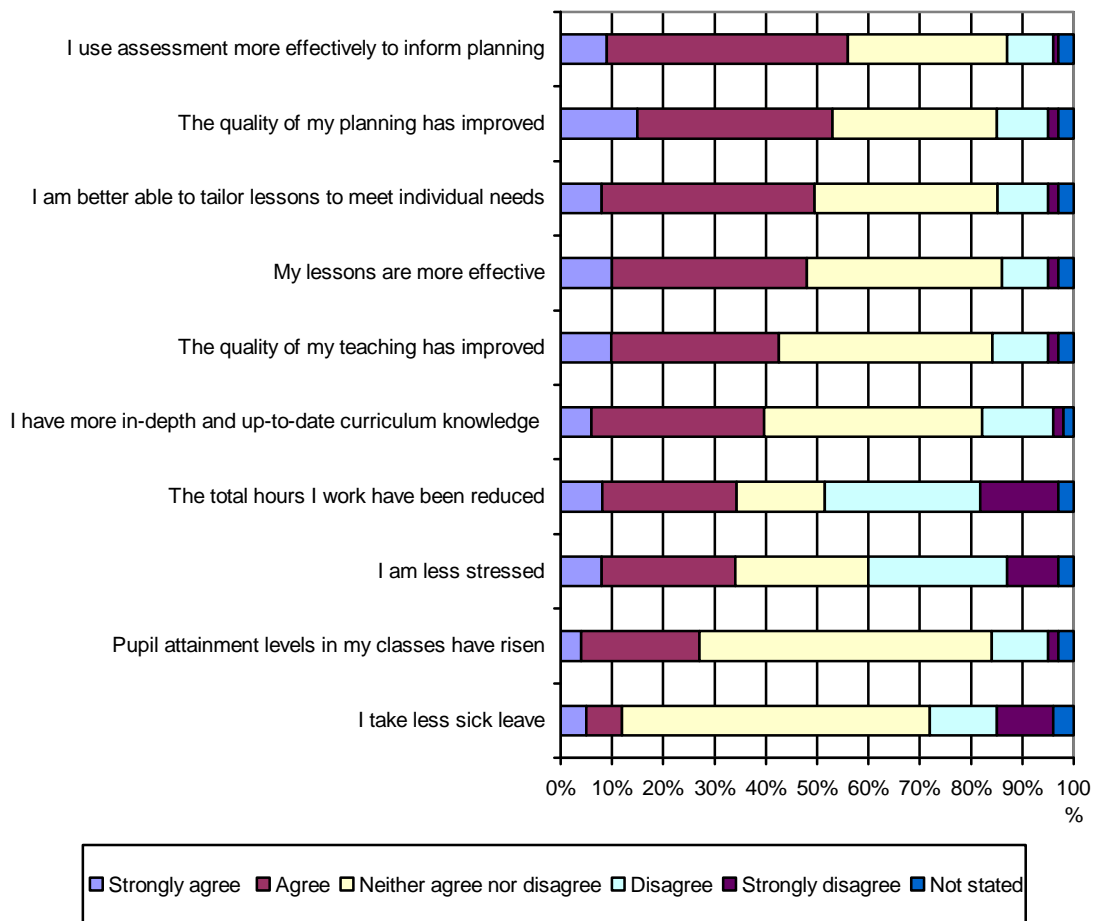
Based on all primary headteachers. Source: Primary/special headteachers survey

Where headteachers said that they regularly taught classes while the class teachers had PPA time, they were less likely to say that there had been a major positive impact on the quality of teacher planning, on the use of assessment to inform planning, and on teacher morale. Views on most items were also less positive in schools where several classes were grouped together during teachers' PPA time. In addition, views on the impact on standards of teaching and learning were most positive where the school regularly used familiar supply teachers while class teachers had PPA time.

Primary class teachers themselves were also generally positive towards the impact of PPA time on their planning and teaching, indicating that the positive views on these issues observed in the GTC's 2006 Annual Survey of Teachers (Hutchings *et al.*, 2006, pp 122-129) have been sustained. However, more teachers disagreed with statements about the impact of PPA time on their hours and sick leave than agreed, while a large proportion (60 per cent) indicated that it had had no impact either way in regards to sick leave. Views in relation to the statement 'I am less stressed' were mixed with similar proportions agreeing and disagreeing. Details are shown in Figure 8.2.

Overall, these findings show something of a disparity between heads' perceptions of the impact of PPA time on teachers' workloads and morale (which were very positive) and teachers' own perceptions (which were more mixed).

Figure 8.2: Primary class teachers: Impact of teachers having PPA time



Weighted 1481, unweighted 1481
 Based on all primary class teachers
 Source: Primary/special class teachers survey

Sub-group differences generally related to the length of teaching career and size of school:

- More established teachers (started in 1992 or before) were less likely to agree that the quality of their teaching had improved, that their lessons were more effective or that they were better able to tailor lessons.
- Those in small schools were less likely to agree that the quality of their planning had improved or that they used assessment more effectively. As noted earlier, those in small schools were less likely to actually do PPA tasks during their PPA time; they were also less likely to agree that pupil attainment levels had risen.
- Teachers in London were more likely to agree that their lessons were more effective and that they were better able to tailor their lessons to meet pupil needs.
- Those teaching at Foundation Stage were more likely than other teachers to agree that their total hours had been reduced and that they were less stressed.

More generally, teachers were more likely to agree with statements about planning and teaching, as well as stress and workload if they regularly did PPA tasks during their PPA time (this applied to all items listed on Figure 8.2 except knowledge of the curriculum and sick leave). They were also more likely to agree that the quality of their planning had improved if they had stated that received their contracted allocation of PPA time.

Class teachers were also more likely to agree that pupil attainment levels had risen if their classes were taught by internal teaching staff when they had PPA time (32%), and less likely to agree if classes were taught by an external teacher (23%).

The views of **primary floating teachers** were generally similar to those of classroom teachers, in being positive on most items but less so in relation to hours, stress and sick leave. Again, respondents tended to be most positive if they regularly did PPA tasks (as opposed to other tasks) during their PPA time, as might be expected. Floating teachers were also more likely to agree that they were able to tailor their lessons better if they were able to plan with other staff during PPA time (69 per cent agreed compared with 48 per cent who were not able to plan with other staff).

In the **case study primary schools** teachers overwhelmingly agreed that the impact of the provision of PPA time had been huge. They told us that its impact could be felt in teaching and learning, improved planning, better work-life balance and reduced stress levels. However, there was a consensus among headteachers and teachers that workload had not been reduced overall because other factors had contributed to an overall increase in workload. The section below explores these views further; looking at the impact on stress, workload and the quality of planning and standards in turn.

Impact of having PPA time on stress

Teachers in all the case study schools indicated that the provision of PPA time had had at least some impact on their work-life balance, be this through a reduction in the numbers of hours worked or through reduced stress. Heads in some schools also concurred with this view. Teachers interviewed were generally appreciative of their PPA time, saying that *'it's nice to know you've got that time'* and describing it as *'time to just, all those little things you haven't had time do because you're teaching, you catch up on'*. Another described it as *'time to recharge'*, which allowed teachers space and time to *'unwind'*. For some teachers it was the space to think and reflect about their teaching which was most beneficial; one referred to *'a bit of a mental break one day a week'*

Teachers said that knowing that they had this time available meant that they felt less stressed, because *'it isn't rushed, it isn't I've got to do this for Monday'*. This was echoed by a great number of teachers.

I still take lots of things home, I don't know whether I would say I take less, but I definitely feel more valued and less under pressure, just to know, because it's just knowing, Oh I've got that Tuesday morning to get some things done; it's just that light at the end, you know, if it's a really busy week. (Assistant head, Primary B)

That two and a half hours is coming back into the rest of your work life balance because that is not your Sunday morning anymore. (Teacher, Primary P)

Impact of having PPA time on workload

There was a perception amongst teachers that PPA time had reduced their workload to an extent. Some spoke of going home earlier on a Friday night or of reductions in the amount of time they spent working from home:

The feeling it's never ending, you're never going to get through it, but now because I have PPA I can now actually have a night in the week where I actually go home a bit early which I think you need to do. (Teacher, Primary E)

Before PPA came in I used to work at home I would say four nights out of the five. I would take stuff home to do planning, marking etc. ... But I very rarely have to take work home now because I have PPA time on a Friday morning and it's amazing what you can get done in the time when you know that's what you've got and that's what it's for. (Teacher, Primary P)

We found some differences in terms of the way that teachers appreciated their PPA time related to their length of time as teachers. Teachers who had been in post since prior to remodelling were particularly appreciative of the difference that PPA had made to their work.

It does definitely have a positive effect. It does reduce the marking and the lugging home with books. (Teacher, Primary E)

The head of Primary D noted on the questionnaire that there were differences in the ways that teachers think about their PPA time, with some of the younger teachers *'more inclined to take it for granted'* because they have always had it. Consequently, she said, PPA had had less impact on newer staff. She expanded on this in interview.

But certainly [name of teacher], who's been teaching a long time as I was, she comes to me on a regular basis and says, 'I'm just so grateful for this extra time that I never used to have', whereas I do feel, and other heads have said the same, that young teachers coming out of college come out with the expectation of PPA time because that's what they have.

This issue was also raised by the head of Primary F, where most teachers currently do not receive an allocation of PPA:

I was talking to one of the other members of staff you know about PPA time and she said, 'We don't even think about it do we?' But you see, I suppose people of our generation, we're not used to it. We're used to just getting on and doing it, whereas perhaps staff now coming in, people being trained [have a different attitude].

A minority of less experienced teachers also noted this kind of attitude on the part of some of their colleagues. A teacher from Primary E said in reference to older colleagues, *'Yeah, a bit like 'oh, we never did this, we had classes of 50 and we worked every hour under the sun' and it's like OK.'*

Despite these perceptions, NQTs also commented on the benefits of having PPA. One spoke of her relief at having had PPA and NQT time when she started:

Quite frankly I don't know what I would have done without it, because I found the workload in the first year I was here absolutely incredible. (NQT, Primary P)

However, the great majority of teachers, irrespective of experience, said they were *'grateful for that extra time'* and said that they could not imagine how they coped without it. Whilst most were appreciative of the improvements in work-life balance brought about by the introduction of PPA, many of the heads and teachers interviewed were much less certain as to the extent to which the provision of PPA had actually impacted on teachers' workloads, due to increased workload as a result of other initiatives and government policies. For many interviewees, activities such as assessment tracking, subject leader roles, data analysis, and paperwork all lessened the perceived impact of PPA on teacher workloads.

The head of Primary C said that PPA has taken some of the burden away *'but all the other stuff that's come into the pay and conditions, post remodelling, has upped their workload'*. She did not specify what *'other stuff'* she was referring to. She went on to say:

I think while PPA's a good idea, I'm not sure it does impact on the workload. And my teachers have probably said it hasn't at all ... which is sad really because it was well intended.

Another headteacher agreed:

I think that PPA has been beneficial to schools, and where it's managed well, and people are lucky, I think it works very well for the pupils. Like I say, I still reserve a bit of judgement with regard to the teachers because I feel that they are still so overloaded. (Headteacher, Primary D)

One teacher said that *'because of the workload we have, it's not making any difference now'*. Another said that, *'The time is useful but the workload has increased'*. While some said that planning was *'easier'*, there was a perception that paperwork and the amount of time spent on assessment had increased, as exemplified by this teacher from Primary G:

I think with remodelling, what has really struck me is that initially we got given this time, but in the meantime the workload has got bigger, and so we are going to give you this time to do all the work that we are now going to load onto you. And so I feel like I've got no less of a load than I had before, despite having the extra time because there is so much more to do.

In Primary C, one of the smaller schools, teachers explained that they are now all subject leaders which has also increased their workload; *'I think a lot of our time now in PPA time is spent doing the [subject leader] tasks'*. The head of the same school acknowledged that part of the reason PPA time had had little impact was because teachers were spending time planning lessons for their classes to be delivered by support staff during their PPA time. She recently employed external sports coaches, and one of the factors in this decision was that they would deliver their own lessons, and thus teachers would no longer have to plan lessons for support staff.

In Primary P, where teachers agreed that PPA time had impacted positively on their workload, teachers noted this was partly because the school had effective schemes of work in place, and so the task of planning for the week ahead was much less onerous than it used to be.

However, across the case study schools we interviewed teachers who told us that they did substantial amounts of work at home. Some of those interviewed said that PPA time had helped reduce this, but that they still spent large amounts of time working at home because that was the kind of teacher they were and they wanted *'to give 110 per cent'*.

There was also the perception amongst some of the teachers that while PPA time was useful it could never completely negate the need to do some work at home, because two and a half hours was not enough to complete all the tasks necessary, as this teacher from Primary P explained:

I do genuinely believe that I couldn't adequately plan a week's numeracy, a week's literacy and all the foundation subjects in two and a half hours. I don't think that's possible.

Another teacher said, *'There's no way I could get everything done in an afternoon'*, while an NQT told us it could sometimes take all her PPA time just *'to tidy up my desk'*. Some teachers said they needed more PPA time, but others recognised the potential problems in this in terms of teachers having to be away from their classes for longer. This was an issue which teachers in Primary F, where no provisions had been made for PPA time, were particularly aware of. Because they worked part time and were reluctant to have more time out of the classroom, they did all PPA activities at home entirely in their own time. Whilst they were employed on a part-time basis they explained that *'it's basically full time ... On our days off we're planning and preparing for the days that we're here'*. They went on to say that this did, however, *'mean we get the weekend'*, in contrast to when they had worked full time. One said that the only way to reduce the workload is *'to go part time'*.

Impact of having PPA time on quality of planning and standards

Teachers also said that being more prepared for lessons through the introduction of PPA time has had benefits which have led to improved quality of planning, and which have in turn contributed to improved standards.

Those teachers who did have PPA time agreed that having it allowed them to be better prepared for lessons. An NQT in Primary P explained the benefits:

I know that there are only a certain number of hours in a day and if I am not ready the lesson is a disaster. Obviously there are still times when I'm not ready, but because of PPA time, there is less time I'm not ready.

Teachers told us that PPA time has also impacted on the quality of planning. The NQT went on to say that having this time enabled her to *'make it more exciting for the children as well'*. She used the example of using worksheets in lesson for which she was unprepared, and said, *'if you have got time to plan a lesson to some extent then the quality of that comes out of it is going to be much greater, I'm sure'*. The benefits for teaching and learning were also discussed by more experienced teachers. One described how she was able to plan more *'innovative'* and *'exciting'* lessons *'because you can put that extra effort and that extra time into your plans'*. Another explained:

You are not thinking 'oh have I planned today's numeracy?', you are thinking 'I know what we could do. How about if we got that website and did that with it?'. And so I think it makes a higher standard of interest or a higher level of interest for the children and perhaps more at times to be innovative.

A teacher also pointed out that her marking had improved because she now has time to mark things before the next lesson, '*which is very beneficial to the children as well and raising standards*'.

Another benefit teachers identified which was linked to PPA was that of collaborative planning. Teachers who were able to plan with colleagues, either by parallel class, key stage or across the school, were highly positive about being able to share their PPA time (see Section 8.2.2 above). Some teachers told us that they valued being able to take their PPA time together as it contributed to improved lessons and outcomes (as they were better prepared and planned, could make more curriculum links than they would on their own, and that pupils were motivated by more interesting lessons). In schools where PPA was arranged so as to allow teachers to plan together heads were also positive about the impact that this had had. The head of Primary D linked this to improving standards:

One thing where I think it has helped standards and helped the teaching of the regular teachers is that we group the PPAs so that, we pair teachers.

Interviewees were asked about their views as to the extent to which the provision of PPA had impacted on standards in their schools. A number of respondents indicated that there was a link between teachers having PPA and standards, and made comments such as PPA time is '*responsible for raising standards*' (Headteacher, Primary C), '*PPA has the greatest potential effect on raising standards*' (Headteacher, Primary B), and '*has made a huge difference*' (Headteacher, Primary A). However, the impact was something which was hard for heads and teachers to quantify, and few backed up their comments with evidence for this. A teacher in Primary D acknowledged the difficulty of backing these claims up with evidence, but explained that she did think there was a link to standards because of the way that teachers planned collaboratively:

In fact, I don't know whether it's quantifiable and you can actually say the reading or the writing have got better, but people's approach to the job and people's attitude and the quality of reflective thinking; we communicate much more about the children and how they're getting on.

The head of Primary A said that, '*PPA time has been a significant factor in raising standards*' particularly because teachers planned with their parallel partner, and:

... are more aware of the actual skill of their job ... a lot more of their time now is spent on activities which are going to lead to raised standards rather than just things that other people could have done.

The headteacher of Primary P pointed to the school's improved standards; however, it was unclear whether this related to remodelling as a whole or specifically to PPA time:

Yes our standards are on the up. I have only been here four years but they do go up and down because we have small cohorts and so one child is five or six per cent and so we had a poor cohort last year in Year 6 because we had about six children on the special needs register. This year is better and so if you look at the Raise online or something it does go up and down but I would say from one Ofsted to another, the achievement and the value added is definitely there yes. I think the whole school has moved forward.

In contrast, teachers in Primary C said they did not think that the provision of PPA time for teachers would have impacted on pupil standards, because, as one teacher explained, *'in this school, we are all committed to providing the best for the children and having PPA time does not change that'*. A colleague said, *'I don't [think so] because we would have done that work anyway; we have always put the pupils first'*.

8.2.4 Arrangements for teaching classes during teachers' PPA time

This section focuses on the arrangements for teaching classes while teachers were timetabled to have PPA time. We found that in all the case study schools, these arrangements were referred to as *'PPA cover'*. WAMG (2003) define *'cover'* as *'any occasion where the teacher normally responsible for teaching the class is absent from the classroom during the time they have been timetabled to teach'* (p. 1). Since PPA time is time when the teacher is *not* timetabled to teach, the use of the term *cover* is inaccurate. The DISS research (Blatchford *et al.*, 2008) reported that the arrangements for covering absence and PPA were spoken of *'interchangeably'* (p. 92). Echoing this, we found that the distinction between cover supervision and specified work was not made in any of the case study schools; either in terminology used, or in descriptions of what actually went on in the classroom, or in the staff deployed to take the classes.

The section first sets out survey data about arrangements for teaching primary classes during teachers' PPA time. This is followed by a detailed account of the arrangements in the case study schools; the reasons they had been adopted; and their perceived impact.

Primary headteachers responding to the survey said that a range of strategies were used for teaching classes while the class teachers had PPA time Table 8.8).

Table 8.8: Primary headteachers: How classes are taught while class teachers have PPA time

	Regularly (%)	Regularly/ occasionally (%)
Internal teacher:		
a floating teacher	38	45
a job-share partner	12	20
the headteacher	20	40
another member of the leadership team	10	20
<i>Any internal teacher</i>	58	74
Support staff:		
a member of support staff who plans and leads learning	26	34
a member of support staff who follows teacher's plans and leads learning	39	55
<i>Any support staff</i>	55	65
External teacher:		
a supply teacher	19	48
a specialist teacher	24	32
<i>Any external teacher</i>	39	61
a specialist coach or instructor	23	31
several classes are grouped together (e.g. for singing)	8	14
	Weighted	867
	Unweighted	867

Based on all primary headteachers
Source: Primary/special headteachers survey

As shown in Table 8.8, the arrangements most likely to be used regularly were floating teachers and members of support staff who followed teachers' plans and led learning. Overall, 31 per cent of headteachers said that their school just used one type of arrangement.

Table 8.8 also combines the figures for internal teachers, support staff and external teachers. This shows that external teachers were less commonly used than the other two groups.

Where schools used a combination of strategies, these were most likely to be supply teachers in combination with members of support staff following teachers' plans (27 per cent of headteachers said they used both of these), floating teachers combined with supply teachers (24 per cent), the headteacher combined with supply teachers (24 per cent) and the headteacher combined with members of support staff following teachers' plans (23 per cent). Arrangements varied as follows:

- Headteachers in large schools were more likely to use internal teachers (65 per cent used them regularly compared with 59 per cent in medium schools and 50 per cent in small schools), but were less likely to use support staff (48 per cent compared with 59 per cent in medium schools and 56 per cent in small schools). Specifically, headteachers in large schools were more likely to use floating teachers (55 per cent regularly, compared with just 15 per cent in small schools) job-share partners (27 per cent regularly or occasionally) or a member of the leadership team (19 per cent regularly). Those in large schools were also more likely to use specialist teachers (30 per cent regularly). However, small schools were most likely to use the headteacher (36 per cent regularly, compared with nine per cent in large schools); six per cent of small schools used the headteacher as the *only* arrangement.
- Heads of schools with a high proportion of pupils eligible for FSM more often indicated that they regularly used qualified teachers to take classes during PPA time. In comparison with head of schools with medium or low FSM, they more often said they used floating teachers (50 per cent, compared with 39 per cent medium and 34 per cent low), and members of the leadership team (18 per cent, compared with 11 per cent medium and six per cent low). In contrast, schools with low and medium eligibility for FSM more often used support staff who plan and lead learning (32 per cent low, 22 per cent medium, but only 16 per cent with high FSM). The schools with low FSM were also more likely than those with medium or high FSM to use any support staff regularly (62 per cent low compared with 50 per cent medium and 48 per cent high) or to ever use support staff to take classes during PPA time (71 per cent low compared with 62 per cent medium and 57 per cent of those with high FSM).
- Those in urban areas were more likely to use floating teachers (46 per cent compared with 21 per cent in rural areas) and members of the leadership team (13 per cent compared with two per cent in rural areas), but were less likely to use the headteacher (11 per cent compared with 36 per cent in rural areas).
- Headteachers in London were also more likely to use internal teachers (75 per cent used them regularly), in particular floating teachers and members of the leadership team, as well as external teachers (78 per cent used them regularly or occasionally), but were less likely to use support staff (43 per cent regularly).

- Male headteachers were more likely than female headteachers to use internal teachers regularly (67 per cent and 54 per cent respectively), especially floating teachers and the headteacher, but less likely to use support staff (49 per cent and 58 per cent respectively).
- Those who became headteacher of the school in 2006 or subsequently (i.e. after PPA had been introduced) were more likely to use supply teachers regularly (24 per cent), while those who became headteacher between 2003 and 2005 were more likely to have been part of the arrangements themselves as headteacher (24 per cent regularly).

Primary headteachers were asked how many hours per week they were regularly timetabled to take classes during teachers' PPA time. The majority (72 per cent) said none; otherwise the most common answer was two hours (ten per cent), with four per cent saying less than this (i.e. one hour only) and 14 per cent saying three hours or more (figures based on those giving an answer: 705 out of 867 respondents).

Primary class teachers were also asked about the 'normal' arrangements for taking classes during their own PPA time. As expected, responses reflect those given by headteachers, as shown in Table 8.9, although minor differences are to be expected: headteachers' answers concerned all of the strategies used in their school while teachers were answering just for their class.

Sub-group differences at the school level (e.g. school size) also mirrored those obtained from headteachers. Those in schools with high FSM were considerably less likely to say that classes were taught by support staff (26 per cent, compared with 43 per cent medium and 50 per cent low FSM).

In addition, those teaching at Key Stage 2 were more likely to say that classes were normally taken by internal teachers (48 per cent compared with 40 per cent Key Stage 1 and 30 per cent Foundation Stage), and specifically by floating teachers. They were also more likely to say that external teachers were used (38 per cent compared with 25 per cent of both Key Stage 1 and Foundation Stage). They were less likely to say classes were taken by support staff (39 per cent compared with 46 per cent Key Stage 1 and 58 per cent Foundation Stage), and this applied in particular to support staff that follow plans rather than plan themselves.

The majority of **floating teachers** said that they taught classes while the usual teacher had PPA time (89 per cent), and 43 per cent said that this took up more than half of their timetable.

Primary headteachers responding to the survey were asked for some additional information about the support staff who took whole classes during teachers' PPA time. Their job title was normally either HLTA (in 62 per cent of cases) or TA (in 47 per cent of cases), with cover supervisors and nursery nurses also used (13 per cent in each case). HLTAs were more prevalent where support staff planned learning, rather than followed plans (77 per cent).

TAs were more common in rural areas (56 per cent compared with 42 per cent in urban areas), while cover supervisors were more common in large schools. In addition, headteachers who became heads between 2003 and 2005 (i.e. at or just before the time that PPA was introduced) were more likely to use HLTAs and less likely to use teaching assistants.

Many of the support staff interviewed in the case study schools who took classes during PPA time held HLTA status; however, we also interviewed a number of TAs and nursery nurses who took classes during PPA time.

Table 8.9: Primary class teachers: How classes are normally taught while class teachers have PPA time

	All (%)
Class is taught by ...	
Internal teacher:	
a floating teacher	29
a job-share partner	4
the headteacher	7
another member of the leadership team	6
Any internal teacher	43
Support staff:	
a member of support staff who plans and leads learning	17
a member of support staff who follows teacher's plans and leads learning	31
Any support staff	44
External teacher:	
a supply teacher	16
a specialist teacher	17
Any external teacher	32
a specialist coach or instructor ⁵¹	16
several classes are grouped together (e.g. for singing)	6
	Weighted 1481
	Unweighted 1481

Based on all primary class teachers
Source: Primary/special class teachers survey

There were a number of different ways in which **primary headteachers** said they assessed the suitability of support staff to lead whole classes, as shown in Table 8.10.

The figures have been split between those who used support staff with a job title of HLTA, and those that did not. This shows that a high proportion of non-HLTA staff are used on the basis of internal assessment only without reference to HLTA status or standards, and without having QTS: this applied to 64 per cent overall.

⁵¹ Note: specialist coaches/instructors and specialist teachers were most likely to be teaching PE/sport (46 per cent), music/singing (24 per cent) or languages (21 per cent), according to primary class teachers.

Table 8.10: Primary headteachers: How support staff are assessed

	Schools that use staff with HLTA job title (%)	Schools that do not use staff with HLTA job title (%)
Staff have QTS	16	7
Staff have HLTA status	87	5
Staff have other relevant qualifications or training	35	59
Assessed in school against HLTA standards	19	11
Assessed in school for ability to carry out this role	51	83
Previous head assessed – I don't know how	4	6
Not stated	0	1
Internal assessment only without reference to HLTA status or standards, and without having QTS (combination of above answers)	n/a	64
	Weighted	347
	Unweighted	218

Based on all primary headteachers who said they used support staff to lead learning during PPA time
Source: Primary/special headteachers survey

In the **case study primary schools**, headteachers explained how they chose support staff to take classes during PPA time. The head of Primary C explained that she held discussions with members of support staff to see who was comfortable working with whole classes. She decided who was suitable to take classes during PPA ‘*when I did the first appraisal with them*’ because ‘*You’ve got to make sure they’ve got the skills to do it.*’ Before that time ‘*everybody was doing it ... and some were hating it.*’ The head of Primary G, which used both support staff that used teachers’ plans and those that planned themselves for lessons during PPA, spoke of the process of deciding who would do what. Here, support staff were given the job descriptions before applying and had an informal interview where they discussed their skills. It was then a case of matching staff with the right skills to the right classes and roles.

And then we did like a skills analysis and said, right okay, that one can do that there that might fit you know in Year 2/3. That one’s skill is there, maybe. They’ve got a bit of a problem with classroom management, they find it very difficult to work with such and such a class, let’s try and put them there. And it’s like a massive jigsaw you’ve got these people with skills and you’ve got slots and allocations that you try and fit in and you try and fit them there.

An HLTA in Primary A who delivered lessons using teachers’ plans explained, ‘*because I had the HLTA status they wanted to use me for that purpose.*’

In the survey, around one in three **primary headteachers** (34 per cent) said that arrangements had changed since PPA time was first introduced in September 2005. This was more likely to have happened if the headteacher took up their position after 2005 (40 per cent). A similar overall response was given by **primary class teachers** (29 per cent said arrangements had changed).

According to **headteachers**, the arrangements that were used in previous years, but no longer, were most likely to be supply teachers (19 per cent), floating teachers (18 per cent) and specialist coaches/instructors (18 per cent). Again, **class teachers** gave similar answers (30 per cent mentioning supply teachers and 35 per cent floating teachers).

Analysis of **headteachers'** answers about current arrangements indicates that, where arrangements had changed, schools were now more likely to use the headteacher, another member of the leadership team and support staff involved in planning; thus the trend was to move from using external staff (supply and specialist coaches) to using internal staff. Schools where arrangements had changed were also more likely than other schools to now be using more than one type of arrangement (i.e. the changes may have involved introducing additional arrangements as well as 'replacing' previous ones).

Cost and quality implications were the two main reasons given by **headteachers** for abandoning previous arrangements. Other respondents mentioned staff changes (in relation to staff joining or leaving, and in relation to support staff becoming better trained or qualified). Details are shown in Table 8.11, which includes figures for primary headteachers and class teachers. **Class teachers** were more conscious of staff changes, in comparison with headteachers, and less conscious of cost and quality implications.

Table 8.11: Primary headteachers and class teachers: Reasons for abandoning previous arrangements

	Primary headteachers (%)	Primary class teachers (%)
Cost implications	33	14
Quality implications	26	12
Staff changes (staff leaving or joining):	10	30
Management/organisation concerns	9	
Staff changes (support staff better qualified, trained, etc)	7	
Headteacher/leadership team workload too great	6	5
Timetable changes/curriculum changes		8
Problems with providing PPA release (person sick/absent/unavailable)		6
	Weighted	299
	Unweighted	299
		424
		424

Based on all primary headteachers and class teachers who said arrangements had changed at all
Source: Primary/special headteachers survey and class teachers survey
Table includes answers given by 5 per cent of respondents or more

Looking at these reasons (as given by **headteachers**) in relation to specific arrangements, cost was more likely to be the reason where floating teachers and supply teachers were no longer used and where the headteacher was now used; quality was mentioned most frequently where specialist coaches/instructors were no longer used. Additional analysis of headteachers confirms these findings, showing a link between abandoning supply teachers and headteachers seeing cost as a very important factor in their decisions about arrangements, and abandoning specialist coaches/ instructors and being dissatisfied with previous arrangements.

Primary class teachers in rural areas were more likely to mention staff changes (38 per cent), and this was also linked with schools no longer using floating teachers.

Echoing the survey data, a number of the **case study headteachers** spoke of their school's PPA arrangements changing over time, and of previous arrangements which had been abandoned. All three case study schools which used support staff to deliver lessons planned by others had previously tried other arrangements which had been unsuccessful.

The head of Primary C told us she abandoned a previous arrangement of having two TAs taking classes together during PPA time when she came to the school as she was concerned about the quality of learning involved. She expanded on her rationale behind this change of arrangement:

The first thing I noted when I went into the rooms was A) there was a lot of chatter; B) what was taking place wasn't appropriate at all. I also felt that due to other things the curriculum needed streamlining so that the quality of the education the children were getting, it was having a negative impact on staff, so for example if they were taking art or D & T, they were just doing what I would call after school type activities whether they were just engaging in an activity, but there was no learning involved and therefore the children were losing a lot of education.

Instead, the school now uses TAs to deliver lessons following teachers' plans during teachers' PPA time, together with input from sports coaches.

Primary headteachers were asked how important a number of factors were in their decisions about arrangements for teaching classes during PPA time. A number of factors were considered important, especially having pupils taught by staff they are familiar with, and the current levels of skills and experience among support staff. Details are shown in Table 8.12.

Table 8.12: Primary headteachers: Importance of factors in decisions about arrangements for teaching classes during PPA time

	Very important (%)	Fairly important (%)	Not particularly important (%)	Not important at all (%)	Not Stated (%)
Wanting pupils to be taught by people who they are familiar with	74	20	3	1	3
The current level of support staff skills and experience	66	19	7	3	5
Financial cost	54	28	10	3	4
Wanting pupils to always be taught by qualified teachers	46	27	19	2	6
Wanting to develop support staff skills and experience and offer them career development opportunities	37	36	16	5	7
Wanting to broaden the curriculum	32	35	22	5	7
Views of governors	28	49	15	2	6
Wanting pupils to be taught by specialists	23	32	32	8	5
Views of parents	23	45	22	4	6
Dissatisfaction with previous arrangements that the school has tried	13	13	22	37	15
			867		
			867		

Based on all primary headteachers
Source: Primary/special headteachers survey

Headteachers in large schools were less likely to see the development of support staff skills, experience and career opportunities as important (25 per cent said this was not important), and this reflects the fact that they were also less likely than smaller schools to use support staff (as noted above). Those in small schools were most likely to say that cost was important (68 per cent said it was very important), and that the views of parents were important. Headteachers in London were particularly likely to say it was important for pupils to be taught by people they were familiar with, and were less likely to say that the views of governors were important.

Headteachers in schools with a high proportion of pupils eligible for FSM were more likely to say that wanting pupils to be taught by people they are familiar with was very important (86 per cent high FSM, compared with 73 per cent medium and low FSM). Although it was evident that they more often used qualified teachers in this role, they were no more likely than other groups to say that that this was important.

Respondents who had only been headteacher at the school since 2006 were more likely to say that dissatisfaction with previous arrangements were important, but were less likely to see the importance of specialists. Financial cost was also more important for recent headteachers (59 per cent of those who had become headteacher since 2003 said it was very important).

There were also some differences by gender: female headteachers were more likely than male headteachers to see the importance of wanting to broaden the curriculum, of the current level of support staff skills as experience, and of the views of parents or governors.

Comparing the perceived importance of factors with the types of arrangement used, links can be observed between:

- concern about financial cost and schools using support staff who follow teachers' plans;
- dissatisfaction with previous arrangements and schools now using a member of the leadership team or a specialist teacher;
- wanting to broaden curriculum and schools using specialist teachers/coaches and/or support staff who plan and lead learning.

Other links between these questions are in line with expectations (e.g. schools using specialist teachers or coaches were more likely to see the importance of specialists).

Primary class teachers were asked about the level of consultation and support associated with arrangements for PPA time. As shown in Table 8.13, teachers gave a mixed response in terms of the perceived level of consultation over arrangements (39 per cent agreed they had been involved in discussions and 32 per cent disagreed), but most (72 per cent) said there was someone more senior they could talk to if they had concerns.

Table 8.13: Primary class teachers: Level of consultation and support over PPA arrangements

	Strongly agree (%)	Agree (%)	Neither agree nor disagree (%)	Disagree (%)	Strongly disagree (%)	Not stated (%)
Since the introduction of PPA time I have been involved in discussions about arrangements for PPA time and the way they have changed	9	30	16	22	10	10
If I have concerns about the arrangements for PPA time I can speak to a more senior member of staff about them	19	53	11	7	3	4
	Weighted			1481		
	Unweighted			1481		

Based on all primary class teachers
Source: Primary/special class teachers survey

Class teachers were more likely to agree that they had been involved in discussions if they had greater whole school responsibilities (71 per cent on the leadership scale agreed, compared with 53 per cent with a TLR, 31 per cent with specific responsibilities only, and 17% with no responsibilities). There was also a significant (if smaller) difference in terms of having someone more senior to speak to (ranging from 82 per cent among those on the leadership scale to 61 per cent of those with no whole school responsibilities). Those who had started teaching or had started at the school more recently (since 2003) were also less likely to agree with the two statements. (While length of service is linked to whole school responsibilities, these findings remain significant after controlling for level of responsibility).

Teachers in small schools were also more likely to agree that they had been involved in discussions (49 per cent small, 40 per cent medium and 34 per cent in large schools).

Floating teachers were somewhat more likely than class teachers to agree that they had been involved in discussions (42 per cent agreed and 20 per cent disagreed), and were also likely to agree that they had someone they could speak to if they had concerns about arrangements (78 per cent agreed, seven per cent disagreed). This presumably reflects the fact that the vast majority were timetabled to take classes during teachers' PPA time.

The **qualitative data** provides further details about the PPA arrangements used by schools. Here we explore the strategies used in the case study primary schools, exploring any previous arrangements and the reasons behind their revision, headteachers' rationale for their choice of strategies, how arrangements worked in practice and the impact of such strategies.

Each of the eight primary schools visited had adopted different PPA arrangements which are tailored to suit their particular needs. As with the schools in the survey, most of the case study schools used a combination of strategies; only two used a single strategy for taking classes during PPA time. Six of the schools used internal teachers in at least some of their arrangements for taking classes; three schools used external teachers in some way; and five used support staff, either to plan and lead learning or to lead learning using others' plans. Half the schools made use of sports coaches.

The strategies reported when we visited the schools did not always match up with the responses headteachers provided on the questionnaire. Table 8.14 illustrates this; the strategies reported when we visited each of the case study schools are compared with the responses provided by headteachers in the questionnaire. It also shows any arrangements in particular groups reported on the questionnaire.

As an example, neither of the headteachers that indicated in the questionnaire that they grouped classes together reported doing this in interview. There could be two possible reasons for this. Firstly, the strategies used may have changed between completing the questionnaire and being interviewed. Secondly, it may highlight the complexities of schools' PPA arrangements and the fact that the divisions between strategies were not as clear cut as the questionnaire made out.

As Table 8.14 shows, most of the primary schools had fairly complex arrangements in place for taking classes during PPA time. In one of the largest schools visited, Primary G, a mixture of internal and external teachers were used as well as support staff who planned and led learning. Key Stage 2 classes were mainly taken by internal and external teachers in the form of the deputy head and a retired French teacher. Key Stage 1 classes were taken by HLTAs who planned and led learning. Unusually for a primary school, they also made use of cover supervisors who followed teachers' plans during PPA time. It appeared that this school had understood the difference between a cover supervisor and an HLTA to be that the former delivered lessons using teachers' plans, while the latter planned the lessons they delivered. The job title cover supervisor could be seen as inappropriate.

Table 8.14: Case study primary schools: Arrangements for PPA reported during the case studies (X) and as indicated by headteachers on the questionnaire (Y)

Class is taught by...	A	B	C	D	E	F	G	P
Internal teacher:								
Floating teacher	X Y	X	X		X			
Jobshare	Y							
Headteacher				X Y				
Member of the leadership team					X Y		X	
Any internal teacher	✓	✓	✓	✓	✓		✓	
Support staff:								
A member of support staff who plans and leads learning	Y	X Y	Y				X Y	Y
A member of support staff who follows teachers' plans and leads learning	X		X Y				Y	X Y
Any support staff	✓	✓	✓				✓	✓
External teacher:								
A supply teacher				X Y	Y		Y	Y
A specialist teacher				X Y			X Y	
Any external teachers				✓			✓	
A specialist coach or instructor		X Y	X Y	X Y				
Several classes grouped together		Y	Y					

X – reported on questionnaire. ✓ – any arrangement in that group reported on questionnaire

Y – practice reported in interview.

We also found similarly complex arrangements used in small schools as well; Primary D used a mixture of teachers and specialists. An hour of PPA time was taken by a sports coaching company, with half an hour taken by a supply teacher, who also happened to be a parent and governor, delivering music. The other half hour of PPA time was taken up with a French lesson; the headteacher delivered this to the oldest class and was assisted by a bi-lingual TA, while a retired teacher and governor delivered French to the rest of the school. This was a particularly localised arrangement and was based on the good relationship between the school and the teachers brought in to take classes during PPA time.

In the following sections we explore the use of various different arrangements in the case study primary schools; these are grouped as qualified teachers, support staff and external instructors.

Teachers

This section begins by exploring which teachers were used to take classes during PPA time, and headteachers' rationale for using them. We then consider how the arrangements worked in practice and the perceived impact of these arrangements.

Which teachers are used to take lessons during PPA time?

Three quarters of the case study schools used teachers to take classes during PPA time; be they floating/cover teachers, members of the school leadership team, the headteacher, supplies or specialist teachers. As mentioned above, whilst data from the survey makes a clear distinction between internal and external teachers, and specialists and non-specialists, in the case studies it became apparent that this distinction was not always clear cut. For example, some schools referred to teachers as 'supplies' when they appeared to have more in common with floating teachers. However, we did not ask about their contracts.

Four of the case study schools used floating teachers employed specifically to take classes during PPA time. Generally, we found that they were referred to as '*PPA cover teachers*' or '*cover teachers*'. Some schools said that they used supply teachers who were brought into the school specially to take classes during PPA time; these were both non-specialists and specialists, and were sometimes retired teachers with connections to the schools. Two of the case study schools used specialist teachers for French and music. In some cases they were referred to as supply teachers, though it seemed that they were on temporary contracts, and were used solely for the purpose of taking classes during PPA time.

Rationale for using teachers to take classes during PPA

Most schools which used teachers as part of their PPA arrangements used them in conjunction with other arrangements. Only one school used teachers alone. Primary E, which was a larger than average inner-urban school used the literacy coordinator and a supply teacher employed specifically to provide '*PPA cover*'. Like a third of the headteachers who responded to the survey, the head of this school explained that they had previously tried a range of different strategies to fulfil the PPA requirements but that these had proved unsuccessful. Classes are now taken during PPA time by the Year 3 and 4 team leader/literacy coordinator and an overseas-trained supply teacher who was appointed at the same time to take classes during PPA time.

The decision to have classes taken by a team leader without a class responsibility was largely influenced by staffing difficulties in 2007 and was concerned with ensuring that the literacy curriculum was effectively taught in the junior year groups, as explained by the team leader/ literacy co-ordinator:

Last year when I was the literacy coordinator ... I recognised what the issues were at our school and what I could do and I never got any time to implement. So I was talking to [the headteacher] about it and then we had this idea that perhaps it would be nice to be teaching everybody literacy in the mornings.

The headteacher of Primary E identified other reasons behind the use of teachers to take lessons during PPA time. While she was very enthusiastic and full of praise for the support staff in the school, and preferred to use them for emergency cover rather than supply teachers, she was reluctant to use them for longer term absence or to take classes for PPA time, saying, '*It's not that I decry the use of support staff but I have learnt that in my school children need a skilled teacher to work with them*'. She went on to say that she strived to ensure that the pupils '*have a high quality experience all week*' which she felt would be achieved by having pupils taught by '*qualified teachers and staff they are familiar with*'.

Similarly, the head of Primary G indicated that teachers provided the best quality '*cover*' for PPA time, particularly in terms of classroom management skills. Here, classes were taken by the deputy head, a regular supply teacher (French) and support staff. However, the headteacher told us that he preferred to use teachers to take older classes for PPA time, '*because it is classroom management, it's obviously enhancing their skills, it's giving them quality*'.

Primary D, located in a small town, was the only primary visited where the head reported taking classes for some of teachers' PPA time. The head took the oldest class for French to cover her NQT's PPA time. She explained that she was not contracted to take these classes, but said that it '*helps the budget*' and '*it makes sense*' given the size of the school. She also said she enjoyed taking the class during this time.

The head of Primary E explained that they employed a '*cover teacher*' specifically to take classes for PPA because they had a number of NQTs in the school. He noted that the requirement for them to have their PPA and NQT time for a total of one day a week '*does put a strain on your PPA*'.

In Primary D the headteacher told us that her choice of strategy has been largely informed by consultation with parents, who responded to the school's questionnaire asking for more French, music and sports. She went on to say:

'That breadth that we've got in those subjects is good for the children and it is very attractive to their parents and it is a selling point ... Because I think at first parents were very apprehensive as to what their children would miss out on from not having their teachers for a half a day a week but I think they have been reassured because of the mix that we're offering. I think that's been critical because they see those as subjects that they wanted their children to learn.'

For the headteacher of the large school, Primary G, the rationale had been '*not to fill [the curriculum] but to enhance it*'. They employed a musician and '*raised the whole profile of music in the school*' and employed a retired French teacher on supply in response to the 2012 Language Agenda. While the headteacher said he preferred to use external teachers to deliver French so as to expand the curriculum, teachers argued that they thought the head's rationale was that having teachers take classes during PPA time would improve behaviour management.

How the use of teachers works in practice

In Primary E, where all PPA time was 'covered' by teachers, the literacy coordinator/cover teacher told us that during PPA time she taught whatever lessons the class teacher would have been teaching. Like most large primaries the school appeared to have collaborative planning in place so general plans would be provided when she took classes. A regular supply teacher in the same school employed specifically to cover PPA time explained the benefits of working in this way:

'But because the planning's done all together, if I had a query about it then I'd just go next door and I know what was going on but usually it's all pretty straightforward. It's laid out for you, the lesson objectives written for you and how to do it.'

There were other benefits noted in terms of being able to combine the two roles of literacy coordinator and cover teacher. It meant that she was able to spend more time working with teachers and '*offer advice*' and answer questions. She was able to '*model part of the lesson*' to the teachers of the lessons she is doing PPA for (as they will be able to observe) and help them with their literacy lesson planning and use of resources. It was anticipated that this would be a good way of further developing teacher practice.

We also interviewed a regular 'supply teacher' in Primary D who was employed six hours a week to deliver half an hour of music to all classes during PPA time. She was also a parent and a governor and has a very close relationship with the school, teachers and pupils. The short length of the lessons can make it difficult sometimes to follow the national curriculum for music, but she said that she works closely with other teachers and tries to fit the lessons in with what others are doing, '*so there's a sort of link going through so it's not just me*

coming in and doing half an hour of music and then walking away again so we all try and link it altogether.'

Perceived impact of using teachers to take classes during PPA time

One of the main benefits identified in most case study schools which used internal teachers to take classes during PPA time was that those 'covering' PPA time planned their own lessons. Teachers in Primary G talked about the benefits of this and said that as a consequence of this they are able to '*just get on with the planning and the marking*' during their PPA time.

Having internal teachers deliver lessons during PPA time also helped to ensure consistency, as teachers, some of whom had taught at their schools for some time, were generally familiar with the curriculum. Interviewees also told us about the advantage of improved pupil behaviour in lessons which were taken by internal teachers during PPA time. Teachers in Primary G compared the behaviour of pupils taken by the deputy head with those classes taken by supply staff, saying that pupils would tend to '*push the [supply] teacher*' more and talk over them, '*but not with the deputy*'. One explained:

But I do think for example there is a difference between the quality of teaching going on with the supply teacher and the Deputy Head ... and that's down to behaviour.

In the **survey**, one in five headteachers indicated that they regularly used supply teachers to take classes during PPA time. However, the questionnaire did not distinguish between supply teachers regularly employed to take classes during PPA time and those employed on a more ad hoc basis. In the **case study schools**, the only supply teachers used were regulars who came every week and may have been on temporary contracts. Where such supply teachers were used regularly, either as permanent supplies or essentially as floating teachers but referred to as supplies, this appeared to be a successful arrangement.

None of the case study primary schools used supply teachers who changed on a daily basis to take classes during teachers' PPA time, though some had done so unsuccessfully in the past. In schools where this was the case, it was often perceived negatively by interviewees. Reasons for abandoning the use of supply teachers related to their high cost and their variation in quality. The headteacher of a very large school, Primary A, which previously used part-time teachers, some of whom were supply teachers, said that they were '*extremely expensive and completely unsustainable*', due to the fact that some of the teachers left or retired. Some interviewees questioned the reliability of supply teachers. They talked about instances of poor attendance leading to some teachers losing their PPA time.

Issues around poor classroom management from supply teachers were raised in a number of schools. Teachers at Primary E said that using supply teachers during PPA time had led to '*some real disasters*' in the past. They also reported being interrupted during their PPA time by a '*constant knock at the door*' because the supply teachers had difficulties controlling some of the challenging behaviours they encountered. Two heads mentioned a further issue relating to the regular use of supply teachers to take classes during class teachers' PPA time; the school also had to allocate the supply teachers an appropriate amount of PPA time for their own planning etc.

In contrast, when specialist teachers were regularly brought into schools externally to deliver specific subjects during PPA time, interviewees perceived their contribution to be valuable. Having specialists deliver subjects such as languages and music during PPA time was generally positively received by most interviewees and they identified benefits associated with the specialist delivery of such subjects. The music/supply teacher in Primary D said that it helped to have music delivered by a teacher who was confident in the subject. She said:

It takes pressure off [teachers] ... so that they haven't got to do another PE session, another music session and this bringing in another foreign language – that was a weight off them so that when they are in the classroom they're doing subjects that they can do sort of thing.

She identified further benefits for the school in having a teacher take classes during PPA.

The TAs know that they can come to me; even if I'm not actually teaching they can come to me if there's a particular child that's being a problem or anything, so rather than just leaving the school being supported by teaching assistants, I think it probably takes the pressure off them as well.

Teachers whose classes were taken by specialist teachers during their PPA time identified other benefits. Like those teachers in schools where PPA was covered by internal teachers one of the key benefits was that they did not have to write plans for these lessons, as they were planned by the specialists themselves.

Most interviewees said that their pupils also benefited from being taught by a range of people. The supply music teacher said that pupils '*seem to thrive on it actually, I think even when we first introduced it; they just take it in their stride*'. Teachers in Primary G agreed, pointing out that children are now used to having different adults; '*I don't think it fazes them I think it's just, you know, she's coming, and it's not different*'. A colleague said:

And also I think it is a good experience for them to have other people perhaps for an afternoon, [it's a] change of voice. I would struggle teaching French and yet they get a French specialist. And so it's good for them I think to have a bit of variety.

A minority of teachers indicated that their pupils did not like to be taught by lots of people, but also said that this may have been down to the subjects they were taught, rather than the range of teachers taking them. Another downside of bringing in external specialists to take classes during teachers' PPA time was that it was occasionally at the expense of the skills of the class teacher. We interviewed a fluent French speaker in Primary G who was '*confused*' that a specialist should be brought in to teach French when she already had those skills. She said it '*feels a bit of a waste ... there are many people who are desperate to have someone teach their French.*'

Support staff

Five of the case study schools used support staff to take classes during teachers' PPA time; each used them differently. While three of the schools used members of support staff who delivered plans written by others, two used support staff who planned and led learning. However, the divisions between different members of support staff and their involvement with and use of planning were varied. Here we explore which members of support staff took whole classes during PPA time and examine headteachers' rationale for the use of support staff, before looking at how arrangements worked in practice and the perceived impact of such arrangements.

Which support staff take whole classes?

Whilst the survey differentiated between support staff in two neat categories – those who planned and those who followed teachers' plans – interviews in the case study schools showed this distinction to be rather more blurred than anticipated. There was no consistency in the way support staff were used to take classes during teachers' PPA time; we found TAs, HLTAs, nursery nurses and a cover supervisor who delivered lessons planned by others, as well as HLTAs and nursery nurses who planned and led learning during PPA time.

In Primary B, HLTAs were used to plan and deliver some lessons during PPA time alongside other strategies. Two HLTAs specialised in delivering RE, art, music and PSHCE. These subjects were chosen for them because they represented their strengths and the aspects they felt most confident in. One of the HLTAs was the subject leader for RE and also received subject leadership time for this. The head said of the HLTA that she *'has a great love of RE'* and *'knows such a lot about that subject'*.

There appeared to be a hierarchy in terms of the way in which support staff were perceived in some schools. The head of Primary C referred to a TA who took classes as a *'Senior TA'* who was *'just brilliant'*. Whilst the head told us that only the Senior TA covered PPA time, this did not appear to be the case as a nursery nurse also told us that she too took classes for PPA. It was unclear what distinguished this individual from other TAs in the school, and whether her employment contract differed to those who were TAs.

Rationale for the use of support staff

A key issue for headteachers who used support staff to deliver lessons planned by teachers was the need to ensure *'consistency'* for the pupils, and to have classes taken by people pupils were familiar with. TAs were generally very familiar with the children, often being attached to the particular class they would take during PPA time. Headteachers, teachers and support staff spoke to us of the benefits of working with the children every day in that they would follow the class teachers classroom management strategies and behaviour policies, and the children would *'know the boundaries'*. The head of Primary P said, *'I am probably happier with the LSAs covering the classes – they know the children'* and have a good relationship with them, while a teacher in the same school explained that *'it seemed to be the best way to ensure continuity for the children in the school'*. Similarly, an HLTA in Primary A said of the senior leadership team that *'they felt that I know the children very well, and it's a bit more continuity and not another new face for them'*.

The head of Primary A explained that while, ideally, she would like to have permanent contracted teachers to take classes *'there aren't enough contracted teachers to cover for PPA time and so we have to do the next best thing'*, which would be supply teachers who are known to the school. However, she went on to say, *'They're very scarce and so the next best thing is the teaching assistant cover ... because we grow them ourselves and we know that it's OK'*.

In Primary G, the headteacher explained that one of his HLTAs was currently enrolled on a GTP and *'so it is an ample opportunity to give her the professional opportunities to teach and so she brought in music, drama, creativity and everything else'*. His rationale for using support staff to plan and deliver lessons during PPA was that it should also *'enhance the curriculum'* and children's skills. Hence, the school has concentrated on developing and enhancing support staff's skills so that children get more than *'a bit of handwriting, filling in a worksheet, job done; keep the kids quiet'*.

As well as ensuring consistency, headteachers also referred to the high level of skills and qualifications of the support staff as being part of their rationale for using them to take classes during PPA time rather than teachers. They referred to staff who had HLTA status, DCE and STAC qualifications, Early Years degrees, NVQs, and teaching degrees.

There were teaching assistants here who had been well trained. ... One of them had a degree and we all felt that there was enough expertise there and enough will for their own professional development for them. (Headteacher, Primary A)

Heads who used support staff to take lessons during teachers' PPA time told us they saw it as an opportunity to enhance support staff skills. In Primary G, where HLTAs have been supported and provided with further training for example in behavioural techniques, the head said that using HLTAs to deliver lessons during PPA time also gave them the '*opportunity to enhance their skills, to blossom and to really enhance our curriculum*'. He continued: '*we supported their professional development in order that they were doing a professional job.*' Some of the HLTAs in this school were moving towards teaching degrees and it was seen by the headteacher as '*a good opportunity [for them] to learn the teaching and learning*'.

Some interviewees, including heads, teachers and support staff, also referred to the difference in cost between having classes taken during PPA time by a qualified teacher and a member of support staff (see Section 5.2.2).

Use of support staff in practice

Having explored some of the thinking behind headteachers' use of support staff to take classes during PPA time we will now consider in more detail at how the arrangements worked in practice.

In all the case study schools arrangements for taking classes during teachers' PPA time evolved over time and developed to suit the needs of the schools. The activities support staff were expected to carry out during PPA time were very varied. A TA in Primary C explained that what she delivered during PPA depended on what the teacher required. She had previously done guided reading, phonics, literacy and numeracy for Years 1 and 2. When PPA time was first introduced she had focused upon art, PE and guided reading, '*which was a lot better*'.

Some teachers said they had adapted their timetable to allow their TA to take the class for the subjects they enjoyed and, as a teacher in Primary P explained, which reflected their '*personal strengths so that the children are getting the best possible cover*'. This had the added benefit that the TA '*get[s] the opportunity to do the subjects that perhaps [she] enjoys the most because she feels the most confident with*'. Some support staff also told us that what they delivered was determined by their interests and strengths. An HLTA in Primary A said that she did RE, geography and history during PPA time; '*I am very happy with geography it's a subject that I enjoy most and I'm very clear with, so I said I'd quite like to do that and along with that came history really*'. Other teachers had arranged the timetable so that the support staff had minimal planning to do, for example, for activities such as story time, golden time, music, guided reading etc.

Generally, class teachers planned their lessons beforehand and pass these on to the TAs, as the head of Primary P explained:

Initially it was a Friday because that was the finish to the week and so they would do the guided writing session, for example, that had been planned for by the teacher. And so I always felt I was covered, because it wasn't that they were doing something that hadn't been introduced by a member of staff. And that is how it works now and so it's planned for completely by the staff and the TA's just deliver it. Our actual HLTAs don't do the planning – they just deliver what's in there.

However, the distinction between those members of support staff who delivered lessons using teachers' plans and those who planned and delivered their own lessons was not always clear-cut; sometimes the lines between the two were blurred, and both had some involvement in planning. For example, an HLTA in Primary A told us that she had planning meetings with teachers who *'do the main planning, and I'll just do my lesson plan from that'*. She said she researched her plans; for example, the medium term plan provided by the teacher:

... will tell me that we're going to read the Creation Story and we're going to discuss certain aspects ... so I will make sure I go and read it and I look at things we're going to discuss so that I know clear in my mind.

Another HLTA explained that the medium term plans were given to her, and she made the lesson plan from these, and did any necessary preparation. In contrast, an HLTA in Primary G said:

Yeah they probably leave it up to me to be honest with you, I've got the plans and I do adapt them. I will say what do you think? Do you think this will be a good idea? And they're like 'great, whatever' now they know me.

In interview we also asked support staff about the extent to which they were able to deliver lessons working from plans written by other people. As a TA in Primary C explained, the level of detail contained in the plan *'depends on which member of staff it is'*. She told us, *'it's basically on a bit of paper handed in, just little notes - can you do this, this and this or can you go over this, this and this'*. In contrast, in Primary P, a TA described how *'everything is prepared for me; all my sheets are photocopied everything is written down clearly for me to introduce the lessons'*. The plans she was given by her teacher also included extension activities if pupils got through activities quicker than anticipated. This was a school where there were very good working relationships between teachers and support staff and TAs noted being given time to talk over plans prior to the lessons.

She plans and I am always informed on those plans. If she is doing anything major like a topic, we talk through topics and things like that, and bounce ideas off of each other, because obviously she has got her thing and I've got mine and we bring them together.

Some members of support staff said that they were comfortable adapting teachers' plans, for example, where an activity was not working with a particular group of pupils. An experienced nursery nurse said that she sometimes adapted plans if needed:

Because we've worked as a team quite closely for a couple of years, I think that I am given quite a lot of responsibility, and I know that if I said to the teacher 'Look I did that but I've adjusted that a little bit,' they would be fine with that because they recognise my ability. And I don't feel that I can't adjust things because I know that we've got quite a good working relationship. (Nursery nurse, Primary A)

Some HLTAs complained of having little time to discuss planning with teachers. One in Primary A said she usually had a brief meeting (e.g. ten minutes) with the teacher concerned. However, she argued that because of the number of hours she and other TAs work, and the fact that one of the TAs is also a midday supervisor, it was difficult to attend planning meetings with teachers. In the past these were held at lunchtimes. However, having weekly planning meetings is now part of the school improvement plan and they were expected to take place from September 2008. The HLTA said such planning meetings were important because, *'if you're there from the beginning, you're very clear as to what's happening.'* Another HLTA in Primary G explained that she had an hour in which to plan music, RE and handwriting for Years 1 and 2 (all of which she was timetabled to teach to whole classes). In addition, she taught phonics to groups across the schools; she said:

...they're expecting me to plan all the phonics in my one hour and I say 'I haven't got time to do that, that's for [planning for taking whole classes]. And they say 'well you need to get it done sometime', and so it's a bit like any spare moment now I'm just trying to plan phonics and stuff like that.

Most members of support staff, be they HLTAs or otherwise, and regardless of whether they also planned for the lessons in which they led learning, said that they were alone in the classroom during PPA time. In some instances, they said that TAs supporting statemented children were present, but they worked with individuals rather than assisting with the whole class.

Teachers in Primary P, where PPA was taken by support staff who delivered teachers' plans, told us that they *'try wherever possible to put in more than one TA'* due to large classes with challenging children. One said, *'Very often there is the class TA in there, and the children will have support TAs as well, so you have very often got three adults in the class.'* However, this was in contrast to support staff reports that they would deliver lessons alone during PPA. A TA in Primary P said that this was related to staffing issues; *'there aren't many people floating around'* but *'I know there is help if I need it'*. Another explained that she is entitled to have TAs with her, *'if it's absolutely necessary'* when providing absence cover, but that for PPA she was be on her own.

In interview, members of support staff were asked how they perceived their delivery of lessons during PPA time (also see Section 5.2.2). Whilst some said they saw their role as delivering a lesson planned by a teacher, many described it as *'teaching'*; this included support staff who followed the teacher's plans.

An HLTA in Primary A said that she researched the work she was expected to do beforehand in order that she did it *'the best'* she could. In the same school, a nursery nurse described herself as doing *'everything that the teacher would do'* such as taking the register. Her *'teaching'* role also entailed adapting the lesson that had been planned by the nursery teacher and working out how to meet the specific lesson objectives. Whilst acknowledging that she did not plan the activities she delivered, this nursery nurse said that she defined her activity as teaching because:

I've got to pick up somebody else's plan and sort of work out how to do it, but yes I feel that I'm teaching because the teachers don't come in and say 'Are you OK, is everything [OK]?' you know, for that morning I'm responsible for those children.

She said that *'teaching'* is a *'natural extension'* of her role; as she had *'worked in the school for quite a long time'* and was *'familiar with the routines'*. We also interviewed a cover supervisor in Primary G who described her PPA cover role as *'stepping up into the role of teacher'*.

Some support staff also said that the children appeared to see them as a teacher:

Sometimes they say to me: 'Are you teaching us today? Are you our teacher today?' So I do think they recognise that I slip between roles. Sometimes I'm sitting on the teacher's chair doing the teacher's job and then at other times I'm not, and they recognise that. (HLTA, Primary A)

Similarly, an HLTA in Primary G was asked whether pupils perceived her as a teacher. She replied:

It's interesting to say; I don't know to be honest with you. They always seem like they do and respect me, I think because I've worked with the children since they were here and so we've got a good relationship. I don't know it's a hard one really isn't it - do they see me as a helper or as a teacher?

All the members of support staff that we interviewed who provided 'cover' for PPA time said that they felt comfortable and confident in doing so. Whilst the term 'cover' was applied to both PPA and absence cover generically, support staff tended to distinguish between the two types, in that they said they could prepare in advance when taking specific classes during teachers' PPA time and generally had more familiarity with the activities they would be doing in class. Many commented that they knew the children well; this was particularly the case for those support staff who worked as TAs. There was also the added benefit that they were familiar with the curriculum and did not feel 'out of [their] depth' in delivering it. A nursery nurse from Primary C said that, 'because I'm in that class I know what it going on there and so it is not as though I'm thrown in the deep end!'

However, support staff acknowledged that they were sometimes unable to answer pupils' questions during PPA time. On such occasions, respondents, both HLTAs and TAs, told us that it was better to 'be honest with the children', because 'there is no point in lying about what you know and what you don't know.'

Perceived impact of the use of support staff

As discussed above, headteachers used support staff to deliver lessons during teachers' PPA time to ensure consistency and in the knowledge that pupils were being taught by people familiar to them and who were also familiar with the teachers' way of working. Headteachers in schools which used HLTAs to plan and deliver lessons during PPA time were positive about the arrangements and about the impact that such arrangements had on pupils.

I have every faith in them and they are very well trained in planning and they attend all the CPD that the rest of the teachers have and there are HLTA status trainings given quite a lot of insight so they are actually very good. (Headteacher, Primary B)

You obviously see a lot of what goes on informally and if ever there is a teaching assistant covering for PPA time the class is usually very settled, the children know exactly what they're doing. (Headteacher, Primary A)

Teachers also commented positively on pupil learning and progression when classes were taken by HLTAs during PPA time. An assistant head said:

And actually the standard of planning that they [the HLTAs] do and their assessment is really good. My HLTA who covers [for PPA, teaching] music, one of them covers music for me and one of them covers art, they actually write the report comments for the children. ... So their role is - you know they do have the absolute big picture of what they [the children] are doing. (Assistant head, Primary B)

An HLTA we interviewed in Primary B who was subject leader for RE obviously enjoyed her role very much and noted that it might not be the *'favourite subject'* of the teacher whose class she took *'and so I was quite happy to do it for her'*. The assistant head identified other benefits to having the HLTA as the subject leader for RE:

Yes it's great because it means that's you know, in primary schools quite often teachers have to take on two or three different subject areas and if somebody else who's not a teacher is going to take one on that means one less for somebody else, and also she does a really, really good job, and the children absolutely love her lessons.

Those heads and some teachers who did make substantial use of support staff mainly noted that pupils behaved better with support staff. TAs in one school told us that there were no behaviour issues when they took classes as pupils are aware of the boundaries set up by the class teacher and the LSAs. A cover supervisor in Primary G explained:

I think the children do try it on which I suppose is natural. But you know from the start [the head] just said, 'Look do exactly as the teachers do. That is what the policy is, that's the behaviour policy, and you need to follow it through.'

A TA in Primary P highlighted the benefits of using support staff who were familiar with the class teacher's *'expectations'* and *'boundaries'*. An HLTA in Primary A said that when she first did PPA release, some pupils *'tried it on a little'* as they knew she was a TA, but their behaviour was now *'very good'*, suggesting they also accepted her as a teacher. In contrast, however, the head of Primary C said that there was a difference in behaviour when lessons were not taken by the class teacher. She referred to a new TA and said, *'the children do not have the same level of respect at all'*. There was also a perception in this school amongst the teachers that some children *'take advantage'* when they are with a TA. Some teachers here also said that behaviour had declined since classes were taken by TAs. One said, *'I find that every time I have PPA, I'm having to deal with discipline problems which is an absolute nuisance'*. Another explained that they have *'done a lot of positive behaviour management with TAs but when they are not actually doing it day in and day out with a class full of children they sometimes forget the strategies.'* Teachers in Primary G, which used cover supervisors to deliver lessons planned by teachers' during PPA time, expressed some concerns about the use of support staff. Some teachers noted that they sometimes *'struggled with discipline'* and are *'not as qualified'*.

While it was generally acknowledged that the arrangements were effective, a teacher in Primary B expressed regret that she no longer taught the subjects (namely music, art and design and PE) timetabled during PPA, which she had *'really liked doing'*. In contrast, a teacher in Primary G expressed concern that HLTAs were delivering subjects such as PSHCE, and said, *'I would never give that [to support staff] because [teachers] know more about the children and things that have happened'*.

The head of Primary G was aware that some of his teachers resented having to write plans for cover supervisors to deliver:

Some teachers would say, 'well it's not fair somebody else has a teacher come in and look after their job but I have to prepare all the work for [cover supervisors] to come into my class so I can do mine', which is a fair enough gripe. But its just you can't produce a perfect model because you haven't got the financial resources.

This issue was also raised by the head of Primary B where support staff were deployed to plan and lead learning. He said that having PPA covered by support staff for whom teachers had to write plans *'makes it pointless, because you're just going to use that time saved on planning and marking.'*

Despite some of these difficulties we found examples of increased confidence on the part of support staff in some schools as a result of covering PPA. A TA in Primary P said, *'[it has] given me the confidence'* to take more whole classes and provide cover for absence, *'whereas perhaps before I would have thought oh I don't think I would like to do that'*. In Primary A, a teacher also commented on the significant change of *'getting TAs involved in PPA time and PPA cover'*. She said, *'it's been quite effective, taking on responsibility and the extra challenge that perhaps they wouldn't ordinarily have taken.'* Another teacher in Primary G said that increasing the confidence of support staff might help improve their relations with teachers around the school:

I think it might have more of an impact because if they are given responsibility to take control of the class and that builds their confidence and so then around the school perhaps they're a little bit more confident and so they are more likely to interact with staff and not have that sort of ooh I don't know if I should say this to them or that to them.

External instructor e.g. sports coaches

Three schools used external instructors. In all cases sports coaches were used alongside other strategies for PPA provision. Sports coaches were generally used for the outdoor component of PE and pupils usually had another hour of PE on top of the time they had with the sports coaches. Schools told us that the role of the sports coaches had developed significantly, and that they now taught a substantial amount of schools' PE. In all three schools respondents spoke of having built up relationships with the coaches and in each case the arrangements had been in place for some time. Two of the schools that made use of sports coaches were of average size, while the third was smaller than average. In this section we explore headteachers' rationale for the use of external instructors, how they were used in practice and the impact of such arrangements.

Rationale for the use of external instructors

Headteachers had various rationales behind their decisions to use coaches to deliver sports during teachers' PPA time. All three headteachers mentioned having recognised a need for more teaching of PE in their school or dissatisfaction with the level of PE currently on offer. The head of Primary school C said she had *'recognised [pupils] weren't getting enough PE'*, while the head of Primary D told us that consultation with parents had led her to make more provisions for PE; *'and the answers came back over and over again, we'd like you to do more sport.'*

In the third school, Primary B, the headteacher had been unhappy with PE in the school and said that, *'it just seemed to make sense really to try and supplement the PE'*. She continued:

It's games, RE and PSHCE during teachers' PPA time and it just seems to fit well because it does really. I don't feel that we are wasting children's time, whereas I do think some colleague heads who have just set up an activities afternoon where children go from one activity to the other with someone they've brought in or just a TA. I'm really not sure, ten per cent of a week is quite a lot and I think if you're going to take ten per cent you've got to add ten per cent of value to the children's curriculum entitlement time.

The head of Primary C also noted that part of her rationale for using sports coaches during PPA time, was that teachers did not have to plan lessons for those taking their classes.

How were external instructors used in practice?

We interviewed one coach who worked at Primary C and who was affiliated to the local football team. He explained that he promoted the club and football in the community and provided the club with any children he scouted while working with the schools. The company began running after school clubs and a holiday course and now provides sports coaching for a number of schools in the local area.

We run curriculum time sessions which allow the teachers to be freed up to do whatever else they want, but also allows us to put a much, not better necessarily, but a very different slant on PE from what might be taught by a lot of the teachers within primary schools.

The extent to which the PE lessons provided by the sports coach companies integrated with that delivered by the school was an issue for all three schools. The teacher responsible for PE in Primary B actively managed and monitored the provision provided by the sports coaches. She provided coaches with a scheme of work which mapped onto the national curriculum *'in the same way that I would with our staff'*.

They now, from this year, are following our school plans instead of following their own, to match, so they carry out assessment in the units of PE, they teach, they do assessments in exactly the same way that we do PE assessments, which then feed into your teacher reports and that kind of thing.

She said has found this more directive approach beneficial because *'I know what's going on and that they're following what we want to do, as opposed to the other way around'*. In Primary C the coach said, *'We work with the teacher and if the teacher asks us to do a topic we will do that topic.'* Teachers in Primary D recognised that further work was needed to integrate the work done by the instructors with that done by teachers during normal PE time, and the headteacher identified this as something which they would explore in the future.

Often, TAs would assist sports coaches during their sessions. In Primary C TAs took classes for 15 minutes during either the warm up or cool down. TAs also helped children get ready for sports and were present during the lessons. Both teachers and support staff in Primary D pointed to the benefits of having TAs who were able to provide feedback to the teachers about pupils and liaise between the coaches and teachers.

Perceived impact of the use of external instructors during PPA time

The coach we interviewed in Primary C was positive about the potential benefits that having extra sports sessions delivered by trained specialists had on pupils. He said that having PE delivered by people *'qualified in a subject that's not necessarily the primary teacher's favourite'* would hopefully help children to enjoy PE more. He went on to say that other schools have *'started to realise that it's quite important because they've seen the difference in the development of the kids here'*. This view was also shared by the head and teachers who were positive about expanding the curriculum through using sports instructors.

Teachers in Primary D were similarly positive, and said that the coaches were *'very good and very reliable'*, whilst in Primary B the relationship between coaches and teaching staff had become so close that a teacher said that the coaches *'do very much become part of the staff'*. Here, teachers spoke of the arrangement with the sports coaches as *'absolutely fab'*. There was the opportunity to talk to the coaches and discuss planning with them. Teachers said that the coaches knew the children well and spent time preparing them for competitions.

Whilst teachers were generally positive about the work done by the coaches, teachers in Primary C expressed concern about the different approaches they used and their behaviour management strategies. Some teachers mentioned having to tighten up behaviour management during teacher-delivered PE, because *'the coaches have a different way of delivering'*. This was also recognised by a coach, who said that *'because we structure the lessons differently to maybe the way some teachers do they don't respond to us in the way they maybe would do to a teacher'*. A teacher in Primary D acknowledged that her class had sometimes found it difficult to settle after sports but pointed out that it had been a Friday afternoon. Similarly, her colleague said that the children *'are so used to having high impact physical activity in their session that actually sitting there still for a while afterwards is quite natural to them'*.

8.2.5 Monitoring of PPA time

The majority of **primary headteachers** (83 per cent) said that they monitored the impact of their arrangements for PPA time, although this tended to be informal monitoring; only 20% monitored the impact formally. Formal monitoring was more common amongst headteachers at large schools (26 per cent, compared with 18 per cent in medium and 16 per cent in small schools). Analysing the findings in terms of the arrangements used to teach classes during teachers' PPA time, formal monitoring was more common where support staff were used regularly to plan and lead learning (26 per cent), and less common where supply teachers were used regularly (12 per cent).

In discussion with interviewees in the **case study schools** we found that some headteachers monitored the immediate impact of how teachers use their time, rather than the potential impact on standards and what was going on in classrooms while teachers took their PPA time.

We came across two instances of more formal monitoring of teachers' use of PPA in the case study schools. In Primary B there were conflicting accounts from different interviewees. The head told us that she did not monitor teachers' activities during PPA. Again, the link between monitoring and where teachers take their PPA was raised. Since the creation of the 'PPA suite' the head told us, *'I don't particularly stand over anybody; there's an expectation that everyone does PPA in school'*. Her Assistant Head told us that there was no monitoring of PPA time and that the head *'trusts people to use their PPA time'*. However, she said that the head had previously asked *'people "Could you maybe just jot down what you're doing so I can see if it's actually at the beginning"'*. We interviewed a teacher in the same school who said, *'we [currently] fill in a PPA record sheet, I don't know if everybody else still does it, but we were given a sheet where we just literally jot down what we're doing'*.

A similar means of formal monitoring existed in another large school, Primary E, where teachers reported having to record what they did in their PPA time and being monitored by senior members of staff to ensure *'you are actually doing something that's appropriate'* and not *'having a chat in the staffroom'*. They also referred to an instance in the school when five NQTs were caught *'Having a big chat and a cup of tea'* by a member of the leadership team.

Most of the case study school headteachers said that they monitored teachers' use of PPA time informally. Headteachers said that they trusted their staff to use the time effectively and that they were able to monitor their use of their time through informal means. The head of Primary G told us, *'my monitoring is that I wander in and go and see what's going on; it's very much informal'*, while another spoke of *'popping in and out and seeing what they're doing'*. Another means of informal monitoring referred to by both headteachers and teachers was the inspection of teachers' plans in some schools. In Primary A teachers said that while PPA time was not formally monitored, teachers had to produce lesson plans which were put on the intranet; they described this as a form of monitoring.

Monitoring of teachers' use of PPA time appeared to be a particular issue in relation to whether teachers were able to take their PPA at home or not. The head of Primary P allowed all her teachers to take their PPA time at home but how they used their time was not formally monitored. In explaining her reasons for this she spoke of the importance of trust in a small school, and said '*I trust them and we had a good Ofsted*'. She went on to explain that '*I have no qualms about anybody here skiving, they just don't do it and that is the culture of the school*.' She referred to previous difficulties she encountered with a supply teacher who had provided a poor service but said:

I think going down the route of 'I want you to prove to me you are doing this and that and the other' - people are going to lie to you anyway if they are that way inclined and so there has to be some trust.

The head of Primary D echoed these comments and said, '*I feel it would be invidious of me to ask them to give me a recorded sheet*.'

There was some confusion amongst headteachers as to what level of monitoring they should be carrying out and what level of monitoring teachers should be subject to in relation to their use of PPA time.

The headteacher at Primary A indicated that more monitoring might be beneficial in terms of encouraging teachers to be more '*flexible*' in the way that they used their PPA time. She said that teachers' PPA time concentrated overly on planning to the detriment of assessment but was wary of '*directing*' teachers to do this:

At the moment I think it needs monitoring, but we haven't got that far yet because as far as work/life balance is concerned I can see that what's happening with the PPA time is that very often people use it just for planning ... for the week ahead. People who are a little bit more forward thinking are using it for assessment as well, but rarely have I seen people going into class on the days that they've got the PPA time and actually assessing pupils face to face. ... But I don't want at the moment to lay down a requirement that that is what they should do, because at the moment we're working on planning anyway.

We found some examples of headteachers and teachers who monitored the support staff and external specialists who took classes during PPA time. In Primary B, a teacher said, '*I kind of now monitor [the sports coaching company] in the same way that I carry out a lesson observation, in the same way that I would with our staff*.' She explained that she required the sports coach company to follow the school's schemes of work and assessments and provide teachers with lesson plans. In Primary C, which also used sports coaches, we spoke with a TA who said that she monitored the sessions informally as she was present throughout and could liaise between the teachers and the coaches, feeding back to the teachers how the lesson went.

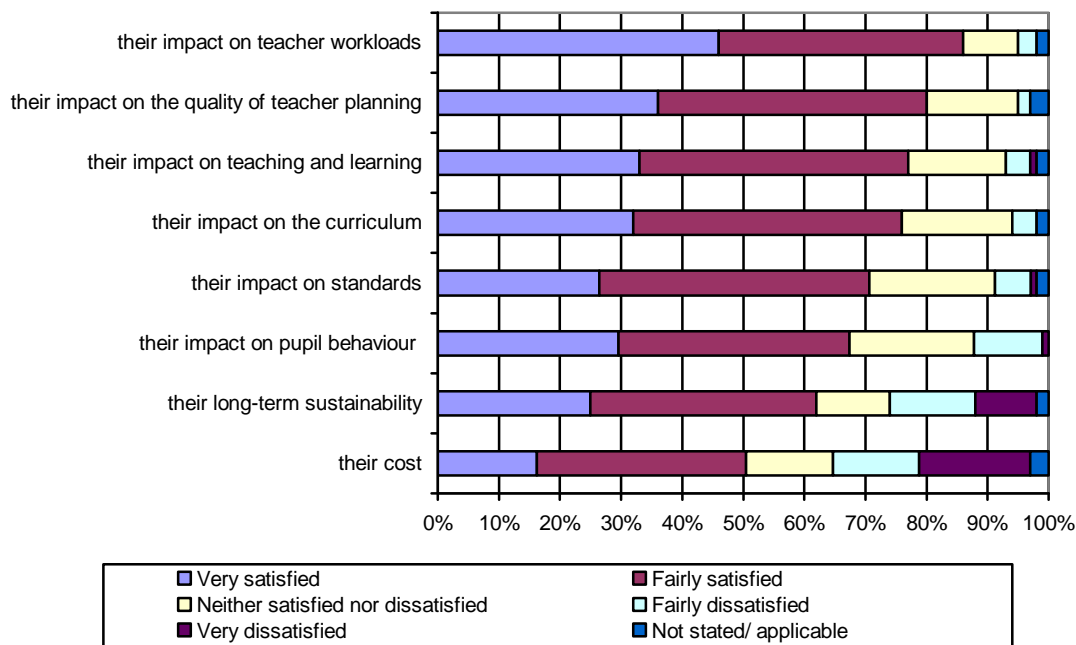
Interviewees in other case study schools mentioned using performance management tools such as observations and appraisals in relation to support staff who take classes during PPA time, as well as from informal discussions with support staff and teachers.

8.2.6 Overall impact of PPA arrangements

In the survey, most **primary headteachers** were satisfied with most aspects of their PPA arrangements, especially in relation to the impact on teacher workloads (46 per cent were very satisfied). They were less positive about cost and (to some extent) long-term sustainability. Findings are shown in Figure 8.3.

Those who had become headteacher at the school since the introduction of workforce remodelling (2006 or later) were generally less positive than those who became headteacher at the time of or just before its introduction (2003 to 2005). This applied specifically to the impact on standards, pupil behaviour and teacher workloads.

Figure 8.3: Primary headteachers: Satisfaction with impact of PPA arrangements



Weighted 867, unweighted 867

Based on all primary headteachers

Source: Primary/special headteachers survey

Those in schools with a high proportion of pupils eligible for FSM were less satisfied with the impact on the quality of teachers planning (26 per cent, compared with 34 per cent medium and 40 per cent low), and were more likely to be *dissatisfied* with the impact on pupil behaviour (23 per cent of schools with high FSM, compared with 13 per cent medium and ten per cent low).

Headteachers in London were more likely to be dissatisfied than those elsewhere with the impact on a number of items: teaching and learning, the curriculum, standards and teacher workloads. The only differences by school size were that large schools were more dissatisfied with the impact on the curriculum, and small schools were more satisfied about the impact on behaviour.

More female than male headteachers were satisfied in relation to sustainability and cost.

Analysing these findings in relation to other issues:

- There were few differences in terms of the strategies used for teaching classes during teachers' PPA time, but some specific variations were evident. Where headteachers themselves regularly took classes, they were less satisfied with the impact on workloads and teacher planning. If a specialist coach was used regularly, headteachers were less satisfied with the impact on behaviour. If floating teachers were used regularly, respondents were less satisfied with sustainability and cost (ten per cent). If support staff were used regularly to plan and lead learning, respondents were more satisfied with cost.

- Where headteachers had a heavy teaching commitment (timetabled teaching was 50 per cent or more of their timetabled week), they were more satisfied with the impact on pupil behaviour.
- Those who monitored the impact of arrangements formally rather than informally were more likely to be very satisfied with the impact on teaching and learning, on standards and costs. It is not clear from the analysis whether these more positive views were the direct result of formal monitoring, or whether these findings reflect the more positive views of headteachers who embraced the various aspects of workforce remodelling (including formal monitoring).
- Comparing satisfaction with the perceived importance of different factors in deciding the arrangements, respondents rating various factors as very important were more likely to be satisfied with the impact of PPA arrangements (e.g. wanting to develop support staff skills, and wanting to broaden the curriculum). The exception was those who considered cost to be very important, who expressed lower satisfaction with all aspects except cost itself.

Primary class teachers expressed similar views to headteachers on the arrangements for teaching during PPA time. They too were satisfied with the impact on most aspects, although they were less satisfied than headteachers in relation to the impact on pupil behaviour and their own workload. Details are shown in Figure 8.4.

Figure 8.4: Primary class teachers: Satisfaction with impact of PPA arrangements



Weighted 1481, unweighted 1481
Based on all primary class teachers
Source: Primary/special class teachers survey

Primary class teachers were more likely to be satisfied with the impact if they undertook PPA tasks during their PPA time, although they were also more satisfied with specific aspects if they prepared for non-teaching tasks such as parents' evenings and school visits during PPA time (in relation to quality of planning, teaching and learning, standards, pupil behaviour and job satisfaction), or if they met other professionals or parents (in relation to teaching and learning, the curriculum and standards).

More recent teachers were more likely to be satisfied with the impact on teaching and learning, on the curriculum for their class and on standards.

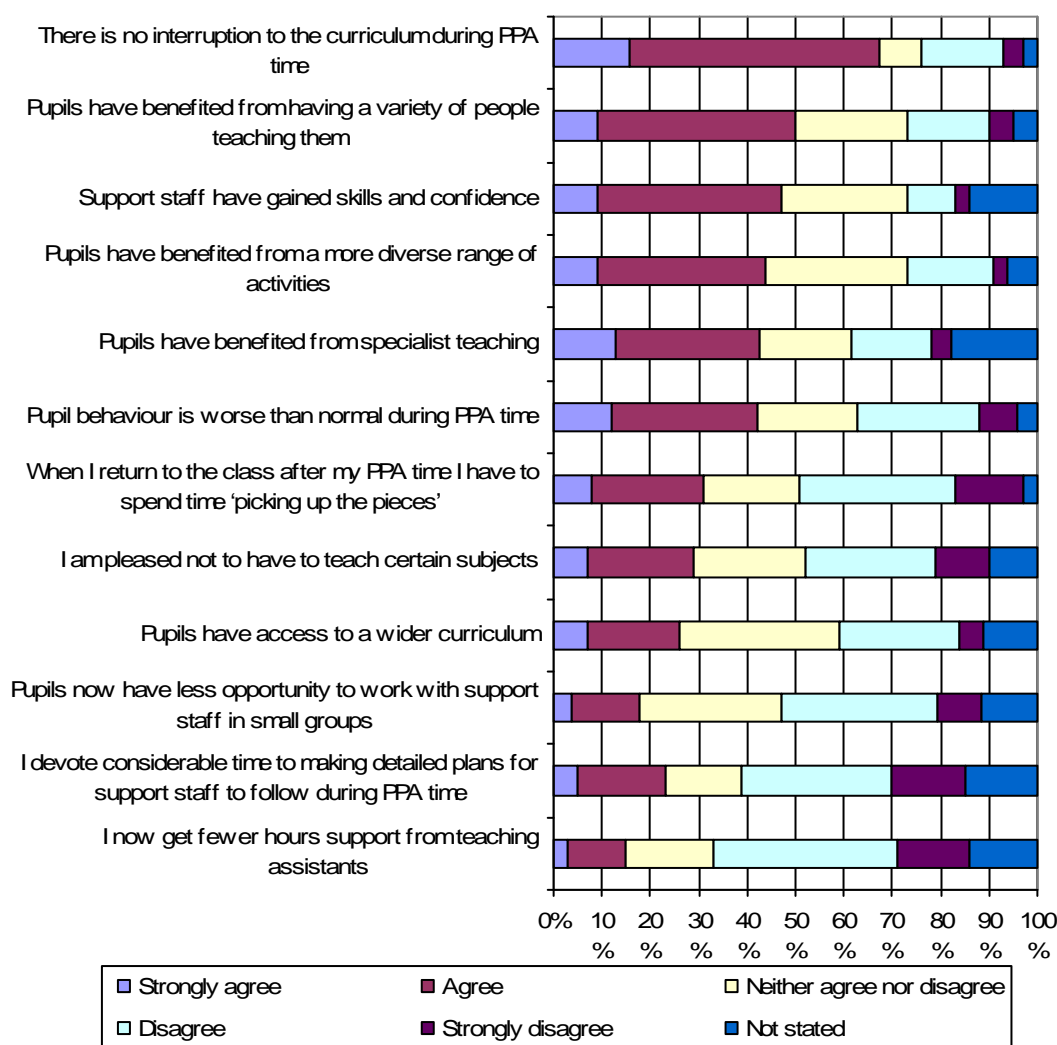
Primary class teachers were less satisfied with all items if they said they had ever lost their PPA time to cover for other teachers' absence (for more on cover, see Chapter 9).

Satisfaction was also higher on most items (except for the quality of planning and the curriculum) where internal teaching staff were used regularly to take classes during PPA time. This was particularly the case where this was the only type of arrangement used (i.e. where schools did not use support staff or external teachers).

The findings for **primary floating teachers** were very similar to those for class teachers (none of the figures for the proportions satisfied or dissatisfied were significantly different to those for class teachers).

Primary class teachers were also asked whether they agreed or disagreed with a number of statements about the outcomes of their school's arrangements for teaching classes during PPA time. Class teachers gave a less positive response to this question than on overall satisfaction, suggesting that while they are satisfied with the impact of arrangements overall, the arrangements have not always resolved specific concerns. As shown in Figure 8.5, primary class teachers were mostly in agreement in terms of the impact on support staff skills and confidence, and on continuity of the curriculum, but were less agreed as to their impact on pupil behaviour.

Figure 8.5: Primary class teachers: views about the outcomes of PPA arrangements



Weighted 1481, unweighted 1481. Based on all primary class teachers
Source: Primary/special class teachers survey

Class teachers' responses show that some of the concerns raised in earlier research, and other potentially negative consequences, were generally not widespread. Most teachers agreed that there is no interruption to the curriculum during PPA time, they do not spend considerable time making detailed plans for support staff and pupils do not generally get fewer support hours from TAs. However, more teachers agreed behaviour was worse than disagreed, and a substantial minority said that they spent time 'picking up the pieces' after PPA time.

Those teaching classes in the foundation stage were more likely than other teachers to agree that support staff had gained skills and confidence, and were less likely to disagree that they got fewer hours support from teaching assistants. Those teaching Key Stage 2 were more likely to agree that pupils had benefited from having a variety of people teaching them, having a more diverse range of activities, having specialist teaching and a wider curriculum. They were also more likely to be pleased not to have teach certain subjects, but were more likely to say pupil behaviour was worse than normal during PPA time.

Full-time teachers were more likely than part-time teachers to agree that pupil behaviour was worse than normal during PPA time, that they had to spend time picking up the pieces when they returned to class, and that they had to devote considerable time to making detailed plans for support staff to follow during their PPA time.

Teachers in large schools were more likely to agree that pupil behaviour was worse than normal during their PPA time and that that they had to spend more time picking up the pieces when they returned to the class.

Analysing responses in relation to the PPA strategies used:

- Respondents were more likely to agree that there were various benefits to pupils where more than one type of arrangement had been used, particularly where this included the use of external teachers.
- Where internal teaching staff were used as the only arrangement (i.e. no support staff or external teachers), respondents were more likely to agree that there was no interruption to the curriculum and to disagree that pupil behaviour was worse.

Primary floating teachers were more likely than class teachers to agree that pupils benefited from a more diverse range of activities (61 per cent), from specialist teaching (68 per cent agreed) and of having access to a wider curriculum (46 per cent agreed). They were also less likely to agree that pupil behaviour was worse than normal during PPA time (29 per cent agreed and 39 per cent disagreed). Otherwise, responses were similar to those for class teachers. Primary floating teachers were asked about one additional item: whether their teaching skills had developed as a result of teaching different classes during PPA time. Most respondents (63 per cent) agreed with this, while just four per cent disagreed.

These findings were borne out in interviews in the **primary case study** schools, where, even in those schools which deployed support staff who followed teachers' plans, few teachers complained of spending excessive amounts of time writing plans for them.

The head of Primary A, which used a combination of teachers and support staff, explained:

Yes it's certainly worth it because as a head teacher I don't want to be worrying about the quality of cover when teachers are out of class so my job is quality control and I know that we are getting good quality and I think most of the work is in the setting up of the system although there will be some in maintaining the system as well.

In those schools which used teachers or external specialists, some teachers spoke of the benefits of not having to plan lessons for others to deliver during their PPA time. A teacher in Primary D identified other benefits relating to their arrangement of using teachers, such as not having to worry about their classes; *'you know that your class are in safe hands ... I don't worry about my class on Friday afternoons'*.

In the same school, the head said she was satisfied with their PPA arrangements, citing good continuity for children and the fact that those who took classes during teachers' PPA were well known to the children. She said, the *'mix that we're offering [has] reassured* parents.

I feel that that breadth that we've got in those subjects is good for the children and it is very attractive to their parents and it is a selling point when we're showing prospective parents round the school to say you know we can offer all these other things on a weekly basis. ... I think that's been critical because they see those as subjects that they wanted their children to learn.

The head of Primary G was similarly positive about the mix of arrangements used to 'cover' PPA time and the impact that these had had:

I think we've been able to do it because we have enhanced the curriculum, we've broadened our curriculum, we've enhanced the school's staff, we have, I think got a good model. But we've been lucky because we've had the money to do it and that's the key.

While headteachers agreed that the provision of PPA time had impacted on teachers' workload to an extent, some indicated that it had contributed to increased workload and stress for them in terms of having to make arrangements for classes to be taken while teachers had their PPA time. The head of Primary P said, *'If I am honest I think it's the worst thing that could have happened as a head (laughs). I think its good, but it's caused me a lot of stress'* and that it has been *'a nightmare for senior management to cover it in a good way'*.

Similarly, the head of Primary A said, *'it's made my workload worse'* because of the time spent consulting over a new pay structure for support staff who take classes during PPA and *'making sure that TAs are properly integrated into the performance management system'*.

While the introduction of PPA time in the case study primary schools was generally felt to have had a large impact, some concerns remained about its implementation, as a teacher employed to take classes during PPA in Primary E explained:

The only negative thing I would say about PPA in the school at the moment is that sometimes the attitude seems to be that it's a bit of a luxury. It doesn't seem to still be that it's a necessary or it's a legal requirement or – we hear those phrases sometimes but at the same time it's 'oh you've got PPA' and actually I think, especially when we have new teachers, the work load is great, the children are quite demanding – it actually is really important that they get it and it's there for a reason isn't it and that's one of the reasons I'm quite glad I'm doing it.

8.3 Secondary schools

This section explores PPA time in secondary schools in terms of its allocation and use, the activities carried out by teachers during their PPA time, the impact of teachers having PPA time, arrangements for teaching classes during PPA, monitoring and the overall impact of arrangements.

Key points

- 97 per cent of heads said that every teacher received their full allocation of PPA time.
- Similarly, 97 per cent of teachers also said that they had PPA time, however only 70 per cent of teachers said they got their full allocation of PPA time.
- Due to timetabling issues secondary teachers were unlikely to receive PPA time in blocks; instead, 91 per cent took their PPA time as a number of single free periods. A third said they were timetabled to plan with other staff at least some of the time.
- More than a third of teachers (37 per cent) said that there was not enough space to work in school uninterrupted.
- Secondary teachers were less likely than primary teachers to use their PPA time to carry out PPA tasks. 67 per cent of secondary teachers said that they regularly did PPA tasks during PPA time. 28 per cent regularly did administrative during their PPA, compared with 18 per cent of primary teachers.
- Some case study respondents were of the view that PPA time was their own time to do with as they wished. Whilst we encountered this perception in the primary schools, it was more prevalent amongst secondary case study respondents.
- Similar patterns were found in secondary as in primary schools in terms of the disparity between the views of headteachers and teachers in relation to the impact of teachers having PPA time.
- The majority of heads (81 per cent) said that no strategies were needed to enable teachers to have timetabled PPA time.
- Secondary teachers were used to having non-contact time, but appreciated the fact that some of their non-contact time was protected from having to provide absence cover.

8.3.1 Allocation and use of PPA time

In the survey, almost all **secondary headteachers** (97 per cent) said that every teacher in their school had timetabled PPA time equivalent to at least ten per cent of their timetabled teaching and used it for PPA. Two per cent said that there were exceptions to this (i.e. that some teachers did not get or use their full allocation of PPA time).

Similarly, 97 per cent of **secondary teachers** said they had PPA time; however, they were less likely to say that they were getting their full allocation of PPA time. As shown in Table 8.15, eleven per cent said that their PPA time was less than ten per cent of their timetabled teaching time, while three per cent said they did not get a regular block of time, and two per cent said they did not get any PPA time at all. In addition, some secondary teachers said that, despite having PPA time allocated, they sometimes chose not to take it (two per cent) or sometimes did or could not use it for PPA (11 per cent).

Overall, these findings illustrate the same pattern observed for primary schools, whereby headteachers were more likely than classroom teachers to say that their school had fully implemented the various changes.

Secondary teachers were more likely to say they had timetabled PPA time equivalent to at least ten per cent of their timetabled teaching time if they started teaching more recently: this applied to 83 per cent of those who had only been teaching since 2006. Respondents were also more likely to say they had their contractual allocation of PPA time if they had no whole school responsibilities (77 per cent); these two findings are related, as newer teachers are less likely to have whole school responsibilities; however both findings are significant in their own right. Seven per cent of teachers on the leadership scale said they got no PPA time.

Table 8.15: Secondary teachers: Allocation and use of PPA time

	All (%)
I have timetabled PPA time equivalent to at least 10% of my timetabled teaching time	70
I have PPA time but it is less than 10% of my timetabled teaching time	11
I have PPA time but it is not a regular timetabled block of time	3
I have an allocation of PPA time but I sometimes choose not to take it	2
I have timetabled PPA time but sometimes do not (or cannot) use it for PPA	11
I do not have any PPA time	2
Not Stated	3
	Weighted 1467
	Unweighted 1467

Based on all secondary teachers
Source: Secondary teachers survey

Secondary teachers generally took their PPA as a number of single free periods (91 per cent), rather than longer blocks of time (six per cent); the remaining three per cent did not give an answer. Those on the leadership scale were more likely to have blocks of time longer than a single period (14 per cent), as were teachers in single sex schools (11 per cent).

All of the **secondary case study schools** visited had provisions in place for teachers' PPA time. None of the teachers interviewed in the case study schools had less than ten per cent PPA time; in fact most teachers were allocated more periods of non-contact time than the ten per cent they were entitled to for PPA.

However, while all secondary and middle school teachers had non-contact time, PPA was not always timetabled in such a way that it was distinct from other '*free periods*'. This reflects findings from the NASUWT *Workload Audit* (2008) which found that one in five secondary school respondents said that their PPA time was not identified on the timetable. Teachers in Middle School H told us that their PPA time was '*informally protected*' and '*not demarcated in any way on the timetable*'. The head explained:

We did have an HMI inspection in my first 18 months into headship on looking at workforce reform. He came for two days and he said 'you're doing really well' but he said, 'you don't comply with PPA,' and I said, 'Well they've got the correct number of frees, in fact they've got more.' He said, 'Yes but there's nothing on the timetable that says this lesson is PPA.' I said, 'Well I went to my staff and they don't want that.'

He reported what had happened after this:

I went back to my staff, and what I had to do is give them a memo saying, 'We have agreed that actually we're going to be flexible about PPA so we haven't got it put down on the timetable.' [...] They know they're going to get their correct amount of PPA time, in fact they get a bit more but they said they'd rather, if they were going to have to do a cover, not know that, they thought it was unfair for someone who's free last thing on a Friday always to know that if there was cover that they were going to be the one that was taken. And it was a staff decision.

In Secondary L, PPA time was initially not specifically identified on the timetable. One of the teachers we interviewed here explained that some teachers had therefore designated their own PPA time, but this created *'too much of a pinch point if there are absences ... because everyone would like Monday morning or Friday afternoon'*, so now PPA periods are centrally allocated.

Many interviewees told us that they had always had non-contact time and that the introduction of PPA time had made little difference to the timetable in secondary schools. However, it has meant that some periods of non-contact time are now protected and are *'never touched for cover'*. Middle schools allocated PPA time in a similar way to secondaries. Middle School I operated a secondary school timetable, and as such, the headteacher argued that teachers have *'always had PPA'* but that it was called *'non-contact'* time.

The way that PPA time, which was often referred to as *'protected free periods'*, was allocated varied by school. The head of Secondary N explained that, in timetabling, *'PPA is positioned so that it doesn't leave at any point in the school day a situation where there are no teachers at all available to cover in case somebody went off absent.'*

A number of headteachers said that their teachers received more *'free periods'* than the ten per cent minimum entitlement. This generally meant that those periods above the guaranteed ten per cent would be made available for cover. For example, the head of Secondary school K explained that teachers in his school had a total of six out of 26 periods a week of non-contact time, during one period of which they might be asked to provide cover; he said, *'I think [it] is incredibly generous.'*

As with the survey, headteachers' and teachers' reports of the number of protected periods of non-contact time they were allocated did not always match up. Teachers within the same school also varied in terms of the amount of PPA time they said they received. In Secondary K, one teacher said they received the same amount of PPA time as was indicated by the head, while another said that she received less, explaining, *'sometimes it's more, but also sometimes it depends on the year and how busy it is, that needs to be taken into account as well.'* In contrast, a head of department in the same school said he gets a *'couple of hours a week'*.

The head of secondary L said that he had *'already dedicated substantially more than ten per cent as non-contact time'* to teachers, but indicated that as a result of increasing budgetary constraints, in future timetables might be increased so that teachers had fewer non-PPA free periods.

Whilst teachers appreciated that some of their time was now protected, some reported occasions when they were still called on to provide cover during their protected time. The head of secondary L acknowledged that teachers would still be asked to cover for absence during their PPA time.

One of the things that we do still do, whilst we recognise that we shouldn't do, in a serious emergency we'll ask a member of staff to give up their PPA time to cover, and most of our staff will do that.

This was linked to the fact the school housed boarders, and the head explained that on such occasions teachers would *'get [their PPA] back at another point in the week'*. Similarly, in Middle School H teachers recounted having being asked to provide cover during their PPA time but that when this happened they had received *'an apology about it'*.

In Secondary S, teachers told us that the use of collapsed timetables for special activity days could sometimes lead to teachers losing their protected non-contact time. A teacher expressed concern that there was no system to ensure that those who had missed their PPA time were compensated.

In interviews with subject leaders and heads of department it became clear that they rarely distinguished between time meant for PPA tasks and that for tasks relating to leadership and management time (see Chapter 10 for more on this). Interviewees in a number of schools told us that teachers were given a set amount of PPA time which was up to them to use *'flexibly'*, as the head of Secondary O explained, *'What everybody has here is there's a breakdown of what is PPA and what is leadership and management and they use that flexibly.'*

8.3.2 Activities during PPA time

Organisation of PPA time

In contrast to half of primary school teachers, only around one in three **secondary teachers** (32 per cent) said that their PPA time was organised so that they could plan with other staff at least some of the time. A more detailed breakdown is shown in Table 8.16.

Respondents were more likely to say that their PPA time was arranged to allow them to plan with other staff (at least some of the time) if they became a teacher or joined the school recently (47 per cent of those who became a teacher since 2006, and 37 per cent of those who joined the school since 2003).

Table 8.16: Secondary teachers: Whether PPA time is organised to allow planning with other staff

	Yes, always (%)	Yes, sometimes (%)	Total who said yes (%)
teachers of the same subject specialism	2	26	27
one or more members of support staff	1	13	14
any other staff (teachers or support staff or both)	3	30	32
		1445	
		1445	

Based on all secondary teachers who have allocations of PPA time
Source: Secondary teachers' survey

In the **secondary case study schools**, the majority of teachers said that they were allocated their protected non-contact time in blocks of single periods distributed through the week. A minority said that they had double periods allocated to them. The head of Secondary M spoke of the difficulties for secondary schools in terms of providing PPA time in blocks. He said, *'I think some people would love it if we could give them a morning so that*

they could go and have a coffee and work somewhere else for a change, but you can't do it very easily.' Instead, he said, non-contact time had to be *'dotted around'*. A head of department (Secondary S) said that he was *'lucky'* because he was timetabled with a double period of PPA time on an afternoon, which he said was *'when I get most done'*.

Echoing the survey data, it was rare for teachers to say that their PPA was timetabled so that they could work with colleagues. In only one of the case secondary study schools, Secondary N, did interviewees indicate that they were able to sometimes do joint planning and that teachers took their PPA time together. The head of Middle School I explained the difficulties of timetabling PPA time in this way:

It's scattered through the timetable, simply because there's no other way for us to organise it. Just occasionally two staff need to be able to get together, so we'll try and timetable a PPA at the same time. With the best will in the world it doesn't happen very often because it's just too complicated to do.

However, there was a consensus amongst the teachers in this school that they would benefit from more time (additional to PPA time) during the week *'in school to sit and plan'* with colleagues, especially support staff (e.g. cover supervisors and TAs). They complained that *'there is little or no time to plan or inform that member or support staff of what you intend to do, what part you want them to play and so forth,'* and that *'in many cases'* support staff *'came into the lesson cold'*. The lack of preparation time with support staff often meant that teachers could not make the best use of support staff skills in the delivery of their lessons.

Location

Secondary teachers responding to the survey were most likely to say that they worked in a classroom or 'another' workspace other than the classroom or staffroom during PPA time. Details are shown in Table 8.17.

Table 8.17: Secondary teachers: Where teachers work during PPA time

	All (%)
In another workspace in the school	59
In my classroom	55
In the staffroom	24
At home	3
Not stated	1
	Weighted
	1467
	Unweighted
	1467

Based on all secondary teachers who said they had PPA time
Source: Secondary teachers survey

Teachers on the leadership scale were more likely to use 'another' space (84 per cent) and were less likely to use a classroom (16 per cent) or staffroom (five per cent), whereas those who did not have paid responsibilities were more likely to use the staffroom (32 per cent) and less likely to use 'another' space (48 per cent). Related to this, those who became teachers more recently were more likely than others to use a classroom or staffroom.

Teachers in large schools were more likely to use 'another' space (63 per cent, compared with 52 per cent in medium schools and 45 per cent in small schools), and were less likely to use a classroom (50 per cent compared with 60 per cent and 68 per cent respectively). Use of the classroom was also lower in girls only schools (39 per cent).

Classrooms were also used more by teachers who said they planned with other staff during PPA time at least some of the time (61 per cent); this may be linked to the greater use of classrooms by more recent teachers (a group who were also more likely to plan with other staff).

In total, 37 per cent of **secondary teachers** said there was not enough space in the school to work uninterrupted during their PPA time, compared to half of primary class teachers. Teachers were most likely to say the space was inadequate if they worked in the staffroom during PPA time (48 per cent). Female class teachers were more likely than male teachers to say the space was inadequate (41 per cent compared with 32 per cent), and those on the leadership scale were less likely to say the space was inadequate (22 per cent); the same sub-group patterns were observed in primary schools.

Perhaps because secondary teachers are accustomed to having non-contact time, few **case study** teachers discussed where they took their PPA time. Some middle school teachers said they worked in the staffroom during their PPA time, but that this was not ideal as other staff often worked or congregated there. Alternatively teachers said they used the library or offices. Some teachers who took their PPA time in their own classroom also reported being interrupted. A teacher in Secondary K mentioned occasionally having to look for a space to work if their classroom was being used by other teachers.

Even those people who have their own classroom quite often when they have their non-contact period someone else might be teaching in their room, so we've got a departmental office but it's not big enough for everyone to have their own desk, so only the post holders in the department have their own desks.

In Secondary N, where teachers used the staffroom and a '*dedicated work room*', both the head and teachers agreed that there was inadequate space available for staff to do have their PPA time, because of the lack of space to accommodate large numbers of staff. Because so few teachers did PPA tasks during PPA time (see the next section below), planning and preparation generally got done at home either during the evenings or at weekends.

We found few instances of secondary teachers taking their PPA time at home. The head of Secondary J allowed some teachers to '*occasionally*' take their PPA at home, but said that this was '*by individual request*', implying it was dependent upon the individual or the task they wished to do. She went on to say that, '*We have resisted the idea of people having PPA time off site*'. A head of department in Secondary S said there were '*too many distractions*' in school and questioned whether '*it's the best working environment*'. He said it would be '*more productive*' were he able to go home on an afternoon as some primary teachers do.

Activities conducted during PPA time

The survey also asked teachers about the tasks they undertook during PPA time; these are summarised in Table 8.18. Individual tasks have been grouped into the categories shown in the chart. The detailed figures are shown in Appendix B, Table B8.2.

If we combine planning, preparation and assessment tasks, this shows that 67 per cent of **secondary teachers** said they regularly did PPA tasks during PPA time (99 per cent of respondents said they did them at least some of the time). This is in contrast to 81 per cent of primary teachers who said they did PPA tasks regularly. However, as Table 8.18 shows, secondary teachers also said they did other tasks including administrative tasks (28 per cent regularly and 64 per cent at least occasionally). Previous research has shown that, as secondary teachers were already accustomed to using non-contact time for particular tasks, they often continued to use them for these purposes rather than for PPA tasks (Hutchings *et al.*, 2006b).

Table 8.18: Secondary teachers: Tasks undertaken during PPA time

	Regularly (%)	Often (%)	Occasionally (%)
Planning tasks	48	25	24
Assessment tasks	43	39	17
Preparation tasks	35	38	23
Administrative tasks (e.g. photocopying)	28	30	34
Leadership/management tasks	16	18	35
'Other' tasks (e.g. classroom observation)	13	33	49
Prepare for tasks other than teaching(e.g. parents' evening, school visits)	10	22	60
Meet with other professionals or parents	9	16	54
	Weighted	1467	
	Unweighted	1467	

Based on all secondary teachers who get PPA time
Source: Secondary teachers survey

Sub-group analysis of **secondary teachers** shows that:

- Teachers were more likely to do PPA tasks regularly if they had no paid responsibilities (78 per cent), but were also more likely to do administrative tasks regularly (34 per cent). Those on the leadership scale were more likely to regularly meet other professionals or parents (18 per cent), carry out cross-school responsibilities (42 per cent) and do 'other' tasks (30 per cent). Similar patterns applied to the length of time in teaching or at the school (e.g. with more established teachers more likely to meet other professionals or parents, etc.).
- Female teachers were more likely than male teachers to do administrative tasks regularly, as well as preparation and assessment tasks.
- Teachers were more likely to do PPA tasks regularly if they had a full allocation of PPA time.
- Teachers were more likely to do preparation or PPA tasks regularly if they worked in their classroom during PPA time.

It should be noted that whilst the survey questioned teachers about what tasks they did *at all* during PPA time; it did not ask teachers about the proportion of their time that these tasks made up. Interviews in the **case study secondary schools** showed that while teachers may have done PPA tasks during at least some of their PPA time, the majority of their time was spent on other non-PPA tasks. Only a minority of teachers said that they spent all, or even the majority, of their PPA time working on planning, preparation and assessment.

Teachers told us that while they valued the protection of their non-contact time they did not necessarily use this time for PPA. One group of teachers said they '*never ever, ever*' did planning, preparation and assessment during periods designated as PPA time. Instead, teachers told us that they often spent their PPA time doing '*other things*'; a middle school teacher explained:

It's sorting out books, it's reading catalogues, it's talking to the librarian, organising the library and then it's going back to your department and then you've got paperwork to do for that. (Teacher, Middle School H)

A secondary teacher described the typical uses of her PPA time.

Could do some marking. Could do some planning. Could do, well, by the time you've waded through your e-mails, that's a little chunk out of the lesson. A colleague could drag me in the corridor and say, 'I want to know something about, I've got to do a careers lesson with this group of naughty boys, what can I do?' So you'd take time out to show them resources, so it could be anything. (Teacher, Secondary O)

One teacher in this school described their use of PPA time as 'fire-fighting'; 'you do what you can when you can and sort it out in that way; just flexible'. Another summarised the difficulty of being able to work on 'a proper plan' because 'you've got all these other things happening.'

As indicated in the quote above, pupil behaviour and pastoral tasks also encroached onto teachers' PPA time. A subject leader in Middle School I, for example, explained that as her role involved discipline and addressing pupil behaviour her PPA time was 'taken [up with] dealing with children on the spot'. A teacher in Middle School H also spoke of her PPA time being 'taken up chasing up peripatetic things or chasing up something like that', while a secondary teacher told us they 'run around chasing children, phone parents'.

Time spent on paperwork was an issue which was raised by a number of teachers. One said she used PPA time to catch up on paperwork which 'you're constantly being bombarded with'. Similarly, another teacher said they were unable to use their time effectively because 'it gets swallowed up' with other tasks that can only be done in school time such as 'crunching data', problem solving or speaking to a head of department.

Teachers in School L who lived on site and had boarding school responsibilities tended not to distinguish between the tasks relating to PPA and other responsibilities they had relating to the boarding house, and would use the time for whichever task was most urgent. As one explained:

For me personally PPA is a very welcome break sometimes. But if I do have it on a Monday morning and a Friday afternoon, well that's purely for the boarding house, things that may occur in the boarding house.

A number of subject leaders said that they worked on their departmental responsibilities. A head of department in Secondary M said, 'I do most of my marking at home and so I tend to use my free time in school for doing a lot of the head of department stuff.' Another subject leader from Middle School I told us she used her PPA time for doing what she called 'catching-my-tail jobs', such as admin and 'chasing things up that need to be chased', like writing notes to staff saying, 'have you got your targets in?'

As mentioned above, heads of department and subject leaders told us that they tended not to differentiate between their PPA time and leadership and management time. A number spoke of their non-contact time as being theirs to use flexibly as they wished (for more on LMT, see Chapter 10). One said, 'I just do things as and when according to need really' (Secondary J), while another explained, 'you don't distinguish which is your leadership time, which is your PPA time and which is just a free period' (Secondary M).

A head of mathematics explained further:

I get a reasonable amount of marking and planning time, it's down to me to decide how I'm going to use it. Am I going to mark and plan, or am I going to do some departmental admin or do lesson observations? So I'm fine with that. (Secondary K)

This quote represents a view we encountered among a number of teachers, not just subject leaders and heads of department. Teachers challenged the distinction between PPA time and other uses of their time. As a middle school teacher commented:

The thing is, PPA covers everything, doesn't it? So you might be in that free time running around trying to sort out a piece of equipment that doesn't work. It's the same with everybody, what is PPA that's different from anything else that you do in preparation for your job? (Teacher, Middle School H)

Whilst we found this perception amongst some of the primary teachers, it appeared to be more prevalent amongst secondary teachers. To an extent this seemed to be supported by headteachers. For example, the head of Middle School H appeared unfazed by the prospect of his teachers not using their PPA time for PPA tasks.

If the job gets done, I mean, to a certain extent I don't mind whether they're doing it in their PPA or whether they're doing it at home. It's up to them. ... You know they can all access our network from home ... and all our lessons go up on our network so they don't have to be here to do their preparation so I'm trying to get them to take a bit of care of themselves.

In contrast the head of Secondary L told us that there had been some problems in their school around the nature of PPA time and how it should be used. He wrote on the questionnaire:

PPA has now set a level of expectation about choice of PPA allocation and what teachers can do that is not sustainable. Teachers feel that they can do what ever they wish during PPA time, including personal matters.

In interview he explained that he had had to tell some teachers: 'You can choose where to do it but you can't choose to go off and do anything ... you can't just say I'm going to go off and have a dentist appointment.' This appeared to have come about because of a basic misunderstanding of the nature of PPA time, which these teachers felt was their personal time.

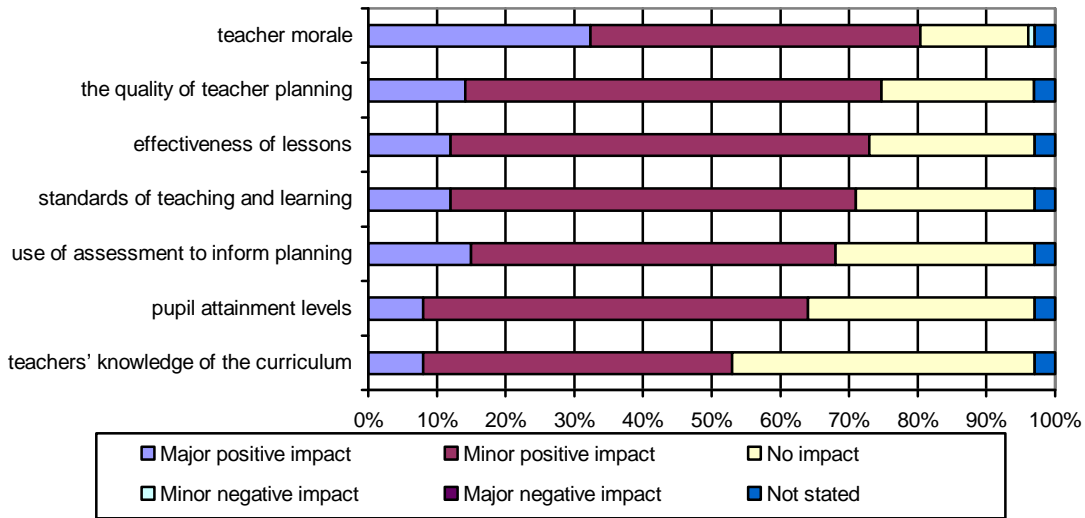
8.3.3 Impact of teachers having PPA time

In the survey, **secondary headteachers** expressed positive views about the impact of teachers having PPA time. As shown in Figure 8.6, the majority of headteachers said that there had been a positive impact on a range of different issues related to learning and standards, and headteachers were most positive about the impact on teacher morale (33 per cent said there had been a major positive impact). Very few respondents felt there had been any negative impact.

The main difference was that where respondents said the number of 'free periods' had increased for some teachers as a result of PPA time, they were more likely to say there had been a major positive impact on all of the items covered. In addition, where schools had not used any monitoring of their arrangements for PPA time, they were less likely to say there had been a positive impact.

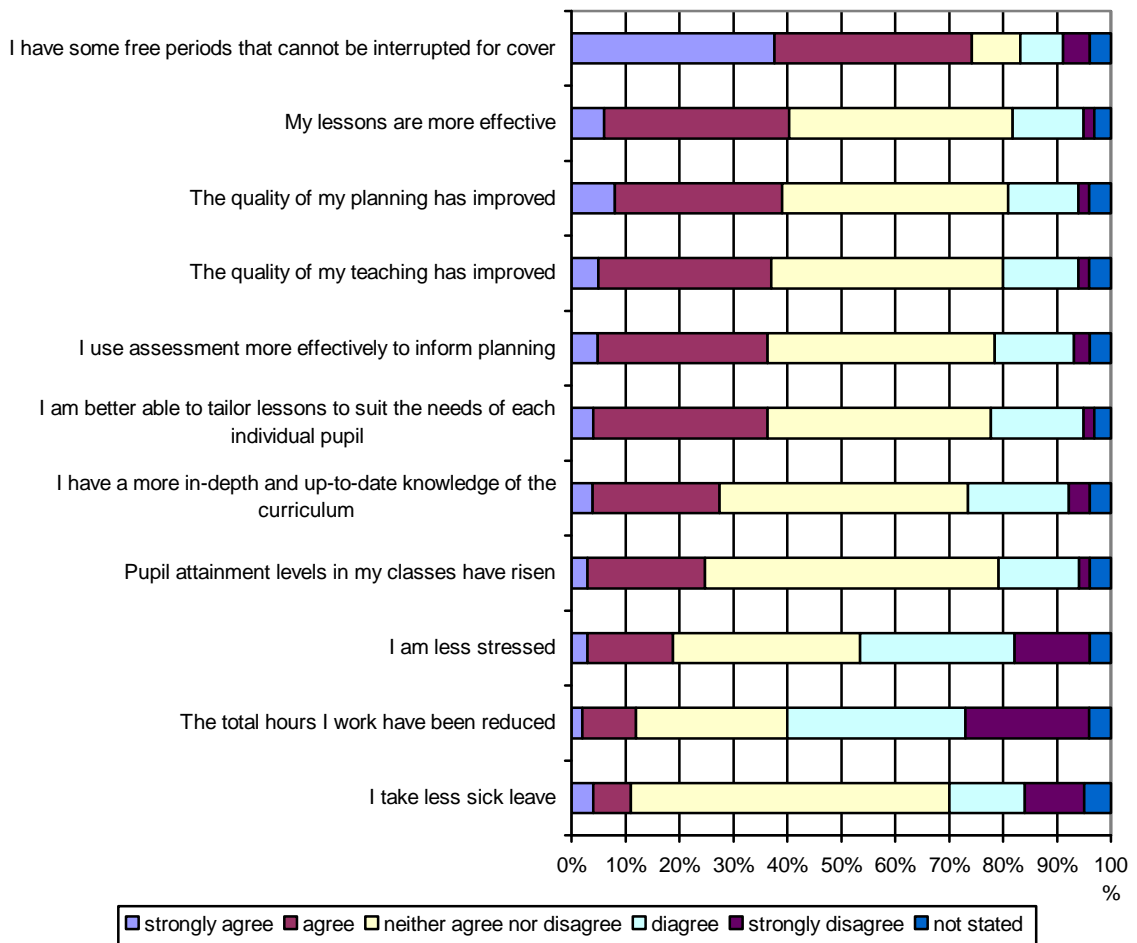
The only other differences were that headteachers in mixed sex schools were more likely than those in single sex schools to say there had been a positive impact (major or minor) on pupil attainment levels (66 per cent compared with 53 per cent), while those who had only been headteacher at the school since 2003 were more likely to say there had been positive impact on the effectiveness of lessons, standards of teaching and learning, and pupil attainment levels.

Figure 8.6: Secondary headteachers: Impact of teachers having PPA time



Weighted 743, unweighted 743
 Based on all secondary headteachers
 Source: Secondary headteachers survey

Figure 8.7: Secondary teachers: Impact of teachers having PPA time



Weighted 1467, unweighted 1467
 Based on all secondary teachers.
 Source: Secondary teachers survey

The views of **secondary teachers** are shown in Figure 8.7. They generally agreed that PPA time was having an impact on planning and teaching, but were less in agreement in relation to hours worked, stress and sick leave. Views on the impact on pupil attainment were mixed (25 per cent agreed that pupil attainment levels had risen, but 17 per cent disagreed). The findings on hours worked reflect the GTC's 2006 *Survey of Teachers*, in which teachers were positive about PPA time being guaranteed, but said it had limited impact on the overall time they had available (Hutchings et al, 2006).

As was the case in primary schools, these findings indicate something of a disparity between headteachers' perceptions of the impact of PPA time on teachers' workloads and morale (which were very positive) and teachers' own perceptions (which were mixed).

A higher proportion of teachers with no school responsibilities and those who had started teaching only recently (the two groups are related) tended to agree with most items, the exceptions being in relation to pupil attainment and stress, where there were no differences. Respondents who had started teaching recently were also less likely to say they had non-contact time that could not be interrupted for cover. In addition, class teachers working part-time were more likely than full-time teachers to agree that they were less stressed.

Respondents in small schools were more likely than other teachers to give positive answers in relation to the impact of PPA time on hours worked, stress and sick leave, while those in London and in girls only schools were more likely than other teachers to say that as a result of having PPA time, they had a more in-depth and up-to-date knowledge of the curriculum.

Positive views were also associated with other aspects of teachers' experiences of PPA time. Specifically, teachers tended to be more positive if they also:

- had their contracted allocation of PPA time (greater agreement with most items);
- had more non-contact time than previously as a result of having PPA time (greater agreement with most items);
- did PPA tasks during PPA time (in relation to quality of planning, standards and attainment levels), although views were also more positive on the same issues amongst teachers who prepared for non-teaching tasks or did administrative tasks;
- planned with other staff during PPA time (in relation to quality of planning, standards and attainment levels);
- felt they had sufficient space to work uninterrupted during PPA time (in relation to quality of planning and standards);
- did not lose PPA time as a consequence of covering other teachers' classes (in relation to having non-contact time that cannot be interrupted and in relation to being less stressed).

In line with the survey data, interviewees in the **case study secondary schools** were generally more ambivalent than those in primary schools in relation to the impact that having PPA time has had. However, the fact that some non-contact time was now guaranteed was appreciated because it enabled teachers to plan to use their time knowing that it was free from disruption and having to provide cover. A teacher in Secondary school M commented that having these periods protected was very welcome:

I think having protected ones is particularly good because ... if you are planning what you've got to do, you know that nothing will get in the way of that protected free. And so if you need to prepare something or meet with somebody you know you've got that time, which before you could never guarantee, and so you couldn't actually plan to use your free times because you didn't know that you were going to keep them. And so it was a bonus if you kept them, whereas now because it is guaranteed you can actually use it properly.

Heads recognised that teachers were 'doing less cover' (Headteacher, Secondary K) and that PPA time is 'invaluable' and 'sacrosanct' (Assistant Head, P), and for some teachers this in turn had impacted on the quality of planning and standards, workload and stress. Each of these impacts is explored in turn below, before looking at those respondents who said that having PPA time had had no impact at all.

Impact of having PPA time on the quality of planning and standards

Several of the headteachers interviewed were very positive about the impact of teachers having PPA time on the quality of their planning. This was particularly the case for middle school teachers for whom the introduction of PPA has had more impact. The head of Middle School H reported that PPA time and the consequently reduced cover for absences have had a positive impact on the quality of teachers' planning and standards in teaching and learning. He told us:

Standards of teaching and methodology's improved because it gives teachers, they know they're going to have the time to prepare. They're not going to be taken for cover so they've got time to prepare.

Similarly, teachers told us how much they valued being able to rely on having this time to prepare. The combination of protected PPA time and the reduction in cover meant that they were able to spend more time focusing on teaching and learning, and, as a consequence, felt that they were teaching better. A middle school teacher said 'it gives you the time to do all the back up stuff', while another said, 'I think I'm delivering higher quality lessons now'. Secondary teachers also held this view; one said, 'it does mean you can plan your time a bit more effectively even if you're not planning a lesson you can go and get a job done or whatever. It is a great relief'. Another noted that PPA had had positive impacts on the quality of planning and on standards, and noted that 'staff are generally more organised and content'.

Teachers similarly agreed that having guaranteed PPA time had improved the quality of their plans and that they were able to plan their time more effectively so as to research their planning adequately.

It's allowed me to think, to do more planning, have more fun resources, more hands on. (Secondary K)

It's given me the privilege to do my work and to concentrate on what is more important. Now I can actually plan properly and say 'well in that period I am going to complete the marking of that year group', and it's worked very well. (Secondary S)

Impact of having PPA time on workload

Secondary headteachers and teachers were more ambivalent than their primary counterparts in relation to the impact of teachers having PPA on workload because teachers had been accustomed to having non-contact time for some time. Headteachers were more likely than teachers to refer to the impact of PPA on workload. Some acknowledged that the protection of teachers' non-contact time had impacted on teacher workload. A head of

department said that he thought remodelling had '*focused ... [his] attention on work/life balance.*' He said that while he still stayed back after work to finish tasks he took a '*conscious decision not to do things at home that I may have done in the past.*'

As found in the primary case study schools there was again a perception that while PPA had benefited some teachers, the overall impact on workload had been lessened because of other initiatives. Several teachers and headteachers commented that the gains in time made possible by the introduction of guaranteed non-contact time were diminished by '*all the new initiatives ... that is eating into [our] time.*' Another teacher in the same school said that teachers would not have felt the benefit '*because the momentum of change has been huge.*'

Other interviewees argued that they still did not feel adequately prepared for their lessons because there was always more that could be done. Similarly, a middle school headteacher concluded that PPA had not led to a reduction in teacher workload because the amount of PPA time his teachers had is '*a drop in the ocean in terms of what they're doing.*'

Teachers generally shared the perception that PPA time would never be enough time in which to do all their planning, preparation and assessment for the week. A teacher from Secondary N said that experienced teachers could '*get by*' with a lesson that they had planned '*in ten or 15 minutes [rather] than doing an all singing and dancing lesson that will take you an hour and a half or two hours to plan and resource.*' Thus she was less concerned at not being able to do her PPA during the time allocated. Nonetheless, this teacher called for greater recognition of the demands on teachers' time and the need for more time to be set aside if '*spectacular*' lessons are to be delivered. As she explained:

If people want spectacular lessons they have to understand that a spectacular lesson takes a spectacular amount of time to prepare really. ... If you want spectacular stuff there has got to be that acknowledgement it doesn't just come out of nowhere ... and that [it] doesn't happen by somebody else giving you a lesson plan.

Teachers reported still doing significant amounts of work at home during evenings and weekends. In a middle school a teacher said she worked '*a six day week*', stayed at school '*till six*' and then went home and did '*an hour and a half to two hours*' in the evening. The amount of work required to be done at home appeared to be exacerbated by that fact that teachers spent a lot of their PPA time doing tasks other than PPA. We interviewed two middle school teachers who said their workload had increased and that they '*hardly ever mark in PPA time*' which meant they did their marking at home. In Secondary school J, a teacher said that she continued to take work home every evening and every weekend.

Impact of having PPA time on stress

For secondary teachers, a key benefit of having PPA time was that it was guaranteed, and that they knew they would not be called on to do cover during their PPA time. The impact of this was to reduce stress levels. Headteachers and teachers reported that having guaranteed time had introduced a welcome routine into teachers' working lives. The head of Secondary O said it had reduced '*the strain of ... having to rush to other people's lessons regularly.*' Teachers also spoke of feeling '*less stressed, less pressured*', and in one school, more supported in their work, knowing that this time was set aside exclusively.

The fact that you haven't got the kids in front of you for quite as much time ... Definitely has a payback. You feel fresher. Unless you do it, you just don't get it. There's something magic in that when you're performing five hours a day you don't need to do any more. (Teacher, Secondary O)

Lack of impact of having PPA time

Whilst there was a perception that the provision of PPA time had impacted to an extent on the quality of teachers' planning, respondents were more sceptical about it having had any impact on standards. The head of Secondary L explained:

I don't think it has improved standards. I think it might have reduced some of the load for the teaching staff, but if I'm being totally honest I don't think teaching staff have used that to improve the teaching and learning going on in the classrooms. It might have made them slightly more energetic and it might have meant that they've had more time available to do planning and preparation. But I don't see any evidence that has actually improved the standard of teaching and learning in the classroom on a day to day basis in the school.

Some teachers agreed with this view. In Secondary N teachers said that having PPA time did not have any positive benefits on their classroom teaching or the learning that took place, and that the impact of PPA on pupil learning and raising standards was 'insignificant'. This was mainly because of the way that teachers used their PPA time, in that they rarely did tasks relating to planning, preparation and assessment. A head of department in Secondary school O pointed out, 'The kids aren't benefiting from that because we're doing other things', such as managing a departmental development plan. She indicated that PPA time may have a greater impact on teachers who were not part of middle leadership. Related to this, teachers told us that they tended to take tasks related to planning and preparation home to work on rather than do them during their PPA time. This was because there were other tasks that they needed to do during school time. A teacher in Secondary S explained:

I mean, it's nice to know that I've got it, but in my job I very rarely take much notice of it because I need to be out and about around the school ... making sure things are as they should be. So that's what I tend to do; I take my PPA stuff home or a weekend, if it's a special treat.

In addition, some teachers said that having single periods allocated for PPA did not give them enough time to focus properly on planning.

8.3.4 Arrangements for teaching classes during teachers' PPA time

In the survey, most **secondary headteachers** said no new strategies were needed to enable teachers to have timetabled PPA time, as teachers already had at least ten per cent non-contact time (81 per cent). This was the situation in all the case study secondary and middle schools. As shown in Table 8.19, when arrangements were needed it tended to involve using support staff rather than floating teachers to take classes.

Middle-deemed-secondary schools were less likely than secondary schools to need to introduce strategies (91 per cent did not need any changes), and none of the middle-deemed-secondary schools or small schools included in the survey used floating teachers to take classes. Longer-serving headteachers (in post at the school since 2002 or before) were less likely to say any changes were necessary (86 per cent did not need any changes).

Confirming the above findings, most secondary headteachers also said that there had been no change to the total amount of non-contact time available to teachers as a result of PPA time (86 per cent). The proportion who said that the amount of non-contact time had increased for some teachers (18 per cent overall) was higher in middle-deemed-secondary schools (31 per cent). However, four per cent of respondents said that the changes had meant a decrease in the number of amount of non-contact time for some teachers.

Table 8.19: Secondary headteachers: Strategies used to enable teachers to have timetabled PPA time

	All (%)
None necessary; teachers already had at least 10% non-contact time	81
Previous teaching load for teachers has been reduced so that they do have 10% non-contact time	15
Classes are taken by floating teachers	3
Classes are taken by support staff	13
Not Stated	1
	Weighted 743
	Unweighted 743

Based on all secondary headteachers
Source: Secondary headteachers survey

When **secondary teachers** were asked about the same issue, 74 per cent said that there had been no change to the amount of non-contact time available to them as a result of PPA time, while 20 per cent said they had more non-contact time and seven per cent less. This question was only put to respondents who entered teaching before September 2005, and the above figures are restricted to those giving an answer.

More established teachers and those on the leadership scale were more likely to say they had more, rather than less, non-contact time as a result of PPA time (23 per cent of those on the leadership scale said they had more non-contact time and only three per cent said they had less), whereas more recent teachers and those with only specific or no whole school responsibilities were less likely to report a change; if there was a change they were almost as likely to say they had less non-contact time as say they had more (14 per cent of those with only specific or no whole school responsibilities said they had more non-contact time, and nine per cent said they had less).

As shown in Table 8.20, most **secondary teachers** said that they had not been involved in any discussions about arrangements for PPA time and the way they have changed, although it is important to bear in mind that most respondents said there had not been any changes. The majority of teachers agreed that there was a more senior member of staff they could talk to if they had concerns about arrangements for PPA time.

Table 8.20: Secondary teachers: Level of consultation and support over PPA arrangements

	Strongly agree (%)	Agree (%)	Neither agree nor disagree (%)	Disagree (%)	Strongly disagree (%)	Not stated (%)
Since the introduction of PPA time I have been involved in discussions about arrangements for PPA time and the way they have changed	2	11	14	26	31	14
If I have concerns about the arrangements for PPA time I can speak to a more senior member of staff about them	10	47	18	8	8	10
	Weighted		1467			
	Unweighted		1467			

Based on all secondary teachers
Source: Secondary teachers survey

Those on the leadership scale were more likely to agree that they had been involved in discussions (37 per cent agreed), while those who had joined the school more recently were less likely to agree with both statements. In addition, teachers who said they had ever lost PPA time as a consequence of covering other teachers' classes were less likely to agree that there was a more senior member of staff they could talk to if they had concerns (47 per cent agreed compared with 60 per cent who had not lost PPA time in this way).

Secondary school case study interviewees told us that they had made few changes to their arrangements in order to make provisions for teachers' PPA time, because the majority of teachers had always had non-contact time. Similar situations occurred in both the middle schools, as the head of Middle School I explained:

No, you see because we're a middle school, year five have class teachers for about 60% of the time, the rest of the time is taught by other specialist staff for those children going out to do PE or French or whatever. So the timetable is constructed like any secondary timetable, there is just somebody else's lesson happens, your PPA, your class are off doing something that you don't teach. So no, we don't have a system of actually covering PPA, it's just your off timetable at that time.

8.3.5 Monitoring of PPA time

The majority of **secondary headteachers** responding to the survey (65 per cent) said that they were monitoring the impact of their arrangements for PPA time, although this tended to be informal monitoring; only 24% monitored the impact formally.

In contrast, both headteachers and teachers in the **case study secondary schools** said that there was very little monitoring of PPA time, formal or otherwise. Interviewees in most of the case study secondary schools said that teachers' use of PPA time was not monitored. An assistant head (Secondary L) said that there was no system for monitoring what teachers did during PPA time:

We have no procedure for checking up on what they're doing. They could be playing tiddlywinks but on the whole I would say that I trust the staff as long as their job and their performance is up to par.

A head of department from Secondary J also indicated that she did not specifically monitor use of PPA time within the department, but she said, 'You never see anyone in the staff room talking, it's just that sort of school.'

While teachers' use of their PPA time was not generally monitored, several respondents indicated that their end results were monitored through teacher performance management and through departmental monitoring of the quality of a teacher's work. In Secondary O the head told us that teachers' use of PPA time was not monitored but that the head of mathematics monitored cover and ensured teachers' PPA time was protected and not disrupted. The head of Secondary K explained how monitoring worked in his school:

But what we do monitor is teacher performance and we do monitor work sampling: are they marking the books? Are they doing the assessments? We have lesson observations; are they preparing their lessons? What are their schemes of work? So all of those things. They have the time and the expectation is that's what they do.

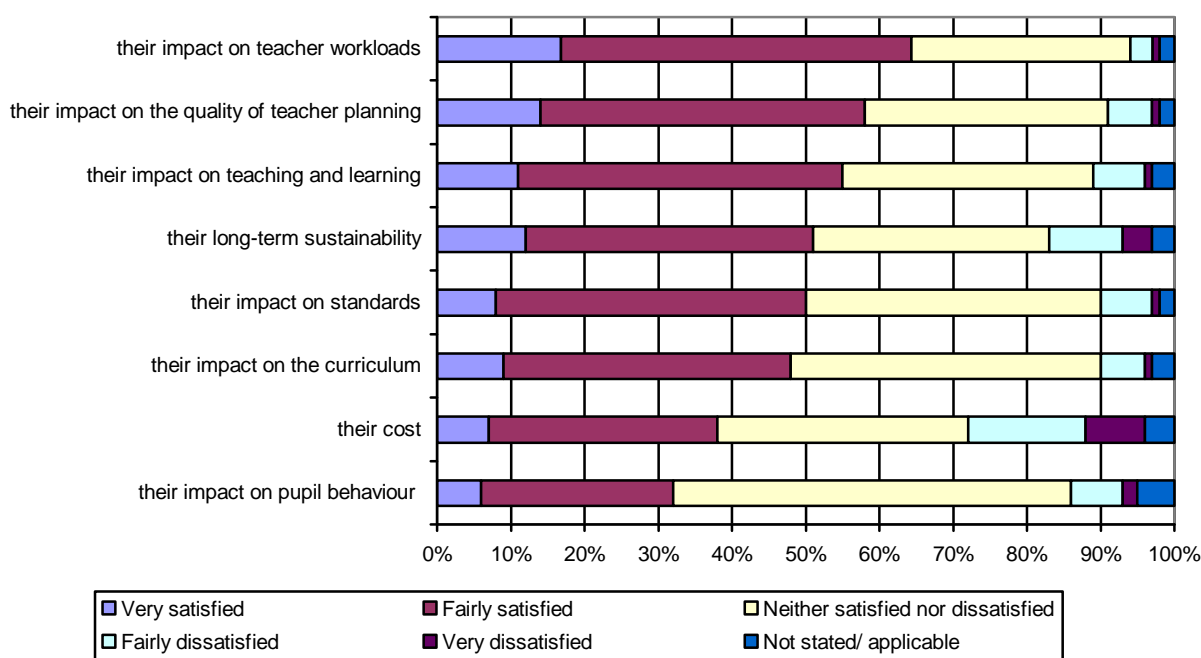
The head of Middle School H said that teachers' PPA time was monitored indirectly through the amount of covers they provided:

I'm trusting them as professionals to use that for their PPA time. No one leaves the site without permission. If someone's got to go because they've got family pressure, they always come and ask so yeah they're professionally engaged. [My colleague] gives me a spreadsheet each term with the number of covers everyone's done.

8.3.6 Overall impact of PPA arrangements

In the survey, around half of **secondary headteachers** were satisfied with most aspects of their PPA arrangements, although fewer were satisfied in relation to cost (24 per cent were dissatisfied). Details are shown in Figure 8.8.

Figure 8.8: Secondary headteachers: Satisfaction with impact of PPA arrangements



Weighted 743, unweighted 743
Based on all secondary headteachers
Source: Secondary headteachers survey

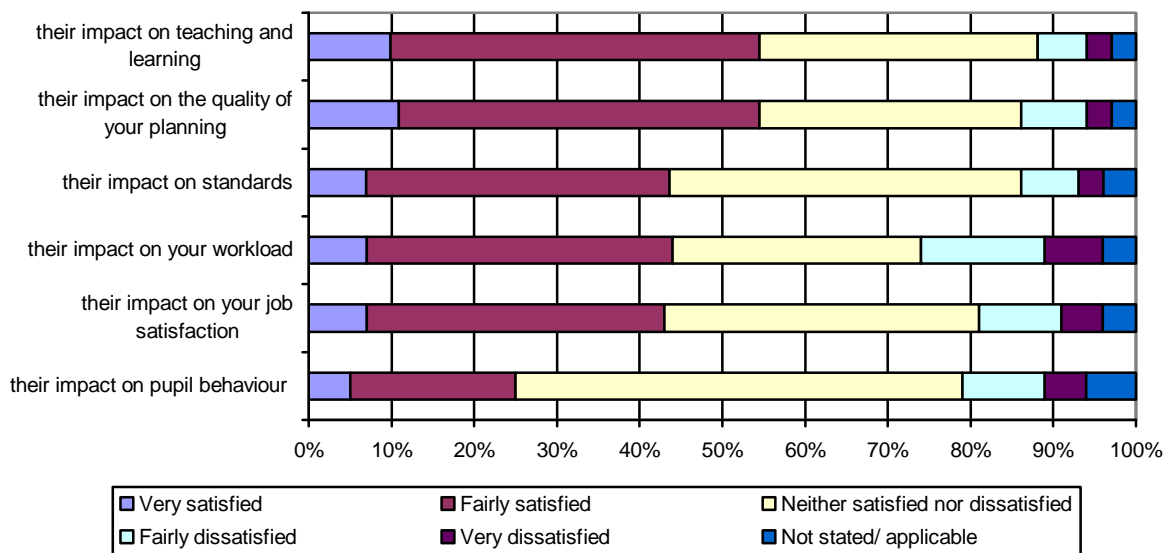
A higher percentage of secondary headteachers in large schools were satisfied than of other respondents in relation to the impact on the quality of planning, on teaching and learning, standards and pupil behaviour. In addition, fewer of those in medium schools were satisfied (than large or small schools) in relation to the impact on curriculum. Headteachers in middle-deemed-secondary schools were more satisfied than those in secondary schools with the impact on the curriculum.

Headteachers in mixed sex schools were more likely to be satisfied than other respondents with the impact on standards and pupil behaviour, while those in boys' only schools were more satisfied with the impact on the quality of planning and cost; those in girls only schools were most negative in relation to cost.

In schools where headteachers said the amount of non-contact time had increased for some teachers, they were also more likely to be satisfied with various aspects, except for sustainability and cost where there were no differences.

Secondary teachers expressed similar views to headteachers on the arrangements for teaching during PPA time, although in comparison to headteachers fewer were satisfied in relation to the impact on their own workload and (to some extent) pupil behaviour. Details are shown in Figure 8.9.

Figure 8.9: Secondary teachers: Satisfaction with impact of PPA arrangements



Based on all secondary teachers
Source: Secondary teachers survey

Sub-group variations were similar to those identified above on the perceived impact of having PPA time. Again, those with no whole school responsibilities and those who started teaching recently tended to be more positive than other teachers (on all items except pupil behaviour where they were no different to other teachers). Part-time teachers were more satisfied than full-time teachers in relation to the impact on their job satisfaction, while those in small schools were more likely than those in medium or large schools to be satisfied with the impact on standards.

As was the case in the earlier question on the impact of having PPA time, views were also more positive amongst teachers who had their contracted allocation of PPA time; who had more non-contact time; who regularly did PPA tasks during PPA time (as well as those who planned for non-teaching tasks and did administrative tasks); who planned with other staff during PPA time; who said they had sufficient space to work uninterrupted during PPA time; and who did not lose their PPA time as a consequence of covering other teachers' classes.

8.4 Special schools

This section explores PPA time in special schools in terms of its allocation and use, activities carried out during PPA time, the impact of teachers having PPA time, arrangements for teaching classes during PPA, monitoring and the overall impact of arrangements.

Key points

- 98 per cent of special headteachers said their teachers received their full allocation of PPA time. Whilst 97 per cent of special class teachers said they received PPA time, only 80 per cent said they received their full allocation of PPA time.
- Special school teachers were less likely than primary teachers to say that they were timetabled to take their PPA time in regular blocks (63 per cent compared with 85 per cent). They were also less likely to say that their PPA time was timetabled so as to allow them to work with other staff (35 per cent compared with 51 per cent of primary teachers).
- Almost half (47 per cent) of teachers said there was not enough space to work uninterrupted in school during PPA time, a similar figure to those in primary schools.
- Three quarters of teachers said they regularly did PPA tasks during PPA time. Similar to primary schools, more teachers said that they did planning regularly than preparation and assessment.
- Similar patterns to those in primary schools were found in relation to the impact of teachers having PPA time, with a disparity between heads and teachers views of the impact on teachers' workload and morale. However, teachers in case study schools appeared to be more concerned with the impact of PPA arrangements on their pupils than on their own workload.
- PPA arrangements in special schools were very much dependent upon the needs of the pupils.
- Case study schools both catered for very different pupils and their strategies for taking classes while teachers took their PPA time were chosen to reflect their particular circumstances.

8.4.1 Allocation and use of PPA time

Almost all **special school headteachers** responding to the survey (98 per cent) said that every teacher in their school had timetabled PPA time equivalent to at least ten per cent of their timetabled teaching and used it for PPA. Just one per cent said that there were exceptions to this (i.e. that some teachers did not get or use their full allocation of PPA time).

However, as with primary schools, **special school class teachers** themselves were less likely to say that they were getting their full allocation of PPA time. As shown in Table 8.21, six per cent said that their PPA time was less than ten per cent of their timetabled teaching time, while one per cent said they did not get a regular block of time. In addition, some special school class teachers said that, despite having PPA time allocated, they sometimes did not or could not use it for PPA (ten per cent).

Special school floating teachers were less likely than classroom teachers to have PPA time: 25 out of 43 respondents had a full allocation of PPA time, while seven respondents said they did not have any PPA time.

These figures (for both headteachers and class teachers) were very similar to those observed in primary schools.

Table 8.21: Special school class teachers: Allocation and use of PPA time

	All (%)
I have timetabled PPA time equivalent to at least 10% of my timetabled teaching time	80
I have PPA time but it is less than 10% of my timetabled teaching time	6
I have PPA time but it is not a regular timetabled block of time	1
I have an allocation of PPA time but I sometimes choose not to take it	0
I have timetabled PPA time but sometimes do not (or cannot) use it for PPA	10
I do not have any PPA time	0
Not Stated	3
	Weighted 208
	Unweighted 208

Based on all special school class teachers
Source: Primary/special class teachers survey

Special school class teachers generally took their PPA time as a regular block of time once a week or fortnight (in 63 per cent of cases), rather than in shorter blocks of time more often than once a week (34 per cent). The proportion with a regular block of time once a week or fortnight was lower in special schools than in primary schools.

When they had PPA time, around half of **special school floating teachers** said they had a regular block of time once a week or fortnight (17 out of 35 respondents).

When asked about their own PPA time, many **headteachers** said that they did not have PPA time or did not use it for PPA: of the headteachers that had a timetabled teaching commitment (21 per cent of the total sample), only 12 per cent said that they had the full timetabled allocation and used it for PPA, while 55 per cent said that they had no PPA time. These figures were very similar to those obtained in primary schools (although special school headteachers were less likely to have a teaching commitment than headteachers in primary schools).

Relevant headteachers were asked why they didn't have PPA time, or why they didn't always use it for PPA. Although only 23 respondents answered this question, the responses were broadly in line with those given by primary headteachers: other activities taking up PPA time was the most common reason given (by eight respondents).

We visited two **case study special schools**. In both cases the allocation and use of PPA time was tailored to the particular needs of their pupils and should not be viewed as representative of special schools as a whole.

Special School Q was purposely chosen because the headteacher indicated in the questionnaire that teachers did not have timetabled PPA time. This was an 8-16 school for boys with emotional and behavioural difficulties where priority was given to having teachers provide cover for both PPA and absence. The head wrote on the questionnaire '*All teachers*

have 20 per cent non-contact time used flexibly for PPA and occasional cover. All have agreed this strategy and get considerably more than ten per cent PPA over the year.' This was still the case when we visited the school. The head explained his rationale:

The staff are happy knowing that over a period of time they will get more than their required element of planning and preparation, but not in a specific slot every week, guaranteed. They forego that to know that they're going to get more over a longer period of time, but they know that the effect on the school is going to be far better having established teachers taking on cover groups.

Teachers had five or six 'free periods' out of 30 each week; more than the three which they would be entitled to through PPA time. Teachers said that they had adequate time for their planning and preparation because the amount of non-contact time was generous. However, these 'free periods' were not labelled as PPA and teachers could be called upon to provide cover during this time. A teacher said it 'can become a little tiring if you don't get any frees back' if providing absence cover, but another said that the 'extra lessons that people get far outweigh the amount of covers they have to do'.

This arrangement had been in place since the head joined the school in 2001 and employed an extra teacher in order to eliminate the use of supply teachers. The head was aware that the school was not compliant with the STPCD, but felt strongly that it was in the best interests of teachers and pupils to ensure that lessons (both during PPA time and absence) were covered by qualified teachers known to the pupils.

The awkward part of it for us is that we're clearly not following the guidelines and by having the guidelines like this it makes us feel as if we're doing something wrong, in a way. But the overview of the school says that that's the way we need to be operating.

A colleague agreed, stressing that their situation was quite different to that of a mainstream school.

The problem is ... special schools are less than two per cent of the education system ... we're not worth consulting about, we're not important enough. You never hear a voice and so when the policy came out, or any of the policies come out, you tend to look at them and go, yeah, not for us, and throw them out the window.

The other special school we visited, Special School R, catered for children on the autistic spectrum aged 3-11. Here, teachers told us that they usually got their PPA time; but this was not always the case if there were a lot of staff out of school for example on training or CPD, or if there was a whole school event. On these rare occasions, a teacher commented, 'You really struggle with the paperwork in your own time after school and on the weekends and stuff like that'. In these cases, the deputy explained that she tried to allocate additional PPA slots, but this was not always possible. One teacher suggested that teachers have become confident enough to organise a time when they can catch up on their PPA time rather than waiting for it to be rearranged.

8.4.2 Activities during PPA time

In the survey, around one in three **special school class teachers** (35 per cent) said that their PPA time was arranged so that they could plan with other staff at least some of the time; this is lower than for class teachers in primary schools. A more detailed breakdown is shown in Table 8.22.

There was also a link between planning with other teachers and having a regular block of PPA time: class teachers were more likely to say that their PPA time allowed them to plan with other staff if they had a regular block of PPA time once a week or fortnight (seven per cent of these teachers said that they always planned with others in their key stage, and six per cent with members of support staff). It is not possible to interpret from the analysis which was the driving influence (i.e. whether having a regular block of time enabled teachers to plan with others, or whether the need to plan with others necessitated the organisation of PPA into regular blocks).

Around half of **special school floating teachers** said that their PPA time was arranged so that they could plan with other staff at least some of the time (16 out of 35 respondents who had PPA time).

Table 8.22: Special school class teachers: Whether PPA time is organised to allow planning with other staff

	Yes, always (%)	Yes, sometimes (%)	total saying yes (%)
The teacher of a parallel class	6	12	17
Others in your key stage	5	14	19
One or more members of support staff	4	17	21
Any of the above	11	24	35
	Weighted	208	
	Unweighted	208	

Based on all special school class teachers who said they had PPA time
Source: Primary/special class teachers survey

A range of locations was used for work during PPA time. **Special school class teachers** were most likely to say that they worked in a classroom or 'another' workspace other than the classroom or staffroom; the proportion using a classroom was much higher than in primary schools. Details are shown in Table 8.23.

Special school class teachers who had a regular block of PPA time once a week or fortnight were more likely to work at home, and less likely to work in the classroom or staffroom, compared with teachers who had shorter blocks of time more often than once a week. Those who had become teachers since 1994 were also more likely to work in the staffroom.

Table 8.23: Special school class teachers: Where teachers work during PPA time

	All (%)
In another workspace in the school	57
In my classroom	48
In the staffroom	28
At home	14
Not stated	1
	Weighted
	208
	Unweighted
	208

Based on all special school class teachers who said they had PPA time
Source: Primary/special class teachers survey

The findings for **special school floating teachers** were similar to those for special school class teachers.

Around half of **special school class teachers** said there was not enough space in the school to work uninterrupted during their PPA time (47 per cent), a similar figure to class teachers in primary schools. Of the 35 **special school floating teachers** in the survey who had PPA time, 12 said the space was inadequate.

Table 8.24 summarises the tasks undertaken by **special school class teachers** during PPA time. Individual tasks have been grouped into the categories shown in the chart. The detailed figures are shown in Appendix B, Table B8.3.

Table 8.24: Special school class teachers: Tasks undertaken during PPA time

	Regularly (%)	Often (%)	Occasionally (%)
Planning tasks	61	21	17
Preparation tasks	34	34	27
Assessment tasks	31	41	28
Administrative tasks (e.g. photocopying)	21	26	40
Leadership/management tasks	19	26	40
Prepare for tasks other than teaching (e.g. parents' evening, school visits)	16	25	56
'Other' tasks (e.g. classroom observation)	13	21	56
Meet with other professionals or parents	12	19	55
	Weighted	208	
	Unweighted	208	

Based on all special school class teachers who said they had PPA time
Source: Primary/special class teachers survey

If we combine planning, preparation and assessment tasks, this shows that 74 per cent of **special school class teachers** said they regularly did PPA tasks during PPA time (all respondents said they did them at least some of the time). However, as Table 8.24 shows, class teachers also said they did other tasks including administrative tasks (21 per cent regularly and 26 per cent often). Overall, the figures for various tasks undertaken in special schools were very similar to those in primary schools.

Teachers who had started at the school quite recently (since 2003) were more likely to do PPA tasks, specifically planning, and were less likely to meet other professionals or parents. Class teachers who worked in the classroom during PPA time were less likely to do PPA tasks regularly and were more likely to administrative or 'other' tasks.

Teachers in schools with high FSM were less likely to do either assessment or administrative tasks during PPA time.

The figures for **special school floating teachers** were similar to those for class teachers; for example, 27 out of 35 regularly did PPA tasks, and nine regularly did administrative tasks.

Qualitative data from the **case study schools** relating to activities undertaken during PPA time largely echoes responses to the survey. However, interviewees tended to focus more upon the arrangements in place for teaching classes during PPA time and the impact that these arrangements had on the pupils rather than how teachers used their PPA time.

Teachers in Special School Q told us that they worked on whatever they could fit in during their PPA time, which included planning, preparation, assessment, reports and subject leader duties. It was unclear whether PPA was normally taken in blocks or single periods. However, a deputy responsible for arranging absence cover explained that he tried to *'timetable so they have doubles free'*.

In Special School R, where support staff took classes during PPA time, teachers said that they had one lesson a week where they tried to fit in time to work with support staff and discuss lesson plans. A TA explained that they were timetabled an hour a week to do this but that it was not always possible; *'seven times out of ten if you're lucky'*, because the teacher often had to provide absence cover if the TA was needed elsewhere.

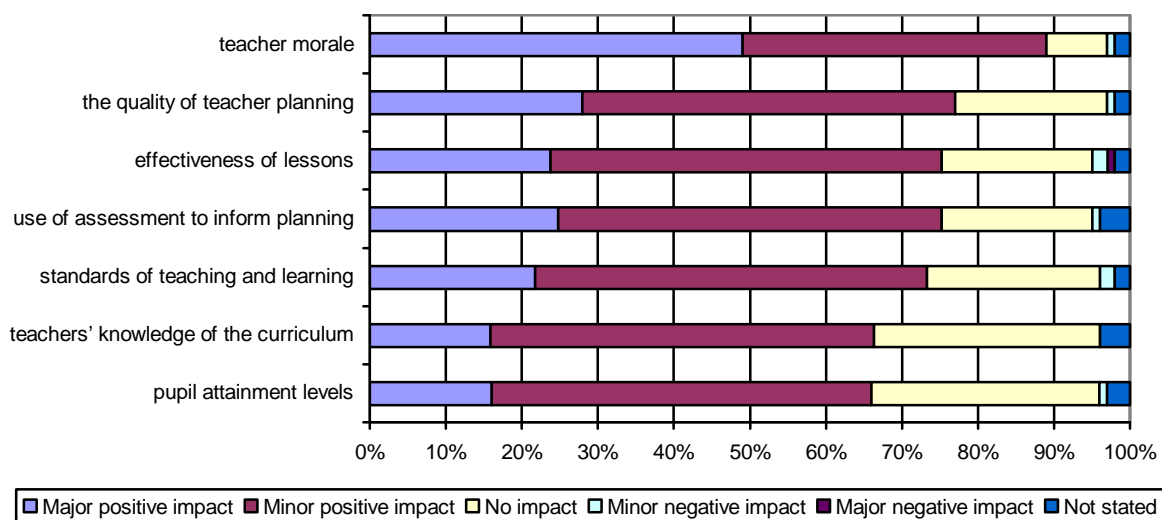
8.4.3 Impact of teachers having PPA time

Special school headteachers expressed positive views about the impact of teachers having PPA time. As shown in Figure 8.10, the majority of headteachers said that there had been a positive impact on a range of different issues related to learning and standards, and headteachers were particularly positive about the impact on teacher morale (49 per cent said there had been a major positive impact). These overall patterns were very similar to those observed in primary schools.

Where headteachers said that they were formally monitoring the impact of their arrangements for PPA time (rather than informally monitoring), they were more likely to say there had been a major positive impact on the quality of teacher planning, the effectiveness of lessons, the use of assessment and pupil attainment.

The only other difference was that male headteachers were more likely than female headteachers to say there had been a positive impact (major or minor) on the quality of teacher planning and effectiveness of lessons.

Figure 8.10: Special school headteachers: Impact of teachers having PPA time



Weighted 154, unweighted 154
Based on all special school headteachers
Source: Primary/special headteachers survey

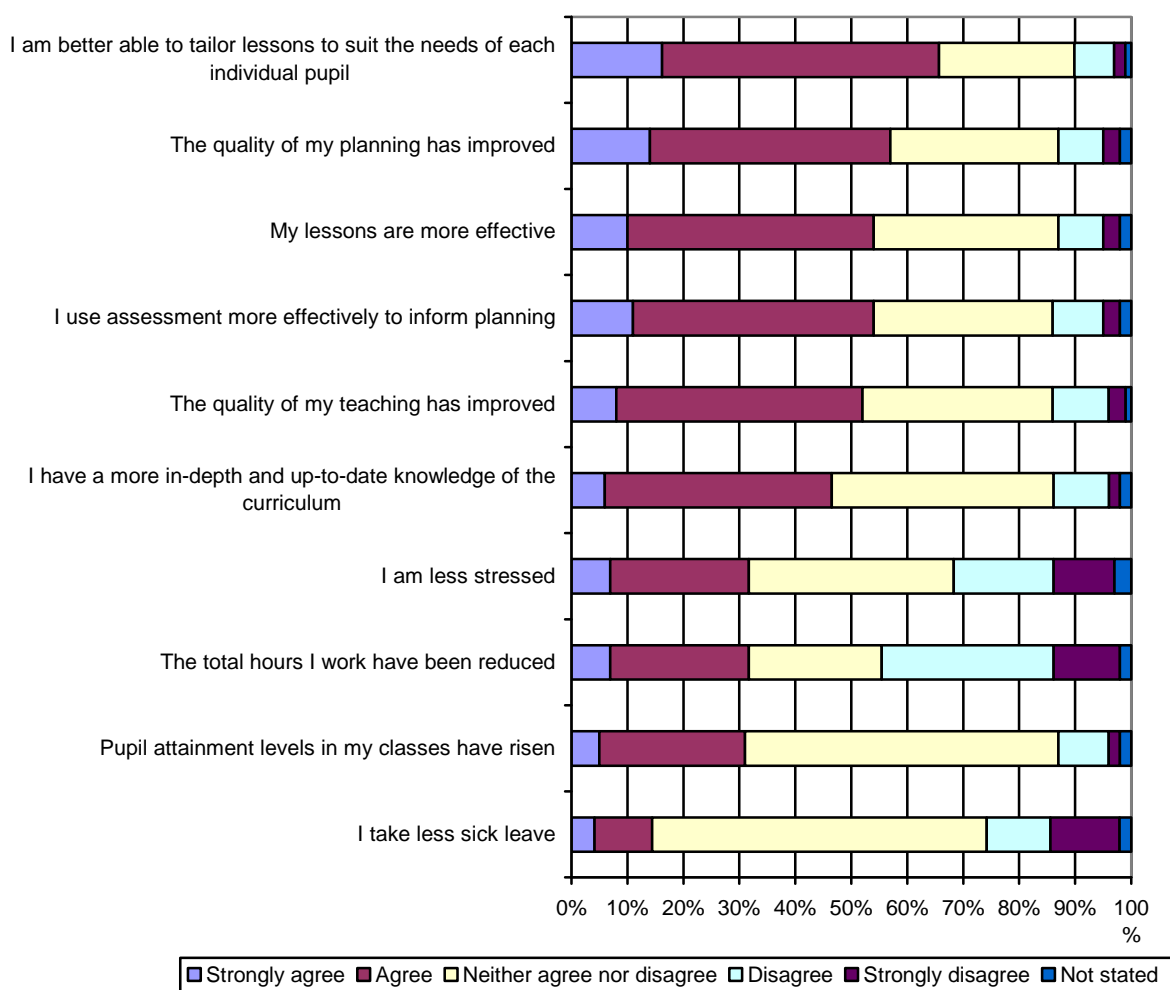
Special school class teachers themselves were also generally positive towards the impact of PPA time on their planning and teaching. However, class teachers were less likely to be positive about the impact on their hours, stress and sick leave. While more teachers expressed positive views towards the impact on pupil attainment, than expressed negative views, over half (56 per cent) felt there had been no impact either way. These patterns were very similar to those obtained for primary class teachers and secondary class teachers. Details are shown in Figure 8.11.

Once again, these findings show something of a disparity between heads' perceptions of the impact of PPA time on teachers' workloads and morale (which were very positive) and teachers' own perceptions (which were mixed).

Class teachers who had started teaching, or had arrived at the school, more recently were more likely to agree with most of the items (except for those relating to hours worked and stress). In addition, respondents were more likely to agree with the positive impacts on planning, teaching and pupil attainment (the first five items in the table) if they regularly did PPA tasks during PPA time or if they planned with other staff during PPA time.

The views of **special school floating teachers** were very similar to those of classroom teachers, in being positive on most items but less so in relation to hours, stress and sick leave.

Figure 8.11: Special school class teachers: Impact of teachers having PPA time



Weighted, 208; unweighted 208.

Based on all special school class teachers

Source: Primary/special class teachers survey

As indicated above **special school case study** interviewees tended to focus on the impact of their PPA arrangements on their pupils rather than on the impact of teachers having PPA time. This was particular to the special schools and was linked to a desire for them to be comfortable with the staff taking them during PPA (see Section 8.4.4 below). Another reason was that, particularly in Special School Q which ran a secondary timetable, teachers were already accustomed to having non-contact time. A teacher said that they had noticed the difference more when they were working in primary mainstream; *'It went from having nothing to having half a day a week. Coming here it's more that we work on a secondary timetable.'*

The heads of the two special schools varied in terms of their perceptions of the impact of teachers having PPA time. The head of Special School R reported on the questionnaire that having PPA time had a major positive impact on teacher morale, but did not identify any other impacts on the teachers' work (quality of planning, effectiveness of lessons etc.). The head of Special School Q, where teachers had had non-contact time since 2001 because the school used a secondary timetable, was more positive. In the questionnaire he said PPA had had a major positive impact on the quality of teacher planning, effectiveness of lessons, standards of teaching and learning and pupil attainment levels, with a minor impact on the use of assessment to inform planning, teachers' knowledge of curriculum and teacher morale. In interview the views he expressed were more ambivalent; he said:

I think it's reduced a certain workload from teaching staff which in theory would make them fresher and better at doing their job, I'm not sure whether that's the outcome. To a certain extent it just makes them do a little less than they would have before.

However, he questioned whether teachers doing less work at home was necessarily 'a good thing', and said, *'There's a lot now that expect just to turn up in the morning and go home at the end of the day and not do any more – I'm not sure if that's a good thing or not'*.

Although special school teachers told us that the introduction of PPA had had less of an impact on the way they worked than in primary schools, it was clear that it was appreciated nonetheless. Teachers told us that they felt more prepared and better able to do their jobs, and that they gained from having higher quality support from their TAs, as this teacher from Special School R explained:

[Because of] your PPA time you have planned and probably prepared better than you could have done if you only had your afternoons to do it. So in that way you're probably delivering better lessons, which, of course, leads to better attainment and things like that.

Teachers in Special School Q said, *'people do have more frees'*. The school also ensured that meetings were not planned between three and four p. m. so that teachers were able to plan and prepare after school; *'When I was in mainstream it used to be you had three or four nights a week taken up with meetings, but we don't have that here'*. Teachers were generally happy with their work-life balance, and said that they usually had enough time to prepare and mark, noting that the classes were small. One teacher said *'You're not going home with a bag of 30 literacy books and 30 numeracy books and sitting down and marking them – and you've got an hour after school to actually prepare.'*

8.4.4 Arrangements for teaching classes during teachers' PPA time

Special school headteachers responding to the survey said that a range of strategies were used for teaching classes while the class teachers had PPA time. As shown in Table 8.25, the arrangements most likely to be used regularly were floating teachers and members of support staff, either to plan and lead the learning or to follow teachers' plans. Around one in three headteachers (35 per cent) said that their school just used one type of arrangement.

Where schools used a combination of strategies, these were most likely to be supply teachers in combination with members of support staff following teachers' plans (21 per cent of headteachers said they used both of these) and floating teachers combined with supply teachers (also 21 per cent).

The only sub-group differences were that female headteachers and those who became headteacher of the school before 2003 were more likely to say they regularly used support staff to plan and lead learning.

Table 8.25: Special school headteachers: How classes are taught while class teachers have PPA time

	Regularly (%)	Regularly/ occasionally (%)
Internal teacher:		
a floating teacher	31	41
a job-share partner	8	14
the headteacher	5	24
another member of the leadership team	14	39
Any internal teacher	42	64
Support staff:		
a member of support staff who plans and leads learning	24	40
a member of support staff who follows teacher's plans and leads learning	26	45
Any support staff	39	59
External teacher:		
a supply teacher	12	36
a specialist teacher	20	28
Any external teacher	30	50
a specialist coach or instructor	10	19
several classes are grouped together (e.g. for singing)	6	19
	Weighted	154
	Unweighted	154

Based on all special school headteachers
Source: Primary/special headteachers survey

Special school headteachers were asked how many hours per week they were regularly timetabled to take classes during teachers' PPA time. The majority (82 per cent) said none; otherwise the most common answer was one or two hours (eight per cent), with the remaining ten per cent saying three hours or more (figures based on those giving an answer).

Special school class teachers were also asked about the 'normal' arrangements for taking classes during their own PPA time. As expected, responses broadly reflect those given by headteachers, as shown in Table 8.26, although minor differences are to be expected: headteachers' answers concerned all of the strategies used in their school while teachers were answering just for their class. The relatively small sample sizes for both headteachers and class teachers may also exaggerate some of these differences.

Table 8.26: Special school class teachers: How classes are normally taught while class teachers have PPA time

	All (%)
Class is taught by	
Internal teacher:	
a floating teacher	19
a job-share partner	1
the headteacher	2
another member of the leadership team	7
Any internal teacher	27
Support staff:	
a member of support staff who plans and leads learning	12
a member of support staff who follows teacher's plans and leads learning	16
Any support staff	27
External teacher:	
a supply teacher	7
a specialist teacher	23
Any external teacher	29
a specialist coach or instructor ⁵²	3
several classes are grouped together (e.g. for singing)	4
	Weighted 208
	Unweighted 208

Based on all special school class teachers
Source: Primary/special class teachers survey

The majority of **floating teachers** said that they taught classes while the usual teacher had PPA time (35 out of 43 respondents), and 12 said that this took up more than half of their timetable.

⁵² Note: specialist coaches/instructors and specialist teachers were most likely to be teaching PE/sport (46 per cent), music/singing (24 per cent) or languages (21 per cent), according to primary class teachers.

Special school headteachers were asked for some additional information about the support staff who took whole classes during teachers' PPA time. Their job title was normally either HLTA (in 58 per cent of cases) or a teaching assistant (in 46 per cent of cases); an additional seven per cent specified 'senior teaching assistant' as the job title. Nursery nurses and cover supervisors were also used (19 per cent and 15 per cent respectively). These findings closely match those given by primary headteachers.

There were a number of different ways in which **special school headteachers** said they assessed the suitability of support staff to lead whole classes, as shown in Table 8.27. The figures have been split between those who used support staff with a job title of HLTA, and those that did not. This shows that a high proportion of non-HLTA staff are used on the basis of internal assessment only without reference to HLTA status or standards, and without having QTS: this applied to 73 per cent overall.

Table 8.27: Special school headteachers: How support staff are assessed

	Schools that use staff with HLTA job title (%)	Schools that do not use staff with HLTA job title (%)
Staff have QTS	11	5
Staff have HLTA status	80	18
Staff have other relevant qualifications or training	55	71
Assessed in school against HLTA standards	21	7
Assessed in school for ability to carry out this role	46	80
Previous head assessed – I don't know how	4	4
Internal assessment only without reference to HLTA status or standards, and without having QTS (combination of above answers)	n/a	73
	Weighted	44
	Unweighted	44

Based on all special school headteachers who said they used support staff to lead learning during PPA time
Source: Primary/special headteachers survey

Amongst both special school **headteachers** and **class teachers**, 23 per cent of respondents said that arrangements had changed since PPA time was first introduced in September 2005.

Analysis of follow-up questions is limited because of the small number of respondents who had experienced changes. The findings that emerged (with reference to both headteachers and class teachers) were as follows:

- The arrangements that were used in previous years, but no longer, were most likely to be supply teachers, floating teachers, member of the leadership team, and grouping classes together.
- The main reasons given for abandoning previous arrangements were staff changes, quality and cost implications, and changes to the timetable.

Special school headteachers were asked how important a number of factors were in their decisions about arrangements for teaching classes during PPA time. A number of factors were considered important, especially having pupils taught by staff they are familiar with; this was considered even more important in special schools than primary schools, although financial costs was less likely to be seen as important in special schools than in primary schools. Details are shown in Table 8.28.

The one sub-group difference was that female headteachers were more likely than male headteachers to attach importance to broadening the curriculum (38 per cent and 18 per cent respectively said this was very important); the same variation was found in primary schools.

Table 8.28: Special school headteachers: Importance of factors in decisions about arrangements for teaching classes during PPA time

	Very important (%)	Fairly important (%)	Not particularly important (%)	Not important at all (%)	Not Stated (%)
Wanting pupils to be taught by people who they are familiar with	90	9	0	0	1
The current level of support staff skills and experience	70	18	6	3	3
Wanting to develop support staff skills and experience and offer them career development opportunities	49	29	13	6	3
Wanting pupils to always be taught by qualified teachers	44	27	23	1	5
Wanting pupils to be taught by specialists	33	35	22	7	3
Wanting to broaden the curriculum	30	36	25	4	5
Views of governors	23	50	16	5	7
Financial cost	20	40	29	5	7
Views of parents	20	43	22	9	7
Dissatisfaction with previous arrangements that the school has tried	10	17	21	42	10
			Weighted	154	
			Unweighted	154	

Based on all special school headteachers
Source: Primary/special headteachers survey

Comparing the perceived importance of factors with the types of arrangement used, a link can be observed between the importance of financial cost and schools using headteachers. Other links between these questions are in line with expectations (e.g. wanting to develop support staff and using support staff regularly).

As with the survey, interviewees in the **case study schools** indicated that the most important factor in terms of choosing their arrangements for taking classes during PPA was ensuring pupils were taught by people they were familiar with. Both the special schools visited had pupils who became upset and stressed when supervised by unfamiliar people. However, the two schools made use of very different strategies for covering teachers' PPA time; one using teachers and the other using support staff. Here, we will explore each of these separately in relation to the rationale behind headteachers' choice of strategy, how they worked in practice and the impact of these arrangements.

As outlined above, teachers in Special School Q did not have timetabled PPA time. Instead, as the school ran a secondary timetable, teachers had increased non-contact periods during some of which they were expected to provide absence cover. The headteacher explained that the imperative was to ensure that classes were taught by qualified teachers who were known to the pupils during any time their regular teachers were not present. He emphasised the importance of controlling behaviour in a school for boys with EBD. He said that in the past when supply teachers were used another member of staff had '*looked after them to make sure there isn't chaos. Because behaviour in a school like this can invade the school. If it gets out of hand in one classroom it can affect another one. So we have to find our own solutions.*'

The school now employs an extra teacher to help with PPA and absence cover. Interviewees told us this had expanded the subject knowledge base of the staff, which was important with eleven teachers covering all subjects from Key Stage 2 to 4.

The head said that there had been some discussions as to whether the school should use support staff to take whole classes. However, he said this would have meant having to make one of the teachers redundant *'because their role of providing cover, because of the spare teaching hours, would have gone'*. Ultimately, the head said that they used teachers instead for *'PPA cover'*:

Because the quality of teaching is far better and you've got a qualified teacher teaching the groups, which is what we want. If you say right, one of the Advanced TAs is going to do it, then really they're going to be childminding that lesson rather than doing teaching.

In contrast, Special School R used support staff to take classes during PPA time. This strategy was put in place by the current head when she arrived in 2005. Prior to her arrival the school previously employed an extra teacher to cover PPA time.

The school employed four additional support staff as 'floaters', offered HLTA training to all support staff who wished to take it and paid support staff as HLTAs when they took classes during PPA time and teacher absence. The head and deputy head stressed that this had not been a cost-saving exercise: *'although we were spending a fortune on supply teachers, it is a value for money issue, not a cost saving issue, because now we spend a fortune on training and we also have a floating bank of, on a good day, three support staff.'* The school also made it a priority to have good curriculum resources which support staff could use when they *'act up'*, and to involve support staff in all activities (including assessment, planning and curriculum development) so that they have some knowledge of these issues when they act up.

Support staff also discussed the previous arrangements when they were *'not allowed'* to take classes, *'which was silly because people were brought in from outside agencies which are no good for autistic children. ... It would always be better for a member of the team to take the class because the children know that person'* (HLTA, Special School R).

The extent to which support staff planned for the lessons they took during PPA time varied. More experienced staff (such as the nursery nurse interviewed) sometimes planned and led learning during PPA time, while the less experienced HLTAs followed the teacher's plans. Teachers and support staff said they worked closely together and that they planned together in some cases.

Once a week when my teacher is on PPA time and senior management time I take the class, but I work according to her plans. Mostly it is team work, if you've got a good team behind you, and you all work well, then the classroom will work well, whether the teacher is there or not. The teacher does the plan for you, then you just automatically work the way your teacher does anyway and everybody jumps in to help. (TA/ HLTA, Special School R)

Teachers and support staff tended to organise activities that needed less specialist knowledge for their PPA time, such as cycling, activity play, art or drama. The nursery nurse currently did art and geography with the class during PPA time and said that she *'usually supports what [the teacher is] doing in the planning, so I know ahead of time what, what we're going to do'*.

While, as explained earlier, support staff were paid for ‘acting up’, they commented that the £2.50 extra per hour in no way recognised the extra responsibility and stress this involved. They explained that when they were taking lessons they were teaching.

It’s, I suppose it’s the angle, I thought of myself as not just a Nursery Nurse, a teacher, I’m actually teaching these children what they’re doing and actually looking at it on paper because you don’t generally see what you’re doing on paper, you just do it physically, and I’m thinking ‘Well do you know what? Everyone is a teacher’ and it’s just a different angle of looking at things. (Nursery nurse, Special School R)

Support staff said that pupils did not appear to perceive them any differently to the teachers. One recounted a story about a boy in her class:

I’ve got one very loud little boy in my class and he shouts out ‘It’s your turn today [name]!’ and I say ‘Yes, [name]’s in charge today, that’s right.’ (TA/ HLTA, Special School R)

Using well trained and experienced support staff who were familiar with the children and with their needs to provide cover for PPA and absence was seen as having had a great impact by the interviewees in Special School R. The head and support staff commented that it acknowledged the fact support staff were already leading classes when supply teachers had been used in the past. It also improved the confidence of and provided greater opportunities to support staff. The nursery nurse is currently enrolled on a foundation degree.

Special school class teachers were asked about the level of consultation and support associated with arrangements for PPA time. As was the case in primary schools, teachers gave a mixed response in terms of the perceived level of consultation over arrangements (31 per cent agreed they had been involved in discussions and 36 per cent disagreed), but most (71 per cent) said there was someone more senior they could talk to if they had concerns. Table 8.29 shows the details.

Floating teachers were similar to class teachers in their responses, in being more likely to agree that they had someone they could speak to if they had concerns about arrangements (25 out of 35 respondents) than to agree that they had been involved in discussions (15 out of 35).

Table 8.29: Special school class teachers: Level of consultation and support over PPA arrangements

	Strongly agree (%)	Agree (%)	Neither agree nor disagree (%)	Disagree (%)	Strongly disagree (%)	Not stated (%)
Since the introduction of PPA time I have been involved in discussions about arrangements for PPA time and the way they have changed	6	25	21	23	13	12
If I have concerns about the arrangements for PPA time I can speak to a more senior member of staff about them	19	52	14	4	4	7
			Weighted	208		
			Unweighted	208		

Based on all special school class teachers
Source: Primary/special class teachers survey

8.4.5 Monitoring of PPA time

The majority of **special school headteachers** (75 per cent) said that they were monitoring the impact of their arrangements for PPA time, although this tended to be informal monitoring; only 24% monitored the impact formally. These figures are very similar to those in primary schools.

In the **case study schools**, the head of Special School R referred to the monitoring of classes taken by support staff. She said that she uses *'the same classroom observation for everyone whether it is PPA or not'* and that *'every single person in the school, whether they are leading or part of a team'* gets a performance management observation at least once a term. Support staff interviewed in the school also said that they were used to being observed by the headteacher at various times, including during lessons they deliver for PPA.

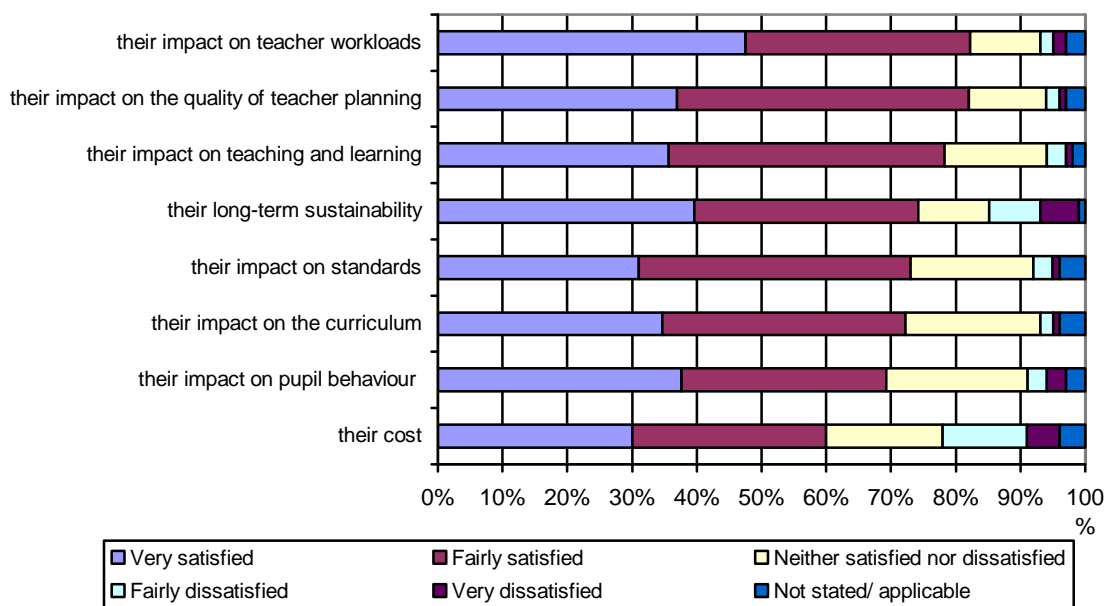
A nursery nurse who provides cover during PPA expanded on this:

The head observes us and it could be any core teacher, they might not even let you know beforehand, can come in and see how you're doing and then they'll put points on where they think I might be going wrong, or try certain aspects of, a different angle and then we'll get a written letter about how we did.)

8.4.6 Overall impact of PPA arrangements

Special school headteachers were satisfied with most aspects of their PPA arrangements, especially in relation to the impact on teacher workloads (48 per cent were very satisfied). They were less positive towards financial cost. These patterns were very similar to those found in primary schools. Findings are shown in Figure 8.12.

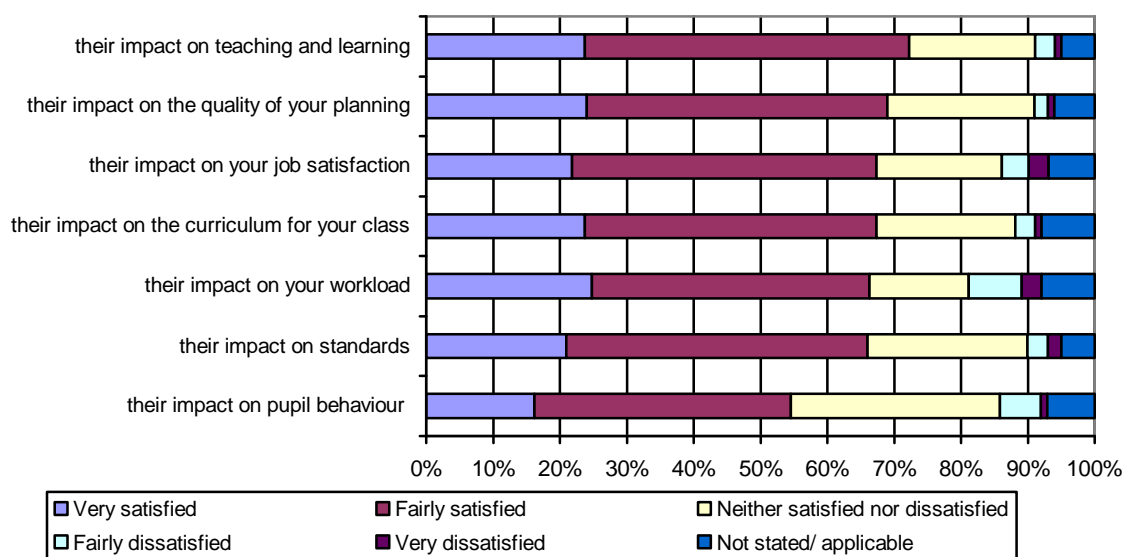
Figure 8.12: Headteachers: Satisfaction with impact of PPA arrangements



Weighted 154, unweighted 154
Based on all special school headteachers
Source: Primary/special headteachers survey

Those who became headteacher at the school before 2003 were more likely to be very satisfied than those who had become headteacher more recently; this applied to all items except financial cost, where there was no difference. In addition, male headteachers were more likely to be dissatisfied than female headteachers in relation to the impact on teaching and learning (although it was still a small minority that were dissatisfied). Those who monitored the impact of arrangements formally rather than informally were more likely to be very satisfied with all of the items.

Figure 8.13: Class teachers: Satisfaction with impact of PPA arrangements



Weighted 154, unweighted 154

Based on all special school class teachers

Source: Primary/special class teachers survey

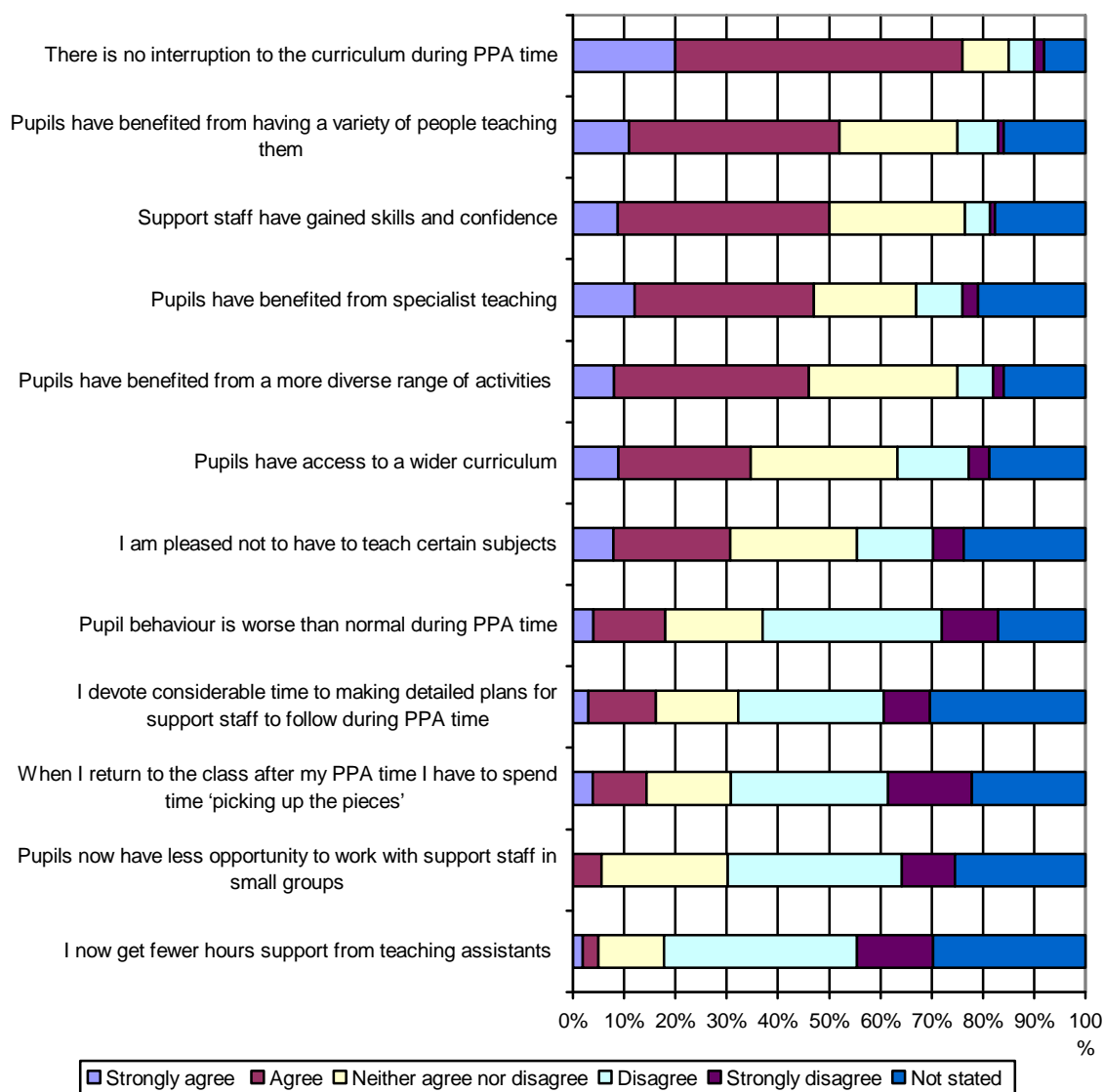
Special school class teachers expressed similar views to headteachers on the arrangements for teaching during PPA time. They too were satisfied with the impact on most aspects, although they were less satisfied than headteachers in relation to the impact on pupil behaviour and their own workload. Details are shown in Figure 8.13.

Special school class teachers were more likely to be satisfied if they undertook PPA tasks during their PPA time (as was the case for primary class teachers). Teachers who had started at the school more recently at the school (since 2003) also tended to be more satisfied with all of the items; these findings are related, as newer teachers were also more likely to do 'PPA tasks' during their PPA time.

The findings for **special school floating teachers** were very similar to those for class teachers.

Special school class teachers responding to the survey were also asked whether they agreed or disagreed with a number of statements about the outcomes of their school's arrangements for teaching classes during PPA time (Figure 8.14).

Figure 8.14: Class teachers: views about the outcomes of PPA arrangements



Weighted 154, unweighted 154

Based on all special school class teachers.

Source: Primary/special class teachers survey

Special school floating teachers were also generally positive towards the various items. Floating teachers were asked about one additional item: whether their teaching skills had developed as a result of teaching different classes during PPA time. Of the 35 respondents who had PPA time, 11 agreed and one disagreed.

Only one of the **case study schools** had had to make arrangements for teaching classes during PPA time; as explained above, Special School Q used a secondary timetable, so no special arrangements were made. In Special School R, the head and the teachers interviewed said that they believed that as a result of using support staff to take classes during PPA time and providing them with training to do this, the skills of their support staff skills had developed, and this was reflected in all their work, and so had had a positive impact on standards.

9 Cover for teacher absence

Summary

Arrangements for cover

The arrangements made to cover any teacher absence varied with the length of the absence, whether it was planned, the class to be covered, etc. In primary schools, a wide variety of arrangements were used, but the use of supply teachers was the most frequent arrangement for all types of absence. In secondary and special schools, support staff were most often used for absences of less than three days, and supply teachers for longer absences. In the case study schools, part-time and job-share teachers often provided cover on days when they were not scheduled to work. Many of the case study headteachers talked about the difficulty of finding satisfactory long-term cover, and in several schools this had been provided by the headteacher. While subject specialist teachers were not necessarily used in secondary schools, three-quarters of heads reported that their use was prioritised in exam classes.

Large primary schools, those in London and those with high FSM levels were more likely to use floating teachers for cover; these were often on the leadership scale. Similarly London and urban secondary schools were more likely to use internal teachers. All these groups made less use of support staff for cover. Case study schools in London related their decision not to use support staff for cover to the need to raise standards in challenging schools.

Over a quarter of primary headteachers and ten per cent of secondary and special school headteachers reported that in the last term they had spent more than 13 hours a term providing cover (suggesting they may cover more than 38 hours in a year). Four per cent of secondary teachers reported that they had provided cover for more than 13 hours a term; more than half had covered less than five hours. The most commonly mentioned strategies to reduce the amount of cover undertaken by teachers and headteachers were greater use of supply teachers (primary) and greater use of support staff (secondary and special).

In relation to supply teachers, more than a third of primary and special schools, but only a fifth of secondary, reported that all those used were familiar with the school. Three per cent of primary and secondary schools and 18 per cent of special schools never used supply teachers. In the case study schools, familiar supply teachers were highly regarded, but many heads expressed concerns about the use of unfamiliar supply teachers.

Support staff were used for cover in over 80 per cent of schools in each sector; they were used regularly in 55 per cent of primary schools and two-thirds of secondary and special schools. In primary schools they tended to be used mainly for absences of a day or less. For absences over three days, they were regularly used in ten per cent of primary schools and 40 per cent of secondary and special schools. A few support staff in the case study schools reported covering for more than two weeks (primary) or for as much as term of regular lessons with a particular class (secondary).

In primary and special schools, support staff generally provided cover in the class in which they normally provided classroom support. In most secondary schools, cover supervisors provided cover across the school, and did so on a regular basis (two in five indicated that this was the majority of their working hours). A majority of secondary headteachers reported that cover supervisors had been trained on the job.

Rationale for cover arrangements

A majority of heads in all sectors identified familiarity as a key factor in cover decisions; three-quarters identified wanting pupils to be taught by someone familiar with the school procedures as very important. They also wanted pupils to be taught by someone with whom they were familiar (seen as very important by over 90 per cent of special school heads), and to minimise disruption (selected by three-quarters of primary heads). Half the primary and secondary heads also identified the use of qualified teachers to provide cover as very important (even though, in secondary schools, when they were not subject specialists they generally supervised rather than taught). In case study schools in London this was the key factor operating. Cost was also important, and a few case study heads indicated that the use of support staff rather than qualified teachers was driven largely by budgetary concerns.

Class activities during cover lessons

In primary and special schools, classes were generally taught, using the teachers' lesson or weekly plans as a basis. In more than nine out of ten secondary schools, the absent teacher set work for short term absences, emailing it in if the absence was unplanned; for longer term absences, the most common arrangement was for the head of department to set work. While in theory the cover supervisors' role was to supervise, most reported that they sometimes did more than this; 30 per cent said that they regularly taught the class, delivering a complete lesson, and a further 27 per cent that they did so sometimes. When subject specialist teachers were used (whether internal or supply), they were expected to teach, but non-specialist teachers would generally supervise.

Monitoring of cover arrangements

Around three quarters of primary and special school headteachers, and a higher proportion of secondary headteachers said that they monitored the impact of their current arrangements for absence cover. One in three secondary headteachers said that they regularly monitored the extent to which different classes or pupils experienced cover lessons, with a further 52 per cent saying they sometimes did this.

Impact of cover arrangements

In comparison with the time before workforce remodelling was introduced, headteachers reported an overall increase in the use of support staff and of teachers employed wholly or mainly for the purpose of providing cover. There was also an increase in the use of supply teachers, particularly in primary and special schools. Other teachers in the school (i.e. those not employed to provide cover) were used less.

A minority of teachers said they had often been asked to cover during their PPA time (primary, eight per cent; secondary, five per cent; and special, 12 per cent); a high number said this had happened occasionally. About one in five primary and special school teachers reported that their classes had missed out on regular classroom or group support because their regular support staff were deployed to cover elsewhere.

In relation to the impact on pupils, primary teachers were the most satisfied, with four out of five saying that teaching and learning often continued as usual; 70 per cent of special school teachers gave this response, but only 42 per cent of secondary teachers. In all three sectors, less than half the headteachers said that pupil behaviour remained the same as if the regular teacher were present (44 per cent primary, 48 per cent special and 20 per cent secondary). Less than half the headteachers completing the survey agreed that in comparison with before remodelling, there was now greater continuity in teaching and learning, or that the

negative impact of teacher absence on pupil behaviour or standards had improved.

The surveys asked how satisfied respondents were with the impact of current cover arrangements on teaching and learning, pupil behaviour and standards. About three-quarters of primary and special school heads and teachers, but only around half the secondary heads, and less than half the secondary teachers, indicated that they were satisfied. Headteachers were also asked about the impact of their current arrangements in terms of cost and sustainability; the numbers indicating satisfaction were lower in each case, with less than half the secondary headteachers satisfied with the cost of their arrangements.

9.1 Introduction⁵³

'Cover' refers to 'any occasion where the teacher normally responsible for a class is absent from the class during the time they have been timetabled to teach' (WAMG, 2003). One of the aims of the National Agreement (*Raising Standards and Tackling Workload*, 2003) was to reduce the amount of cover for absent colleagues that teachers are required to carry out, because cover is not an effective use of their time.

The STPCD (2008) includes among teachers' professional duties, 'supervising and so far as practicable teaching any pupils whose teacher is not available to teach them' (para. 75.9.1), and states:

Except in the case of a teacher employed wholly or mainly for the purpose of providing such cover, no teacher may be required to provide such cover for more than 38 hours in any school year. (para. 75.9.2)

It also states that teachers must not be required to provide cover during their PPA time. It sets out a duty for headteachers:

ensuring that the duty of providing cover for absent teachers is shared equitably among all teachers in the school (including the head teacher), taking account of their teaching and other duties and of the desirability of not using a teacher at the school until all other reasonable means of providing cover have been exhausted. (para. 60.4.4)

The Guidance to the STPCD (2008) explains that there is no weekly or termly limit within the current contractual limit of 38 hours, but that headteachers should seek to ensure an even spread throughout each term. It states that school should expect to implement the objective that teachers should 'only rarely' cover from September 2009.

⁵³ ⁵³ A number of issues run through the data. These are fully discussed in Section 4.2 and are summarised at the start of each chapter.

- Conflation of remodelling and other parallel changes taking place (such as restructuring of responsibility posts) meant that responses to general questions about remodelling and its impact may have been answered with other changes in mind.
- Schools generally used multiple strategies in relation to each aspect of remodelling; thus it is difficult to assess which strategies were considered to have the greatest impacts on standards and workload.
- The categories used in guidance and policy documents, and therefore in the questionnaires used in this research, did not always appear clear-cut on the ground.
- Schools had developed a wide variety of job titles, particularly for support staff roles. These sometimes gave a false impression of the person's actual role.
- Heads who had been appointed since remodelling were less likely to say it had been fully implemented or had had a positive impact.
- Heads were consistently more positive about what was happening in their schools than were teachers.

In order to achieve this, schools have had to find new ways to managing cover. The National Agreement (2003) proposed that schools should have a range of options for providing cover, including supply teachers, HLTAs, cover supervisors and floating teachers. Supply teachers should, as far as possible, be used to teach, rather than for supervision. HLTAs can cover classes and should be able to ensure that pupils progress in their learning, using their knowledge of the learning outcomes planned by the class teacher. Cover supervision involves supervising classes during short-term teacher absences when no active teaching is taking place and pupils have been set work (WAMG, 2003).

The main source of evidence about how much cover teachers undertake comes from the *Teachers' Workload Diary Surveys* (OME, 2004-8). However, these have limitations; they offer an average figure for the amount of cover provided during the survey week (whereas the amount of cover provided may not be consistent over the full year. This has consistently been less than one hour, suggesting an average of less than 38 hours per year. But these figures tell us nothing about the spread of the responses, and how many teachers may in fact have provided more than 38 hours cover. Neither do they contain information about how much of the cover is done by teachers who are employed wholly or mainly to provide cover (who are exempt from the 38 hour limit and who would be expected to provide cover well in excess of that figure). There has also been a change in the categories used in the surveys; up to 2006 time spent '*covering absent teachers' lesson within timetabled day*' was recorded. From 2007 this has been divided into '*non-regular teaching during cover for absent colleague within school's timetabled day*', and '*covering for absent colleague when cover takes the form of supervising pre-set work*'. Table 9.1 shows both these figures, and the total cover for comparison with previous years.

Table 9.1: Time spent on cover for absent colleagues: 2004-2009

		2004	2005	2006	2007 total teach/supervise	2008 total teach/supervise
Primary	head	1.0	0.8	0.6	0.9 0.7/0.2	0.7 0.6/0.1
	deputy	0.3	0.3	0.6	0.5 0.4/0.1	0.5 0.2/0.1
	classroom teacher	0.1	0.1	0.2	0.2 0.2/-	0.3 0.2/0.1
Secondary	head	0.4	0.6	0.5	0.4 0.3/0.1	0.2 0.1/0.1
	deputy	0.7	0.7	0.6	0.8 0.5/0.3	0.5 0.2/0.3
	head of department	0.8	0.7	0.6	0.6 0.2/ 0.4	0.6 0.4/0.2
	classroom teacher	0.7	0.7	0.5	0.6 0.3/0.3	0.6 0.2/0.4
Special	classroom teacher	0.5	0.2	0.4	0.4 0.3/0.1	0.5 0.4/0.1

Source: OME 2004 - 2008

Note: For 2007 and 2008, cover data has been divided into 'non-regular teaching during cover for absent colleague within school's timetabled day', and 'covering for absent colleague when cover takes the form of supervising pre-set work'. It is recognised that due to rounding to the nearest 0.1, adding these two figures together may introduce some inaccuracy in the total figure.

It shows that in primary schools, deputy heads and classroom teachers were providing more cover in 2008 than they had in 2004, and in both primary and special schools, cover more often takes the form of teaching than of supervising pre-set work. Primary headteachers provide more cover than deputy heads or classroom teachers. The secondary school data show a slight decrease in time spent covering; if the same amount of cover were provided in every week, then this would equate to a decrease of between four and eight hours per year. The data suggest that in secondary schools, cover provided by teachers is as likely to be supervision as it is to be teaching.

Another source of data about cover is the NASUWT *Workload Audit* (2008). This reported that a quarter of primary and nine in ten secondary respondents were routinely required to provide cover. Two-thirds of those in secondary schools did so on a weekly basis. Of those who were required to provide cover, nine per cent of primary and five per cent of secondary teachers estimated that they provided more than 38 hours in an academic year (i.e. two per cent of all primary teachers and five per cent of all secondary teachers). A majority of schools in both sectors employed support staff to cover for teacher absences (85 per cent of secondary and 66 per cent of primary schools).

This chapter explores how absence was covered in the survey and case study schools. It is in three sections, focusing on cover in primary, secondary and special schools. Each of these sections reviews arrangements for cover for different types of absence; the different groups of staff who provide cover; the rationale for the arrangements; what classes actually do during cover lessons; monitoring of cover arrangements; and finally the impact of, and satisfaction with, the current arrangements (in comparison with those that were in place before 2004).

9.2 Primary Schools

Key points

- Headteachers reported that cover for an unexpected absence was regularly provided by supply teachers (66 per cent of primary schools), teachers (almost entirely headteachers, floating teachers and leadership team members) (40 per cent) and support staff (37 per cent). Findings from class teachers were similar, but estimated a lower use of headteachers. Arrangements were very similar for absences up to three days and planned absences; the most frequent arrangement in both cases was to use supply teachers. After three days, over 90 per cent of schools reported using supply teachers, though one in five used floating teachers and headteachers, and one in ten used support staff.
- Both support staff who led learning and support staff who supervised pupils were used; the latter were used mainly in the first few hours of an unexpected absence, and less often for a day or longer.
- Supply teachers used were normally familiar with the school; two in five schools reported that *only* familiar supply teachers were used. Larger schools, and those with higher levels of FSM, more often reported using unfamiliar supply teachers.
- Floating teachers employed to undertake cover as part of their work were more often found in larger schools and those with high FSM eligibility.
- A quarter of primary headteachers reported providing 13 or more hours cover in the last term (which would translate into more than 38 hours in a year), while a fifth had provided no cover. In the case study schools, one head had covered for long-term absence, while another covered for planned absences.
- Teachers other than floating teachers and heads rarely if ever provided cover.
- Among support staff, both TAs and HLTAs provided cover, though HLTAs did so more frequently. In three per cent of schools, members of support staff had been responsible for a class for more than three days, and in the case study schools, some had done this for periods of several weeks.
- The main rationale for arrangements was that those providing cover should be familiar with the school and the pupils; however, in different schools this rationale had resulted in different arrangements.
- Normally classes continued to work on activities the teachers had planned, with the person covering referring to short-term or medium-term plans. Although some support staff said they had supervised while pupils undertook set work, this was not the norm, and was generally acknowledged to be impossible with primary aged children.
- Only a quarter of headteachers kept records of cover provided. Three-quarters said they monitored the impact of arrangements, in most cases informally.
- The majority of headteachers and teachers were satisfied with the impact of cover arrangements on pupil behaviour, teaching and learning and standards. Those in schools with high FSM eligibility were very much less satisfied. Just over half of headteachers were satisfied with the impact in terms of cost.

9.2.1 Arrangements for cover in primary schools

In the surveys and case studies we attempted to explore the complexity of the cover arrangements in place. Thus **primary headteachers, class teachers** and **floating teachers** were asked about the immediate arrangements used for providing cover for unexpected teacher absence, and about the arrangements used for the following types of absences:

- a short-term unplanned absence up to one day (after the immediate arrangements);
- a short-term unplanned absence up to three days;
- a short-term planned absence (e.g. for CPD);
- a longer absence (after the first three days).

As this chapter will show, a very wide range of arrangements were in place. Even within the smallest schools, many different arrangements were used. For example, in the smallest case study primary school, Primary F, with just four classes, the immediate arrangement to cover the class might be a supply teacher, an HLTA, or the headteacher. HLTAs covered for no more than a day in this school, so for longer absences supply teachers or the headteacher were used. In some of the larger schools, arrangements were more complex, with floating teachers also regularly used.

As we will show, arrangements varied not only with the length of the absence, but with the day of the week; the time at which the head was notified of the absence; the number of other teachers absent; the age of the pupils; the timetable of the floating teacher or member of support staff who might provide cover; and so on. In several of the schools, the arrangements in place when the headteacher completed the questionnaire had been changed by the time of the case study visit.

This section presents data about the range of arrangements used for different types of absence.

Immediate arrangements for unexpected absence

Firstly looking at immediate arrangements for providing cover for unexpected teacher absence, **primary headteachers** reported a range of strategies (Table 9.2).

The arrangement that **headteachers** reported was most likely to be used regularly was a supply teacher (66 per cent), while the least frequent was the use of a teacher timetabled to have PPA time.

Looking in particular at the use of floating teachers, this differed with school size, with small schools more likely never to use floating teachers for this type of cover (70 per cent of small schools never use floating teachers compared with 29 per cent of large schools). Additionally there was variation by region, with schools outside London more likely never to use floating teachers (49 per cent of schools outside London compared with 16 per cent of those in London).

Table 9.2: Primary headteachers and primary class teachers: Immediate cover arrangements for unexpected absence

Cover would be provided by...	Regularly used		Used occasionally or only in certain classes		Never used		Not stated		
	Head-teacher (%)	Class teacher (%)	Head-teacher (%)	Class teacher (%)	Head-teacher (%)	Class teacher (%)	Head-teacher (%)	Class teacher (%)	
INTERNAL TEACHERS									
Headteacher	29	9	53	36	10	37	8	19	
Floating teacher	11	11	27	26	45	40	18	22	
Another member of the leadership team	8	5	32	27	44	45	16	23	
Teacher timetabled to have PPA time	1	3	18	21	64	54	17	22	
Teacher timetabled to have other non-contact time	1	2	32	27	49	47	18	23	
SUPPLY TEACHERS									
Supply teacher	66	61	25	24	4	7	5	9	
SUPPORT STAFF									
Support staff who will teach pupils (e.g. an HLTA)	24	23	28	25	36	33	12	19	
Support staff who supervise pupils doing set work (e.g. cover supervisor)	20	17	35	32	32	30	13	21	
Teaching assistant	13	20	40	30	34	32	13	16	
Nursery nurse	7	4	18	7	58	66	18	23	
PUPIL GROUPS REARRANGED									
Two classes taught together	1	3	28	29	55	46	16	21	
Pupils would be distributed to other classes	3	7	37	31	47	42	14	21	
	Weighted	867	1481	867	1481	867	1481	867	1481
	Unweighted	867	1481	867	1481	867	1481	867	1481

Based on all primary headteachers/all primary class teachers
Source: Primary/special headteachers/class teachers surveys

Primary class teachers were asked if they were unexpectedly absent (e.g. if they rang in sick), what would normally happen to *their class*. Their responses (also shown in Table 9.2) were generally very similar to those of headteachers. Again, the regular arrangement most frequently mentioned was supply teachers, and the least frequent teachers timetabled to have PPA time. However, class teachers were much less likely to say that the headteacher was frequently used for immediate cover (nine per cent compared with 29 per cent of headteachers). Looking in particular at the use of floating teachers, class teachers' responses were very similar to those of headteachers, and reports of their use similarly differed by size of school and region.

Floating primary teachers were also asked who would provide cover if they were unexpectedly absent. This is of course a different question from those asked of either headteachers or class teachers; responses must depend on the precise nature of the floating teacher's work (e.g. taking classes, groups, individuals). The proportion who said another floating teacher would be used was in line with the comparable figures for class

teachers and headteachers. However, floating teachers reported less use of the headteacher than their class teacher colleagues: around one half (52 per cent) said the headteacher would never be used to cover their own absence (compared with only 10 per cent of class teachers). Full details can be seen in Table 9.3.

Table 9.3: Primary floating teachers: Immediate cover arrangements for unexpected absence

Cover for classes or groups I was timetabled to teach would be provided by ...	Regularly used (%)	Used occasionally or only in certain classes (%)	Never used (%)	Not stated (%)
INTERNAL TEACHERS				
Another floating teacher	14	30	35	22
The headteacher	3	20	52	28
SUPPORT STAFF				
	24	29	28	20
SUPPLY TEACHER				
	35	29	14	22
OTHER CONSEQUENCES				
Teachers would not be able to take their PPA time	14	29	39	20
Groups that I was due to teach would be cancelled	23	21	31	24
Other	6	5	4	85
	Unweighted		185	

Based on all primary floating teachers
Source: Primary/special floating teachers survey

Floating teachers' responses also drew attention to the fact that in some cases, if they were not available, they would not be replaced; the groups that they were timetabled to teach would be cancelled, or the teachers they should have been releasing to have PPA time had to miss their PPA.

Table 9.4 combines the arrangements into the use of three 'cover' groups: support staff, supply teachers and internal teachers. It displays how often these were *regularly* and *ever* used, as reported by primary headteachers, class teachers and floating teachers. It should be remembered that headteachers were asked about arrangements in general, whereas class and floating teachers were asked about arrangements when they themselves were absent.

Table 9.4: Primary headteachers, primary class teachers and primary floating teachers: Cover groups used in immediate arrangements for unexpected absence

Staff Type	Regularly used			Ever used			
	Head-teacher (%)	Class Teacher (%)	Floating Teachers (%)	Head-teacher (%)	Class Teacher (%)	Floating Teachers (%)	
Internal teachers	40	23	15	92	74	57	
Supply teachers	66	61	35	91	85	64	
Support staff	37	37	23	81	73	52	
	Weighted	867	1481	-	867	1481	-
	Unweighted	867	1481	185	867	1481	185

Based on all primary headteachers/all primary class teachers/ all primary floating teachers
Source: Primary/special headteachers/class teachers/floating teachers surveys

Table 9.4 shows that, according to **primary headteachers**, supply teachers were more likely to be used *regularly* (66 per cent) than the other 'arrangement' groups. Additional analysis also shows that 30 per cent of headteachers said that this was the *only* type of arrangement regularly used. Both the supply teacher cover group and the internal teacher cover group were reported as *ever* being used by nine in ten primary headteachers (91 and 92 per cent respectively), with the support staff group reported *ever* being used by eight in ten primary headteachers (81 per cent). Looking at the sub-group variations for these findings amongst **primary headteachers**:

- Those who had joined the school since 2003 were more likely to have *regularly* used support staff (42 per cent) than those who joined before 2003 (33 per cent). Similarly, headteachers who had been in their role since 2006 were more likely *ever* to use support staff, as well as supply teachers and internal teachers, than those who joined prior to 2003.
- Those in small schools were more likely to have *regularly* used internal teachers (52 per cent decreasing to 30 per cent in large schools). Additionally, headteachers in small schools were more likely to *ever* use internal teachers than those in large schools (95 versus 90 per cent of large schools).
- Headteachers who, in a later question, indicated that they thought that 'it is important for pupils to be taught by qualified teachers' were more likely to *ever* use supply teachers (96 versus 77 per cent of those who do not think it is important) and internal teachers (93 versus 85 per cent of those who do not think it is important), but less likely to *ever* use support staff (79 versus 93 per cent of those who do not think it is important).

Turning now to the **primary class teachers**, they reported the same level of *regular* use of the support staff cover arrangement 'group' as headteachers (37 per cent). However, they reported slightly lower *regular* use of the supply teacher group (61 versus 66 per cent of headteachers) and much lower *regular* use of the internal teacher group (23 versus 40 per cent of headteachers). These lower figures are likely to be largely due to the difference in perceived use of the headteacher amongst class teachers (as discussed above). There were no notable sub-group differences apparent.

Arrangements for different types of absence

Primary headteachers and **class teachers** were then asked about the regular arrangements for longer-term and planned absence shown in Table 9.5. Responses from headteachers and class teachers were very similar. As noted previously, headteachers were more likely to indicate that they themselves regularly provided cover than class teachers indicated was the case. Headteachers were also more often specific about the role of the support staff (to teach or to supervise), whereas teachers more often selected 'teaching assistant'.

The main pattern shown in Table 9.5 is an increase in the use of supply teachers for longer absences. For example 64 per cent of headteachers said that supply teachers were used regularly for a short-term unplanned absence of up to one day, but this figure increased to 92 per cent for a longer absence of more than three days.

Table 9.5 Primary headteachers and primary class teachers: Regular cover arrangements for different types of absence

	A short-term unplanned absence for up to a day		A short-term unplanned absence up to three days		A short-term planned absence (e.g. for CPD)		A longer absence (after the first three days)	
	Head-teacher (%)	Class teacher (%)	Head-teacher (%)	Class teacher (%)	Head-teacher (%)	Class teacher (%)	Head-teacher (%)	Class teacher (%)
INTERNAL TEACHERS								
Headteacher	38	19	26	11	26	11	11	7
Floating teacher	13	17	11	13	12	14	8	12
Another member of the leadership team	11	11	7	7	8	7	5	5
Teacher timetabled to have other non-contact time	4	4	2	3	2	3	*	1
Teacher timetabled to have PPA time	3	5	2	3	1	2	*	1
SUPPLY TEACHERS								
Supply teacher	64	63	84	81	78	78	92	88
SUPPORT STAFF								
Support staff who will teach pupils (e.g. an HLTA)	27	25	17	18	22	20	6	10
Support staff who supervise pupils doing set work (e.g. a cover supervisor)	15	10	6	6	11	6	2	3
Teaching assistant	11	20	6	12	8	14	2	6
Nursery nurse	2	3	1	2	2	2	*	1
PUPIL GROUPS REARRANGED								
Pupils would be distributed to other classes	7	11	2	5	2	4	1	2
Two classes would be taught together	3	6	1	3	2	3	1	1
Other	2	2	1	2	8	1	1	1
Not stated/Invalid	2	5	*	5	4	6	4	6
Weighted	867	1481	867	1481	867	1481	867	1481
Unweighted	867	1481	867	1481	867	1481	867	1481

Based on all primary headteachers
Source: Primary/special headteachers survey

Looking in particular at the use of floating teachers to provide cover and sub group differences, across all absence types this differed with size of school and with region. Small schools were more likely than large schools never to use floating teachers to provide cover for all absence types, as were schools outside London compared with those in London.

Primary floating teachers were also asked about regular arrangements for longer-term and planned absence. Their reports of the use of another floating teacher, the headteacher and a member of support staff were broadly in line with those given by primary class teachers. However, they reported less use of supply teachers (possibly because supply teachers are more often used to replace class teachers than floating teachers), with 47 per cent reporting

they are used for a short-term unplanned absence of up to a day; 58 per cent for a short-term unplanned absence up to three days; 56 per cent for a short-term planned absence up to three days; and 67 per cent for a longer absence of more than three days. Despite their lower figures, they did however still show an increase in the use of supply teachers as the length of the absence increased.

Table 9.6 combines the arrangements into the same three 'cover' groups: support staff, supply teachers and internal teachers (as used for immediate arrangements). It displays how often these were regularly used and how often they were the most frequent arrangement, as reported by primary headteachers, class teachers and floating teachers. The findings confirm the increasing regular use of supply teachers for longer term absences, and show that supply teachers were the most frequent arrangement used in *all* types of absence. The findings also show that the regular use of internal teachers decreases with the length of absence.

Table 9.6: Primary headteachers, class teachers and floating teachers: Cover groups used for different types of absence

	Most frequent arrangement			All arrangements that were used regularly			
	Head-teacher (%)	Class Teacher (%)	Floating Teachers (%)	Head-teacher (%)	Class Teacher (%)	Floating Teachers (%)	
A short-term unplanned absence up to one day							
Internal teachers	30	21	14	54	44	32	
Supply teachers	44	46	28	64	63	47	
Support staff	20	23	17	44	46	35	
A short-term unplanned absence up to three days							
Internal teachers	18	13	6	39	30	22	
Supply teachers	66	64	47	84	81	58	
Support staff	11	15	9	25	30	23	
A short-term planned absence (e.g. for CPD)							
Internal teachers	19	13	7	40	31	22	
Supply teachers	60	63	45	78	78	56	
Support staff	16	16	12	34	34	24	
A longer absence (after the first three days)							
Internal teachers	8	8	6	20	21	19	
Supply teachers	85	80	60	92	88	67	
Support staff	2	5	6	10	16	19	
	Weighted	867	1481	-	867	1481	-
	Unweighted	867	1481	185	867	1481	185

Based on all primary headteachers/all primary class teachers/ all primary floating teachers
Source: Primary/special headteachers/class teachers/floating teachers surveys

The sub group differences varied between the headteachers and the class teachers. The main sub group difference that emerged from the headteachers across these four absence types was the use of support staff. In line with the immediate arrangements for unexpected absence, headteachers who had joined the school more recently (since 2003) were more likely to regularly use support staff for a short unplanned absence, for a short-term planned

absence and a longer absence (after the first three days). However, looking at class teachers, the following sub-group differences were apparent:

- Across the four absence types, the use of supply teachers was higher in schools outside London than those in London.
- Class teachers of Key Stage 2 classes were more likely than class teachers of Key Stage 1 classes to report the use of internal teachers for a short-term unplanned absence of up to three days and a longer term absence. Additionally class teachers of Key Stage 2 classes were more likely than both class teachers of Key Stage 1 classes and Foundation Stage classes to report the use of internal teachers for a planned absence.

The **case study primary schools** used a range of strategies for cover. As was the case with PPA arrangements, those in place at the time of the case study visit were in some cases quite different from those reported on the questionnaire. One of the difficulties in interviewing was that interviewees used the term 'cover' to mean any time when a class was taken by someone other than the class teacher, whether for a timetabled period such as PPA when the teacher was not meant to be present, or for planned or unplanned absences. Often it was not entirely clear which context was being referred to, or they switched from absence cover to '*PPA cover*' in the course of an utterance.

Most of the schools used support staff or supply teachers to cover short absences (up to three days) and supply teachers for absences over three days. Five also used leadership team members or floating teachers.

Two of the case study schools indicated in the survey that they did not use support staff to provide cover. In Primary D, a small school, cover was provided by local and familiar supply teachers or the headteacher, and occasionally, two classes were taught together; the head explained that very occasionally the deputy had said that she would '*have these two youngest classes together for part of the afternoon while the teacher needs to go and do something else.*'

The other school that indicated on the questionnaire that support staff were not used was Primary E (inner urban and with high free school meals). When the questionnaire was filled in, the school had a deputy head without a class, and she provided the majority of the cover; the head regarded this as ideal, because not only did it ensure that the class were taught by an experienced teacher; it also offered a way of monitoring what was going on in the different classes. The headteacher's preference for using qualified teachers related to her concern about standards in a school with '*a lot of challenges to face*', which could not afford to let its standards '*drop for one minute*'. At the time of the case study visit, support staff only provided cover in an emergency and only for up to one day. One of the TAs explained that she had covered only when the class teacher was sick and had to go home early, or if the teacher arrived late, in which case the TA did the register. The head preferred to use teachers who were familiar with the pupils and school procedures; however, she had stated on the questionnaire that supply teachers used were '*mainly unfamiliar*', as is often the case in inner-urban schools.

Five out of eight schools indicated on the questionnaire that teaching staff were ever used, including Primary D and E discussed above. The headteachers of Primary B and Primary F also indicated that they themselves sometimes covered. In Primary G, the head indicated on the questionnaire that a floating teacher was used. In interviews, it appeared that the large size of this school gave it greater staffing flexibility than some of the other schools, in that there were teachers who did not have full-time class responsibilities.

Several headteachers referred to longer absences as being particularly challenging. The head of Primary P said, '*We always have trouble here covering long-term,*' due to the difficulty of recruiting good quality supply teachers.

9.2.2 Different groups that provide cover in primary schools

This section provides further information about the different groups who provided cover: supply teachers, floating teachers, other internal teachers and support staff.

Supply teachers

Primary headteachers were asked how familiar the *supply teachers used* were with the school and the pupils. Around one half (54 per cent) reported that when supply teachers were used, they were mainly supply teachers who were familiar with the school and the pupils, and a further 37 per cent reported that all supply teachers were familiar with the school and regularly work there. Only five per cent reported that the supply teachers used were mainly unfamiliar, and three per cent said that supply teachers were never used.

The familiarity of supply teachers used varied with the size of the school: small schools were the most likely to report using all familiar supply teachers (54 per cent) through to large schools who were the least likely (26 per cent). Conversely, large schools were most likely to report using mainly familiar supply teachers with some unfamiliar (63 per cent), through to small schools who were the least likely (41 per cent).

Schools with a high proportion of pupils eligible for FSM were less likely than those with lower proportions to use only familiar supply teachers (21 per cent high FSM, 46 per cent low FSM), and more likely to use mainly unfamiliar supply teachers (eight per cent high FSM, one per cent low FSM).

Similarly, schools in London were less likely to use only familiar supply teachers (only ten per cent did so, compared with 40 per cent outside London) and were more likely mainly to use unfamiliar supply teachers; these differences are apparent even if we control for FSM eligibility (i.e. schools with low FSM in London are less likely to use familiar supply teachers than similar schools outside London).

While all the **case study schools** used supply teachers extensively, and particularly for absences over three days, their views varied enormously depending on the context and the familiarity of the supply teachers available.

The head of Primary D explained that the supply teachers were '*well known to the school and have been doing it for a long time*'. In the questionnaire, she noted that they '*cultivate*' regular supply teachers, who would come at short notice, '*e.g. by rewarding them with more planned absence time*'. Teachers in the school explained, '*We have preferences in the supply team we have, so we usually have the same one for the same class,*' and that '*they get to know us*'. One said the school was '*very fortunate*' in terms of the quality of supply teachers they got, and related this to being in '*a village school and village location. You tend to get to know them. They sort of do it for years*'. Consequently the teachers were happy with cover arrangements because of the familiarity of the supply staff with the school: '*You know they're in safe hands and you know the work will be done and the objectives will be covered.*'

In this school, we interviewed a supply teacher who regularly took classes for music during PPA time, and was also used to provide cover, generally for planned absences. Because she was also a parent with a child in the school, providing cover was convenient both for her and the school. She explained how she was also used for unplanned absences:

I have had a phone call as I walk across the playground, saying, 'Can you do supply today?' when I'm dropping [my child] off. They know I'm coming in, and if I can I will, because it's all going in the bank, after all. It is very useful for the school to know that there is someone here, and someone who, because I know the school – and I mean we do have regular supply teachers and some of them are the same – they just fit in and are flexible but the fact that I'm on the doorstep and I'm coming in anyway, they can pretty much guarantee that I'm around.

She echoed the teachers' and the head's comments about the benefits of being familiar with the school.

Similarly, School F, in a small village, was able to use local and familiar supply teachers. The head said:

Well we've got our regular list of people we use. ... Might even be people who have taught here and then gone somewhere else ... We had somebody last term who was here for two terms temporary and she's now gone on the supply list, so we call her in. They're people that are known to the children. I wouldn't really want people that they didn't know unless we knew something of them.

In contrast, the head of Primary C (another village school) expressed a number of concerns about supply teachers; however, this school had not built up a list of familiar supplies, but relied on agencies. She explained that there were issues in terms of quality, *'particularly in Key Stage 1, [supply teachers] bring in work sheets ... and you go in and they're colouring, there's no actual learning going on'*. This was echoed by support staff. The TA said, *'over the years we've had many supply teachers who do nothing'*. The head said that using supply teachers is *'actually more hassle than it's worth'* and that *'their heart isn't in it'*. The rural location of the school also caused problems, because of the time it took for supply teachers to get to the school once a member of staff had called in sick. Sometimes it could be mid-morning before the supply teacher arrived, which meant the TA *'ends up actually doing supply'*. The head also raised the crucial issue of money; she said that to use supply teachers *'we're paying nearly two hundred more pounds and it's more expensive'* than using TAs.

In Primary E, an inner-urban school where the head preferred to use supply teachers rather than support staff, teachers noted that even in London, it is not always easy to get supply teachers to undertake cover; one commented, *'I think a lot of supply teachers are almost afraid to come into a first year or a Year 6 year as well. If you ring up for supply you don't have many teachers wanting to do Year 6.'* They also noted that it was difficult to get supply teachers around Christmas: *'A lot of our supplies are Australian and they'd gone home for Christmas.'*

Floating teachers

Primary headteachers were asked whether they employed one or more teachers who were expected, as part of their regular work, to provide cover when necessary. Three in ten (28 per cent) headteachers said that they did. Employment of this type of teacher was highest in large schools (38 per cent decreasing to 15 per cent in small schools), those with high eligibility for FSM (42 per cent decreasing to 22 per cent in schools with low FSM) and those in London (54 per cent in London decreasing to 25 per cent outside of London). Variation was also found by the time a headteacher had been in their school and their role; however, these differences are most likely to be linked to the findings relating to school size.

Obviously some of the floating teachers who responded to our survey would have been among this group; however, not all floating teachers are employed to provide cover. In the survey, we asked **primary floating teachers** about the nature of their regular work, and just 14 per cent said that providing cover for absence was part of their regular work, and a further 37 per cent indicated that they sometimes provided cover. Those who provided cover were more likely to be on the leadership scale and to teach groups as their regular work (rather than to teach a specific subject or teach classes while teachers had PPA time).

Floating teachers were directly asked how many days worth of cover they had provided in the last term. Two-fifths (38 per cent) reported that they have provided fewer than ten days' cover for teacher absence in the last term, five per cent reported that they provided ten up to 20 days, with a further four per cent providing 20 or more days. Two-fifths (39 per cent) said they had not provided any cover in the last term for teacher absence. Of those who had said that providing cover was part of their regular work, 38 per cent had provided more than ten days cover in the last term, whereas of those who said they occasionally provided cover, only 12 per cent had provided more than ten days cover.

Floating teachers were also asked how often they had provided cover in different circumstances, and details of their responses are shown in Table 9.6.

Table 9.7: Primary floating teachers: Frequency of providing cover in different circumstances

	Normally (%)	Normally but not if it was my PPA time (%)	Sometimes (%)	Occasionally (%)	Never (%)	Not stated (%)
First few hours of unexpected absence	16	6	29	23	22	4
Short-term unplanned absence up to three days (after the immediate arrangements described above)	9	1	24	15	49	2
Short-term planned absence (e.g. for CPD)	10	1	23	20	43	3
A longer absence (after the first three days)	3	2	12	12	64	7
	Unweighted		185			

Based on all primary floating teachers
Source: Primary/special floating teachers survey

Of the four types of absence asked about, floating teachers were most likely to have provided cover for the first few hours of unexpected absence (73 per cent) on at least one occasion, and were least likely to say they had provided cover for a longer absence (64 per cent said they had never done so). Floating teachers were asked whether cover was part of their regular work; those who said it was were much more likely to say they provided cover in each circumstance (39 per cent normally provided cover in the first few hours; 31 per cent for absences up to three days, 46 per cent for planned absences and 12 per cent for longer absences).

Other internal teachers

Primary headteachers were asked how many hours cover they have undertaken in the last term. Around one fifth (21 per cent) of headteachers reported that they had not provided any cover, 13 per cent reported that they had provided one to four hours, ten per cent reported five to eight hours, and 17 per cent reported nine to 12 hours. Twenty seven per cent reported that they had covered 13 or more hours during the last term (which, if every term were the same, would translate into more than 38 hours a year).

In the **case study schools**, the headteachers of the smaller schools tended to report undertaking more cover; the head of Primary F said she had done 16 hours in the last term. This was the smallest case study primary school; the head explained that this year she was only timetabled to teach one morning a week, and so she argued, *'I've got more time to go round and cover people if they need it.'* The head of Primary D (who said she covered mainly for planned absences) had done 29 hours cover in the last term. She explained that when she had first taken up her post, she used to do more cover, but this had had negative consequences in terms of her main work (for example, when she had to cancel appointments), and so she now tended to cover more of the planned absences:

It's much better if I plan ahead, you know, a teacher's going on a course in a month's time, and so I book myself in to teach her class for a day, and it means I really get to know that class and work with that class and it has all sorts of benefits. So I'm really glad I do that.

On average she said this meant she took classes for one or two days a week.

The head of Primary P told us that she had undertaken substantial periods of long-term cover, because it was so difficult to recruit good quality supply teachers for longer absences. She reported a recent episode when her deputy was on maternity leave, and she covered most of her teaching because of the poor quality of the supply teacher:

[He] came over well initially and then caused me a lot of stress with shouting ... he was playing football all day... So in the end I was teaching full time apart from two mornings a week when my SENCO covered, from the end of January until half term, which was my choice and worked much better for the school, and stopped me having so much stress wondering what on earth was going on in there.

She expected to cover again for six weeks when one of her staff had an operation; she said, *'I think to be honest I would rather cover it and know what is going on than try to employ someone who tells me they are doing one thing and I know they are not.'* But she acknowledged that her SIP *'did pick up on work life balance for me.'*

In the survey, **primary headteachers** were also asked how many hours of cover *on average* their teachers (excluding those employed specifically to provide cover) had undertaken in the last term. Some 45 per cent reported that teachers did not provide any cover. However, the other figures given are problematic; evidence from the case studies suggests that the question was misinterpreted. Some of the case study schools had reported figures of more than ten hours. When we asked headteachers about this, it transpired that they had taken the average of the hours of other teachers *who had provided cover*, rather than of all the teachers in the school. Thus in one school where the deputy, who did not have a class, had covered for two days, the figure reported was ten hours. None of the class teachers had undertaken any cover. Moreover, we should have asked the headteachers to exclude any teachers who were employed for the purpose of providing cover, since to add them in would give a false picture.

In view of the STPCD objective that teachers should rarely be asked to cover from September 2009, **primary headteachers** were asked to write in the strategies they have in place to reduce the amount of cover that they and their teachers provide. A range of strategies were mentioned, with the most common being to use supply teachers/agencies (reported by 23 per cent); nine per cent stipulated that these would be supply teachers/agencies that are familiar with the school. Seventeen per cent said that their strategy was to use support staff for cover. However, one in eight (12 per cent) said that no strategy was needed and three in ten (28 per cent) did not give an answer to this question. The headteachers who reported that no strategy was needed, or who did not give an

answer, were much more likely to have said that they did not use internal teachers as an immediate arrangement for unplanned teacher absence.

In the **case study schools**, class teachers very rarely if ever covered. The head of Primary D said, *'we try to avoid that at all costs'*. One or two of the teachers mentioned a specific occasion when they had been asked to cover briefly, but these were acknowledged to be exceptional. As explained earlier, just occasionally in Primary D two classes were taught together for a short period. Similarly in Primary C, the head said that *'one time, I phoned in sick and they had to split the class in an afternoon,'* but that this had been very unusual.

However, part-time and job-share teachers often covered on days they were not scheduled to work; presumably they were paid for this as supply teachers, though it is not clear how headteachers represented this on the questionnaire. A teacher in Primary F explained that a lot of teachers in that school are part-time; *'My job-share will cover me and I'll cover her if one of us is ill, so that provides real continuity for the children.'*

Support staff

Fifty five per cent of **primary headteachers** reported that their schools regularly made use of support staff for cover in any of the circumstances listed (immediate, up to a day, up to three days, planned absence and over three days).

Of these primary support staff who had provided cover when a teacher was unexpectedly absent in the last year, over half said their main roles was as a TA (54 per cent); a quarter had HLTA posts, and 16 per cent were LSAs. The remainder were mainly nursery nurses, and cover supervisors. Of the total, 10 per cent said they had HLTA status but not HLTA posts; thus over a third of those providing cover had HLTA status.

These support staff were then asked how frequently they had provided cover for unplanned absence. Seven in ten (69 per cent) had only provided cover for this type of absence in an emergency, while around one fifth (18 per cent) had provided it at least once a month, as shown in Table 9.8.

Table 9.8: Primary support staff: Frequency of providing cover during unplanned teacher absence

	%
a. The majority of my working hours	1
b. Several times a week	5
c. At least once a week	7
d. At least once a month	18
e. Occasionally in emergency	69
Not stated	1
NET 'Often' (a-c)	9
NET 'Occasionally' (d-e)	66
Unweighted	636

Based on support staff who had taken responsibility for a whole class during unplanned teacher absence
Source: Primary/special support staff survey

Sub-group analysis shows that:

- Support staff with HLTA status (whether or not they had an HLTA post) were more likely to provide this type of cover at least once a month (26 per cent) than those without HLTA status (mainly TAs and LSAs) (14 per cent). Conversely, those without HLTA status were more likely to provide this cover only occasionally in an emergency than those with HLTA status (74 per cent compared with 59 per cent with HLTA status).
- Support staff in schools with high eligibility for FSM were more likely to cover at least once a week or more often (28 per cent, compared with 15 per cent medium FSM, and seven per cent low FSM).
- Support staff in small schools were more likely than those in large schools to only provide this type of cover occasionally in an emergency (79 and 64 per cent respectively).
- Part-time support staff were more likely to only provide this type of cover occasionally in an emergency than full-timers (75 and 60 per cent respectively).
- Nursery nurses provided cover more often than LAs and TAs (17 per cent saying they did so once a week or more), while HLTAs and cover supervisors did so most often (41 per cent saying they did so once a week or more often).

In the **case study schools** we interviewed support staff with various job titles who provided cover: teaching assistants, HLTAs, nursery nurses, an LSA and a cover supervisor. Surprisingly, the cover supervisor in Primary G was the one who undertook cover for absence least often and only for very short periods of time (*'more if you've got a doctor's appointment'*); her main role was to provide PPA release. In this school it was the HLTAs who provided cover for absence. In most schools, those with HLTA status were far more likely to provide cover than those without. Indeed, the head of Primary B described absence cover as one of the HLTAs' *'prime duties'*.

The **survey** showed that the most frequent use of support staff, as shown on Table 9.4 and 9.6, was on the first day of absence. The WAMG *Guidance on Cover Supervision* (2003) states that cover supervision should be used only for short-term absence. For example, in a setting where a class is led by one teacher for the majority of the day, it would be inappropriate for a class to be 'supervised' for more than three consecutive days. However, there is no suggested time limit if the person taking the class is an HLTA undertaking 'specified work'; questionnaire responses suggest that this is very much the more frequent situation in primary schools. **Primary headteachers** were asked about the maximum consecutive period a member of the support staff had been in charge of a class due to teacher absence in the last academic year. Findings are shown in Table 9.9. One in three (29 per cent) reported a period of up to a day, and a further quarter (26 per cent) up to half a day. If we consider only those that reported that they regularly used support staff in any of the circumstances listed in the previous section, 22 per cent had used support staff for one to three days, and five per cent for more than three days.

Headteachers in small schools were less likely to indicate that they used support staff for longer periods of time: nine per cent of headteachers in small schools reported using support staff for more than a day rising to 17 per cent in large schools.

Table 9.9: Primary class teachers: Maximum consecutive period a member of support staff has been in charge of a class during teacher absence (primary headteachers)/in charge of my class

	Headteachers (%)	Class teachers (%)
Up to an hour	13	18
Up to half a day	26	18
Up to a day	29	20
Up to three days	13	9
More than three days	3	3
Support staff never take charge of classes (Headteacher)/Support staff never take charge of my classes when I am absent (Class teacher)	13	17
I have never been absent (Class teacher only)	N/A	12
Not stated	4	4
NET – TOTAL Up to a day	68	56
NET – TOTAL Longer than a day	16	12
	Weighted	867
	Unweighted	867
		1481

Based on all primary headteachers/all primary class teachers
Source: Primary/special headteachers/class teachers surveys

Primary class teachers were also asked about the maximum period a member of support staff had been in charge of one of their classes when they had been absent in the last academic year. Their responses are also shown in Table 9.9. One fifth (20 per cent) of class teachers reported a period of up to a day, and similar proportions reported periods of up to half a day and up to an hour (both 18 per cent). These findings vary a little when compared with those observed amongst headteachers: class teachers reported slightly lower overall levels of maximum periods for the combined figures of up to a day and longer than a day. However, these comparisons should be treated with caution, as primary class teachers were asked about cover for their own absence, and some may not have been absent for more than one day.

In the **case study schools**, support staff generally covered absences of less than three days. However, we heard about some instances when they had provided cover for very much longer. For example, in Primary C, a teacher told us that a TA had taken her class for two weeks while she was sick. We also interviewed the TA; both acknowledged that this was not an ideal situation. The TA said:

It was quite stressful. Once we had got the teacher's planning, and I was given not her daily planning, just the term plan, I had to work from there. I did ring her up. I would do the best I could, and there were resources and you had to use the resources.

She was assisted some days by a student teacher, and parents also offered help. The teacher involved said that having her class covered in this way had impacted on her pupils, because *'I don't think a TA can implement things how a teacher does'*. The head said that this happens only if they *'can't get a decent supply'*, and only in Key Stage 1, never in Key Stage 2.

The nursery nurse in Primary A said she had covered for even longer:

I think part of the job is to be flexible so obviously if somebody was off sick ,and it may well be an extended period of sickness, then I would cover for however long they were off for, which I think we feel is better for the children, because I know the children and it's sort of easier for me to slot in and pick up the reins than for somebody who works outside Foundation to come in and try and adjust. So I have done that in the past, and for a half term I've covered for a teacher following an operation.

Primary support staff were asked how many hours in the last week they had spent providing cover when a teacher was absent. One third (33 per cent) reported that they had not provided any hours cover in the last week, 36 per cent reported one to five hours, 12 per cent reported six to ten hours and six per cent reported 11 or more hours. Part time support staff were more likely to have not provided any hours cover in the last week than full timers (37 per cent of part timers reported no hours compared to 24 per cent of full timers). A higher proportion of HLTAs, cover supervisors and nursery nurses had undertaken cover in the last week than had TAs and LSAs, and those who had done so generally reported higher numbers of hours.

They were then asked about the classes in which they had provided cover when a teacher had been unexpectedly absent. Most support staff (92 per cent) said these had been classes in which they normally work. Around a quarter of those who had provided cover had done so in more than one key stage. A full break down can be seen in Table 9.10.

Table 9.10: Primary support staff: Types of classes provided cover for during unplanned teacher absence

	Yes (%)	No (%)	Not stated (%)
... a class (or classes) in which you normally work	92	5	3
... a class (or classes) in which you do not normally work	35	48	16
... Foundation stage	34	46	20
... KS1	49	35	16
... KS2	54	29	17
	Unweighted	636	

Based on support staff who had taken responsibility for a whole class during unplanned teacher absence
Source: Primary/special support staff survey

The following sub-group differences were apparent:

- Support staff in small schools were more likely to have provided cover for classes they were familiar with (98 per cent in small schools decreasing to 90 per cent in large schools), as were those who worked part time (95 per cent falling to 88 per cent full-time).
- Full-time support staff were more likely than part-time support staff to mention that they had provided cover for classes in which they do not normally work (41 and 32 per cent respectively).

Some of the **case study schools** only asked support staff to cover in the classrooms they normally worked in. Others had only one or two support staff members who regularly provided cover, and so they were taken away from their regular work. A teacher in Primary A explained that it was problematic when her TA was used to cover another class, and so

pupils did not get their regular support. This was also a cause of some frustration to the support staff themselves. The LSA in Primary P said:

The only thing that I think does hit is ... obviously as a TA you've got a job, you've got a role haven't you, with the things that you do. If you are covering, and I have done it for a couple of days before, and you know I don't mind doing it, but then no-one is doing my job then and then I'm playing catch up and so that's a difference. And so you find that although it's nice to do the cover, no-one does your job for you.

In the survey, the **support staff** who said they had taken responsibility for a class during unplanned teacher absence since 2007, were asked what they most often did when they were not providing cover. The aim here was to find out about the opportunity cost of support staff providing cover. The most commonly mentioned activity was providing general support in the classroom (mentioned by 48 per cent). Thirty four per cent mentioned providing learning support for an individual pupil or group, and 12 per cent taking responsibility for another class as part of their regular timetable. Support staff who had not attained HLTA status were more likely than their HLTA counterparts to provide classroom support (51 per cent compared with 42 per cent HLTA); however, they were less likely than those with HLTA status to take responsibility for another class as part of their timetable (seven per cent compared with 21 per cent with HLTA status). Support staff who worked part-time were more likely to provide learning support with an individual pupil or group (38 per cent) than full-timers (26 per cent).

9.2.3 Rationale for primary school cover arrangements

Primary headteachers were asked how important a number of factors were in their decision about cover arrangements. All of the factors were considered important by the majority of heads. In particular, wanting pupils to be taught by someone who is familiar with the school procedures, and the pupils, and minimising school disruption were considered important by over nine in ten headteachers. Full details can be seen in Table 9.11.

Primary headteachers who joined the school since 2003 were more likely to rate minimising disruption and financial cost as important than those who joined the school before 2003. However, they were less likely to rate wanting pupils to be taught by qualified teachers as important compared with those who had joined their school before 2003.

Table 9.11: Primary headteachers: Importance of factors in decisions about arrangements for cover

	Very important (%)	Fairly important (%)	Not particularly important (%)	Not important at all (%)	Not stated (%)
Wanting pupils to be taught by people who are familiar with school procedures	75	22	1	-	2
Wanting pupils to be taught by people with whom they are familiar	71	25	2	*	2
Aiming to minimise disruption to other activities in school (i.e. the regular commitments of internal staff)	73	24	1	*	2
Wanting pupils to always be taught by qualified teachers	53	34	10	1	2
Financial cost	44	39	11	2	4
			Weighted	867	
			Unweighted	867	

Based on all primary headteachers
Source: Primary/special headteachers survey

When examining the perceived importance of the factors in relation to the maximum consecutive period a member of support staff has been in charge, there was a link between the maximum period a member of support staff had been consecutively in charge and wanting pupils to always be taught by qualified teachers: the longer the period was, the less likely headteachers were to rate this factor as important. Similarly, there was also a link between the maximum period and financial costs: headteachers were more likely to view this as an important factor if the maximum period was up to an hour than if it was up to three days.

Further, when examining the perceived importance of factors in relation to the arrangements used to provide immediate cover for unplanned absence, there was an expected link between using internal teachers or supply teachers regularly for cover, and saying qualified teachers were important. Similarly, there was a link between using support staff regularly and wanting people who were familiar to pupils. In addition, those using internal teachers and supply teachers regularly for cover were more likely to say that financial costs were important.

Looking at the arrangements for cover for longer and planned absences (shown in Table 8.5) very similar patterns emerge. As with arrangements for immediate cover, there was a link between regular use of supply teachers and saying qualified teachers were important across all the absence types, and there was a link between the regular use of internal teachers and saying qualified teachers were important for short-term unplanned absences up to one day, and a short-term planned absence. Additionally looking at the regular use of support staff, those who regularly use support staff across all the four types of absence listed were less likely to rate being taught by qualified teachers as important. Finally turning to financial costs, those who regularly use internal teachers for short-term absences of up to a day and three days and planned absences of up to three days were more likely to state that financial cost was important.

Interviewees in the **case study schools** were asked about the rationale for their arrangements. Their responses fell into two groups; the advantages and disadvantages of using different groups of staff for cover, and the immediate decisions about who should cover in any specific situation. We discuss both here.

Familiarity was a key factor in decisions. As we have shown, Primary D head, who used familiar supply teachers, saw this as very important. But equally, those headteachers that used support staff to cover said they did so because the support staff knew the school and the pupils. The head of Primary B was adamant that HLTAs were preferable to supply teachers, saying, *'Well they know the children, they're well trained, they do all the staff CPD, and I have more faith in them than the average supply teacher.'* The head of Primary F made the same point: *'They know the class they're in, they know the routines and that works much better.'*

The head of Primary E, however, argued that having a qualified teacher was vital to ensure standards, in that school support staff covered only for odd half hours in emergency.

Cost was another important part of the rationale for using support staff. The head of Primary C said that to use supply teachers *'we're paying nearly two hundred more pounds and it's more expensive'* than using TAs. Similarly, the head of Primary F explained that using HLTAs rather than supply teachers had *'saved us a lot of money because instead of having to pay for a supply teacher, we use the HLTAs.'* A teacher in this school expressed concern that the use of HLTAs was a cost-saving exercise and undermined the teaching profession:

I certainly think that we're undervaluing our own teaching profession by saying that somebody else can come in and pick up the pieces and run with it really and deliver the same quality that a qualified teacher would. ... Once again it comes back to money. We are in a tiny school with a small budget and every time you're off, on supply that is a huge amount all of a sudden that disappears out the window. Whereas if you can use your HLTA to cover you, that's obviously saving money on the budget, which means you've got more money for all the million and one other things we want.

Insurance was also a factor in how cover was provided. Primary B had third day insurance, so on the third day a supply teacher could be brought in; thus HLTAs there normally only covered for two days. In Primary E the insurance only came into play after five days; thus it was only after this amount of time that supply teachers were normally brought in.

Another factor taken into account was the quality of supply teachers. We have explained that the head of Primary P had undertaken cover for a long-term absence because of the poor quality of the supply teacher. The head of Primary C also spoke about her concerns about supply teacher quality, and the fact that agency teachers generally reached her village school only half way through the morning. This concern was not shared by all schools; those with familiar local supply teachers were happy with their quality, and the head of inner-urban Primary E preferred to use unfamiliar agency supply teachers to support staff.

None of the case study headteachers talked about the poor quality of support staff as a reason for not using them, but several told us that only one or two individuals had the ability to provide cover, thus implying that others had not. They also talked about those who were less willing to provide cover.

As well as the broad factors that guided decisions about cover, a number of factors were taken into account in deciding how to cover any particular absence. One factor here was whether the TA who worked in the absent teacher's class was willing and able to cover. The head of Primary P explained that for unplanned absences, they used either a teaching assistant or a supply teacher. The decision depended firstly on '*which member of staff it was and how strong the TA was*'. A teacher in the same school reported that as a result of her responsibilities she quite often had to leave her classroom at short notice, and she said:

I'm very lucky to have an HLTA who I can quite literally say, oops, can you carry on with this lesson, and she will. And it's no different from if I had been there, which makes me feel very undervalued sometimes.

Several schools reported that TA preferences were also taken into account. In Primary P an LSA who was interviewed explained that they were '*always given the option and so it's up to us to say no if we don't want to, and that wouldn't reflect, if you felt you didn't want to do it, you could say no.*' One of the LSAs interviewed provided cover for absence regularly, while another had done it on rare occasions. The head of Primary E explained that she knew some support staff were more willing to cover than others: '*Oh let [name] do it, you know she'll be quite happy. Somebody else might start getting, 'hmm, they're taking advantage with me.'*' In Primary B, where a supply teacher would normally be brought in on the third day, the head told us that on one occasion an HLTA had covered for three days because she wanted to do so. Normally the head's preference was for the member of support staff who regularly worked in that class. However, in some schools TAs from other classes were used.

A second factor in the decision was the time the head was notified of the absence:

If it was a phone call at 7.30, I might phone a TA first and see if they can cover because I am not going to get quality agency [teachers] at that time of the morning. If teachers ring [the previous evening] and we know they are off, then we will go down the agency route.

The decision about which member of support staff could provide cover on any day was also constrained by their regular timetable. Since the same group of support staff tended to provide cover and to take classes while teachers had PPA, the two commitments could clash. When teachers in the case study primary schools talked about losing their PPA, this was not normally because they had been asked to cover a class other than their own, but because the member of support staff who should have taken their class had been covering.

Another factor to be taken into account was the class for which cover was needed. The head of Primary P explained that she was more likely to cover herself 'if it's a difficult class'. Often Year 6 was regarded as the most difficult, but she said that currently it was Year 3/4 in her school.

The likely length of the absence was also considered. Some support staff were asked to cover only for short periods (such as a doctor's appointment) rather than for whole days. And obviously a lengthy planned absence involved trying to book an appropriate supply teacher well in advance. Short planned absences seemed to be more often covered by headteachers. We explained earlier that the head of Primary D tended to cover these; similarly the head of Primary P said that for short planned absences, they tried to use 'what we have got in the school' rather than supply teachers, and she sometimes covered herself. Primary F headteacher also said she covered planned absence if she was available.

Another factor was that some support staff worked part-time. The head of Primary G explained that most of those in his school worked 15 – 20 hours, and so it was possible to ask them to come in on their free days or half-days to provide cover for planned absences.

Because there are so many factors to take into account, managing cover and the timetabling of PPA release had become much more time-consuming than before remodelling, particularly in larger primary schools. In Primary G, the deputy head undertook this. The head told us:

It's like a massive jigsaw you've got these people with skills and you've got slots and allocations that you try and fit in, and you try and fit them there. That's what my deputy does, she fits all those together.

9.2.4 Class activities during primary school cover lessons

We were interested to find out whether the support staff who took responsibility for classes during teacher absence were supervising pupils doing set work or doing specified work, which includes delivering lessons. One approach to this was to ask **primary support staff** about the plans that they followed when they had been responsible for a whole class (or equivalent) when a teacher was unexpectedly absent. Following the teacher's detailed lesson or activity plan was the arrangement followed most regularly reported (37 per cent), followed by using the teacher's weekly plan (30 per cent); using own knowledge of what the class should be doing from the regular support work done (26 per cent); and supervising the class while they did pre-set work (19 per cent). Following plans provided by the headteacher or another teacher were done the least (14 per cent ever followed the plans provided by a headteacher, and 39 per cent ever followed plans provided by another teacher). Table 9.12 displays the full details.

Table 9.12: Primary support staff: Plans followed during unplanned teacher absence

	Regularly (%)	Sometimes (%)	Occasionally (%)	Never (%)	Not stated (%)
I followed the teacher's detailed lesson or activity plan	37	22	26	8	8
I followed the teacher's weekly plan	30	19	20	20	11
I used my knowledge of what the class should be doing from regular support work I do in the class	26	28	26	13	8
I supervised the class while they did pre-set work	19	24	34	15	9
I followed a plan provided by another teacher	4	16	19	50	11
I followed a plan provided by the headteacher	2	3	10	73	13
No plans or activities were provided, and I do not normally work with that class	1	5	9	75	12
Unweighted	636	636	636	636	636

Based on support staff who had taken responsibility for a whole class during unplanned teacher absence
Source: Primary/special support staff survey

Sub-group analysis shows that:

- Support staff without HLTA status were more likely than their colleagues with HLTA status to ever supervise the class whilst they did preset work (81 per cent compared with 68 per cent with HLTA status).
- Full-time support staff were more likely than part-timers to regularly follow the teacher's detailed lesson plan (45 per cent of full-timers decreasing to 33 per cent of part-timers). Additionally, those with HLTA status were more likely to have ever done this (89 per cent compared with 81 per cent without HLTA status).
- Full-time support staff were also more likely to *regularly* follow a teacher's weekly plan (39 per cent of full timers compared with 25 per cent of part timers), as were those with HLTA status (37 per cent compared with 25 per cent without HLTA status).
- These two groups were also more likely *ever* to follow a teacher's weekly plan, as were those who had been in the school and teaching longest (73 per cent of those in the school before 2003 compared with 60 per cent since 2003).
- Support staff in large schools were the most likely *ever* to have followed plans set by another teacher (51 per cent decreasing to 31 per cent of small schools) or the headteacher (78 per cent falling to 62 per cent of small schools).

Primary support staff were asked whether any other adults had been present when they had taken a class due to unexpected teacher absence, and if so, who they were. Eighteen per cent said there had *always* been someone present, 59 per cent said there had *sometimes* been someone present, and 22 per cent said that no-one had been present. Support staff who had started working in schools longer ago were more likely to report having someone present either always or sometimes (88 per cent of those who started before 1994, compared with 74 per cent from 1994 onwards). Support staff without HLTA status were more likely than those with HLTA status to report someone always being present (23 per cent compared with 11 per cent without HLTA status), and conversely they were less likely to report sometimes having someone present (52 versus 71 per cent with HLTA

status). The adults present were most likely to be members of the school's support staff (reported by 97 per cent of support staff who said someone was always or sometime present). Twenty nine per cent reported volunteers, and eight per cent reported specialist instructors.

In the **case study schools**, all interviewees reported that when a teacher was absent, the person covering normally continued with the planned work for the class, using whatever plans were available. The concept of cover supervision, as defined in WAMG Guidance, did not really exist. Just one headteacher referred to it, though it is clear from the context that although the term 'cover supervision' was used, the member of staff was actually doing specified work; the head of Primary B said:

One of my TAs will do cover supervision, but because she has HLTA status we tend to say, this is the work, you deliver it, rather than, this is the work, you sit there and watch them. Which I think is far more profitable.

This contrasted with the role of the same HLTA in taking timetabled lessons, when she was expected to do her own planning.

There was considerable variation across the case study schools in what sort of plans were available for the person providing cover. In Primary D, teachers handed in weekly plans on a Monday, and so supply teachers used these to deliver lessons. If for some reason these plans were not available, the head had the medium term plans, *'which you can dip into, and say well they're doing a topic on this.'* She added, *'We're jolly fortunate because the supplies tend to know us and know the children; they know how we work.'* This was borne out in conversation with the music/ supply teacher who said that the plans she received varied, but that there was often a level of flexibility in terms of what she delivered, and a willingness to talk about and share ideas.

I will come in and they might ask, 'Could you do this maths?' but instead of giving me detailed plans, they now know to give me just the rough outline and I'll do it my way, because they know that I will do what they want and it varies from supply teacher to supply teacher. Some need it written down, but I personally – otherwise I'm not gaining anything out of this, I may as well, as my husband says, do colouring. I prefer it that way because I'm putting my teaching skills to practice. I mean anyone could to a certain extent take a planned lesson and do it but I feel I want to do some teaching. And I think the teachers appreciate that.

The HLTA in Primary G reported that plans were always in place when she did emergency cover; this contrasted with her task taking classes during PPA when she did the planning. Similarly, teachers in Primary E said that plans were always available for whoever does cover (mainly supply teachers in this school).

The head of Primary C explained that whether or not plans were available depended on which teacher was ill. She talked about one teacher who *'if she knows she's off ill, she emails it all through, and you know exactly what she wants covering.'* Similarly, in Primary B, the procedure for sickness was that, if the teacher was able to, they would call in the morning and communicate verbal instructions or direct the HLTA to a relevant plan. Failing this a senior member of staff or teacher would attempt to provide planning and guidance to the HLTA for that day. On the day of the fieldwork visit, a teacher was sent home sick at the beginning of the day, and had left planning only for the morning. The HLTAs shared the cover for the class, with one taking the morning and the other the afternoon. The HLTA interviewee covered the class in the afternoon with little preparation and no plans. She explained what happened:

[I] just looked on the timetable and saw it should have been science, looked to see what they had already done ... [and I] could tell from that what the next step needed to be really. There is also a TA in there and I spoke to her, so I sort of worked out from that that it would be the investigational stage and so I did something on that, and hopefully it will be all right.

HLTAs in Primary F generally worked from the weekly or fortnightly plans provided by the teachers; each HLTA only covered in the class in which they worked, and each class had an HLTA. For unplanned absences, the arrangements were more ad hoc. As the head explained:

The beauty of it is they know what's going on in the class, and probably the teacher would say, 'Oh they can carry on,' because their files are there, and they, the HLTA, knows what's going on in a class and would be able to carry on. And if they needed help for anything then I would help them out with that.

The teachers concurred; one of them explained that she always gave her HLTA her plans for the fortnight ahead, so '*she's got it there anyway.*' HLTAs told us that they were satisfied with the arrangements and liked the fact they were only called on to cover for the class in which they worked. One HLTA said of the arrangements:

There's always a plan that I can go to, and also I'm involved with planning meetings so that I know what they're going to be doing. So I feel comfortable on that side that I have the background information to go into that session but it's also, it's being able to have that great communication, [between teachers and HLTAs].

Arrangements for planned absences generally involved the teachers providing a plan in advance. In Primary C, teachers explained that if they were due to be out of the school on a planned absence, e.g. for CPD courses, then '*we are asked to ask the TA to cover for us.*' Both teachers and support staff said that there was often little chance to discuss plans prior to cover being provided. Moreover, teachers expressed misgivings about the ability of the TAs to use the plans. One explained that while '*a teacher would read [the plans] and know exactly what to do*', TAs did not always understand the language used or the complexities of things required. Another identified TAs' ICT skills as an issue (which was also acknowledged by the TA interviewed).

Some of the support staff interviewed talked about using plans. The nursery nurse in Primary C explained that she found it '*challenging*' to follow plans at the last minute:

I'm having to read through the notes, and the children are in the class, and you know it's a bit awkward really when you are trying to read what you are supposed to be doing, and you have actually got no idea.

She also expressed concern about the quality of the plans she was given:

Sometimes I read through and I think, what am I supposed to be doing, and sometimes it will say such and such, but where is the book? Sometimes I will just end up maybe doing something myself because I don't understand what's going on in the actual planning.

The TA in the same school explained that she did not always receive adequate plans, particularly when it was an unplanned absence. She referred to instances when she had had to '*think on her feet*':

The hardest is when [unplanned absence]... It has happened to me in the past, I've walked in at twenty to nine and at twenty to nine I know I'm covering that class. Basically you just go into 'mode' and I just get on with it and do that and try to stay calm.

Both the TA and the nursery nurse said that they sometimes changed the plans or, if there was no plan, think of something which they felt comfortable delivering. The TA explained, *'If a member of staff is ill and they haven't left any planning that the head can get access to, I go in and I will teach what I think.'*

One of the teachers in Primary F made the point (which has been made earlier in relation to PPA) that, while she had a TA in the classroom to support her, if she went on a course, *'sometimes my TA will cover my class, and she'll have no support, which seems ridiculous.'* Other teachers in the school agreed that this was the case, and said it affected the planning they could provide; *'You have to plan very differently for them then, don't you, because they're totally on their own.'*

9.2.5 Monitoring of primary school cover arrangements

One fifth (21 per cent) of **primary headteachers** reported that they kept records of the amount of cover that they personally undertook (while a further fifth reported that they undertook no cover). Headteachers in small schools were most likely to keep records (26 per cent decreasing to 18 per cent in large schools), as were those who had entered teaching after 1993 (27 per cent compared with 19 per cent 1993 or earlier).

Headteachers were slightly more likely to have kept a record of the amount of cover undertaken by their teachers than themselves: one quarter (25 per cent) reported that they kept a record of such cover; this figure is close to the 28 per cent reported by teachers in the NASUWT *Workload Audit* to keep such records. However, 60 per cent of headteachers said that teachers other than floating teachers or the headteacher never provided cover, and 90 per cent said that they never did so except for occasionally providing immediate cover when there was an unexpected absence.

Overall, around three quarters (73 per cent) of **primary headteachers** said that they monitored the impact of their current arrangements for absence cover; 17 per cent said they did this formally, and 55 per cent informally. One fifth (20 per cent) said they did not monitor the impact and eight per cent gave a not applicable or not stated answer. Headteachers in large schools were more likely than colleagues in small schools to monitor the impacts (79 per cent falling large schools falling to 67 per cent in small schools). In particular, they were more likely to monitor formally (24 per cent decreasing to 12 per cent in small schools).

Headteachers who monitored the impact of their current arrangements were more likely than those who did not to be satisfied with all the impacts listed on the questionnaire:

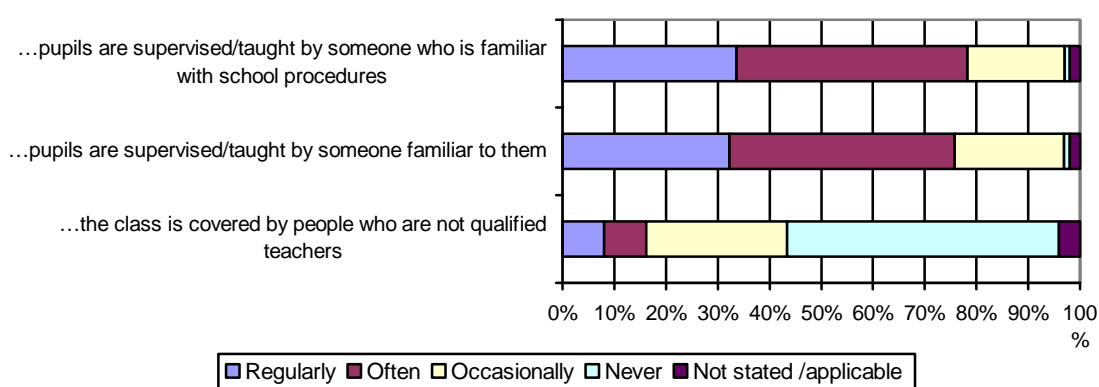
- *pupil behaviour* (81 per cent of those who monitored were satisfied compared with 67 per cent of those who did not);
- *teaching and learning* (81 versus 66 per cent);
- *standards* (75 versus 60 per cent);
- *long-term sustainability* (65 versus 55 per cent);
- *cost* (57 versus 48 per cent).

None of the **case study interviewees** talked about formal monitoring, though headteachers did talk about being aware of what was going on in the classes when teachers were absent. A teacher in Primary B explained that when she was absent, she always received written feedback from the supply teacher or member of support staff who had taken her class.

9.2.6 Impact of primary cover arrangements

We have shown above the rationales headteachers most frequently indicated for their cover arrangements were the desire to have pupils taught by people who are familiar with school procedures, and by people with whom they are familiar. We asked **primary class teachers** and **floating teachers** how often they thought this was the outcome of the arrangements made. They were asked if a class teacher was absent for up to three days how often the class would be: covered by people who are not qualified teachers, be supervised/taught by someone who is familiar with the schools procedures and taught by someone familiar to them. Primary class teachers' responses are displayed in Figure 9.1. The overall findings for primary floating teachers were similar.

Figure 9.1: **Primary class teachers: How often arrangements happen if a class teacher was absent for up to three days**



Weighted 14815, unweighted 1481
Based on all primary class teachers
Source: Primary/special class teachers survey

Looking at sub-group analysis of the **primary class teachers'** responses, pupils being taught/supervised by someone who is familiar with the school procedures was most likely to happen regularly in small schools (43 per cent falling to 29 per cent of large schools) as were pupils being supervised/taught by someone who is familiar to them (43 per cent decreasing to 26 per cent in large schools).

Teachers in schools with a high proportion of pupils eligible for free schools meals were less likely to report that:

- pupils were taught by someone familiar with school procedures (23 per cent compared with 32 per cent medium and 36 per cent low), or
- pupils were taught by someone familiar with them (20 per cent high FSM, 31 per cent medium, 34 per cent low).

We were also interested to know how cover arrangements had changed as a result of workforce remodelling. **Primary headteachers** were asked to compare how frequently certain staff groups provided cover now compared with before workforce remodelling was introduced. Details can be seen in Table 9.13. Overall, use of support staff showed the biggest increase over the period in question: one half (50 per cent) of primary headteachers

reported using them more frequently now than previously. The biggest decrease over the period was found to be in the use of other teachers in the school: one fifth (21 per cent) of headteachers reported using them less frequently, although two-fifths (40 per cent) reported no change in the frequency of their usage.

Table 9.13: Primary headteachers: Frequency of cover provided by different staff groups currently compared with before the introduction of workforce remodelling

Cover is now provided by...	More frequently (%)	No Change (%)	Less Frequently	Not stated/applicable
... support staff	50	26	4	20
... supply teachers	36	38	16	10
... teachers employed wholly or mainly for the purpose of providing cover	26	27	4	43
... members of the leadership team	19	39	16	27
... other teachers in the school	4	40	21	35
	Weighted		867	
	Unweighted		867	

Based on all primary headteachers
Source: Primary/special headteachers survey

Sub-group analysis shows that headteachers of large schools were more likely to report more frequent use of teachers wholly or mainly employed to provide teacher cover (35 per cent falling to 19 per cent in small schools), as well as other teachers (27 per cent decreasing to 13 per cent in small schools).

Headteachers of schools with a high proportion of pupils eligible for FSM were more likely to report that the following groups were more frequently used:

- members of the leadership team (28 per cent, compared with 19 per cent medium FSM, and 17 per cent low FSM)
- other teachers (ten per cent, compared with four per cent medium FSM and three per cent low FSM)
- supply teachers (52 per cent, compared with 37 per cent medium FSM and 32 per cent low FSM).

However, they were just as likely as other headteachers to say that support staff were used more than before remodelling.

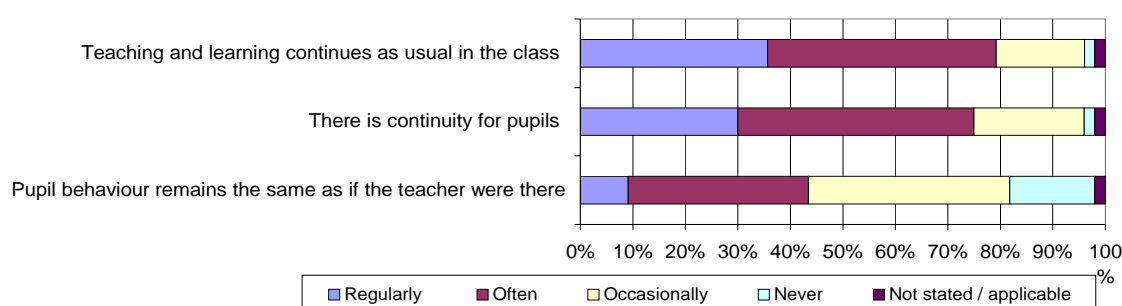
Primary headteachers were asked about the impact their current arrangements for cover for absence had in comparison with those in place before workforce remodelling. Around two-fifths (44 per cent) of headteachers agreed that there was now greater continuity of teaching and learning for pupils. However, one fifth (21 per cent) disagreed with this statement, and three in ten (31 per cent) neither agreed nor disagreed. Headteachers in schools with a high proportion of pupils eligible for FSM were more likely to agree with this statement (55 per cent, compared with 46 per cent medium and 40 per cent low).

One third (32 per cent) agreed that the impact of teacher absence on standards was now less of a concern than before remodelling; however, one quarter (25 per cent) disagreed with this statement and two-fifths (40 per cent) neither agreed or disagreed. Headteachers who had been in the school longer were most likely to agree (37 per cent of those who had joined the school since 2003 falling to 29 per cent before 2003).

Headteachers were also asked whether the impact of teacher absence on pupil behaviour was less serious than before remodelling; similar numbers agreed (28 per cent) and disagreed (27 per cent), and two-fifths (40 per cent) neither agreed nor disagreed.

Primary class teachers and primary floating teachers were asked whether a number of outcomes occurred in classes when a teacher has been absent for up to three days. Full details are shown in Figure 9.2

Figure 9.2: Primary class teachers and primary floating teachers: Outcomes in class when the class teacher is absent



Weighted 1481, unweighted 1481

Based on all primary class teachers/floating teachers

Source: Primary/special class teachers/floating teachers surveys

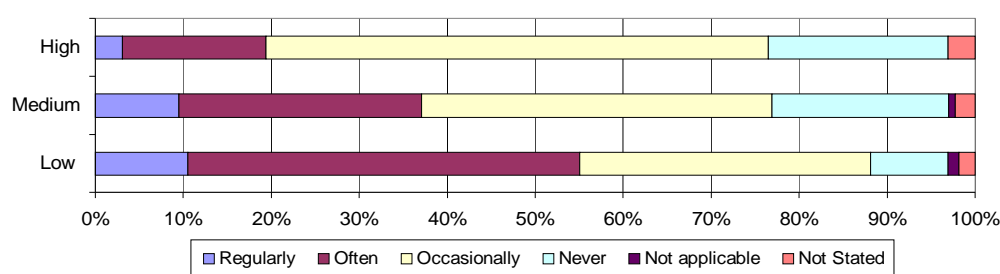
Four-fifths (79 per cent) of **primary class teachers** reported that teaching and learning regularly or often continued as usual in the class; however, only two-fifths (43 per cent) reported that pupil behaviour regularly or often remained the same as if the teacher were there.

Sub-group analysis shows that:

- Teaching and learning was most likely to regularly continue as usual in small schools (41 per cent decreasing to 33 per cent of large schools). It was also most likely to regularly continue as usual when headteachers had been in the school longer (40 per cent of those who have joined the school prior to 2003 compared with 32 per cent since 2003).
- Class teachers in small schools were most likely to report that pupil behaviour regularly and often remained the same (54 per cent of small schools reported it regularly or often remained the same falling to 36 per cent of large schools).
- Class teachers outside London were more likely to report pupil behaviour often remains the same (35 per cent) compared with those in London (26 per cent).
- Teachers in schools with a high proportion of pupils eligible for free schools meals were less likely to report that:
 - teaching and learning continued as usual (23 per cent regularly, compared with 36 per cent of those with low and medium FSM);

- there was continuity for pupils (20 per cent compared with 29 per cent medium and 32 per cent low FSM);
- pupils' behaviour regularly or often remained the same (19 per cent of those with high FSM, compares with 37 per cent medium and 55 per cent low) (see Figure 9.3).

Figure 9.3: Primary class teachers: Impact of short-term absence on pupils: teaching and learning continues as usual in the class, by proportion of pupils eligible for free school meals



Weighted 1481, unweighted 1481

Based on all primary class teachers/floating teachers

Source: Primary/special class teachers/floating teachers surveys

Additionally some differences were apparent between the outcomes observed, and the strategies used to provide cover. The main patterns that emerged were:

- Class teachers were more likely to report that teaching and learning continued in class regularly and that there was regularly continuity for pupils if:
 - the school did not regularly use support staff to provide cover for any of the absence types discussed in this chapter;
 - the school regularly used supply teachers to provide immediate cover for unplanned absence⁵⁴;
 - the school did not regularly re-arrange pupils for a short-term unplanned absence for more than one day, a short-term unplanned absence up to three days, a short-term planned absence.

There were no links between the strategies used, and whether class teachers reported that pupil behaviour remains the same as if the teacher was still there.

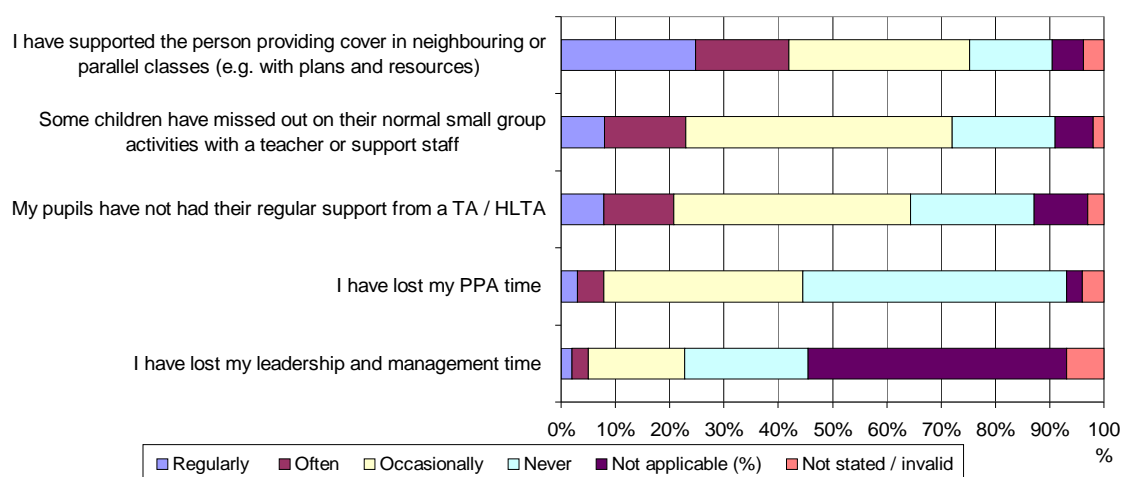
Overall, the comparable findings for **primary floating teachers** were very similar to those found amongst primary class teachers.

We explored the opportunity costs of the cover arrangements in place **by asking primary class teachers** what the impacts have been on them when a class teacher had been sick and cover arrangements put into place. The biggest impact involved the class teacher supporting the person providing cover in a neighbouring or parallel class (44 per cent reported this had happened regularly or often). Close to one half (45 per cent) reported that

⁵⁴ Clearly there are connections across these data. As we have shown, supply teachers were more often used in primary schools outside London; these schools were also less likely to have high FSM. The supply teachers used in such schools were more likely to be familiar with the school, and teaching and learning was more likely to continue as usual.

they had lost their PPA time on at least one occasion; this figure comprised eight per cent who had lost it regularly or often, and 37 per cent only occasionally. Some indicated that pupils regularly or often missed out on group activities (23 per cent) or support from a TA/HLTA (21 per cent). Full details can be seen in Figure 9.4.

Figure 9.4: Primary class teachers: Impacts of class teacher absence and cover arrangements being put in place



Weighted 1481, unweighted 1481
Based on all primary class teachers
Source: Primary/special class teachers survey

The following sub-group differences were apparent:

- Class teachers in large schools were more likely than those in small schools to say that they regularly supported the person providing cover in neighbouring or parallel classes (37 per cent decreasing to 9 per cent in small schools).
- Teachers who had a TLR (32 per cent) or no TLR but whole school responsibilities (27 per cent) were more likely regularly to support the person providing cover in neighbouring or parallel classes than those paid on the leadership scale (19 per cent) and those without whole school responsibilities (17 per cent). However, teachers paid on the leadership scale were more likely to say they had lost their PPA time than those not who were not.
- Class teachers who taught Key Stage 1 and Key Stage 2 classes were more likely than colleagues teaching foundation classes regularly to say pupils had not had their regular support from a TA or HLTA (15 per cent and 14 per cent versus 8 per cent).
- Class teachers in schools with a high proportion of pupils eligible for FSM were more likely to report that they had lost their PPA time or their LMT (ten per cent high FSM versus five per cent low FSM; nine per cent high FSM versus three per cent low FSM).

Primary floating teachers were also asked about the impact that providing cover for absence had on their work. They expressed quite mixed views. The biggest impact was shown to be adding to total workload (mentioned by 54 per cent, including 16 per cent who said it happened regularly), closely followed by loss of continuity for pupils (mentioned by 50 per cent), and pupils taught by someone familiar to them (also mentioned by 50 per cent). Full details are shown in Table 9.14.

Table 9.14: Primary floating teachers: Impacts of providing cover for absence

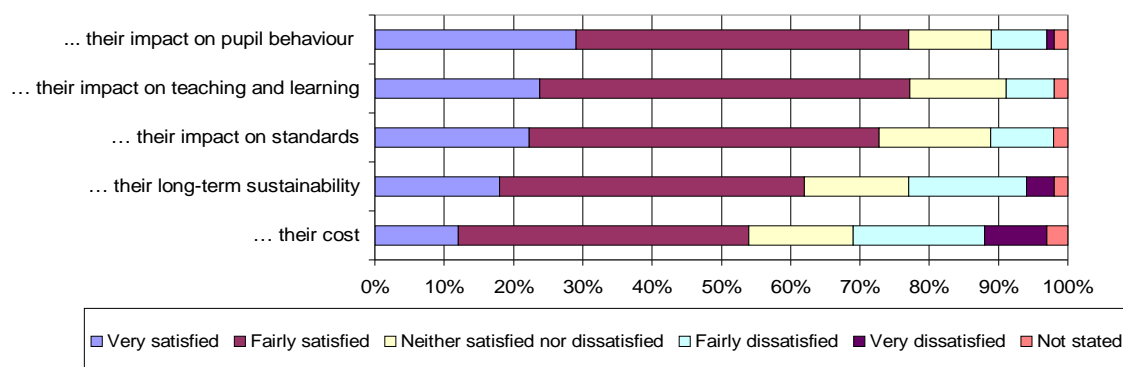
	Regular impact (%)	Occasional impact (%)	This never happens (%)	I do not provide cover for absence (%)	Not applicable (%)	Not stated/Invalid (%)
Pupils are taught by someone familiar to them	17	33	5	10	23	12
It adds to my total workload	16	38	5	9	22	9
Loss of continuity for pupils	14	36	8	10	24	9
Some of my leadership and management work does not get done	11	19	7	8	47	9
Groups are cancelled	11	25	14	10	29	11
Reduced job satisfaction	8	30	20	9	24	9
Someone else will take classes	4	24	16	11	34	15
Unweighted	185	185	185	185	185	185

Based on all primary floating teachers

Source: Primary/special floating teachers survey

Primary headteachers were satisfied with most aspects of their current arrangements for cover for absence, especially in relation to the impact on pupil behaviour (77 per cent satisfied), teaching and learning (77 per cent satisfied) and standards (71 per cent satisfied). Satisfaction was lowest in relation to the impact on cost, with around one half satisfied (53 per cent), 28 per cent dissatisfied and 15 per cent neither satisfied nor dissatisfied. The findings are displayed in Figure 9.5.

Figure 9.5: Primary headteachers: Satisfaction with impact of current arrangements for cover for absence



Weighted 867, unweighted 867

Based on all primary class teachers

Source: Primary/special class teachers survey

The following sub-group differences were found:

- Headteachers in schools with a high proportion of pupils eligible for free school meals were less satisfied with the impact on pupil behaviour (66 per cent high compared with 80 per cent low), teaching and learning (62 per cent compared with 80 per cent) and standards (60 per cent compared with 74 per cent).
- Headteachers from small schools were most satisfied on all aspects with the exception of pupil behaviour where there were no differences between schools of different sizes.

- Female headteachers were more satisfied than male headteachers on the long term sustainability of current arrangements (65 per cent compared with 56 per cent of males) and cost (58 per cent compared with 45 per cent of males).
- Headteachers who had been in the school before 2003 were more likely to be satisfied in relation to pupil behaviour (80 per cent) compared with those who entered since 2003 (74 per cent).

There were some differences in satisfaction relating to the strategies used. The main patterns that emerged were:

- Satisfaction with long term sustainability and use of support staff – Headteachers who regularly used support staff to provide cover for all the absence types discussed in this chapter, were more likely to be satisfied with the impact on long term sustainability.
- Satisfaction with cost and use of support staff – Headteachers who regularly used support staff to provide cover for all the absence types discussed in this chapter, were more likely to be satisfied with the impact on cost.
- Satisfaction with impact on pupil behaviour and use of supply teachers – Headteachers who do not regularly use supply teachers to provide cover for immediate unplanned absence or for a short-term unplanned absence of up to one day or for a short-term planned absence were more likely to be satisfied with the impact on pupil behaviour.
- Satisfaction with the impact on teaching and re-arranging pupil groups – Headteachers who do not regularly re-arrange pupils for immediate absence or for a short-term unplanned absence of up to three days were more likely to be satisfied with the impact on teaching.
- Satisfaction with the impact on standards and re-arranging pupils – Headteachers who do not regularly re-arrange pupils for a short-term absence of up to one day and up to three days were more likely to be satisfied with the impact on standards.

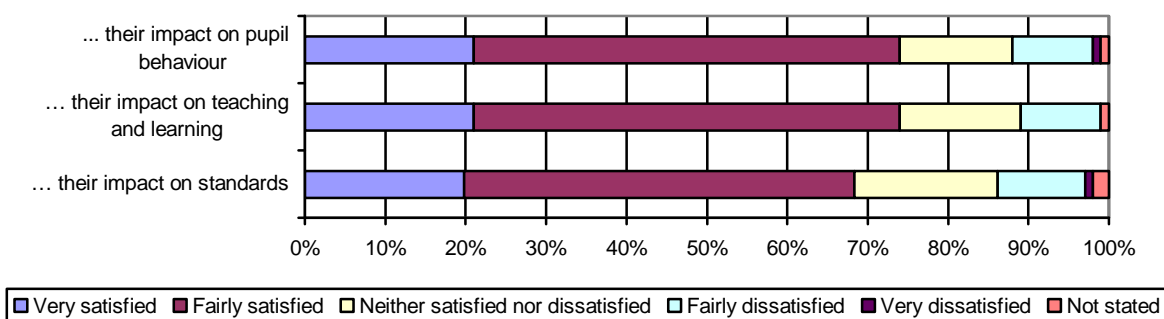
Primary class teachers and primary floating teachers were asked how satisfied they were with the current arrangements in relation to their impact on pupil behaviour, teaching and learning, and standards. Full details are also shown in Figure 9.6.

Overall, **primary class teachers** expressed very similar levels of satisfaction to the headteachers. Further, reflecting the findings observed amongst primary headteachers:

- Class teachers in schools with a high proportion of pupils eligible for free schools meals were very much less satisfied with each aspect of the impact of their current arrangements for absence than those with medium or low proportions; behaviour (67 per cent high FSM; 83 per cent low FSM); teaching and learning (54 per cent high; 82 per cent low); and standards (57 per cent high; 78 per cent low).
- Primary class teachers from small schools were most satisfied in relation to teaching and learning (82 per cent decreasing to 70 per cent of large schools), standards (78 per cent falling to 65 per cent of large schools), but also pupil behaviour (82 per cent compared with 69 per cent of small schools).
- Part-time class teachers were more satisfied than full-timers regarding the impact on pupil behaviour (81 per cent versus 73 per cent full-timers).

- Those paid on the leadership scale were more satisfied than those who had a TLR regarding the impact on teaching and learning (82 per cent, compared with 71 per cent with TLR), and standards (74 per cent compared with 64 per cent with TLR).

Figure 9.6: Primary class teachers: Satisfaction with impact of current arrangements for cover for absence



Weighted 1481, unweighted 1481

Based on all primary class teachers . Source: Primary/special class teachers survey

Overall **primary floating teachers** expressed very similar views to those of primary class teachers.

In the **case study schools**, we have already alluded to some of the positive and negative impacts of cover arrangements. For example, when headteachers or leadership team members do cover, this can be seen in many ways to be an inappropriate use of their time, but it has the advantage that they get to know the children and see what is going on in classes in the school.

Those who used support staff generally commented that this worked well. The head of Primary A said, *'If ever there is a teaching assistant covering for PPA time or absence cover the class is usually very settled, the children know exactly what they're doing.'* Similarly a teacher in that school explained that when her TA has covered in her absence, this has *'worked incredibly well because they've [the pupils] seen us [teacher and TA] working as a team so they know the routines and boundaries'*. However, the use of support staff to provide cover had the negative impact that if they were providing cover, they were not doing their regular work. We have already explained that teachers sometimes lost their PPA time because the member of support staff who should have taken their class at that time was being used for cover. Teachers and headteachers stressed that every effort was made to avoid this, but particularly in small primary schools, there were only a limited number of staff who could potentially be used.

In several schools teachers noted that when support staff were used to cover for absence, classes did not get their regular support. A teacher in primary P explained that this regularly happened to her:

They borrow my TA when there is someone sick, because I've got the smallest class and the most able children, because I'm a Year 6 teacher. It's nearly always my TA that has to be borrowed, and I'm totally okay with that. I know we can manage without a TA. The younger the children are the more they need an extra adult in their class. And so I would say that the way it impacts when my TA is borrowed is that obviously my children don't get as much support, and that to some extent does concern me because obviously she is there because we need her, and so it just means I have to get along on my own. That's a bit scary for me because I'm not very experienced. But I think it is the right decision.

Another concern was the quality of education for children. We have referred to several reports of poor quality supply teachers. It was also widely acknowledged that pupil behaviour was worse when the regular teachers were not present, even when the support staff member taking the class was familiar with the pupils. A teacher in Primary F said that behaviour was worse with their HLTAs:

I found, even with all the planning in the world that you give somebody else, the planning and the lesson wasn't the issue. It was the discipline. And that's something you can't get across to some TAs. ... I think that's something that they struggle with, and they will say the next day, 'they didn't behave in the way I expected they would,' because they think that it just happens.

She explained that the TAs did not understand that children behave because 'they have your beady eye on them'. When the teacher is not there, she said:

... they will talk and poke the person next to them and things. For people that have not been trained, and are not used to handling being in control of that number of people for any length of time, it's very disconcerting.

In relation to standards, the headteacher of Primary C said, 'It's always going to be a negative impact if the class teacher's not there'. She argued that the ideal arrangement would be to have qualified teachers available to cover absences 'who could automatically just pop in ... they [would] provide support in whichever class you wanted them to.' The head of Primary P also spoke of the potential for longer term teacher absences, such as maternity leave, to have a detrimental impact on standards:

I wouldn't say that any short term absence affects standards, but I do think we have an issue with long term cover, and the quality of supply cover would certainly affect standards.

The head of Primary D made a different point; she wrote on the questionnaire:

It may be that since workforce remodelling there has been less teacher absence, and it is this which has meant more positive outcomes rather than the details of the particular arrangements.

9.3 Secondary schools

Key points

- Headteachers reported that cover for an unexpected absence was regularly provided by support staff (72 per cent), teachers (56 per cent) and supply teachers (52 per cent). Arrangements were very similar for absences up to three days and planned absences. After three days, over 83 per cent of schools reported using supply teachers, though two in five reported using internal teachers and the same number reported using support staff. In some case study schools, cover supervisors had taken specific classes for long periods during teacher absence.
- The support staff role was generally indicated to be supervision of pupils doing set work (e.g. cover supervision).
- Schools with a high proportion of pupils eligible for FSM made much more use of teachers employed wholly or partly to cover, and less use of cover supervisors. In 17 per cent of schools, cover was undertaken only by qualified teachers.
- Supply teachers used were sometimes familiar with the school; one in five schools reported that only familiar supply teachers were used. Larger schools and those with a high percentage of pupils eligible for FSM more often reported using unfamiliar supply teachers.
- Ten per cent of secondary headteachers and four per cent of teachers reported providing 13 or more hours cover in the last term (which would translate into more than 38 hours in a year). More than half the teachers had provided four or fewer hours.
- The main strategy to reduce this was the employment of cover supervisors. Cover supervisors were normally trained on the job, and provided cover across the curriculum.
- The main rationale for arrangements was to reduce the amount teachers cover, and to avoid disruption by using staff who were familiar with the school and its procedures.
- Among support staff, both TAs and HLTAs provided cover, though HLTAs did so more frequently. In three per cent of schools, members of support staff had been responsible for a class for more than three days, and in the case study schools, some had done so for periods of several weeks.
- The main rationale for arrangements was that those providing cover should be familiar with the school and the pupils; however, in different schools this rationale had resulted in different arrangements.
- Normally the absent teacher set the work to be undertaken by pupils, or if they were unable to do so, it was set by the head of department.
- In the case study schools, it seemed that many teachers expected cover supervisors to deliver planned lessons, and the cover supervisors found it easier to maintain discipline if they actively engaged with pupils.
- The vast majority of headteachers monitored cover arrangements, but the extent to which specific groups of pupils experienced cover lessons was less frequently monitored.

- Around half the headteachers and less than half of the teachers indicated that they were satisfied with the impact of their current arrangements on pupil behaviour, teaching and learning or standards. Those that regularly used support staff for cover were more positive; in interviews, they argued that this had reduced the (inevitable) negative impact of teacher absence. Those in schools with high FSM eligibility were very much less satisfied.
- 29 per cent of headteachers indicated that the impact of teacher absence on standards was now less of a concern than it was before remodelling, and 35 per cent disagreed.
- Only 39 per cent of headteachers were satisfied with the impact in terms of cost.

9.3.1 Arrangements for cover in secondary schools

Secondary headteachers and **secondary teachers** were asked about the immediate arrangements used for providing cover for unexpected teacher absence (see Table 9.15). They were then asked about the arrangements used for the following types of absences:

- a short-term unplanned absence up to one day (after the immediate arrangements);
- a short-term unplanned absence up to three days;
- a short-term planned absence (e.g. for CPD);
- a longer absence (after the first three days).

Details of all of these can be seen in Table 9.17. A range of strategies were reported in all cases and in order to aid analysis, the arrangements were grouped together into three broad 'cover' groups: support staff, supply teachers and internal teachers (see Tables 9.16 and 9.18).

Immediate arrangements for unexpected absence

Firstly, looking at immediate arrangements for providing cover for unplanned absence, **secondary headteachers** reported a range of strategies. As shown in Table 9.15, the arrangement most likely to be used regularly was a member of support staff who supervised pupils while they undertook set work, or cover supervisor (71 per cent), while 52 per cent said they regularly used a supply teacher. This extensive use of cover supervisors is very different from the arrangements on primary schools.

Table 9.15 also shows the findings for **secondary teachers**, who were asked to indicate who was most likely to cover in their classes. Again, the regular arrangement most frequently mentioned was a member of support staff who supervised pupils while they undertook set work. However, the proportion saying this was a regular arrangement was lower for teachers than headteachers (53 per cent compared with 71 per cent). In comparison with headteachers, teachers were also less likely to say that members of the leadership team were frequently used (three per cent compared with 25 per cent), but were more likely to say that teachers with a different subject specialism were used regularly; this may just be a question of definitions (i.e. the same teacher being described by headteachers as a member of the leadership team but by teachers as a teacher with a different subject specialism).

Table 9.15: Secondary headteachers and secondary teachers: Immediate cover arrangements for unexpected absence

Class would be taken by...	Regularly used		Used occasionally or only in certain classes		Never used		Not stated		
	Head-teacher (%)	Teacher (%)	Head-teacher (%)	Teacher (%)	Head-teacher (%)	Teacher (%)	Head-teacher (%)	Teacher (%)	
INTERNAL TEACHERS									
Teacher with different subject specialism, not timetabled to have PPA time	30	47	60	40	6	9	4	4	
A member of the leadership team	25	3	66	48	5	45	5	4	
A teacher who is employed wholly or mainly for the purpose of providing cover	22	n/a	14	n/a	58	n/a	7	n/a	
Teacher with same subject specialism, not timetabled to have PPA time	18	13	67	60	8	23	7	4	
Teacher timetabled to have PPA time	1	4	12	28	79	62	8	6	
Pupils would work in learning centre supervised by a teacher	1	1	10	9	84	86	6	4	
SUPPLY TEACHERS									
Supply teacher	52	44	37	42	6	10	5	4	
SUPPORT STAFF									
Support staff who supervise pupils doing set work (e.g. a cover supervisor)	71	53	9	15	18	28	2	4	
Support staff who will teach pupils (e.g. an HLTA)	11	9	28	19	55	67	6	5	
Teaching assistant	3	4	13	11	78	81	6	5	
Pupils would work in learning centre supervised by support staff members	1	1	8	5	85	89	6	4	
PUPIL GROUPS REARRANGED									
Two classes would be taught together	*	3	36	21	58	71	6	4	
Pupils would be distributed to other classes	*	1	19	12	75	84	6	4	
	Weighted	743	1471	743	1471	743	1471	743	1471
	Unweighted	743	1467	743	1467	743	1467	743	1467

Base: All secondary headteachers/all secondary teachers with timetabled teaching responsibilities

Source: Secondary headteachers/ teachers surveys

Table 9.16 combines the arrangements into three 'cover' groups: support staff, supply teachers and internal teachers. It displays how often these were *regularly* and *ever* used, as reported by secondary headteachers and teachers. This shows that, according to **headteachers**, support staff were more likely to be used regularly than the other arrangement 'groups' (72 per cent regularly used support staff). Additional analysis also shows that 25 per cent of headteachers said that this was the *only* type of arrangement used regularly. In comparison, **secondary teachers** were less likely to say support staff were used regularly - 56 per cent, the same proportion as said internal teachers were used regularly.

Table 9.16: Secondary headteachers and teachers: Cover groups used in immediate arrangements for unexpected absence

Staff type	Regularly used		Ever used		
	Headteachers (%)	Teachers (%)	Headteachers (%)	Teachers (%)	
Internal teachers	56	56	98	95	
Supply teachers	52	44	89	86	
Support staff	72	56	83	73	
Pupils re-organised	*	4	40	28	
	Weighted	743	1471	743	1471
	Unweighted	743	1467	743	1467

Base: All secondary headteachers/all secondary teachers with timetabled teaching responsibilities

Source: Secondary headteachers/ teachers surveys

Looking at sub-group variations for these findings, firstly for **secondary headteachers**:

- Those in schools with high FSM eligibility were less likely to regularly use support staff (61 per cent compared with 72 per cent medium and 74 per cent low FSM); they were more likely to regularly use supply teachers (67 per cent, compared with 53 per cent medium and 45 per cent low FSM); and more likely to regularly use internal teachers (74 per cent, compared with 55 per cent medium and 53 per cent low FSM). Similar differences were found in the figures for arrangements that were ever used.
- Those in London were much less likely to use support staff (48 per cent regularly, 59 per cent ever) and were more likely to use internal teachers as the only type of regular arrangement (14 per cent).
- Those in mixed-sex schools outside London were more likely to ever use support staff than those in single sex schools outside London (85 per cent compared with 70 per cent). (There were no differences between mixed-sex and single-sex schools in London.)
- As might be expected, regular use of internal teachers was higher in schools where teachers spent more hours providing cover. Specifically, regular use of internal teachers increased sharply where headteachers spent nine or more hours providing cover in the last term, and where teachers spent five or more hours providing cover in the last term.

Amongst **teachers**⁵⁵:

- The same pattern was evident in London, whereby London schools were less likely to use support staff. Analysis of teachers also indicated that this was a more general pattern in urban areas.

⁵⁵ The different sub-group findings reported for secondary headteachers and class teachers often reflect the larger sample size for class teachers (allowing more detailed sub-group analysis), as much as actual differences in responses.

- Those in small schools were more likely to say that support staff were used (89 per cent ever used, 33 per cent as the only regular arrangement). Similarly, middle-deemed-secondary schools (generally smaller) were also more likely to use support staff (40 per cent said this was the only regular type of arrangement).
- Boys-only schools were less likely to regularly use supply teachers (28 per cent), and were more likely to use internal teachers as the only regular type of arrangement (27 per cent).
- More recent teachers (started teaching between 2006 and 2008) were less likely to say that support staff were used regularly for their class, while more established teachers and those on the leadership scale were less likely to say that internal teachers were used regularly. This difference mirrors the general variation between headteachers and classroom teachers, and may either reflect different arrangements for different teachers (based on their seniority), or a more general difference between school policy and practice (with headteachers and more senior teachers expressing the intended policy of using support staff rather than internal teachers, but teachers recording day-to-day practice).

The differences relating to FSM eligibility in headteachers' responses was not found in those of teachers, apart from a higher use of supply teachers than in schools with low FSM.

Arrangements for different types of absence

Respondents were then asked about the regular arrangements for longer-term absence, as shown in Table 9.17.

The main pattern shown in this table is a greater use of supply teachers for longer and/or planned absence, with a corresponding fall in the use of internal teachers. For example, 31 per cent of headteachers said that supply teachers were used regularly for a short-term unplanned absence of up to one day, but this figure increased to 83 per cent for a longer absence of more than three days. Fewer heads or teachers reported that cover supervisors were used for longer absences (after the first three days), though more than a third of schools did so.

There were some striking differences between arrangements in schools with a high proportion of pupils eligible for FSM and those with fewer pupils in this category. For each type of absence, those with high FSM were less likely to use cover supervisors, and more likely to use teachers employed to provide cover and supply teachers. In the first hours of an absence, the immediate arrangement was also more likely to be a teacher of the same subject not timetabled to have PPA, in schools with high FSM. Figure 9.7 illustrates these comparisons.

Table 9.17: Secondary headteachers and secondary teachers: Regular cover arrangements for different types of absence

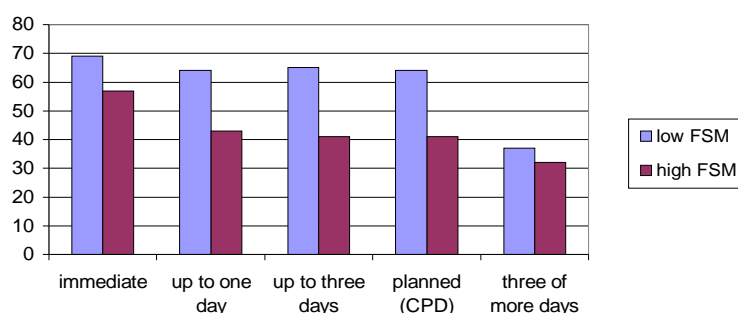
	A short-term unplanned absence for up to a day		A short-term unplanned absence up to three days		A short-term planned absence (e.g. for CPD)		A longer absence (after the first three days)	
	Head-teacher (%)	Class Teacher (%)	Head-teacher (%)	Class Teacher (%)	Head-teacher (%)	Class Teacher (%)	Head-teacher (%)	Class Teacher (%)
INTERNAL TEACHERS								
Teacher with different subject specialism, not timetabled to have PPA time	54	68	45	63	28	53	11	38
Teacher with same subject specialism, not timetabled to have PPA time	43	39	37	36	27	32	12	26
Teacher who is employed wholly or mainly for the purpose of providing cover	14	n/a	14	n/a	15	n/a	17	n/a
A member of the leadership team	14	5	13	5	12	4	8	4
Teacher timetabled to have PPA time	3	9	3	8	2	6	1	4
Pupils would work in learning centre supervised by a teacher	*	*	*	*	1	*	*	1
SUPPLY TEACHERS								
Supply teacher	31	39	45	51	56	56	83	78
SUPPORT STAFF								
Support staff who supervise pupils doing set work (e.g. a cover supervisor)	62	47	61	47	61	47	35	37
Support staff who will teach pupils (e.g. an HLTA)	7	6	7	6	8	6	6	5
Teaching assistant	2	3	1	3	2	3	1	2
Pupils would work in learning centre supervised by support staff members	1	1	1	1	1	1	*	*
PUPIL GROUPS REARRANGED								
Two classes would be taught together	*	3	0	2	1	2	1	2
Pupils would be distributed to other classes	*	*	*	*	*	*	0	1
Weighted	743	1471	743	1471	743	1471	743	1471
Unweighted	743	1467	743	1467	743	1467	743	1467

Base: All secondary headteachers/all secondary teachers with timetabled teaching responsibilities

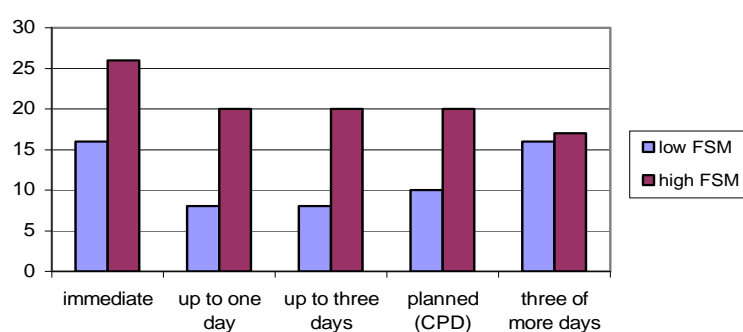
Source: Secondary headteachers/ teachers surveys

Figure 9.7: Secondary headteachers: Comparison of selected arrangements for cover in schools with high and low eligibility for free school meals

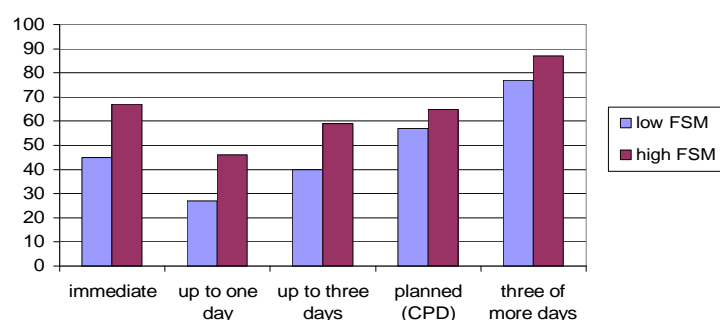
Percentage of schools using cover supervisor



Percentage of schools using teacher employed wholly or partly to provide cover



Percentage of schools using supply teachers



Weighted 743, unweighted 743

Base: All secondary headteachers

Source: Secondary headteachers/ teachers surveys

Table 9.18 combines the arrangements into the three 'cover' groups: support staff, supply teachers and internal teachers. It displays how often these were regularly used and how often they were the most frequent arrangements, as reported by secondary headteachers and teachers. This confirms the increasing use of supply teachers for longer-term and/or planned absence, particularly in terms of being the most frequent arrangement: it was the most frequent arrangement for unplanned absence of up to one day in only a minority of cases (six per cent, according to headteachers), but this was the most frequent arrangement in the majority of schools once the absence exceeded three days (65 per cent of headteachers). In comparison with primary schools, supply teachers were used less, and support staff more often.

The findings were similar for headteachers and teachers, although (as with immediate arrangements described above) teachers were more likely than headteachers to say that internal teachers were used rather than support staff.

Table 9.18: Secondary headteachers and teachers: Cover groups used for different types of absence

	Most frequent arrangement		All arrangements that were used regularly		
	Head-teacher (%)	Teacher (%)	Head- teacher (%)	Teacher (%)	
A short-term unplanned absence up to one day					
Internal teachers	36	46	77	80	
Supply teachers	6	10	31	39	
Support staff	55	37	67	53	
A short-term unplanned absence up to three days					
Internal teachers	30	36	70	75	
Supply teachers	13	20	45	51	
Support staff	54	37	66	52	
A short-term planned absence (e.g. for CPD)					
Internal teachers	20	27	57	65	
Supply teachers	25	29	56	56	
Support staff	53	36	66	52	
A longer absence (after the first three days)					
Internal teachers	11	14	38	51	
Supply teachers	65	57	83	78	
Support staff	20	21	38	42	
	Weighted	743	1471	743	1471
	Unweighted	743	1467	743	1467

Base: All secondary headteachers/all secondary teachers with timetabled teaching responsibilities

Source: Secondary headteachers/ teachers surveys

Sub-group patterns were generally consistent across the different types of absence, and between headteachers and teachers. However, as was found in relation to immediate arrangements, there was a much more clear-cut pattern relating to eligibility for FSM in headteachers' responses than in those of teachers. For the *most frequent* arrangement for each type of absence under three days, headteachers of schools with high FSM eligibility were *less* likely than those with medium or low FSM to say that support staff were used, and *more* likely to say that internal teachers were used. For arrangements that were *regularly used*, headteachers with high FSM eligibility were similarly less likely to say that support staff were used, and for absences up to three days, were more likely to say that supply teachers were used.

Secondary teachers in these schools also reported lower use of support staff as the most frequent arrangement for unplanned absences, and usually slightly higher use of supply teachers and internal teachers than in schools with medium FSM eligibility.

For other sub-group patterns, the findings for **teachers** are given below (with references to headteachers where appropriate):

- Small schools were more likely to use support staff and less likely to use internal teachers (for all absences except those greater than three days, where there was no difference). Small schools were even more likely than other schools to use supply teachers for absences of more than three days, as were middle-deemed-secondary schools (which are generally small).
- London schools were less likely to use support staff and more likely to use internal teachers (this applied to all of the different types of absence). The same applied to urban schools in relation to support staff (for all absences except those greater than three days) and internal staff (for all except unplanned one-day absences). These findings were echoed by headteachers.
- Mixed-sex schools were more likely to use support staff (for unplanned absences) and less likely to use internal teachers (for planned and longer-term absences); in particular, boys-only schools were more likely to use internal staff (for unplanned absences).
- The same pattern identified for immediate cover was also seen here, whereby more established teachers were more likely to say that support staff were used, and less likely to say internal teachers were used.

The secondary **case study schools** had a variety of arrangements in place for cover. At one extreme, Secondary S relied almost entirely on cover supervisors (identified as 'learning managers' in this school). They undertook short and long-term cover. At the opposite extreme, the headteacher of Secondary K (a large London boys' school) was committed to using qualified teachers rather than support staff to provide cover for absence. Where possible, cover was provided by subject specialists, but the key issue for the headteacher was that cover should be provided by teachers who would deliver the lesson, rather than by support staff who would supervise:

It is important also that the kids get a fair deal when the staff are away. So we expect our staff to organise work, prepare work that another teacher, another qualified teacher will go in and deliver, not to the same standard, absolutely, but will go in and deliver, and the expectations will be there. So it's not someone who is a non-teacher going in there.

Absences were covered by a mix of teachers providing cover for absent colleagues, 'timetable cover teachers' who are employed specifically to provide cover, and supply teachers. At the time of the visit, the school had two full-time supply teachers, and a part-time 'timetable cover teacher' who was providing cover having returned from maternity leave.

Both middle deemed secondary schools employed cover supervisors, as did all the secondary schools other than Secondary K. However, Secondary L employed only one cover supervisor, who was in fact a retired teacher; at the time of the case study visit they were resisting using cover supervisors without teaching qualifications, though it was acknowledged that they would have to do so to further reduce teacher cover within the budget they had available.

In most of the schools the arrangements involved cover supervisors, internal teachers, and supply teachers. In Secondary J, for example, cover was provided mainly by one cover supervisor, and two part-time teachers who, as part of their job descriptions, had some periods when they were available to cover. The amount of cover provided by teachers had been reduced considerably, and they now undertook very few hours; the head indicated on the questionnaire that the average for the teachers was one and half hours in the previous

term. Teachers interviewed said that they now *'very very rarely'* covered. However, the amount of cover provided by the leadership team has not decreased. The cover supervisor normally only covered on the first day or so of an absence, (sometimes teaching *'a couple of lessons'* to the same class), but after that the school *'buy someone in'*.

Secondary N employed three cover supervisors who provided most of the cover needed. They covered for short-term unplanned teacher absence up to three days. If a cover supervisor was unavailable, a teacher who was not timetabled to have PPA would be asked to cover. In the case of a short-term planned absence a cover supervisor would cover, and failing that a supply teacher. A supply teacher would be brought in to cover for longer absences. These were usually supply teachers who were familiar to the school.

Long-term absence was a problem in all the case study schools. For example, the head of Middle School H admitted that although they had a policy of using supply teachers after the third day of absence, in some cases they had used cover supervisors for longer periods of cover. He explained:

Yeah you can't get supply at the right time. You know, like, for example, one of our music teachers was off, we couldn't get a music teacher supply. The only supply teacher we could get was no better at covering a music lesson than one of our cover supervisors. They had no expertise in music, could only do the same function: so I made a judgement. ... But if we can, like when we have people off in science, we've got a couple of good science supply teachers. A couple of maths, then we'll get the supply teacher in if it's a longer absence.

He told us that the longest cover supervisors have taken a class is a *'couple of weeks.'*

In Secondary O the teacher who had oversight of cover explained that normally their policy was to get a supply teacher after three days, *'although we tend to stretch that a little bit'*. Like the head of Middle School H, he argued that *'you can't always guarantee that you're going to get a specialist supply teacher anyway,'* and cited an instance when a maths teacher was absent long-term, but the only available supply was an English teacher. Therefore, he argued, *'We were in no better situation by getting a supply teacher in than using one of our Cover Supervisors.'*

Secondary S used its *'learning managers'* for even longer periods. One (who was enrolled on an Open University mathematics degree) was timetabled to teach a Year 7 bottom mathematics set for four periods a week. As a result of an unfilled post she had also been teaching a Year 9 class (four periods a week) and a Year 10 class (four periods a week) for six months. She prepared and taught all of the lessons, which were not checked by anyone, except in her twice yearly observations. Similarly a learning manager was used to teach French long-term to low ability Year 9 pupils because of a shortage of MFL teachers; another taught geography when a teacher was on long-term sick leave; and *'one of our learning managers was doing science while a lady was off on maternity cover, and for the whole time she did her lessons for her'*. A learning manager interviewed commented that in these cases *'you could be taken for the teacher'*.

The head of Secondary N said that the quality of what the pupils experience was better with a cover supervisor than a supply teacher. Therefore, she argued:

It would be helpful, although I appreciate complex, if Union rules were relaxed a little bit to allow a much greater level of discretion in terms of the covering of long-term absence.

9.3.2 Different groups who provide cover in secondary schools

Supply teachers

Secondary headteachers were asked how familiar the *supply teachers* used were with the school and the pupils. The majority (68 per cent) said that, when supply teachers were used, they were mainly familiar with the school and the pupils, and a further 19 per cent reported that all supply teachers were familiar with the school and regularly worked there. Only seven per cent reported that the supply teachers used were mainly unfamiliar, and three per cent said that supply teachers were never used.

The familiarity of supply teachers varied with the size of the school: small schools were the most likely to report using all familiar supply teachers (34 per cent, compared with 17 per cent of medium and 18 per cent of large schools). This was also higher in middle-deemed-secondary schools (49 per cent), and lower in urban areas (17 per cent), particularly London (nine per cent).

Schools where a low proportion of pupils were eligible for FSM were more likely to use mainly familiar supply teachers (34 per cent compared with 14 per cent medium FSM and 11 per cent high FSM). Those with a high proportion were more likely to use mainly unfamiliar supply teachers (15 per cent, compared with 8 per cent medium and two per cent low).

The two middle deemed secondary **case study schools** both reported that all their supply teachers were familiar. All the secondary schools reported that they were mainly familiar, but some were unfamiliar.

Secondary K, which did not use cover supervisors, reported making efforts to keep good supply teachers:

We will offer a year contract to people that we know, so if they're an agency, we pick up a good member of staff, supply staff, we will try to keep them because that's really good, they get to know the school, they get to know us, they become part of the school and they're committed.

Secondary L made substantial use of supply teachers. Almost all of these were familiar; the school had developed a pool of local supply teachers, some of whom were retired members of staff. The head explained:

They tend to be the same people all the time. And we sort of semi-contract them, we say, okay, we're going to need a certain amount of cover, and then there will be some supplementary cover.

The head of Secondary J explained that some of the supply teachers were retired members of staff, and there were some '*fairly regular returners*' who were familiar with the school. Within the collegiate (nine local secondary schools) there had been discussion about setting up their own cover agency and the headteacher explained that they '*got very close to doing it, but the start up arrangements proved too great for us at that time*'. One of the teachers in that school commented that, if she was absent, the least satisfactory arrangement tended to be having supply teachers taking her classes, though she acknowledged that some did a very good job.

Secondary M also used a large number of supply teachers, particularly for long-term cover; the headteacher said, '*The supply agencies are costing us a fortune, we're spending megabucks.*'

Most of our supply teachers come here and say, 'Wow this is a fantastic place to come to, can we come back?' and it lasts for about a week, and then they suddenly meet that Year 9 group that are bottom set on a Friday afternoon, and they just say I've had a terrible day, you know, give me a day off. It's always the same.

Teachers not employed to provide cover

The survey examined the amount of cover provided by *headteachers and teachers*. Ten per cent of **headteachers** said they undertook 13 or more hours of cover last term (i.e. in excess of the stipulated limit of 38 hours of cover per year), and four per cent said teachers did so. Most headteachers provided at least a small amount of cover (just 17 per cent said they did not provide any cover and 10 per cent did not give an answer). Those in schools with a high proportion of pupils eligible for FSM were less likely to provide any cover (32 per cent, compared with 16 per cent of medium FSM and 15 per cent of low FSM). A breakdown of hours is given in Table 9.19.

All the **case study headteachers** had undertaken some cover. The head of Secondary M had done the most. He explained:

Sometimes I'll bail in there and help. With English I did go in and I taught for the eight weeks that they had left. I taught the Year 11 media group and it was a bit learning on the job but we got some fairly decent grades for those so I went in there.

He explained that he was learning on the job because his specialism is French.

Headteachers' responses about the amount of average hours of cover provided by their teachers showed that teachers in schools with high FSM undertake more cover; 27 per cent had provided more than nine hours, compared with 13 per cent in schools with low free school meals.

Table 9.19: Secondary headteachers and secondary teachers: Hours cover provided in the last term

Hours in the last term	Headteacher responses		Teacher responses	
	Hours provided by headteacher (%)	Hours provided by teachers (on average) (%)	Hours provided by teachers (%)	
0	17	4	5	
1-4	32	37	47	
5-8	19	29	28	
9-12	12	12	13	
13+	10	4	4	
Not stated	10	15	3	
	Weighted	743	743	1525
	Unweighted	743	743	1526

Base: All secondary headteachers /all secondary teachers
Source: Secondary headteachers/ teachers surveys

When **teachers** themselves were asked about the number of hours cover they provided, answers were similar to those given by headteachers, and the proportion who gave responses that indicated that they exceeded the limit of 38 hours a year was the same (four per cent); the figures are also shown in Table 9.19. The estimation of four per cent

exceeding the 38 hour limit matches the NASUWT survey, which found five per cent of all secondary teachers did so. As with headteachers, there were no sub-group differences in the proportion exceeding 38 hours per year although, in general, teachers in small schools tended to provide fewer hours cover than those in medium or large schools.

In a follow-up question, most **teachers** said that they provided cover less than once a week on average (66%), while 26 per cent said it was about once a week and six per cent more than once a week.

Secondary headteachers were asked to write in what strategies they had in place to reduce the amount of cover that they and their teachers provided. A range of strategies were mentioned, the most common being the use of support staff (41 per cent). Details are shown in Table 9.20. Headteachers in small schools were less likely to say their strategy was to reduce planned absence (seven per cent) and to employ additional support staff (12 per cent). Heads of schools with a high proportion of pupils eligible for FSM were more likely to say that they would reduce unplanned absence by monitoring (22 per cent, compared with nine per cent medium FSM and seven per cent low FSM), and use supply teachers or agencies (26 per cent, compared with 16 per cent medium FSM and 17 per cent low FSM).

Table 9.20: Secondary headteachers: Strategies to reduce the amount of cover provided by headteachers and teachers

(answer given by five per cent of respondents or more)	%
Use support staff to provide cover	41
Employed additional support staff	21
Use supply teachers/agencies	17
Reduce planned absence	15
Reduce unplanned absence by absence monitoring	10
Plan for all absence in advance as much as possible	7
Reduce unplanned absence by working on staff well-being	7
Not Stated	13
	Weighted 743
	Unweighted 743

Base: All secondary headteachers

Source: Secondary headteachers survey

In most of the **case study schools**, the main strategy to reduce the amount of cover undertaken by teachers was to employ cover supervisors. Secondary M had employed four cover supervisors from September 2008, and the assistant head in Secondary L said that he thought they would have to do so in the near future.

The head of Secondary K talked about trying to reduce absence by monitoring it:

We monitor staff attendance continually, one of my Deputy Heads does it, he does the cover, also monitors and sends me termly reports on staff attendance, we have termly print outs, we look for patterns. We hope a Head of department would have picked it up and said actually, you know, Mrs X has been away three times this term, always a Monday and a Monday is her full teaching day, that sort of thing. We hold return to work interviews.

However, it was not clear how this school, which only used qualified teachers for cover, would achieve the target of teachers rarely being asked to cover by September 2009.

The head of Secondary J, where teachers already undertook only a little cover (an average of one and a half hours per teachers in the last term), explained that they were working to reduce sickness absence through care of their staff. The head explained:

I don't think we've changed the approach but we've utilised the remodelling the workforce and wanted to celebrate and announce the reductions in cover. But everyone has always believed that the more staff feel part of the enterprise, and the more staff feel that they as individuals count, the better they will contribute to the organisation. ... For instance, we interpret requests for leave of absence for urgent personal business, not sloppily, but quite kindly.

We asked teachers in the case study schools about their experience of being asked to cover. It should be noted that some of the case studies were undertaken during the summer term 2007-8, and others in the autumn term 2008-9. Those undertaken in the autumn generally found that new measures had been put in place to reduce the amount of cover undertaken by teachers. In some of the case study schools, teachers now did very little cover, and in all the schools, teachers reported a reduction from previous levels; many reported only covering the very occasional lesson (maybe one a term). A teacher in Middle School H explained:

In the past I would say we got taken for cover about once every two weeks, you could never predict when it would happen, so there was never any non-contact time that was protected. We're now taken maybe once a term. It's a huge difference, and I know that the non-contact time that I have during the day is going to be time I can use.

In most schools, however, leadership team members undertook more cover than teachers because they had more unprotected non-contact time.

As well as working to reduce the amount of cover provided by teachers, some schools had implemented measures to make it less of a nuisance. For example, in Secondary J, any cover that teachers did have to do was allocated in half-hour blocks, so that no teacher ever missed the whole of their non-contact period. Teachers spoke positively about this. In Middle School I, each teacher had been timetabled to do cover for thirty minutes a week; this was not often used, but it meant that they knew when they might be required to do cover, and so were able to plan accordingly.

In three of the schools, teachers still undertook considerable amounts of cover at the time of the case study visits. In Secondary K, where support staff were not used to cover, all teachers in the school were expected to provide some cover. They all had at least six non-contact periods per week, and the headteacher said that the maximum they may be asked to cover was one period a week: *'Most people will for most of the year do one cover every two weeks.'* Teachers were allocated cover lessons depending upon the amount of cover they had already provided during the course of the year:

It's all done automatically and the computer will tell you who's covered what, when and where, how many classes, what age range, who has done more than most and why that happened. The computer will dictate to you and say, it's Mrs X due to cover this lesson, she's top of the list so she's the one you should choose.

The teachers we interviewed said that cover was allocated fairly and that there were adequate mechanisms in place for receiving feedback from those who covered their classes and vice versa.

In contrast in Secondary S, although teacher cover had been substantially reduced, one of the teachers interviewed complained that his '*bug bear was lack of equitability of sharing cover out to teaching staff*'. Another teacher in the same school complained that although there were learning managers in place, he had to provide cover sometimes because so many teachers were out doing CPD at the same time; '*That's irritating, I'm covering so that somebody else can learn.*'

In Secondary L, there was only one cover supervisor, a qualified teacher. Normally when emergency cover was needed, supply teachers who regularly worked in the school were contacted, but if they were not available, internal teachers provided cover. In the school year 2007-8, this was less than 30 periods for most teachers. Those who undertook more than 30 periods cover (but still less than 38) were generally members of the leadership team (because they have more 'unprotected' non-contact periods than other teachers). In addition, two teachers whose regular timetables were not full each undertook more than 30 hours cover in 2007-8. The headteacher explained that this was a '*grey area*'; he said:

The National Agreement says a teacher who is substantially employed for doing cover may be required to do it. But we don't employ them to do cover, we employ them substantially to teach a subject, but there's not enough teaching in that to keep them as a full-time teacher.

The teachers interviewed said that the amount of cover they provided had decreased over the last few years.

The headteacher explained that because this was a boarding school, they did not have the option to send pupils home if there was a real staffing crisis, thus, he explained, '*at the moment our colleagues will give up their PPA time, and then get it back at another point in the week.*'

The leadership team member in charge of cover said that he anticipated that the school will soon appoint cover supervisors who were not teachers, but they had been reluctant to take this step. He said, '*I think we'll have to because economics and pressure on the school to allow people out [for staff development].*' But he argued that the amount of external CPD would also have to be reviewed in the light of the budget:

The other thing that we'll have to look at is the extent to which we do allow people out. I know many other schools actually have periods of the year when they will not allow any absence from school for training or whatever. They say this is a training devoid period regardless. That's not quite as easy as it sounds, particularly with the institution of the new specifications and requirement for teachers to be trained up.

Secondary M had reported on the questionnaire that teachers undertook cover. During the case study visit we were told that the highest figure any teacher had done was 20 hours over the whole of the 2007-8 academic year, and that there had been a gradual decrease over the preceding four years. But by the time of the case study visit in the autumn term, four cover supervisors had been appointed. It was not possible to fully investigate the impact of this, because absence in September tends to be low, but all the teachers interviewed reported that they had not undertaken any cover that term.

In the other schools, teachers did very little cover. A teacher in Secondary O explained that the school had now decided that when teachers were used, this would be for planned absences:

I do very little. I got a note in my pigeonhole yesterday saying cover for SW on Thursday period whatever it was. I'd never seen a piece of paper like this before so I went to see the lady in the office who does the cover and I said what's this about? Does that mean I'm covering on Thursday? And she said yes, we've decided to get advance notice out where we know about it which is a big help. ... We cover so rarely and then the fact that we know in advance now is going to work, you know, because you can have your laptop with you or whatever. It will be fantastic so that's a big improvement.

In most schools, teachers had to set cover work when they were absent and to mark it on their return.

In the survey, **secondary headteachers** were also asked, when teachers were absent, in what circumstances classes were normally taught by a *subject specialist*. The majority said that exam classes were given priority (75 per cent) and that this happened if the absence was more than three days (57 per cent). Details are shown in Table 9.21.

Table 9.21: Secondary headteachers: Circumstances in which classes are normally taught by a subject specialist

	Headteachers (%)	Teachers (%)
Exam classes are given priority	75	45
Absences of more than three days	57	27
Planned absences	31	24
Absences of more than one day	9	6
Not stated	7	5
All absences	2	4
In no circumstances	n/a	29
	Weighted	1471
	Unweighted	1467

Base: All secondary headteachers/all secondary teachers with timetabled teaching responsibilities
Source: Secondary headteachers/ teachers surveys

Headteachers in urban areas were more likely to say that exam classes were given priority (76 per cent compared with 66 per cent in rural areas), as were schools with a high proportion of pupils eligible for FSM (87 per cent compares with 74 per cent medium FSM and 72 per cent low FSM). This was mentioned less frequently in small schools (40 per cent) and in middle-deemed-secondary schools (26 per cent).

Headteachers of schools with a high proportion of pupils eligible for FSM were also likely to say that subject specialists were used after the first day of absence (17 per cent, compared with nine per cent medium FSM and seven per cent low FSM). This is consistent with their preference for using qualified teachers to provide cover.

When **teachers** were asked the same question in relation to their absence, again the most frequent response was that exam classes were given priority (45 per cent), although the proportion was lower than amongst headteachers. The same sub-group variations applied to teachers as headteachers in terms of exam classes having priority (by size and type of school), with the exception of FSM. In addition, the proportion of teachers saying that exam

classes were given priority was lower in mixed schools than in single-sex schools (44 per cent compared with 55 per cent). Teachers on the leadership scale were also more likely than other teachers to say that exam classes were given priority (67 per cent); in this respect teachers on the leadership scale were closer to headteachers than teachers in their answers.

The proportion of teachers who said that a subject specialist was used in absences of more than three days was also lower than for headteachers. However, 29 per cent of class teachers said that there were no circumstances in which subject specialists were used (an option not presented to headteachers); this was higher in small and medium schools (37 per cent and 39 per cent respectively, compared with 23 per cent in large schools).

Teachers employed to provide cover

In the figures in Table 9.21, headteachers were asked to exclude any teachers employed specifically to provide cover. Four of the case study schools indicated that they employed teachers for this purpose. We interviewed two of these. Both worked in inner-urban schools. In Secondary J, the part-time teacher interviewed who regularly provided cover explained that she works 0.3 (having previously had a full-time post in the school). She was timetabled to teach some classes on a regular basis, and had some designated PPA time, but in other non-contact periods, she would normally provide cover. She also provided cover on other days if needed and if she had no specific engagements. She had covered all subjects, but explained that in her own subjects she could '*actually teach that lesson*' rather than cover.

It can be across any department basically. Because I've got a science background obviously they will try and focus me, if there is a science teacher and a French teacher away, they will probably put me on the science because they know I can teach that. And if a science teacher knows it's me covering, they can leave a proper science lesson, or they leave me maths because they know that I will be able to help the kids out with a quadratic equation because I've got a science background. But it can be any subject. I quite enjoy it actually. It's quite nice sometimes to do an art lesson or something totally different.

Even in subjects in which she was not a specialist, she was often able to teach rather than cover. She described doing practical work in food technology, and said that '*actually carrying on with the proper lessons*' was more satisfying than covering. She commented that she felt least confident in Urdu lessons.

Secondary K only used teachers to provide cover. We interviewed a part-time 'timetable cover teacher' who had previously worked in the school as an English teacher, before leaving to go on maternity leave. At the time of the interview she worked three days a week, and was employed specifically to provide timetabled cover. She anticipated returning full-time to the English department after the summer. Working as a timetable cover teacher had been very different from what she was used to. She said, '*I certainly wouldn't choose it as a long term career option. It's a lot of the challenges of teaching without any of the rewards.*' She continued:

I know there are some teachers who do timetable cover for years, you know, that's just the job they do, I definitely wouldn't. I really enjoy teaching, I love teaching, I don't love cover teaching.

She covered, on average, four out of five lessons a day. The quality and detail of lesson plans she received varies and depended on whether or not it was a planned cover. She was often teaching outside of her subject, which could be problematic. For example she recently took a German class and was unable to help the students with their queries:

I just had to be honest and say I don't know a lot about German, you'll just have to try and help each other, and they did help each other. So I mean in the best case scenario the kids sort of help each other get on, but of course in the worse case scenario they don't get on in a cover lesson, because either they can't access the work or they don't see it as important.

She went on to explain that '*behaviour can be awful*' sometimes, but that it varied. She said that a lot of her cover pupils were maybe thinking:

'Oh good, we won't have to work today, oh good, we'll probably get to chat.'
Generally just an attitude that it's not important, that they're not likely to be asked to do something that's important to their learning.

Support staff

Turning to the use of *cover supervisors*, **secondary headteachers** were asked firstly about the number of support staff employed as cover supervisors in their school. Secondary headteachers were asked to report the headcount and the full time equivalent that this relates to. In order for comparability, the full time equivalent figures are given here. Sixteen per cent of schools reported that there were none, 11 per cent reported that there was one, 22 per cent reported that there were two, 21 per cent reported three and 23 per cent reported four or more. The number of full time equivalent cover supervisors differed with school size, with the larger schools employing more cover supervisors: Small schools were more likely to employ either none or one to two cover supervisors (73 per cent) compared with large schools (41 per cent), and large schools were more likely to employ 3 or more cover supervisors (55 per cent), compared with small schools (19 per cent). Looking at subgroup differences, irrespective of school size, there was variation by region, with schools in London more likely to employ none and one to two cover supervisors, and schools in other regions more likely to employ three or more.

There were also found to be some differences in the number of full time equivalent cover supervisors employed and headteachers' perceptions of the impact of cover arrangements, irrespective of school size. However these should be treated as indicative only, as the base sizes were very small:

- Headteachers who employed three or more full time equivalent cover supervisors, were more likely than those who employed fewer or none to agree that since the introduction of their current arrangements for providing cover (since workforce remodelling) that:
 - there is now greater continuity for teaching and learning of pupils;
 - the impact of teacher absence on standards is less of a concern than before remodelling;
 - the impact of teacher absence on pupil behaviour is less serious than before.

Table 9.22 shows the types of training and skills held by cover supervisors, as well as their role in the school. Just over a third of heads who employed cover supervisors reported that all or most of them already had the necessary skills. The use of external training varied across schools: 28 per cent of heads reported that all of their cover supervisors had received external training, but 33 per cent said that none had done so. On-the-job training was much more prevalent; 84 per cent of schools indicated that all their cover supervisors had received on-the-job training. There was also variation in the number of cover supervisors who already had the necessary skills.

Cover supervisors were more likely to provide cover across the curriculum (74 per cent of headteachers said all of them did this) than in individual departments (just 11 per cent said this applied to all of their cover supervisors).

Table 9.22: Secondary headteachers: Training, skills and role of cover supervisors

Number who...	All (%)	Most (%)	Some (%)	A few (%)	None (%)	Not Stated (%)
...have received on-the-job training at school	84	3	1	1	*	11
...have received training from an external agency (e.g. LA)	28	7	9	4	33	19
...already had the necessary skills	16	20	29	7	12	16
...provide cover across the curriculum	74	7	4	1	2	12
...are allocated to individual departments	11	4	10	5	54	17
				645		
				647		

Base: All headteachers who said cover supervisors were employed
Source: Secondary headteachers survey

Findings differed by school size. Headteachers in small schools were more likely to say that all of their cover supervisors had received external training (40 per cent compared with 29 per cent in medium and 24 per cent in large schools) and that they all already had the necessary skills (29 per cent, 16 per cent and 14 per cent respectively). Those in small schools were less likely to say that they had all received on-the-job training (70 per cent, 83 per cent and 88 per cent respectively), as were those in London (68 per cent).

Secondary headteachers were asked how many hours of cover for teacher absence are provided by the cover supervisors that they employ. For analysis purposes this figure was divided by the full time equivalent number of cover supervisors employed in the school to give an average number of hours per full time cover supervisor. Eight per cent of secondary headteachers reported one to five hours, 12 per cent reported 11 to 16 hours, 26 per cent reported 16-20 hours and 29 per cent reported 21 or more hours. This differed by school size. Small schools were most likely to report one to ten hours (23 per cent, decreasing to 7 per cent in large schools), and large schools were most likely to report 21 or more hours (36 per cent of large schools decreasing to 18 per cent in small schools).

In one in seven cases (14 per cent), headteachers said that, typically, all of a cover supervisor's time was spent providing cover for teacher absence, while 60 per cent said this accounted for most of their time. Headteachers in small schools were less likely to say that all or most of a cover supervisor's time was spent providing absence cover (48 per cent, compared with 74 per cent in medium schools and 82 per cent in large schools).

Secondary support staff who had ever taken responsibility for whole classes during lesson time when the teacher was not present (since September 2007) were asked if they had done so during an *unplanned* teacher absence; most (87 per cent) said that this was the case. Of this group, just over half indicated that this was the main part of their job. However, fewer did so in London (38 per cent) or in small schools (30 per cent).

The vast majority of those who said it was the main part of the job were cover supervisors (86 per cent) with smaller numbers of HLTAs (nine per cent) and TAs or LSAs (four per cent). Those who had provided cover but not as the main part of their job included TAs, LSAs, HLTAs and specialist HLTAs and a small number of cover supervisors.

Cover supervisors were less frequent in London (28 per cent of those responding to the survey who took responsibility for classes during unplanned teacher absences, compared with 51 per cent in other regions). They were also less frequent in small schools (32 per cent, compared with 50 per cent in medium and large schools).

These support staff⁵⁶ were then asked how frequently they had provided cover for unplanned absence. Two in five (39 per cent) said they did so in the majority of their working hours, as shown in Table 9.23. Of the cover supervisors, 72 per cent said that they provided cover in the majority of their working hours, and 19 per cent did so several times a week.

If support staff had HLTA status, they were less likely to spend the majority of their working hours providing cover for unplanned absence (17 per cent compared with 45 per cent of those without HLTA status). Support staff were also less likely to spend the majority of their working hours in this way if they worked in small schools (19 per cent compared with 39 per cent in medium and 41 per cent in large schools) or in London (20 per cent). These findings appear to be linked to the distribution of cover supervisors, discussed above.

Table 9.23: Secondary support staff: Frequency of providing cover during unplanned teacher absence

	%
a. The majority of my working hours	39
b. Several times a week	16
c. At least once a week	8
d. At least once a month	7
e. Occasionally in emergency	28
Not stated	2
NET 'Often' (a-c)	63
NET 'Occasionally' (d-e)	35
Unweighted	704

Base: All secondary support staff responsible for whole classes during unplanned teacher absence
Source: Secondary support staff survey

Of those giving an answer, 26 per cent of support staff said they spent 20 hours or more providing absence cover in the previous week.

Secondary support staff were then asked which types of classes they had provided cover for when a teacher had been unexpectedly absent. Most respondents said they had covered for Key Stage 3 (85 per cent) and Key Stage 4 (76 per cent). Just 14 per cent covered for Key Stage 2 (including most of those in middle-deemed-secondary schools), and eight per cent in post-16 classes. Those without HLTA status were more likely to cover Key Stage 4 classes (79 per cent compared with 63 per cent of those with HLTA status).

Support staff who had taken responsibility for a class during *unplanned* teacher absence (since 2007) were asked what they most often do when they are not providing cover. Answers are shown in Table 9.24.

⁵⁶ This group of support staff (with a base of 704) is the total sample for analysis in the remainder of this chapter.

Staff working in small schools were more likely to provide learning support with an individual pupil or group (37 per cent compared with 18 per cent in medium and 19 per cent in large schools. This was also higher amongst support staff with HLTA status (37 per cent compared with 16 per cent of those without HLTA status).

Table 9.24: Secondary support staff: Activities when not providing cover

	%
Providing general support in a classroom	25
Providing learning support with an individual pupil or group	21
Providing ICT support	4
Providing pastoral support	14
Not applicable, all my time is taken up with cover	22
Not Stated	14
Unweighted	704

Base: All secondary support staff responsible for whole classes during unplanned teacher absence
Source: Secondary support staff survey

All the **case study schools** except Secondary K employed cover supervisors, ranging from just one in Secondary J and L to four in each of H, M, O and S. Chapter 5 has discussed the qualifications of this group.

The cover supervisors interviewed came from a wide variety of backgrounds. Some were newly recruited to work in schools in this role. For example, the cover supervisor in Secondary J had worked for the Post Office for 28 years, which she had not particularly enjoyed. When she was offered redundancy with a financial package, she saw this as an opportunity to seek more satisfying work. Her decision to apply for the cover supervisor role four years ago was prompted by a variety of factors: some enjoyable experience of providing training in her former job; the fact that the job description included accompanying school visits; and wanting to do something that would enable her to spend time with her family at holiday periods such as Christmas, and that offered more job satisfaction. The advertised post of cover supervisor entailed taking a pay cut, but she felt the other benefits more than compensated for this. She explained: *'I thought it would be easier than it was, because I thought, that sounds brilliant, the teachers set the work, I give it out, they do it, end of story.'* However, after a couple of weeks of shadowing *'how the teachers coped with classroom behaviour management'*, she had a *'baptism of fire'*. She added, *'I used to go home, I used to be tears sometimes, I can't do this job, I cannot do it.'*

Similarly, the cover supervisor interviewed in Secondary M had only recently started working in school. She had started her career in administration, and then after having a child, had trained as a driving instructor and ran her own business for seventeen years. Subsequently she ran a beauty salon. When that closed, a friend had encouraged her to apply to the school where she had started working at the school as a lunchtime supervisor. She then undertook exams invigilation in the summer, and helped out with some of the administration relating to that. When the post of cover supervisor came up, she said she thought she would be able to cope with it because it must surely be easier to manage pupils' behaviour in the classroom than in the playground.

In Secondary N, the senior cover supervisor had previously worked as a civil servant, an FE lecturer and a nurse. As a senior cover supervisor, a key role was to ensure that the cover supervisors (and supply teachers in on the day) had the paperwork needed for the day's cover. She was also responsible for the training of new cover supervisors. She described herself as '*a jack of all trades and master of none*'. She said that the skills and knowledge she had acquired as a cover supervisor were not being effectively used, and that she was not being fully recompensed for the work that she does:

As a graduate I could go in as a non-qualified teacher if you like into any senior school in the country and [do] supply [teaching] and I would be paid an instructor's salary which is more than I get as a cover supervisor. ... And there is an awful lot of knowledge that we gain that perhaps isn't being tapped into.

The cover supervisor interviewed in Secondary O had a background as a computer database programmer, and had some teaching experience. After being made redundant, she embarked on a career in the FE sector teaching, and completed elements of a City and Guilds teaching qualification, which she was unable to finish. This was followed by a move back to the commercial sector as a programmer, and a post from which was subsequently redundant again: '*so that was the point where I thought 'I'm not going back in to IT.'*' She returned to the education sector, and considered teacher training but felt that '*the only route open to me really was to be a cover supervisor ... I was 58 I think ... when I started. I thought it was impossible, because nobody would give me a job at that age so I've become a cover supervisor.*' She had IT specific qualifications in programming and databases, gained in the commercial sector.

While these four cover supervisors were completely new to work in schools, some of the others that we interviewed had many years experience. Secondary L was in the unusual position of employing a qualified teacher as a cover supervisor. He had had a senior role in another school, but had decided in his early fifties to leave teaching for another career. This had not worked out, and he had joined Secondary L to do some part-time teaching in the sixth form. This had expanded, and he had become a full-time teacher. However, two and a half years ago he decided again that he did not want to continue to teach, because he did not want '*the daily grind of 'Year 7 get out your exercise books', and so on*'. The school then offered him a specially created role. He remained as tutor to a large number of sixth form pupils, supporting them with university applications etc. He also undertook cover, but did this primarily in the sixth form. He pointed out that many schools do not cover sixth form lessons; the pupils are expected to undertake private study. However, Secondary L has always covered sixth form absences. In that sixth form groups tend to be small, he may cover three or four groups at the same time, either gathering them together in one room, or circulating round several rooms. Thus he had undertaken as many as 30 cover lessons in a single day. If he was not needed for sixth form cover he also provided cover in the rest of the school. Normally his role was supervising set work, but he explained:

I try and help occasionally, I'm a historian, so if it's a history lesson I'm covering then I have been able to say, 'Oh yes I'll teach this,' but ... I don't think I'm expected to do that. I just like it.

In addition, he coached cricket, and took teams to away matches, and generally helped around the school. He attended teaching staff meetings and Insets, largely simply because he perceived himself to be part of the school, and enjoyed being part of it; he said, '*I regard myself as a teacher even though I'm not.*' He enjoyed working in a school ('*I love everything that I do*'), liked the atmosphere, the pupils and his teaching colleagues, but had had enough of preparation and marking ('*that's what's driven me out really*').

In both middle schools, the cover supervisors had previously worked as TAs or LSAs. The cover/events manager in Middle School H started working in the school as an LSA, and had been there for ten years. She had children at the school, and worked previously as an LSA in a primary school. Before having children, she had worked as an administrator in an office for eight years. She told us that the introduction of cover supervisors was highly controversial at the time, but *'because we got on well with the staff, it was a good tactical move really and we were moved into a position where we knew which staff we had to tread carefully with and all the rest of it'*. The four cover supervisors in the school were line managed by our interviewee, who combined cover supervision with the role of events manager. She had HLTA status and tended to cover for mathematics *'because that's where my strengths lie.'* She added that because she was an HLTA, *'I am allowed to answer questions more and guide them more than the standard cover supervisor can do.'*

The schools had generally provided in-house training for their cover supervisors. In Secondary M, for example, they had arranged a training day for new cover supervisors, who had then had time to observe classes, shadowing particular pupils in different classes, or observing different teachers and their styles of class management. Because absence levels are low in September, they had had a substantial amount of time for induction. In one of the schools where we conducted interviews before making up the questionnaire, the newly appointed cover supervisors had worked in pairs for many weeks before they gained the competence and confidence to work alone. In Middle School H, the head said that cover supervisors have also been trained to use the ICT whiteboards so *'they can project the work up and they can use the interactive white boards like the teachers can.'*

The number of periods of cover supervision undertaken each day varied; in Secondary S interviewees reported that covering all seven periods in a day was not unusual. When they were not covering, they had other work to undertake, generally administration or display. While in Secondary J, the cover supervisor usually only covered on the first day of an absence (or for planned absences not exceeding a day); in some other schools, cover supervisors reported continuing to cover lessons for specific classes for much longer periods.

While many schools indicated that appointing cover supervisors was their strategy to reduce teacher cover, some headteachers pointed out that this was an added strain on the budget. Secondary M had only recently appointed its cover supervisors, and the head said, *'it's scraping the financial barrel to do that'*. However, he hoped that it would *'mean a real tangible reduction in cover'*.

9.3.3 Rationale for cover arrangements in secondary schools

Secondary headteachers were asked how important a number of factors were in their decisions about cover arrangements.

All of the factors were considered important by the majority of schools, in particular wanting pupils to be taught by someone who is familiar with the school procedures and with the pupils (73 per cent and 62 per cent respectively said these were very important). Full details can be seen in Table 9.25.

The only sub-group difference was that being taught by subject specialists was less likely to be seen as important by headteachers in small schools (76 per cent compared with 86 per cent in medium and 91 per cent in large schools. This was the case even when middle schools were excluded.) There were no differences relating to FSM eligibility, even though the arrangements made differed by FSM.

When examining the perceived importance of factors in relation to the arrangements used to provide cover, there was an expected link between using internal teachers or supply teachers regularly for cover, and saying qualified teachers and subject specialists were very important. Similarly, there was a link between using support staff regularly and wanting people who were familiar to pupils. In addition, those using internal teachers regularly for cover were more likely to say that financial costs were very important.

Table 9.25: Secondary headteachers: Importance of factors in decisions about arrangements for cover

	Very important (%)	Fairly important (%)	Not particularly important (%)	Not important at all (%)	Not stated (%)
Wanting pupils to be taught by people who are familiar with school procedures	73	23	2	*	2
Wanting pupils to be taught by people with whom they are familiar	62	32	4	*	2
Aiming to minimise disruption to other activities in school (i.e. the regular commitments of internal staff)	55	37	5	1	2
Wanting pupils to be taught by subject specialists whenever possible	51	36	9	1	3
Wanting pupils to always be taught by qualified teachers	49	33	13	1	4
Financial cost	30	46	18	3	4
			Weighted Unweighted	743 743	

Base: All secondary headteachers

Source: Secondary headteachers survey

In the **case study schools**, a number of factors were identified. The head of School K, where classes are always covered by qualified teachers, said:

We employ teachers specifically to cover because classes need to be taught, people need to understand what they're teaching, understand how to teach. So you can train all sorts of people as TAs and mentors and whatever, but actually if you're talking about teaching, right, we really feel that that would be diminishing the role of the teacher, just to have somebody in to babysit, because that's all it becomes, a babysitter.

In some schools the arrangements made seemed to relate mainly to the need to be compliant. In Secondary S, teachers reported that before workforce remodelling, they had to do a lot of cover. This had been very unpopular. When cover supervision was first introduced, the school completely stopped using teachers for cover. This was partly because the headteacher had not understood that the limit was in fact 38 hours (*'that didn't appear very much in any of the paperwork'*). The following year teachers undertook cover up to the 38 hour limit, and since then this has been reduced; this year the intention is that teacher should not undertake more than 17 hours cover. All the headteachers recognised the value of reducing cover in terms of teachers being able to plan the use of their non-contact time.

The head of Middle School I said that the decision to appoint cover supervisors had partly been a reaction to the standards of the supply teachers available; *'the reason most people are supply teachers is because they can't hack it full-time in the classroom.'* The headteacher of Secondary M talked about the cost of supply teachers (*'we're spending absolutely megabucks'*).

9.3.4 Class activities during cover lessons in secondary schools

Secondary headteachers were asked about arrangements for setting work during a teacher's unplanned absence. For short-term absences, headteachers said that the absent teacher usually emailed in work (95 per cent), although other arrangements were also used.

After the first three days of longer absence, the most common arrangement was for the head of department to set work (75 per cent). Details are shown in Table 9.26, which also shows findings for **secondary teachers**. In comparison with headteachers, teachers were less likely to say that the head of department set work and that there was a store of cover work (for both short and longer term absences).

Table 9.26: Secondary headteachers and secondary teachers: Arrangements for setting work during unplanned absence

	For short-term absences (%)		After the first three days of a longer-term absence (%)		This does not happen (%)		Not Stated (%)	
	Head-teacher	Class Teacher	Head-teacher	Class Teacher	Head-teacher	Class Teacher	Head-teacher	Class Teacher
The absent teacher emails in work	95	83	45	43	2	12	1	3
The head of department sets work	59	30	75	47	2	26	4	13
The department has a store of 'cover work'	57	25	38	19	18	49	12	16
Lesson plans are provided	42	47	39	34	27	33	16	11
The person providing cover sets work/plans the lessons	16	7	20	10	59	72	14	15
Weighted	743	1471	743	1471	743	1471	743	1471
Unweighted	743	1467	743	1467	743	1467	743	1467

Base: All secondary headteachers /all secondary teachers with timetabled teaching responsibilities
Source: Secondary headteachers/ teachers survey

Headteachers in small schools were less likely to say that the head of department sets work (during short-term absences): 47 per cent compared with 60 per cent in medium and 62 per cent in large schools. This arrangement was also more likely in London schools (71 per cent). Those in large schools were more likely to say that the Department has a store of cover work (for longer absences): 42 per cent compared with 33 per cent in small schools and 34 per cent in medium schools. However, headteachers in small schools were most likely to say that lesson plans were provided (for short-term absence): 57 per cent compared with 38 per cent of medium and 43 per cent of large schools.

Teachers in small schools were also more likely to say that plans were provided. However, those in small schools were also more likely to say that the school had a store of cover work (for short-term absences; as noted above, headteachers in *large* schools were more likely to say they had this arrangement in relation to longer-term absence). In addition, teachers in London and other urban areas were less likely to say they emailed in work during short-term absences. Overall, more established teachers and those on the leadership scale were more likely to report the various arrangements than less experienced teachers (possibly because of greater knowledge), with the exception of emailing in work.

Responses were analysed in relation to the staff used to provide cover (analysis based on headteachers except where specified) and found that:

- If the school regularly used supply teachers, or both supply teachers and support staff, it was more likely that the head of department set work. There was also a link in the responses of teachers between supply teachers and the head of department setting work, in relation to longer term absence.
- If the school regularly used both supply teachers and support staff, it was more likely to have a store of cover work, and to have lesson plans provided. Lesson plans were also more likely to be used where schools regularly used support staff (with or without other arrangements). Amongst teachers, there was also a link between using supply teachers and lesson plans being provided, for longer term absence.
- If the school regularly used support staff, it was less likely that the person providing cover set work or planned the lesson; it was more likely for this to be the head of department (where support staff were used for planned or longer-term absence).
- If the school regularly used internal teachers, they were more likely to set the work and plan lesson themselves (where the absence was unplanned and up to three days).
- Teachers were more likely to say they emailed in work if support staff or internal teachers were used regularly (for longer absences). Teachers were also more likely to say that the head of department set work if pupils were ever re-organised (from shorter term absence).

Secondary support staff were asked what plans they followed when they had been responsible for a whole class (or equivalent) when a teacher was unexpectedly absent. They were most likely to supervise the class while they did work the teacher had emailed or sent in (53% did this regularly). Table 9.27 shows the full details.

Table 9.27: Secondary support staff: Plans followed during unexpected teach absence

	Regularly (%)	Sometimes (%)	Occasionally (%)	Never (%)	Not stated (%)
I supervised the class while they did the work the teacher had emailed or sent in	53	17	15	7	9
I supervised the class while they did work the head of department set	15	34	27	12	13
I instructed the pupils to continue working from their textbook or on their coursework	10	23	38	16	13
<i>Total who said they supervised</i>	<i>59</i>	<i>19</i>	<i>15</i>	<i>2</i>	<i>6</i>
I taught the class following a detailed lesson plan provided by the teacher or head of department	20	22	26	19	13
I taught the class using a plan I devised myself	12	17	32	30	10
<i>Total who said they taught</i>	<i>30</i>	<i>27</i>	<i>25</i>	<i>11</i>	<i>7</i>
Unweighted			704		

Base: All secondary support staff responsible for whole classes during unplanned teacher absence
Source: Secondary support staff survey

We can also see from Table 9.27 the proportions of secondary support staff who reported that they taught or supervised classes during unplanned teacher absences; 30 per cent said that they regularly taught classes, either following lesson plans given to them by others or using plans that they had devised themselves, and a further 27 per cent said that they sometimes did this. Those in schools with a low level of FSM were more likely to say they supervised regularly (69 per cent versus 54 per cent high FSM), while those in schools with a high level of FSM were more likely to say they taught regularly (36 per cent high versus 26 per cent low FSM). If we consider only those support staff who described their main role as cover supervisor, a similar proportion reported that they taught regularly (29 per cent) or sometimes (33 per cent), and almost all reported that they supervised regularly (85 per cent) or sometimes (14 per cent).

Support staff who had a post as an HLTA were less likely to do the first three items in Table 9.27 (32 per cent regularly supervised the class while they did the work the teacher had emailed or sent in, while three per cent regularly supervised the class while they did work the head of department set, and four per cent regularly instructed the pupils to continue working from their textbook or on their coursework). There was no difference in the proportion who taught the class following a detailed lesson plan provided by the teacher or head of department, while those with HLTA *status* (including those with HLTA posts) were more likely to teach the class using a plan they devised themselves (25 per cent compared with seven per cent of staff without HLTA status).

Secondary support staff were also asked if there were any differences in the arrangements for planned and unplanned teacher absences. One in four (24 per cent) said that there were differences, as well as 22 per cent who said that there sometimes were. Staff in London schools were more likely to say there were differences (39 per cent), as were staff with HLTA status (32 per cent compared with 22 per cent without HLTA status). The most frequent difference mentioned (by 39 per cent) was that for planned absences, work was set in advance by teachers.

In all the **case study schools**, the absent teacher was expected to provide the cover work, regardless of whether the class was to be taken by a cover supervisor or a supply teacher or an internal teacher. If it was a planned absence, they did this in advance; if they were off sick, they emailed or phoned in the work first thing in the morning. In Middle School H, for example, for unplanned absences, teachers had to phone, email or verbally communicate the lesson intentions for their class. Some teachers found this could be onerous.

We still have to ring in and set the work, and I find that a problem. I'm still setting cover work, so I might have flu and I'm still trying to think about what my class is going to do in my absence.

Similarly, in Secondary S, teachers had to inform the school before 7.30 in the morning and email in work. Secondary K has 'a live folder' and teachers can 'import their work into that'. The head of Secondary J, which had the same arrangement, argued that this arrangement helped with continuity, and is 'more motivating in terms of the members of staff', as well as stressing teachers' responsibility to their classes. In Secondary L we were told that while the absent teacher normally set work, departments were also encouraged to have 'something they could give out if it's a short term emergency cover.'

In other schools, the cover supervisors themselves tended to have back-up work; the head of maths in Secondary N told us that cover supervisors had also 'developed their own bank of resources so that if they walked into a room to find that the lesson plan was inappropriate or there was no lesson plan or whatever, they've got a load of activities they could just do – it may only be quizzes or puzzles or things like that.'

For longer absences, or if the teacher was unable to set work, heads of department normally set the cover work (e.g. in Middle H). Heads of department interviewed described this as *'quite a burden'*. One in School M said it took *'half an hour in the morning to sort out a day's work for an absent colleague'*. During one long-term absence he had been doing this for nearly a full year. Moreover, cover work has to be marked; in a short absence this was left for the teacher, but in longer absences, fell to the head of department.

While the absent teacher would be expected to set work regardless of who was taking the class, there were some differences in the expectations of what would take place in the class depending on the person covering. In cases of planned absence, the teachers could set work accordingly. The teacher employed to provide cover in Secondary J explained:

Sometimes you get, 'this is a scheme of work, this is the lesson plan, follow on', you know. And because I've done quite a lot of cover and I've done some sort of different subjects, I can actually do that. And so quite often it can be that, but quite often it will be, you know, work from a textbook, obviously, because if the teacher is going to be away you know they are not always going to leave you know a practical. But if they know it's me then they might do.

Her preference was to be able to teach. She described taking a food technology class for a planned absence:

Because they knew it was me, I was able to actually do some practical work and the kids were actually cooking. We studied how to make a Victoria Sponge and so that was quite nice! You know it is nice to be able to carry on and, you know, you feel like you are actually carrying on with the proper lessons; that is quite nice.

The other teacher employed to undertake cover commented along similar lines. However, when teachers were allocated random cover lessons, they were more likely simply to supervise. One talked about taking her laptop to the lesson so that she could get on with work.

We did not interview any supply teachers; comments from teachers suggested that where a subject specialist supply was obtained, they would teach, but in other cases they generally supervised.

The rest of this section focuses on cover lessons undertaken by cover supervisors. They explained that there was considerable variety in the type of work set, the level of detail, and the extent to which there was an expectation implicit in the notes provided that the cover supervisor would play an active role. Hutchings *et al.* (2009, forthcoming), in research about lesson planning, provide examples of some of the instructions given to cover supervisors, some of which required the cover supervisor to lead the activity and to have some knowledge of the subject.

Teachers in Middle School H explained that the work they set for cover supervisors was different to what they would do themselves were they teaching. The music teacher added:

You try very hard to make it exciting but when you're ill and you're trying to set it, it can be very dry, so I do feel for them [the pupils]. The music room is a different situation because there are no desks, so it's quite a hard situation to be in.

Another teacher in the same school explained that they made their plans simpler and less reliant on interpretation.

You have to give very simple instructions. Effectively, in mine, they're not teaching, [I'm] setting up the system, there's the work, the material is given out. That's what we've been told: make it really clear and simple.

The feasibility of setting appropriate work varied across subjects; a science teacher in Secondary J similarly said, '*I have to set boring tasks like read and answer the questions, and hope for the best,*' and a languages teacher in Secondary M explained that it was difficult when the cover supervisor could not speak the relevant language, and so the cover work had to be '*copying and filling in blanks.*' In Secondary S, a teacher explained that it was easy to set a high achieving group work that they can get on with, but was much harder for lower ability or more challenging groups.

As well as information about the work, some of the cover supervisors explained that they were given information about the classes. When covering lessons, cover supervisors in Middle School H received a class list with photos of pupils, a seating plan, and details of pupils with SEN; one of them explained:

And that's our biggest teaching aid because if we've got the kids' names and we know where they're meant to be sitting, I'm laughing really.

In Secondary S, the cover supervisor (in this case the person who managed those who actually undertake the cover) allocated learning managers to classes, and they were given a timetable, a list of pupils in each class and cover work when they arrived.

Sometimes you get a lesson plan and sometimes you just get, for instance, 'RE, use Think RE! Book 1, pages so and so to so and so, learning objective. Ask the students to do [this work]', and it's pretty straight forward. Most people are quite good at letting you know exactly what they want and expect.

Sometimes, however, what was provided was a complete lesson plan. In Secondary N, the cover supervisor interviewed gave us a description of the arrangements for a planned absence in a PSHCE lesson.

On the Friday [before the lesson] I had to meet her [the teacher] in between lessons and she showed me this package, she showed me the notes that she had for using the programme and she showed me the lesson plan that she'd set out, she gave me the WALT [What we Are Learning Today] WILF [What Is the Learning For] and she told me what the outcome was so I questioned her, she gave me the information that I needed and I had that prepared for that lesson for one period for yesterday.

A learning manager in Secondary S explained:

Just occasionally, of course there isn't any work set. And you have to use your loaf and it's pretty obvious really, you can look where they were, if there's an intelligent child [they] will help you out, or you can think on your feet and do something pertinent to the subject.

A teacher in Middle School H complained that sometimes the work set had not been completed:

I have found though that sometimes I've set work and ... the cover supervisor has done something that she wanted to do instead of what I wanted her to do, and I get back and I cannot pick up and carry on from where I intended. Most of the time I think it works really well, but I think there are hiccups.

The cover supervisors interviewed all reported that they generally played an active role in lessons. This is partly because the plans provided often required them to do more than merely supervise, but also because, they argued, it is easier to maintain discipline when you are actively engaged with the pupils. The cover supervisor in Secondary N said:

Many a time the cover that has been set is for the pupils to copy this and copy that. That is very hard to maintain behaviour ... for a whole hour or it could be two hours. And so the borderline between teaching and non-teaching is ... there are answers you can give to the students, and there are ways that you can draw them back together. Plus they are asked to show DVDs, and then discuss them and various things writing things up on the board.

Both learning managers in Secondary S stressed having to ‘*think on your feet*’ to adapt the work, or regain the attention of the class.

The cover supervisor in Secondary J explained that, where feasible, she would undertake practical work (other than in science); for example she had given cookery demonstrations. She said: ‘*I cover PE lessons as well, yes I get my trainers out of the car, and we are in for a game of dodge ball or rounders or whatever.*’ She was least keen on IT ‘*because there are so many things that can go wrong in an IT lesson, the pupils can’t log on, and this has crashed, and they don’t know how to load this.*’

Both teachers and cover supervisors discussed at some length exactly what the cover supervisors’ role is meant to be, and how this worked out in practice. In Secondary O, a teacher in a group interview explained:

We prep the lesson. We leave that for the cover supervisors who would come in and then the lesson’s just taught as it would be [by teachers]. Whether they’re able to actually teach the lesson themselves –

Another teacher interrupted at this point, saying, ‘*I think we’d say they delivered the work.*’ The first teacher agreed: ‘*Yes, they deliver the work, they don’t -, yes, they’re cover supervisors, they’re not teachers.*’ Delivering lessons is specified work; however, the job descriptions we collected for cover supervisors set out their role as providing cover supervision; they were not expected to undertake specified work.

A head of department in the same school said:

Teachers had to plan in a very different way in that they were making sure they’d covered the work beforehand and then the cover supervisor was just delivering the work, rather than actually teaching a new topic.

He explained that ‘*virtually every lesson that the cover supervisors are asked to deliver has a full lesson plan for them.*’ He added, ‘*they’d try and teach whatever they can, I think that is really a function of the fact that we’ve employed two strong candidates.*’

Both teachers and learning managers in Secondary S described what the latter did during ‘cover’ as ‘*teaching*’, although learning managers were aware that using the term teaching was controversial; one commented:

We’re always getting slapped wrists by anybody that ever hears you say the word teaching. Oh, you mustn’t teach, you’re not teachers. And there is a sort of element, I would say, amongst the teaching staff who say, ‘how dare they say they teach, they’re only learning managers’. ... But I did actually read a Unison thing once that said, under no circumstances are cover supervisors, to teach, and if a child was to

ask a question was to say along the lines of 'you have to wait till your teacher comes'. No way – no way. ... You cannot say to a student who says, 'Miss I'm a bit stuck here, could you help me?', you're not going to say, 'No, I'm just here to cover the lesson and supervise the behaviour.'... In my own view I sometimes think we do quite a lot of teaching, but we have to be careful, there are all sorts of laws and regulations about what you can and can't do.

Some of the teachers in this school referred to learning managers as 'cover teachers', one remarked; *'I think having our own supply teachers, learning managers is a good thing'*. The conflation was not merely semantic but reflected in the school's practices and the perception by several of the staff that learning managers were, in effect, 'replacement' supply teachers.

The headteacher of Middle School I said that the cover supervisors were *'able not just to deliver a lesson, but effectively to teach it'*. However, the cover supervisor was very clear about her role, and its boundaries:

The role as it's explained to me, and as I see the role, is to cover any work that has already been taught by the teacher. So it would be a confirmation role. So the work had already been taught by the qualified teacher and then if I covered the lesson I would do follow up work confirming what they had done in a previous lesson, and so I do answer questions and help the children as much as I am able to. But I would expect it to be work that had already been taught by a teacher, and I would just look after the children and make sure the behaviour is correct in the classroom while they are completing the set work.

If the cover supervisor was unable to answer questions she told the children, *'I'm sorry I don't know, I will find out for you'*. She said that she *'does not lie or fudge'* answers and that the children recognised she was not a teacher, but *'somewhere in the middle'* of a TA and a teacher.

However, she said that some teachers *'think we can do more than actually is within our role'* and this she suggested was as a result of *'a lack of knowledge and understanding of what the role actually entails'*. Thus she had covered for a teacher for a three week absence, during which she said:

I was most certainly carrying out specified work and I was actively teaching which I enjoyed. But I think that is perhaps something that shouldn't be happening, because I am not qualified and that isn't the role.

She argued that this was done through lack of understanding rather than by *'taking advantage'*. She therefore suggested that it would be helpful to have guidance so that *'everyone knows where they stand, and cover lessons are set within those guidelines so there isn't any active teaching specified work and you are just carrying out the role as specified.'*

The cover supervisor in Secondary J argued that she gets involved in the lesson partly because of pupil expectations:

You do have to have a certain amount of knowledge, and being where you are at the front of a class they expect you to know everything. They think you are the oracle, you know, and if you don't know something, then they are absolutely flabbergasted because they see you as the adult, the teacher so to speak, and so therefore you must know.

As explained earlier, a number of cover supervisors had in fact taught specific classes for extended periods.

Cover supervisors reported that behaviour management was sometimes a problem; a learning manager commented that children would cheer when they arrive because they thought it would be a lesson off. One said: *'they do sometimes get quite nasty 'you're not a proper teacher – we don't have to listen to you'.* At times, learning managers were timetabled in pairs, or chose to support each other by pairing up for certain classes. The cover supervisor in Secondary N argued that covering one-off lessons made it very difficult to develop the degree of familiarity and continuity with pupils that was needed for behaviour management to be effective.

In general, schools had clear procedures to support them when behaviour was poor; a cover supervisor in Secondary S reported:

There was a procedure where we needed to have children removed, a set down procedure within school that we all follow. I have seen that through and asked a senior member of staff to come to the classroom to send a child out. And that has happened, ... I can't tell you enough how much they support you. It's really good, the back up is always there – a senior member of staff will support you.

Similarly, in Secondary N, the cover supervisor reported that they had a laptop system on which you could *'press an alert'*. The most serious level of alert would be to *'put a little note on the alert saying could someone please escort these students to the head of that area.'* The cover supervisor in Secondary J said that although behaviour in the school was graded by Ofsted as outstanding, at first she found the pupil management aspect of cover very demanding, and she said that she was still working on setting appropriate boundaries. She had a card which she could send to the office if she needed support. She also explained that in the early days, she devised a proforma to report back to teachers on the lesson covered. This included both details of the work pupils had undertaken (including noting where it seemed unsuitable or where not enough work was provided), and details of pupil behaviour. This proforma had been adopted for use by all staff providing cover (including teachers and supply teachers).

There was rarely any other adult in the classroom to support the cover supervisor; this only happened exceptionally (for example, in Secondary J if the group is *'low ability ... they will have teaching assistants supporting'*, and as referred to above, some cover supervisors were occasionally timetabled in pairs). In Secondary N, the cover supervisor explained that *'TAs have a habit if it is a cover lesson, they will often withdraw their [EAL] children from that group'* and work with them elsewhere.

Effective feedback routines were reported; in Middle School H, cover supervisors filled in a pro-forma when a lesson was completed for the class teacher, which recorded incidents, behaviour problems and general comments. Similarly, in Secondary S, learning managers gave a short written report to teachers on the lesson. Teachers in that school reported that the work set was usually completed and they valued the feedback they received.

9.3.5 Monitoring of cover arrangements

The vast majority (88 per cent) of **secondary headteachers** said that they monitored the impact of their current arrangements for absence cover; 59 per cent said they did this formally, and 30 per cent informally. Just ten per cent said they did not monitor the impact, and the remaining two per cent gave a not applicable or not stated answer.

One in three **secondary headteachers** said that they monitored the extent to which different classes or pupils experienced cover lessons (32 per cent), with a further 52 per cent saying they sometimes did this. There were no sub-group differences.

When we asked about this in the **case study schools**, we found that different members of staff in the same school gave different accounts; headteachers sometimes said monitoring was taking place when the person responsible for cover told us it was not. An assistant head in Secondary S said:

We're not as good at that as we should be. It's not joined up enough thinking about, it might not just be the maths lesson they've missed, what if they're in the same class that missed out on their English teacher? ... They would be the victims. The problem is, if I could tell you what the score was for 10B, I might scare myself even more than I have already. That's the worry for me, if you did monitor it really carefully.

He argued that this would then make the task of arranging cover even more complex ('we'll move 10A's English teacher to 10B'). In that most schools did not regularly monitor the frequency with which pupils experienced cover lessons, it seemed unlikely that they would have clear evidence about the impact of this.

Several interviewees said that one of the benefits of leadership team members doing cover was that they could monitor what was going on in various classes: (*It's quite a good way of gauging the temperature of the school.*) However, this was using the opportunity afforded by cover to monitor other things, rather than monitoring the impact of the cover arrangements.

Heads of department talked about their role in checking up on classes which had cover lessons. One in Secondary school K said that he had three '*seconds in charge*' and he would expect them to '*monitor to see that the classes were fine, there were no major issues and the cover teacher was OK.*' While this was normally the head of department's role, sometimes there were practical difficulties in doing this monitoring. One head of department talked about having classes in a portacabin, '*a five or six minute walk away from the main department*'; this made it impossible to pop out of the classroom to check whether all was well with the class having a cover lesson. A science head of department said that it was not always practical to leave his class for this purpose, so he tended to rely on reports from technicians.

Another method of monitoring was to require those undertaking cover to report back to the regular teacher; this was standard practice in most schools, as described in the previous section.

The work of cover supervisors was also monitored in some schools. The headteacher of Middle School H talked enthusiastically about data and said that he monitored in detail the work of cover supervisors. He explained:

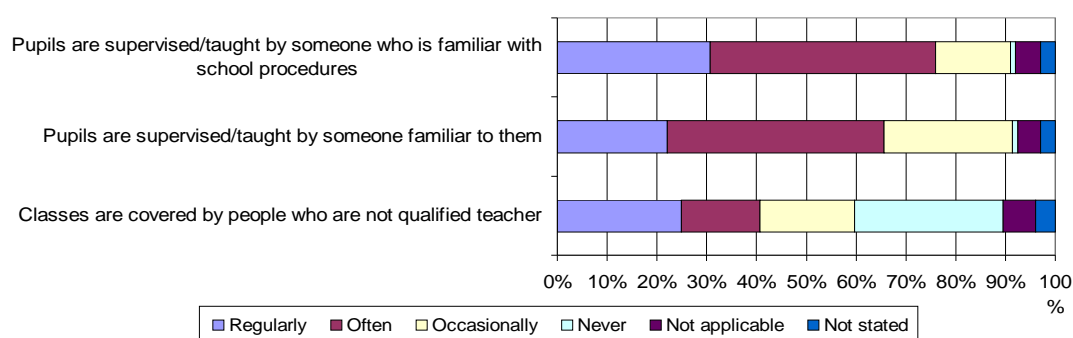
So I know how many hours they've been deployed for covering lessons, how many hours they've been deployed in doing general admin tasks, how many hours they've been deployed doing extra duties, how many hours they've been deployed going on trips ... so I'll get a little breakdown and then I'll look at that and that also helps me when someone leaves. It's helped me in fixing what level of staffing we need, so we've actually cut back a bit on the cover supervisors team because when we were looking at it, actually we weren't using - we didn't need all the hours that we'd originally had.

9.3.6 Impact of cover arrangements in secondary schools

We have shown above that rationales headteachers most frequently indicated for their cover arrangements were the desire to have pupils taught by people who are familiar with school procedures, and by people with whom they are familiar (both over 90 per cent). Over 80 per cent of headteachers also indicated that they wanted pupils always to be taught by qualified teachers. We asked **secondary teachers** how often they thought these aspirations were achieved. They were asked if a class teacher was absent for up to three days how often the class would be: covered by people who are not qualified teachers, be supervised/taught by someone who is familiar with the schools procedures and taught by someone familiar to them. Responses are displayed in Figure 9.8.

Sub-group differences reflect the use of different arrangements to cover this type of absence (e.g. people who are not qualified teachers were more common in schools that used support staff, and familiarity was linked to the extent to which supply teachers were used.)

Figure 9.8: Secondary teachers: **How often arrangements happen if a class teacher was absent for up to three days**



Weighted 1525, unweighted 1526
Base: All secondary teachers. Source: Secondary teacher survey

Secondary headteachers were asked to compare how frequently certain staff groups currently provided cover compared with before workforce remodelling was introduced. Details can be seen in Table 9.28.

Table 9.28: Secondary headteachers: Frequency of cover provided by different staff groups, compared to before the introduction of workforce remodelling

Cover is now provided by...	More frequently (%)	No Change (%)	Less Frequently (%)	Not stated/applicable (%)
... support staff	55	10	4	31
... supply teachers	42	23	31	4
... teachers employed wholly or mainly for the purpose of providing cover	34	12	7	46
... members of the leadership team	27	35	35	4
... other teachers in the school	1	13	80	6
Weighted			743	
Unweighted			743	

Base: All secondary headteachers
Source: Secondary headteachers survey

While support staff and teachers employed to provide cover were now said to be used more frequently, 27 per cent of headteachers said that members of the leadership team were also now used more frequently. Table 9.28 also shows the proportions of schools where no change had taken place, ranging from 10 per cent for support staff, to 35 per cent for member of the leadership team; only one per cent of headteachers said there had not been any change in any of the groups, however.

Sub-group analysis shows that:

- Headteachers of small schools were less likely to report that they had made more frequent use of teachers wholly or mainly employed to provide teacher cover (23 per cent), as well as supply teachers (33 per cent). They were more likely to have kept other teachers in the school at the same level or to have increased their frequency. Small and medium schools were more likely than large schools to have used members of the leadership team more frequently (29 per cent, 32 per cent and 21 per cent respectively).
- Like headteachers in smaller schools generally, those in middle-deemed-secondary schools were less likely than secondary headteachers to report that they had made more frequent use of teachers employed to provide cover.
- Those in schools with high FSM were less likely to say that there had been a decrease in cover by other teachers.
- Those in London schools were more likely to have kept supply teachers and 'other' teachers in the school at the same level or to have increased their use, and were less likely to have increased the use support staff.
- Female headteachers were more likely than male headteachers to say they had increased their use of teachers employed to provide cover, and were more likely to have kept supply teachers at their previous level or increased their use.

Secondary teachers were asked how often they lost non-contact periods as a consequence of covering other teachers' classes. One in three (34 per cent) said that they lost PPA time at least occasionally, and the same proportion said this in relation to leadership and management time. Most teachers (84 per cent) at least occasionally lost non-contact periods that were not protected. Details are shown in Table 9.29.

Table 9.29: Secondary teachers: How often teachers lose non-contact periods as a consequence of covering other teachers' absence

	Regularly (%)	Often (%)	Occasionally (%)	Never (%)	Not applicable /stated (%)
lose non-contact periods that are not protected	25	22	37	5	10
lose PPA time (protected 'free periods')	2	3	29	56	10
lose leadership and management time	4	7	23	19	39
	Weighted		1525		
	Unweighted		1526		

Base: All secondary teachers
Source: Secondary teachers survey

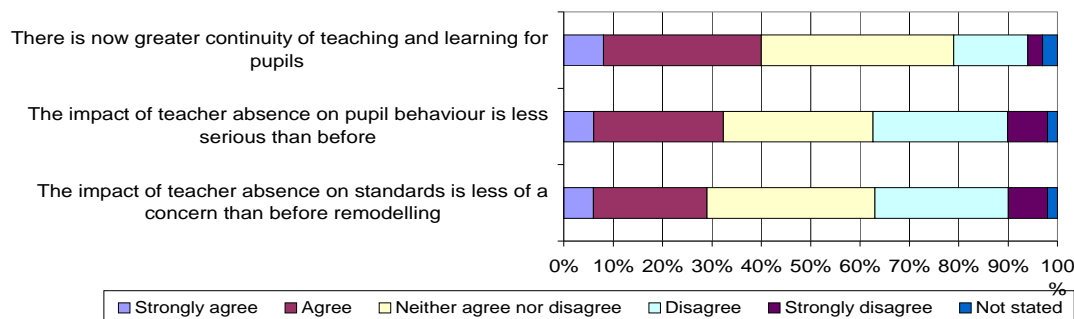
Teachers were most likely to say they lost PPA time (at least occasionally) if they worked in a small school (49 per cent) or a middle-deemed-secondary-school (54 per cent). Full-time teachers were more likely than part-time teachers to say they regularly lost non-contact periods that were not protected (26 per cent compared with 16 per cent).

As might be expected, teachers who provided more hours of cover were more likely to lose non-contact periods. Amongst those who provided more than 38 hours cover per year, 16 per cent regularly or often lost PPA time, 34 per cent regularly or often lost leadership and management time, and 73 per cent regularly or often lost non-protected non-contact periods.

Secondary headteachers were asked to what extent they agreed with various statements comparing current arrangements with those in place before workforce remodelling. Two in five (40 per cent) agreed that there is now greater continuity of teaching and learning for pupils, although 18 per cent disagreed. Headteachers were slightly more likely to disagree than agree (35 per cent compared with 29 per cent) that the impact of teacher absence on standards is now less of a concern; similarly that the impact of absence on behaviour is less serious now (35 per cent disagreed and 32 per cent agreed). Details are shown in Figure 9.9.

Findings varied by school size: **headteachers** in small schools were more likely to agree that the impact of absence on both standards and pupil behaviour was now less of a concern; this applied in particular to middle-deemed-secondary schools. Medium schools were most likely to disagree that there is now greater continuity of teaching and learning for pupils.

Figure 9.9: Secondary headteachers: Agreement with statements comparing current arrangements with those in place before workforce remodelling

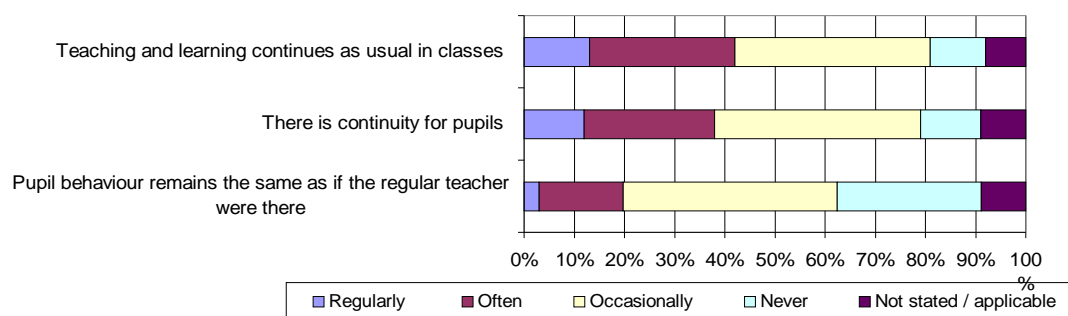


Weighted 743, unweighted 743
Base: All secondary headteachers
Source: Secondary headteacher survey

Analysing answers in relation to the arrangements used, headteachers were more likely to agree with all three statements if they regularly used support staff for cover (for short or longer-term absence), particularly where this was the only regular type of arrangement. They were also more likely to agree with all of the statements if they said they were using support staff more frequently than before workforce remodelling.

Secondary teachers were also asked about these issues. Two in five teachers (42 per cent) said that, if they are absent for up to three days, teaching and learning 'regularly' or 'often' continue as usual in classes, while 50 per cent said that this is never or only occasionally the case. A similar proportion (38 per cent) said that there is regularly or often continuity for pupils, while just 20 per cent said that pupil behaviour regularly or often remains the same as if the regular teacher were there. Details are shown in Figure 9.10.

Figure 9.10: Secondary teachers: Continuity and pupil behaviour during longer-term absence



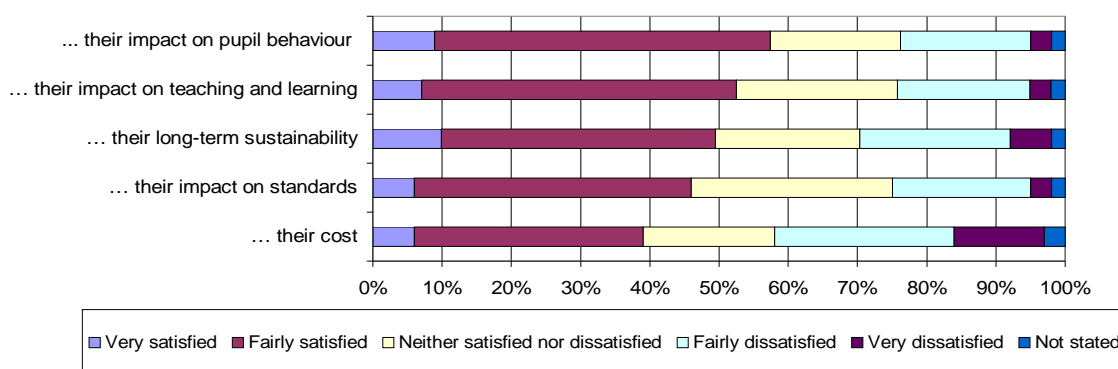
Weighted 1525, unweighted 1526
 Base: All secondary teachers
 Source: Secondary teachers survey

Teachers were more likely to say that these things happen when they are absent for up to three days if they worked at small schools, particularly middle-deemed-secondary schools. Teachers were also more likely to say that continuity for pupils and pupil behaviour remained the same if they were on the leadership scale.

When asked how satisfied they were with their current arrangements for absence cover, **secondary headteachers** were generally satisfied in relation to the impact on pupil behaviour (58 per cent were satisfied) and on teaching and learning (52 per cent satisfied). Views were slightly less positive in relation to the impact on standards (46 per cent satisfied) and sustainability (50 per cent satisfied but 28 per cent dissatisfied), while views on costs were mixed (39 per cent were satisfied and 39 per cent dissatisfied). Full details are shown in Figure 9.11.

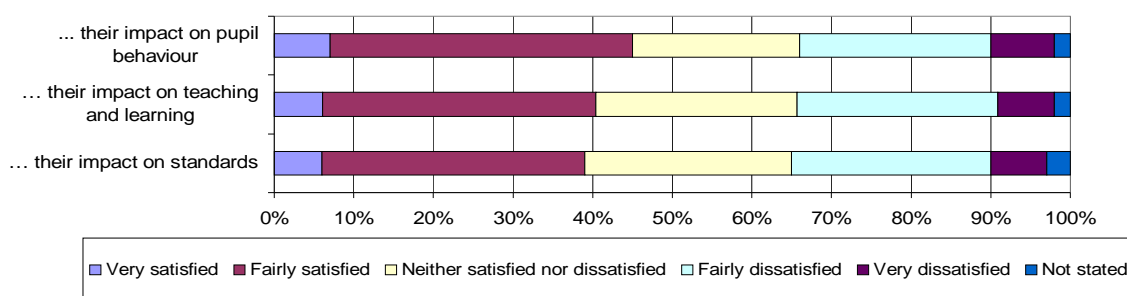
Figure 9.12 also shows the findings for **secondary teachers**, who were asked about the first three items only. On each of these, teachers were less satisfied than headteachers (e.g. 45 per cent were satisfied with the impact on pupil behaviour and 32 per cent were dissatisfied, compared with tables of 58 per cent and 21 per cent respectively amongst headteachers).

Figure 9.11: Secondary headteachers: Satisfaction with impact of current arrangements for cover for absence



Weighted 743, unweighted 743
 Base: All secondary headteachers
 Source: Secondary headteachers

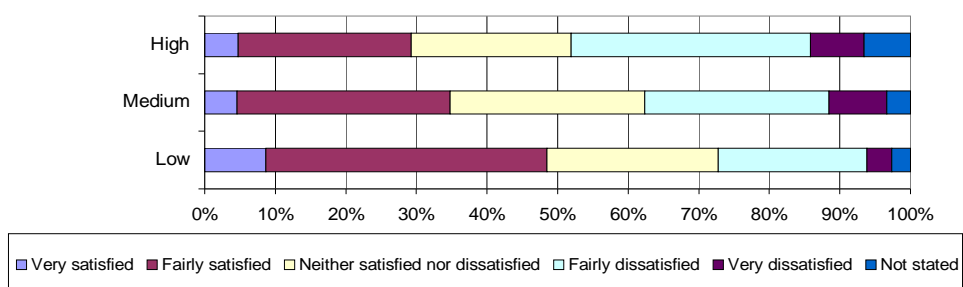
Figure 9.12: Secondary teachers: Satisfaction with impact of current arrangements for cover for absence



Weighted 1525, unweighted, 1526
 Base: All secondary teachers
 Source: Secondary teachers survey

Headteachers in schools with a high proportion of pupils eligible for FSM were less positive than those with medium or low FSM about the impact on pupil learning, standards and sustainability. **Teachers** in these schools were also very much less positive; for each of the statements they were asked about, more of those in schools with a high proportion of pupils eligible for FSM were dissatisfied than were satisfied; Figure 9.13 shows this for satisfaction with standards.

Figure 9.13: Secondary teachers: Satisfaction with impact of current arrangements for cover for absence on standards, by proportion of pupils eligible for free school meals



Weighted 1525, unweighted, 1526
 Base: All secondary headteachers /all secondary
 Source: Secondary headteachers/ teachers surveys

Headteachers in small schools and in middle-deemed-secondary schools were again most positive towards current arrangements, with those in medium sized schools the most critical. This applied to satisfaction with the impact on behaviour, standards and teaching and learning. Medium sized schools were also least satisfied with the impact in relation to long-term sustainability (although there was no difference between small and large schools). There was no difference by school size in relation to cost, the one difference being that headteachers in London were less satisfied than those elsewhere. **Teachers** in small and middle-deemed-secondary schools were also more satisfied with the impact on pupil behaviour and on teaching and learning, while teachers in mixed-sex schools were less satisfied than those in single sex schools on all three items. Teachers on the leadership scale were more satisfied than other teachers on all three items but, in relation to teaching and learning and standards, those without any whole school responsibilities were equally positive (i.e. those with a TLR or specific responsibilities only were less satisfied on these issues).

As noted above in the question comparing current and previous arrangements, **headteachers** were again most positive if they regularly used support staff for absence cover (for short or longer-term absence), particularly where this was the only type of arrangement that they used regularly; this applied to all five of the statements. Further analysis indicates that headteachers who used supply teachers regularly were least satisfied (whether used alone or in combination with other arrangements), and that where schools regularly used both support staff and supply teachers, they were less satisfied than other respondents. This suggests that the *negative* impact on responses of using supply teachers was stronger than the *positive* impact of using support staff.

Headteachers were also less likely to be satisfied (with all items) if they used members of the leadership team or supply teachers more frequently than before workforce remodelling. In addition, they were less likely to be satisfied in relation to cost if they more frequently used teachers employed for the purpose of providing cover.

Teachers were also less satisfied where supply teachers were regularly used (although the difference was only evident in relation to short-term cover), whereas satisfaction was highest where internal teachers were the only type of arrangement used to cover short-term absence.

In the **case study secondary schools**, interviewees talked about the impact of their cover arrangements on teacher workload and stress, pupil behaviour, standards and the school budget. Each of these is discussed in turn.

Interviewees said that where the amount of cover undertaken by teachers had been reduced, this had had a very positive effect on teacher well-being. In Secondary J, for example, the amount of cover provided by teachers in the school had dropped dramatically, from probably over 38 hours per year before remodelling (though records were not then added up) to less than five hours. All interviewees argued that this has had a very positive effect on teachers, and has reduced stress.

All schools had reduced the amount of cover that teachers undertake, though some were much further ahead with this than others. The head of Middle School H argued that one outcome of using cover supervisors rather than teachers to cover was that the rate of teacher sickness absence was now lower, presumably because they were less stressed.

However, the benefits of the reduction in teacher cover were not spread evenly in most schools. For example, in Secondary S, heads of department and members of the leadership team still had to do some cover, especially during exam periods when the learning managers are used to invigilate. Moreover, heads of department interviewed generally emphasised their additional workload in having to monitor classes experiencing cover lessons. A head of department in Secondary S said:

The lack of staff increased my workload terrifically this year ... I was writing out full lesson plans almost, it sounds really bad, but like an idiot guide, explain this, ask them this, this is the key question. ... And that's taken me a couple of hour every night.

These plans were to be used by whoever took the class of the absent teacher, whether it was a learning manager or a teacher who was not a specialist in that subject.

Similarly, teachers in Middle School I complained of having to 're-write' lesson plans so that cover supervisors could understand them 'step by step' because they were not 'specialists' and did not have subject knowledge; this was particularly an issue in Key Stage 2 classes.

Interviewees stressed the positive impact that the use of cover supervisors had had on pupil behaviour. This was particularly the case in the middle schools, where all the pupils were familiar with the cover supervisors. For example, the headteacher of Middle School I reported that having cover supervisors had made 'a huge difference to what [the school] can deliver to the children, the consistency and the behaviour'. Similarly in Middle School H, the head said:

I think [cover supervisors] haven't improved standards, they've improved, greatly improved, the stability, in the sense that all of the cover team are stable and the children know them.

The head in Secondary N also argued that the negative impact of teacher absence on pupil behaviour had been reduced by the deployment of cover supervisors. A teacher in that school explained that the cover supervisors had been successful, both because of their personal qualities, and because behaviour had improved:

We have been very lucky in appointing some staff who have really taken the job on board and made it their own. And I think in terms of the school, there isn't a constant stream of strangers coming and taking lessons and that these people have developed relationships with students and they know our more challenging and difficult students and they are working with them. Generally speaking, it makes those cover lessons more successful than it would be if it was a stranger coming in from outside who doesn't know the kids and gets into confrontations or whatever.

It was generally agreed that teacher absence inevitably has a negative effect on standards. A teacher in Middle School H argued:

Whoever it is, whether it's a trained or untrained member of staff, the children are just treading water, you're giving them an exercise that won't stretch them in any way because there's no help there to be given if the child is stuck.

Similarly, a teacher in Secondary K said, 'I think they want continuity, children. If they constantly get cover I think that's going to hinder their learning.'

Teachers in Middle School I said that they were not happy with the quality of work undertaken when their classes were taken by cover supervisors. They said the cover supervisors lacked 'subject knowledge, particularly in Key Stage 3'. As a result, when they returned after absence, they said they had to 're-teach things' because 'sometimes the quality of [children's] work is bad'. One teacher said she always provided work sheets for cover lessons, because, 'I don't want the presentation in my books looking absolutely atrocious'. The other teacher gave the following example to illustrate the difficulty in having lessons covered by staff who were not 'trained teachers':

Actually in Year 6 as well or also in Year 5 because things like spelling – well there's a spelling rule that was written up ...and the kids didn't understand that you add 'ed', and didn't understand that those were verbs. ... They haven't been told. So it's things like that that the kids are not getting.

These comments illustrate the point made earlier, that teachers set work for cover lessons that required an active role from the cover supervisor, and that sometimes required subject knowledge that they do not have, rather than recognising that no active teaching was

expected to take place in such lessons. However, it also illustrates the difficulty of providing tasks which do not require some degree of 'teaching', particularly with younger children.

The three teachers interviewed in Secondary K agreed that occasional cover did not have a major negative impact on pupils, but said that if the same teacher was out a lot, or the same class experienced lots of cover lessons for a variety of subjects, then this would have an impact. The head explained that the school was lucky in that they tended not to suffer from teacher absence too much. However, he referred to one teacher's long-term sickness which had a '*horrendous*' impact on some groups. In the first year of the absence, they protected the teacher's exam classes by re-writing the timetable and putting experienced staff in to cover specific lessons, '*but the effect on the other groups was miserable*'.

A teacher in Secondary O suggested that the use of cover supervisors might have slightly reduced the negative impact of any teacher absence:

If you're asking whether learning on its own has improved as a result of using cover supervisors I think you would struggle to make that connection. Instead of having such a huge dip you're just having a little dip and a plateau while that time [with a cover supervisor] occurs.

But while it was agreed that pupils' learning generally suffers when their teachers are absent, some interviewees also pointed out that other pupils benefited because their teachers were undertaking fewer cover lessons. Thus the head of Secondary K said that the fact that teachers were providing less cover could lead to more innovative teaching:

The expectation of them to focus on the development of teaching and learning is very clear, very clear indeed. ... It's all about ensuring the quality of teaching, so it really means we can actually really focus on the teacher's key role and that's where we ensure that they deliver, make sure they plan correctly, make sure they're innovative in the way that they teach.

Another positive outcome of current arrangements was that the employment of cover supervisors had enabled more pupils to be taken on school trips, accompanied by the cover supervisors. The head of Middle School H explained that this reduced the number of teachers that had to go on each trip, and thus made it more feasible to offer pupils opportunities to go out. The cover supervisors knew the pupils, and made the pupil-adult ratio correct. The cover supervisor at Secondary J was also deployed in this way.

Finally we consider the impact on the school budget. When schools experienced long-term teacher absence, this could have a serious financial impact. For example, in Secondary K a teacher's sickness had continued into a second year, and so an extra teacher was employed to minimise disruption to classes. The head explained:

That cost me about £48,000 because we were a member of staff over the top, but it was all about protecting the kids, because they had had a really rough deal and that's not fair, because kids only get one chance.

This school only used teachers to cover, and financial cost was a worrying impact of their strategy to cover. The head wrote on the questionnaire '*supply costs have doubled in the past year.*'

Other headteachers also referred to the cost of whatever arrangements they made. When schools reduce the amount of cover undertaken by teachers, they inevitably have to pay someone else to undertake the cover. Both supply teachers and cover supervisors have costs attached.

The head of Secondary K explained that while covering things such as school trips and training had costs related to cover, the benefits of those trips to staff and pupils were far greater.

You have to absorb those costs and you have to plan for those costs, because it's important that the kids get the widest possible educational experience. At the same time it's also really important in terms of professional development that we allow our staff to go to training, be involved in INSET, whatever. All of those things are important.

9.4 Special schools

Key points

- Headteachers reported that cover for an unexpected absence was regularly provided by support staff (60 per cent), supply teachers (39 per cent), or teachers (33 per cent).
- Arrangements were very similar for absences up to three days and planned absences; the most frequent arrangement in both cases was to use support staff.
- After three days 59 per cent of schools reported using supply teachers, though one in five reported using support staff and 17 per cent teachers. A quarter of the special school heads reported that support staff had been in charge of a class for more than three days.
- Both support staff who led learning and support staff who supervised pupils were used; the latter were used mainly for immediate cover of an unexpected absence. Support staff most often covered absences in the class in which they normally worked, and generally continued to follow teachers' plans.
- Supply teachers used were normally familiar with the school; the case study schools emphasised that familiarity and understanding of the pupils' needs were essential.
- Ten per cent of headteachers reported that they had spent 13 or more hours covering in the last term; five per cent reported that on average their teachers had provided 13 or more hours cover.
- The main rationale for special school cover arrangements was that cover staff should be familiar with the school and its pupils. The two case study special schools had contrasting arrangements, one using mainly internal teachers (having employed additional teachers to ensure that there was high availability for cover), and the other using mainly support staff. In each case, it was strongly argued by all interviewees that these arrangements were the best for their particular pupils (whose needs in the two schools were very different), and would least upset them.
- The majority of headteachers and teachers were satisfied with the impact of their current arrangements.

9.4.1 Arrangements for cover in special schools

Special school headteachers, class teachers and floating teachers were asked about the immediate arrangements used for providing cover for unexpected teacher absence (see Table 9.30). They were then asked about the arrangements used for the following types of absences:

- a short-term unplanned absence up to one day (after the immediate arrangements);
- a short-term unplanned absence up to three days;
- a short-term planned absence (e.g. for CPD);
- a longer absence (after the first three days).

Details of all of these can be seen in Table 9.33. A range of strategies were reported in all cases and in order to aid analysis, the arrangements were grouped together into three broad 'cover' groups: support staff, supply teachers and internal teachers (see Tables 9.32 and 9.34).

Immediate arrangements for unexpected absence

Firstly looking at immediate arrangements for providing cover for unexpected teacher absence, **special school headteachers** reported a range of strategies. As shown in Table 9.30, the arrangement most likely to be used regularly was a member of support staff who will teach pupils (43 per cent). This is different from both primary schools (where supply teachers were the most frequent arrangement) and secondary schools (where it was support staff who supervised pupils).

Special class teachers were asked if they were unexpectedly absent (e.g. if they rang in sick), what would normally happen to their class. Details can also be seen in Table 9.30.

Unlike headteachers, they reported the most regular arrangement to be a teaching assistant (37 per cent), closely followed by a supply teacher (35 per cent). In comparison with primary schools, there was more variation between the special school headteacher and class teacher accounts.

Floating special school teachers were also asked who would provide cover if they were unexpectedly absent. They reported that the most regular arrangement was a member of support staff (42 per cent). These figures indicate that the normal work of floating teachers was much less frequently cancelled in special schools than it is in primary schools. Full details can be seen in Table 9.31.

Table 9.30: Special school headteachers and special school class teachers: Immediate cover arrangements for unexpected absence

Cover would be provided by...	Regularly used		Used occasionally or only in certain classes		Never used		Not stated		
	Head-teacher (%)	Class teacher (%)	Head-teacher (%)	Class teacher (%)	Head-teacher (%)	Class teacher (%)	Head-teacher (%)	Class teacher (%)	
INTERNAL TEACHERS									
Headteacher	12	2	42	13	28	55	18	30	
Floating teacher	13	13	27	20	38	35	22	32	
Another member of the leadership team	18	6	51	33	15	32	16	29	
Teacher timetabled to have PPA time	-	8	29	30	47	35	24	36	
Teacher timetabled to have other non-contact time	12	11	42	29	28	31	18	30	
SUPPLY TEACHERS									
Supply teacher	39	35	32	24	17	21	11	20	
SUPPORT STAFF									
Support staff who will teach pupils (e.g. an HLTA)	43	28	23	24	20	24	14	23	
Support staff who supervise pupils doing set work (e.g. a cover supervisor)	35	25	26	23	24	28	15	24	
Teaching assistant	31	37	33	26	21	16	15	21	
Nursery nurse	16	10	17	7	46	50	22	32	
PUPIL GROUPS REARRANGED									
Two classes would be taught together	2	3	31	27	52	41	15	29	
Pupils would be distributed to other classes	4	5	36	25	46	42	15	29	
	Weighted	154	208	154	208	154	208	154	208
	Unweighted	154	208	154	208	154	208	154	208

Based on all special headteachers/all special class teachers
Source: Primary/special headteachers/class teachers surveys

Table 9.31: Special school floating teachers: Immediate cover arrangements for unexpected absence

Cover for classes or groups I was timetabled to teach would be provided by ...	Regularly used (%)	Used occasionally or only in certain classes (%)	Never used (%)	Not stated (%)
INTERNAL TEACHERS				
Another floating teacher	23	16	25	26
The headteacher	-	16	51	33
SUPPLY TEACHER	33	35	14	19
SUPPORT STAFF	42	37	2	19
OTHER CONSEQUENCES				
Teachers would not be able to take their PPA time	9	33	30	28
Groups that I was due to teach would be cancelled	2	19	56	23
Unweighted			43	

Based on all primary floating teachers
Source: Primary/special floating teachers survey

Table 9.32 combines the arrangements into the use of three 'cover' groups: support staff, supply teachers and internal teachers. It displays how often these were *regularly* and *ever* used, as reported by special school headteachers, class teachers and floating teachers. This shows that, according to **special school headteachers**, support staff were more likely to be used *regularly* (60 per cent) than the other 'arrangement' groups. Additional analysis also shows that 34 per cent of headteachers said that this was the *only* type of arrangement regularly used. The support staff and internal teachers cover group were reported as *ever* being used 86 and 84 per cent respectively, with the supply teachers group reported as *ever* being used by seven in ten special school headteachers (71 per cent). **Special school class teachers** reported very similar regular use levels of the three cover groups.

Table 9.32: Special school headteachers, special class teachers: Cover groups used in immediate arrangements for unexpected absence

Staff Type	Regularly used			Ever used		
	Head-teacher (%)	Class Teacher (%)	Floating Teachers (%)	Head-teacher (%)	Class Teacher (%)	Floating Teachers (%)
Internal teachers	33	27	23	84	64	44
Supply teachers	39	35	33	71	59	67
Support staff	60	57	42	86	85	79
Weighted	154	208	43	154	208	43
Unweighted	154	208	-	154	208	-

Based on all primary headteachers/all primary class teachers/ all primary floating teachers
Source: Primary/special headteachers/class teachers/floating teachers surveys

Arrangements for different types of absence

Special school headteachers and class teachers were then asked about the regular arrangements for longer-term and planned absence shown in Table 9.33.

Table 9.33: Special school headteachers and special school class teachers: Regular cover arrangements for different types of absence

	A short-term unplanned absence for up to a day		A short-term unplanned absence up to three days		A short-term planned absence (e.g. for CPD)		A longer absence (after the first three days)		
	Head-teacher (%)	Class teacher (%)	Head-teacher (%)	Class teacher (%)	Head-teacher (%)	Class teacher (%)	Head-teacher (%)	Class teacher (%)	
INTERNAL TEACHERS									
Head teacher	17	4	11	2	9	3	6	2	
Floating teacher	16	15	14	13	14	14	11	14	
Another member of the leadership team	24	8	24	7	20	7	18	7	
Teacher timetabled to have PPA time	5	10	4	7	4	6	3	6	
Teacher timetabled to have other non-contact time	17	15	17	11	14	9	9	8	
SUPPLY TEACHERS									
Supply teacher	34	39	49	51	50	55	70	68	
SUPPORT STAFF									
Support staff who will teach pupils (e.g. an HLTA)	42	25	40	23	41	22	31	19	
Support staff who supervise pupils doing set work (e.g. a cover supervisor)	23	13	23	12	23	11	15	8	
Teaching assistant	23	29	21	23	24	26	12	16	
Nursery nurse	12	6	10	5	8	4	4	3	
PUPIL GROUPS REARRANGED									
Two classes would be taught together	3	4	3	5	3	2	3	2	
Pupils would be distributed to other classes	7	6	6	5	2	4	2	5	
Other									
Not stated/Invalid									
	Weighted	154	208	154	208	154	208	154	208
	Unweighted	154	208	154	208	154	208	154	208

Based on all primary headteachers/all primary class teachers
Source: Primary/special headteachers/class teachers surveys

The main pattern shown in this chart is an increase in the use of the supply teachers for longer-term and planned absences. For example, 34 per cent of headteachers said that supply teachers were used regularly for a short-term unplanned absence of up to one day, but this figure increased to 70 per cent for a longer-term absence of more than three days.

Special school floating teachers were also asked about regular arrangements for longer-term and planned absence, and they also showed an increase in the use of supply teachers across these (increasing from 30 per cent for a short-term unplanned absence for up to a day to 67 per cent for a longer absence of more than three days).

Table 9.34 combines the arrangements into same the three 'cover' groups: support staff, supply teachers and internal teachers (as used for immediate arrangements). It displays how often these were regularly used and how often they were the most frequent arrangement, as reported by special school headteachers and class teachers. The findings confirm the increasing regular use of supply teachers for longer-term and planned absences. The findings also show that that the regular use of internal teachers decreases with the length of absence.

Table 9.34: Special school headteachers and class teachers: Cover groups used for different types of absence

	Most frequent arrangement			All arrangements that were used regularly			
	Head-teacher (%)	Class Teacher (%)	Floating Teacher (%)	Head-teacher (%)	Class Teacher (%)	Floating Teacher (%)	
A short-term unplanned absence up to one day							
Internal teachers	31	18	23	50	36	40	
Supply teachers	16	22	9	34	39	30	
Support staff	45	44	42	66	57	65	
A short-term unplanned absence up to three days							
Internal teachers	26	12	21	46	29	30	
Supply teachers	27	38	35	49	51	54	
Support staff	41	35	23	63	49	49	
A short-term planned absence (e.g. for CPD)							
Internal teachers	19	12	9	38	29	28	
Supply teachers	34	38	47	50	54	67	
Support staff	42	34	23	63	50	44	
A longer absence (after the first three days)							
Internal teachers	17	3	7	32	26	19	
Supply teachers	59	40	58	70	68	67	
Support staff	20	34	16	42	37	35	
	Weighted	154	208	43	154	208	43
	Unweighted	154	208	-	154	208	-

Based on all primary headteachers/all primary class teachers/ all primary floating teachers
Source: Primary/special headteachers/class teachers/floating teachers surveys

The arrangements for cover for absence in the two **case study special schools** were completely different, though in each case were based on an assessment of what was in the best interests of their pupils. In Special School Q (boys aged 8-16, EBD), teacher absence was generally covered by a teacher who had non-contact time. For every period of the school week, there were two teachers with non-contact time, and sometimes three. On the questionnaire the headteacher wrote, '*We have employed an additional teacher to allow flexibility to cover absence with our own staff without losing PPA time.*' This was not a teacher employed to provide cover; rather it was simply to ensure that all teachers had a generous allowance of non-contact periods so that some could then be used for cover. The deputy head explained:

We manage it because we don't need supply in. We have the extra teacher on board. Pay for the extra teaching up front and you're not paying ever to get a supply teacher in, so it doesn't cost us anymore money and we have the consistency of delivery.

In Special School R (3-11, autistic spectrum disorders) the headteacher and deputy explained that they try to cover all absence internally using support staff or teachers, in order to minimise disruption for pupils. Most frequently, the HLTA who regularly works in the class will cover.

In both schools there was a strong commitment to training. The headteacher of Special School Q commented that while sickness absence was relatively low, teachers were encouraged to attend courses to support their teaching (particularly in view of the fact that each teacher taught several different subjects). In Special School R, the school's commitment to staff training meant that planned absences were frequent, and the school has a policy of never calling staff back from a course. Sickness absence was also relatively high.

Long-term absence was a problem for both schools. In Special School Q, it was sometimes possible to combine two classes in order to free up another teacher, because some classes were very small. Sometimes a part-time teacher or ex-teacher did supply hours. For a recent long-term sickness absence, the headteacher was successful in recruiting a supply teacher with experience of EBD schools. He hoped to be able to do the same for an imminent maternity cover.

In Special School R, teachers explained that initially HLTAs were intended to cover only for up to three days consecutively, but in practice HLTAs and other support staff had covered for longer than three days. One teacher interviewed had recently been away for a long period of time, and during this time her nursery nurse covered:

I had a long period off sick last year and my nursery nurse, who wasn't actually an HTLA, took the class for a month and she was so, so stressed. She really was and there was nothing I could do to help her because I couldn't work. I was sick.

In another case, where a teacher left unexpectedly in the middle of a term, the deputy head took the class for two days a week, and an HLTA for the other three days a week.

9.4.2 Different groups that provide cover in special schools

Supply teachers

Special school headteachers were asked how familiar the *supply teachers used* were with the school and the pupils. Around two-fifths (37 per cent) reported that when supply teachers were used they were all familiar with the school and regularly work there. A further 36 per cent reported that they were mainly familiar with the school and the pupils and eight per cent reported that the supply teachers used were mainly unfamiliar. Seventeen per cent reported that supply teachers were never used. This is higher than in primary schools, where three per cent of primary headteachers reported that supply teachers were not used.

The two **case study special schools** used supply teachers only exceptionally. The head of Special School Q reported that supply teachers were used only exceptionally for long-term absence; in general, it was inappropriate to use supply teachers because of the nature of the pupils' needs:

The whole concept of supply teachers is very, very difficult for us, whether that's to release time for planning and preparation or whether that's to cover absence. We just can't find staff who will come in here and teach successfully with our lads because they rely on knowing the staff that are teaching them and the staff that come here need to know our methods, our systems, our routines to be able to manage the groups.

He explained:

So when we have had a supply teacher in the staff it's always been another teacher or another member of staff looking after them to make sure there isn't chaos. Because behaviour in a school like this can invade the school. If it gets out of hand in one classroom it can affect another one. So we have to find our own solutions.

Teachers interviewed related negative experiences with supply teachers; one explained that they ended up having to sit in the class with the supply teacher:

The problem is when you bring in supply staff then you have to babysit the supply. It causes more grief in a specialist school such as this to get a supply teacher in, and then to allocate a teacher to sit in the same class because then the students will eat them.

In the case of a recent long-term absence, the head explained that they had been lucky, because an experienced teacher who had taught in 'this type of school' was available

We explained in Chapter 4 that the head of Special School R had persuaded the governors that it would be useful to employ HLTAs. She had also had to persuade the staff that HLTAs would be a better way of covering absence than using supply teachers. She said:

I was able to show the staff that we were paying a fortune for supply staff, and everyone could identify the supply staff, she was the one looking scared in the corner and doing nothing. It was a small step from there and I used to have meetings with the support staff and say, just one instance, 'X was off today on a course, we had a supply teacher in and she cost us £220, let's hear from X's team who did what today'. And of course, it will have been the nursery nurse, the teaching assistants who carried the day. And she will have just been a spare part, she would have tried, the supply teacher, she would have tried, but she would not have had a hope in heck of knowing what the children needed.

She explained that this had not been a cost-cutting exercise; the school has employed ‘a floating bank of three support staff’, and has spent ‘a fortune’ on training.

The TAs that we interviewed talked about how difficult it had been having supply teachers:

We were left as support staff to pick up the pieces, and we would actually be running it anyway because this teacher wouldn't have an idea. ... She was scared of the children ... It wasn't her fault because she hasn't got any knowledge about autism. ... We needed to look after her, the children they were really, very excited.

Floating teachers

Special school headteachers were subsequently asked whether they employed one or more teachers who were expected, as part of their regular work, to provide cover when necessary. Three in ten (29 per cent) headteachers said that they did.

Special school floating teachers were directly asked how many days worth of cover they had provided in the last term. Just under half (47 per cent) reported that they have provided fewer than ten days' cover for teacher absence in the last term, six per cent reported that they provided ten to twenty days, with a further four per cent providing 20 or more days. Thirty per cent said they had not provided any cover in the last term for teacher absence.

They were also asked how often they had provided cover in different circumstances, and details of their responses are shown in Table 9.34. As with the primary floating teachers, of the four types of absence asked about, they were most likely to have provided cover for the first few hours of unexpected absence (72 per cent) on at least one occasion. Looking at this arrangement in more details reveals that: one fifth (21 per cent) said they provided it normally and 26 per cent said ‘sometimes’ and ‘occasionally’ respectively. The findings for the other absences were similar, with 54 per cent of floating teachers saying they had provided cover for a short-term unplanned absence up to three days on at least one occasion, 56 per cent for a short-term planned absence on at least one occasion and 47 per cent for a longer absence on at least one occasion.

Table 9.35: Special school floating teachers: Frequency of providing cover in different circumstances

N	Normally (%)	Normally but not if it was my PPA time (%)	Sometimes (%)	Occasionally (%)	Never (%)	Not stated (%)
First few hours of unexpected absence	21	-	26	26	23	5
Short-term unplanned absence up to three days (after the immediate arrangements described above)	14	2	19	19	42	5
Short-term planned absence (e.g. for CPD)	14	-	12	26	40	9
A Longer absence (after the first three days)	14	-	12	21	44	23
Unweighted	43	43	43	43	43	43

Based on all special floating teachers
Source: Primary/special floating teachers survey

Other internal teachers

Special school headteachers were asked how many hours cover they themselves had undertaken in the last term. Around two-fifths (43 per cent) of headteachers reported that they had not provided any cover, ten per cent reported that they had provided one to four hours, 12 per cent reported five to eight hours, and 12 per cent reported nine to 12 hours. Ten per cent reported that they spent 13 or more hours during the last term.

Headteachers were also asked how many hours of cover on average their teachers (excluding those employed specifically to provide cover) had undertaken in the last term. Headteachers reported similar hours for their teachers: 41 per cent reported that their teachers did not provide any cover, 19 per cent reported one to four hours, 11 per cent reported five to eight hours, and seven per cent reported nine to 12 hours. Five per cent reported 13 or more hours.

Special school headteachers were asked to write in what strategies they have in place to reduce the amount of cover that they and their teachers provide. A range of strategies were mentioned, with the most common being the use of support staff (reported by 26 per cent); ten per cent reported using supply teachers/ agencies, and a further 10 per cent reported using supply/ teachers/ agencies that are familiar with the school. However, seven per cent said that no strategy was needed and 25 per cent did not give an answer to this question. The headteachers who reported that no strategy was needed or did not give an answer, were more likely to not use internal teachers as an immediate arrangement for unplanned teacher absence (Forty four per cent of headteachers who reported never using the internal teacher cover group gave a not stated/ no strategy answer, compared with 30 per cent of headteachers who reported using the internal teacher cover group).

In both the **case study special schools**, teaching staff provided cover. In Special School Q, this was the norm. The headteacher indicated on the questionnaire that he covered on average an hour a term, and teachers provided on average five hours cover a term. The deputy used to keep records of how much cover had been done by each teacher, and how many non-contact periods each teacher had. However, he abandoned this, saying, *'I found it a pointless exercise, everyone was getting more cover [periods] than they were using so to speak.'* Therefore, there is no accurate data about how much cover is done. Teachers said that if there were several absences, or a long term sickness absence, they might have a week or two where they lost all or almost all of their non-contact periods, and this could be difficult.

And so it can become a little tiring if you don't get any frees back because you're covering for two absent teachers. You just think, OK, because I know next week everything is back to normal and I will get my frees again.

Some teachers said they thought they might do more than 38 hours of cover in a year, especially in cases where it was necessary to cover for long term absences.

In Special School R, another teacher or a member of the leadership team or the headteacher sometimes covered for absence. On the questionnaire the headteacher indicated that occasionally teachers timetabled to have PPA time might be asked to cover for unexpected absence, and the deputy confirmed this, arguing that it was the only way to support their very generous provision of training and development. The headteacher told us that if she does cover, she *'almost never covers a teacher'*:

I add to the team and let somebody else lead and just be the support [because] I'm not in the classroom every day knowing what that child's motivator is, knowing what smells kick him off, you know, and that changes daily. ... And I'm by no means as much of a stranger to my classes as a supply teacher, but I'm less capable than the team.

The headteacher estimated on the questionnaire that she had done ten hours cover in the last term, and that her teachers had done an average of half an hour in the last term. The deputy (who has no class responsibility) described covering more frequently than this.

Support staff

Special school support staff who had ever taken responsibility for whole classes during lesson time when the teacher was not present (since September 2007) were asked if they had done so during an *unplanned* teacher absence; 86 per cent said that this was the case. These support staff⁵⁷ were then asked how frequently they had provided cover for unplanned absence. Half (48 per cent) had only provided cover for this type of absence in an emergency and 16 per cent had provided it at least once a month, as shown in Table 9.36.

Sub-group analysis shows that, in line with the primary support staff, those without HLTA status were more likely to have provided this cover only occasionally in an emergency than those with HLTA status (53 per cent compared with 36 per cent with HLTA status).

Table 9.36: Special school support staff: Frequency of providing cover during unplanned teacher absence

	%
a. The majority of my working hours	5
b. Several times a week	12
c. At least once a week	17
d. At least once a month	16
e. Occasionally in emergency	48
Not stated	2
NET 'Often' (a-c)	34
NET 'Occasionally' (d-e)	64
Unweighted	186

Based on special support staff who had taken responsibility for a whole class during unplanned teacher absence
Source: Primary/special support staff survey

Special school headteachers were asked about the maximum consecutive period a member of the support staff had been in charge of a class due to teacher absence in the last academic year. Findings are shown in Table 9.37. Overall 37 per cent of special school headteachers reported a total of up to a day, and 48 per cent longer than a day. In comparison with primary schools, support staff have been in charge for longer periods in special schools: 68 per cent of primary headteachers reported a total of up to a day, and 16 per cent longer than a day.

⁵⁷ This is a base of 186.

Special school class teachers were also asked about the maximum period a member of support staff had been in charge of one of their classes when they had been absent in the last academic year. Their answers are also shown in Table 9.37. Overall class teachers reported slightly shorter absences than headteachers: 41 per cent of class teachers reported a total of up to a day, and 32 per cent longer than a day. However, this comparison should be treated with caution, as class teachers were asked about cover for their own absence and some may not have been absent for more than one day.

Table 9.37: Special school headteachers and special school class teachers: Maximum consecutive period a member of support staff has been in charge of a class during teacher absence

	Headteachers (%)	Class Teachers (%)
Up to an hour	6	8
Up to half a day	13	7
Up to a day	19	26
Up to three days	24	20
More than three days	24	12
Support staff never take charge of classes (Headteacher)/Support staff never take charge of my classes when I am absent (Class teacher)	10	10
I have never been absent (Class teacher only)		12
Not stated	6	4
NET – TOTAL Up to a day	37	41
NET – TOTAL Longer than a day	48	32
	Weighted	208
	Unweighted	154

Based on all special headteachers/all special class teachers
Source: Primary/special headteachers/class teachers surveys

Special school support staff were asked how many hours in the last week they had spent providing cover when a teacher was absent. A quarter (26 per cent) reported that they hadn't provided any hours cover in the last week, 38 per cent reported one to five hours, 12 per cent reported six to ten hours and 7 per cent reported 11 or more hours.

They were then asked which types of classes they had provided cover for when a teacher had been unexpectedly absent. Most (91 per cent) support staff said they had provided cover was for classes in which they normally work. A full breakdown can be seen in Table 9.38.

The most notable sub-group difference was regarding HLTA status. Support staff with HLTA status were more likely to provide cover for classes in which they do not normally work (38 per cent), compared with their non-HLTA counterparts (22 per cent). They were also more likely to provide cover for Key Stage 2 classes (45 per cent with HLTA status, compared with 25 per cent without HLTA status). However they were less likely to provide cover for Key Stage 4 classes (22 per cent with HLTA status, compared with 38 per cent without HLTA status).

Table 9.38: Special school support staff: Types of classes provided cover for during unplanned teacher absence

	Yes (%)	No (%)	Not Stated (%)
... a class (or classes) in which you normally work	91	4	5
... a class (or classes) in which you do not normally work	28	47	25
... Foundation stage	16	50	35
... KS1	22	44	34
... KS2	31	40	30
... KS3	36	35	30
... KS4 or post-16	34	37	29
Unweighted	186	186	186

Based on special support staff who had taken responsibility for a whole class during unplanned teacher absence
Source: Primary/special support staff survey

Special school support staff, who had taken responsibility for a class during *unplanned* teacher absence since 2007, were asked what they most often did when they were not providing cover. The most commonly mentioned activity was providing general support in the classroom (mentioned by 51 per cent). Twenty one per cent mentioned providing learning support for an individual pupil or group, and 15 per cent taking responsibility for another class as part of their regular timetable. Support staff who had attained HLTA status were more likely than their non-HLTA counterparts to take responsibility for another class as part of their timetable (26 per cent with HLTA status compared with nine per cent without). Additionally those who had been working in schools longer were more likely to provide general support in the classroom (66 per cent before 1994 falling to 45 per cent 2004-08).

In Special School R, HLTAs and support staff provided most cover. They explained that the teachers and support staff worked as a team. The teachers did the planning, but the support staff were able to follow the plan if teachers were not present.

9.4.3 Rationale for special school cover arrangements

Special school headteachers were asked how important a number of factors were in their decision about cover arrangements. All of the factors were considered important by the majority of schools. In particular, wanting pupils to be taught by someone who is familiar with them, and the school procedures and minimising school disruption were considered important by over nine in ten headteachers. Full details can be seen in Table 9.39. The only sub group difference was that headteachers who were newer to the school, were more likely to rate wanting pupils to always be taught by qualified teachers as important (84 per cent of those who joined since 2003, compared with 66 per cent who joined before 2003).

Table 9.39: Special school headteachers: Importance of factors in decisions about arrangements for cover

	Very important (%)	Fairly important (%)	Not particularly important (%)	Not important at all (%)	Not stated (%)
Wanting pupils to be taught by people with whom they are familiar	91	7	-	-	2
Wanting pupils to be taught by people who are familiar with school procedures	81	16	-	-	4
Aiming to minimise disruption to other activities in school (i.e. the regular commitments of internal staff)	60	36	-	-	3
Wanting pupils to always be taught by qualified teachers	40	32	23	2	3
Financial cost	18	48	27	3	3
			154		
			154		

Based on all special headteachers

Source: Primary/special headteachers survey

When examining the perceived importance of factors in relation to the arrangements used to provide immediate cover for unplanned absence, similarly to the primary schools, there was an expected link between using supply teachers and saying qualified teachers were important. Similarly, there was a link between using support staff regularly and saying qualified teachers were important, with 57 per cent of those who regularly used support staff rating being taught by qualified teachers as important, compared with 92 per cent of those who did not regularly/ ever use support staff. In addition, those who have used supply teachers were more likely to say that financial costs were important (77 per cent), compared with those who never use them (39 per cent).

Looking at the arrangements for cover for longer-term and planned absences (shown in Table 9.38) very similar patterns emerge. As with arrangements for immediate cover, there was the link between regular use of supply teachers and saying qualified teachers were important across all the absences types with the exception of a long term absence of more than three days, and there was the link between the regular use of internal teachers and saying qualified teachers were important for short-term unplanned absences up to one day, and three days. Additionally, those who regularly use support staff were less likely to rate being taught by qualified teachers as important. Finally turning to financial costs, those who regularly use internal teachers for short-term absences and planned absences of up to three days were more likely to think financial cost was important.

In both the **case study special schools**, the rationale for their arrangements for cover was entirely based on the pupils' needs. In Special School Q, several teachers related negative experiences with supply teachers. They stressed how important it was for all of them that lessons remain calm, because the impact of a disrupted lesson was felt throughout the school day. They believed the best way to keep pupils calm was for them to have teachers they knew, because, *'The kids get used to the subjects and teachers. They like to know where they are, they don't like change.'* The deputy head, who organised cover, used two main criteria in allocating cover to teachers: their workload for the rest of the day and their familiarity with the class. He said:

If we didn't do it the way we do it, it would be disastrous. We've tried, it's more work. And it's more difficult and it's more stressful for the children to bring supply in. If you don't know the teacher, a stranger coming in, they'll just eat them alive.

The head of Special School R explained that the rationale for using support staff was obvious:

I mean, a) they are a good work force and they have the needs of the children at heart, b) we have a massive programme of autism training, so they are all well trained, everyone gets the same level of autism training, or basic level, there are higher levels that other staff get, but everyone gets the same basic level so they have the autism knowledge.

But most importantly, using supply teachers had had a very negative impact on the pupils: *'bites were going up, kicking was going up, self abuse, children's self abuse was going up – it was distressing.'*

9.4.4 Class activities during cover lessons

Special school support staff were asked what plans they followed when they had been responsible for a whole class (or equivalent) when a teacher was unexpectedly absent. Following the teacher's detailed lesson or activity plan was the arrangement followed most regularly (37 per cent), followed by using the teacher's weekly plan (28 per cent) and supervising the class while they did pre-set work (24 per cent). Table 9.40 displays the full details.

Table 9.40: Special support staff: Plans followed during unplanned teacher absence

	Regularly (%)	Sometimes (%)	Occasionally (%)	Never (%)	Not stated (%)
I followed the teacher's detailed lesson or activity plan	37	28	18	5	11
I followed the teacher's weekly plan	28	30	16	12	2
I supervised the class while they did pre-set work	24	31	22	12	12
I used my knowledge of what the class should be doing from regular support work I do in the class	5	53	24	11	5
I followed a plan provided by another teacher	2	10	15	57	17
I followed a plan provided by the headteacher	2	1	4	77	16
No plans or activities were provided, and I do not normally work with that class	2	8	16	59	16
Unweighted	186	186	186	186	186

Based on special support staff who had taken responsibility for a whole class during unplanned teacher absence
Source: Primary/special support staff survey

Sub-group analysis shows that support staff with HLTA status were more likely than their colleagues without HLTA status to follow the teacher's weekly plan (26 per cent compared with nine per cent with out HLTA status). Additionally those who joined the school more recently were less likely to follow a plan provided by another teacher (38 per cent who joined since 2003 falling to 22 per cent before 2003).

The plans followed by support staff during unplanned teacher absence varied compared with those followed by support staff during planned teacher absence. Of support staff who had taken responsibility for a whole class when the teacher's absence was planned or during a regular timetabled period away from their class, seven in ten (71 per cent) followed the plans they had devised for the particular unit of work, and just over three in ten (34 per cent) followed plans that they and the teacher have devised together. These plans were obviously not available during unplanned teacher absence. However, there were some plans which were potentially available in both types of absences: following a teacher's detailed lesson or activity plan and following a teacher's weekly plan. In both cases, fewer support staff had followed these plans during planned teacher absence than unplanned teacher absence (24 per cent of those who had covered for *planned* teacher absence followed the detailed plan and 21 per cent the weekly plan, compared with 83 per cent and 73 per cent respectively for unplanned teacher absence).

Special school support staff were asked whether any other adults had been present when they had taken a class due to unexpected teacher absence, and if so, who they were. Seven in ten (72 per cent) said yes there had *always* been someone present, three in ten (27 per cent) said yes there had *sometimes* been someone present, and only one per cent said that no-one had been present. When asked about who the adults were, all support staff (who reported someone being present always or sometimes) said other members of the school's support staff. Nineteen per cent said volunteers, and nine per cent said specialist instructors.

In both the **case study schools**, the main aim in cover lessons was to create a calm and normal atmosphere. In Special School Q, teachers providing cover often took the class to their own room, and gave them work from their own subject. One teacher explained:

The flexibility helps, because you know very well that if you've got a class and you're doing a cover lesson for somebody, there's always the option of linking it into your own subjects and then taking the students to your own room. Because even in a small school like this, children who behave in one room with the member of staff that is normally there, will behave differently in a different room.

In Special School R, teacher absence was generally covered by a member of support staff in that class (often one with HLTA status, but also nursery nurses or other teaching assistants), and the class is allocated a 'float' (extra support staff) when possible. The member of support staff followed the teacher's plans if these were provided, or continued activities that were done the previous day. One HLTA commented that while she did not have an allocation of PPA time, she was able to find time for planning her weekly PPA sessions, but that if she had to do additional absence cover in the week, it was much more difficult to find time to prepare.

9.4.5 Monitoring of cover arrangements

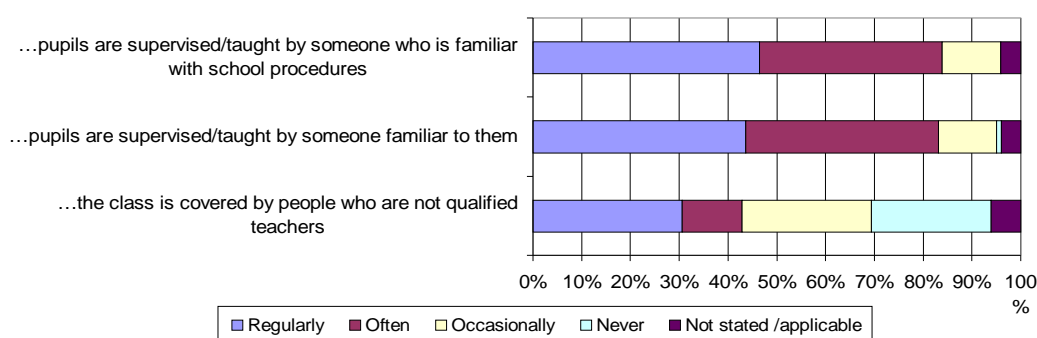
Around three in ten (27 per cent) **special school headteachers** reported that they kept records of the amount of cover that they personally undertook. Headteachers were much more likely to have kept a record of the amount of cover undertaken by their teachers than themselves: with over half (54 per cent) reporting that they kept a record of such cover. Overall, around three quarters (77 per cent) of **special school headteachers** said that they monitored the impact of their current arrangements for absence cover; 38 per cent said they did this formally, and 39 per cent informally. One fifth (20 per cent) said they did not monitor the impact and three per cent gave a not applicable or not stated answer. Overall monitoring levels were broadly in line with those in primary schools, however the type of monitoring varied. Formal monitoring was higher in special schools (38 per cent compared with 20 per cent in primary schools), and informal monitoring was lower (39 per cent informally, compared with 55 per cent in primary schools).

The success or otherwise of cover arrangements in the **case study schools** was evaluated by the impact it had on the pupils. Thus in Special School R, reduced levels of biting and self-harm were a sign of how successful the arrangement has been.

9.4.6 Impact of cover arrangements

Special school class teachers and floating teachers were asked if a class teacher was absent for up to three days how often the class would be: covered by people who are not qualified teachers, supervised/taught by someone who is familiar with the schools procedures and taught by someone familiar to them. Class teachers' responses are displayed in Figure 9.14; those of floating teachers were almost identical. The only subgroup difference that emerged from the class teachers was regarding the time a teacher had been in teaching, and whether the class is covered by people who are not qualified teachers. Those who entered teaching from 1994 onwards were more likely to say that the class is regularly covered by people who are not qualified teachers (37 per cent), compared to those who have been in teaching since before 1994 (23 per cent).

Figure 9.14: Special school class teachers and floating teachers: How often arrangements happen if a class teacher was absent for up to three days



Based on all special class teachers/all special floating teachers
Source: Primary/special headteachers/class teachers surveys

Special school headteachers were asked to compare how frequently certain staff groups currently provided cover compared with before workforce remodelling was introduced. Details can be seen in Table 9.41.

Table 9.41: Special headteachers: Frequency of cover provided by different staff groups currently compared with before the introduction of workforce remodelling

Cover is now provided by...	More frequently (%)	No Change (%)	Less Frequently (%)	Not stated/applicable (%)
... support staff	50	37	1	12
... supply teachers	27	43	16	14
... members of the leadership team	16	45	24	15
... teachers employed wholly or mainly for the purpose of providing cover	14	32	6	49
... other teachers in the school	5	34	40	25
	Weighted		154	
	Unweighted		154	

Based on all special headteachers
Source: Primary/special headteachers survey

Overall, use of support staff showed the biggest increase over the period in question: one half (50 per cent) of special school headteachers reported using them more frequently now than previously. Supply teachers also saw a large increase, with 27 per cent of headteachers using them more frequently. The biggest decrease over the period was found to be in the use of other teachers in the school: two fifths (40 per cent) of headteachers reported using them less frequently, although 34 per cent reported no change in the frequency of their usage. Sub-group analysis shows that headteachers who had joined their school since 2003 are more likely to use supply teachers more frequently than before the introduction of workforce remodelling (47 per cent of those who joined since 2003 use supply teachers more frequently compared with 18 per cent of those who joined before 2003).

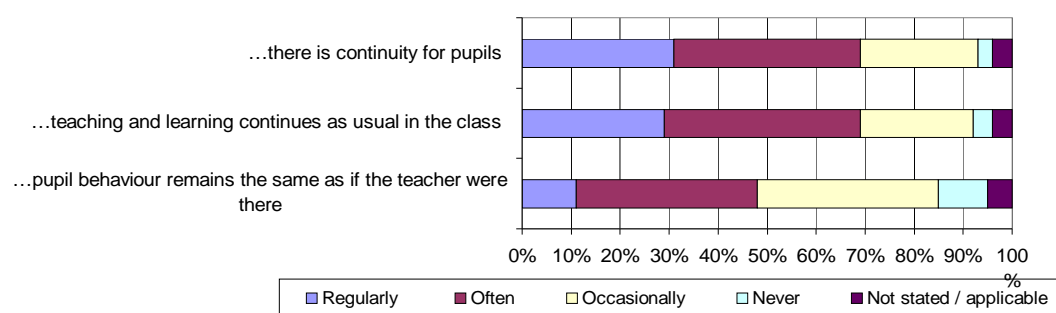
Special school headteachers expressed mixed views when they were asked about the impact their current arrangements for cover for absence had in comparison with those in place before workforce remodelling. Around half (51 per cent) of headteachers agreed that there was now greater continuity of teaching and learning for pupils. However, ten per cent disagreed with this statement, and 34 per cent neither agreed nor disagreed.

Around two-fifths (38 per cent) agreed that the impact of teacher absence on standards was now less of a concern than before remodelling; however, one fifth (18 per cent) disagreed with this statement and a further two-fifths (42 per cent) neither agreed or disagreed.

Thirty seven per cent agreed that the impact of teacher absence on pupil behaviour was less serious than before remodelling; however, again, one fifth (20 per cent) disagreed and two-fifths (40 per cent) neither agreed nor disagreed.

Special school class teachers and **floating teachers** were asked whether a number of outcomes occurred in classes when a teacher has been absent for up to three days. Class teachers' responses are shown in Figure 9.15; those of floating teachers were very similar.

Figure 9.15: Special class teachers and special floating teachers: Outcomes in class when the class teacher is absent

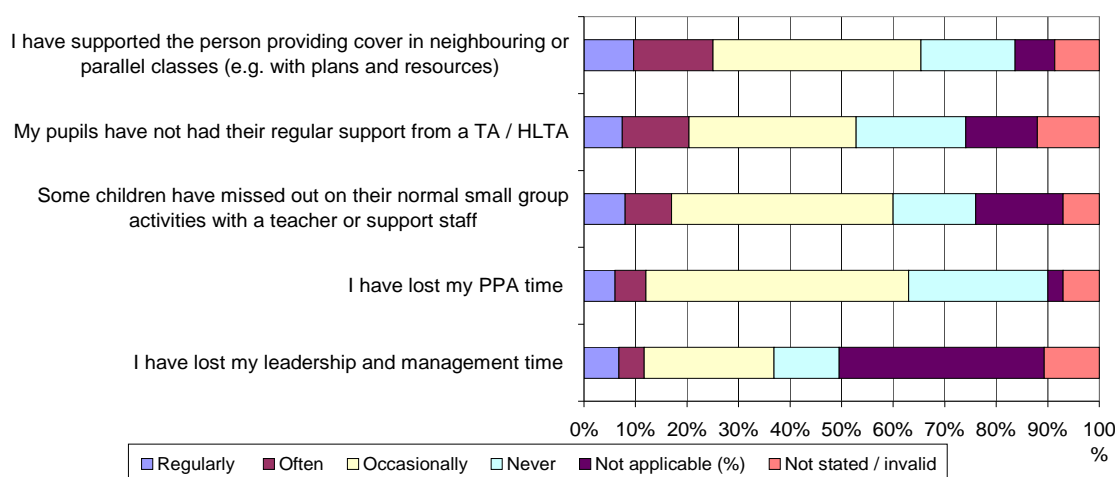


Weighted 208, unweighted 208
Based on all special class teachers/all special floating teachers
Source: Primary/special headteachers/class teachers surveys

Seven in ten **special school class teachers** reported that teaching and learning regularly or often continued as usual in the class, and that there was continuity for pupils (69 per cent respectively). Forty eight per cent reported that pupil behaviour regularly or often remained the same as if the teacher were there. The comparable findings for **special school floating teachers** varied slightly to those found amongst primary class teachers, however the relatively small sample size for the floating teachers will exaggerate these differences.

Special school class teachers were asked what the impacts have been on them when a class teacher had been sick and cover arrangements put into place. The biggest impact involved the class teacher supporting the person providing cover in a neighbouring or parallel class (26 per cent reported this had happened regularly or often). Sixty three per cent reported that they had lost their PPA time on at least one occasion; this table comprised 12 per cent who had lost it regularly or often, and 51 per cent only occasionally. Full details can be seen in Figure 9.16.

Figure 9.16: Special school class teachers: Impacts of class teacher absence and cover arrangements being put in place



Weighted 208, unweighted 208
Based on all primary class teachers
Source: Primary/special class teachers survey

Special school floating teachers were also asked about the impact providing cover for absence had on their work. They expressed quite mixed views. The biggest impact was shown to be a loss of continuity for pupils (mentioned by 54 per cent, including 12 per cent who said it happened regularly), closely followed by adding to total workload (mentioned by 51 per cent, including 28 per cent who said it happened regularly). Full details are shown in Table 9.42.

Table 9.42: Special school floating teachers: Impacts of providing cover for absence

	Regular impact (%)	Occasional impact (%)	This never happens (%)	I do not provide cover for absence (%)	Not applicable (%)	Not stated/Invalid (%)
It adds to my total workload	28	23	-	7	28	14
Pupils are taught by someone familiar to them	28	30	-	9	16	16
Some of my leadership and management work does not get done	16	19	9	5	37	14
Loss of continuity for pupils	12	42	5	9	19	14
Reduced job satisfaction	14	28	12	7	23	19
Someone else will take classes	5	30	12	7	30	16
Groups are cancelled	-	26	19	7	33	16

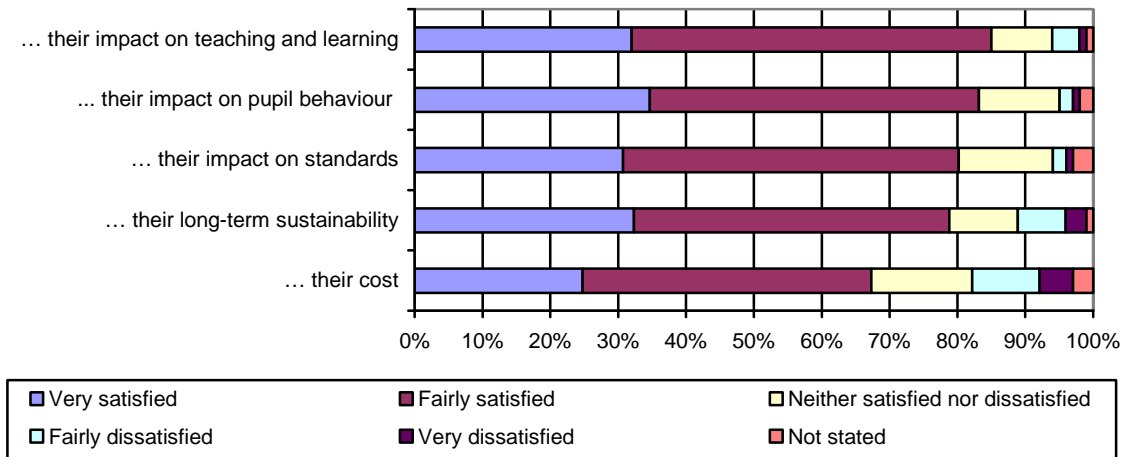
Unweighted

43

Based on all special floating teachers
Source: Primary/special floating teachers survey

Special school headteachers were satisfied with most aspects of their current arrangements for cover for absence, especially in relation to the impact on teaching and learning (85 per cent), pupil behaviour (84 per cent satisfied), and standards (80 per cent satisfied). Satisfaction was lowest in relation to the impact on cost, 68 per cent were satisfied, 14 per cent dissatisfied and 15 per cent neither satisfied nor dissatisfied. The findings are displayed in Figure 9.17.

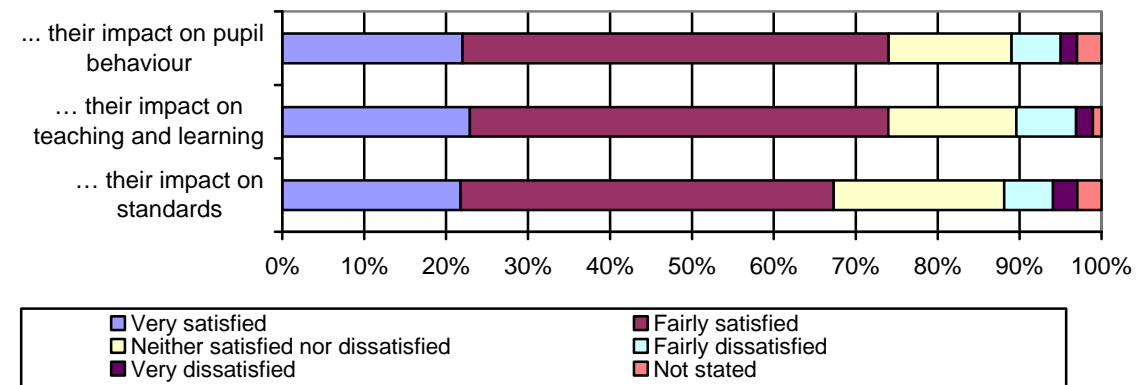
Figure 9.17: Special school headteachers: Satisfaction with impact of current arrangements for cover for absence



Weighted 154, unweighted 154
 Based on all primary headteachers/all primary class teachers/ all primary floating teachers
 Source: Primary/special headteachers/class teachers/floating teachers surveys

Special school class teachers and special school floating teachers were asked how satisfied they were with the current arrangements in relation to their impact on pupil behaviour, teaching and learning, and standards. Full details are also shown in Figure 9.18. They expressed similar levels of satisfaction across the three areas. However, overall their levels were lower than those expressed by the headteachers.

Figure 9.18: Special school class teachers: Satisfaction with impact of current arrangements for cover for absence



Weighted 208, unweighted 208
 Based on all special class teacher
 Source: Primary/special class teachers survey

The two **case study schools** were both satisfied with the impact of their very different cover arrangements. Neither fitted with the expectations of workforce remodelling; Special School Q continued to use teachers to cover, while Special School R used support staff for longer periods than is specified. Teachers in school Q argued that if they '*get behaviour right, then the academic success will follow.*' Their pupils did take GCSE exams, and standards were the best they had ever been.

In Special School R, the head explained:

[The children] feel less stressed because they're always managed by known adults who know autism, and there's less self-abuse, there's less lashing out, children communicating better, children making better progress.

10 Leadership and management time for teachers

Summary

Allocation of Leadership and Management Time (LMT)

The vast majority of headteachers across all school sectors said that some teachers in their school were timetabled to have regular LMT in addition to their PPA time. Six per cent of primary schools did not allocate any LMT; the majority of these were small schools.

Headteachers of secondary schools who had indicated that they did not allocate LMT generally explained that the total teaching allocations reflected staff responsibilities, but that LMT was not timetabled to take place in specific periods.

Around two-fifths of teachers reported that they had some LMT across the three sectors. In primary and special schools, this was about half the number that said they had cross-school responsibilities (whether paid or unpaid); in secondary schools it was around two-thirds of that group.

Across all three sectors, about four out of five of those on the leadership scale said they had LMT, together with 60-70 per cent of those with Teaching and Learning Responsibility payments (TLRs), and 20 per cent of those with responsibilities but no TLR. Those on the leadership scale had the most hours of LMT, and were the most likely to have it on a regular timetabled basis, while those with responsibilities but no TLRs had fewer hours of LMT, and were more likely to have it irregularly (e.g. half a day a term). In primary schools, Special Educational Needs Coordinators (SENCOs) and those with year or age group responsibilities were more likely to have regular timetabled LMT, and those with subject responsibilities were more likely to have irregular allocations.

In the survey, secondary teachers reported having the highest amounts of LMT, followed by special school teachers; primary teachers reported having the lowest amounts. A third of secondary teachers who had regular LMT had more than three hours per week, compared with one-fifth of primary teachers.

When asked about barriers to offering more LMT, financial cost was most frequently cited as a barrier across all school sectors, although special school headteachers were least likely to say this. Special school headteachers were also the most likely to say there were no barriers and that all staff had sufficient LMT (40 per cent special, 24 per cent primary and 33 per cent secondary).

The vast majority of primary and special school headteachers said that their arrangements for teaching classes during LMT were the same as those for PPA time.

Monitoring LMT

LMT was monitored formally by around one in seven headteachers, and informally by about half. More primary than secondary or special school heads said they monitored LMT.

Impact of having LMT

In the survey, around two-thirds of primary and special school headteachers agreed that the provision of regular LMT had had a positive impact on the quality of management and leadership work undertaken. Slightly lower numbers of teachers who had LMT agreed (around 57 per cent primary and special). About three in ten primary teachers indicated that

having LMT had impacted positively on workload and stress levels. Primary case study teachers clearly appreciated having this time, which was generally allocated in half day blocks; they all reported using it for LMT tasks, and clearly distinguished it from PPA time.

In comparison with primary and special schools, fewer secondary headteachers or teachers indicated that LMT had improved the quality of leadership and management work (45 per cent of heads, 49 per cent of teachers), and less than one in five teachers indicated that it had impacted positively on their hours or stress levels. In secondary case study schools, it was also reported that the introduction of LMT had had a limited impact. This was partly because responsibilities had always been taken into account in allocating secondary teaching loads, and partly because the time was not protected and so, in some schools, it was sometimes used for cover. Moreover, teachers reported that having single periods of non-contact time was not conducive to focusing on substantial tasks. Secondary teachers rarely distinguished between LMT and other non-contact time; they simply focused on the task that needed doing at the time.

10.1 Introduction⁵⁸

The contractual change was introduced in September 2003. The STPCD (2008) states:

A teacher with leadership or management responsibilities is entitled, so far as is reasonably practicable, to a reasonable amount of time during school sessions for the purpose of discharging those responsibilities. (para. 76)

The Section 4 Guidance accompanying the STPCD states that both members of the leadership group and those teachers outside the leadership group who have some form of leadership and management responsibility are entitled to such time. This includes subject leaders and coordinators, heads of departments or faculties, ASTs, special educational needs coordinators and initial teacher training mentors.

This time is not protected as PPA time is; the STPCD states that while it '*may be used for cover within the contractual limits ... it should not be used disproportionately*' (para. 37). Neither the STPCD nor the Guidance specify how much time should be allocated, instead referring to '*a reasonable allocation of time*' to be determined by the school:

Given the varying nature and extent of responsibilities held by teachers, it is difficult to identify a formula for the amount of time which might be appropriate for each responsibility. This is a matter for the school. (Guidance, 2008, para. 35)

⁵⁸ A number of issues run through the data. These are fully discussed in Section 4.2 and are summarised at the start of each chapter.

- Conflation of remodelling and other parallel changes taking place (such as restructuring of responsibility posts) meant that responses to general questions about remodelling and its impact may have been answered with other changes in mind.
- Schools generally used multiple strategies in relation to each aspect of remodelling; thus it is difficult to assess which strategies were considered to have the greatest impacts on standards and workload.
- The categories used in guidance and policy documents, and therefore in the questionnaires used in this research, did not always appear clear-cut on the ground.
- Schools had developed a wide variety of job titles, particularly for support staff roles. These sometimes gave a false impression of the person's actual role.
- Heads who had been appointed since remodelling were less likely to say it had been fully implemented or had had a positive impact.
- Heads were consistently more positive about what was happening in their schools than were teachers.

This raises several questions, which are addressed in this chapter. Firstly, given that leadership and management time (LMT) can be allocated to anyone who has ‘*some form of leadership and management responsibility*’, which teachers (and which responsibilities) are in practice given allocations of LMT? Which responsibilities attract a weekly allocation of LMT, and which have less frequent blocks of time allocated? Secondly, what sort of time allocations are attached to different responsibilities? How does all this vary across school sectors?

The NASUWT *Workload Audit* (2008) reported that a higher percentage of respondents to their survey who had leadership and management responsibilities were paid for undertaking these (i.e. because they were paid on the leadership scale or because they received a Teaching and Learning Responsibility payment) than were given time allocations (i.e. LMT) to allow them to undertake the work (81 per cent versus 59 per cent). It was also reported that those in primary schools who said they had responsibilities were much less likely to receive LMT than those in secondary schools, and were less likely to be paid for those responsibilities. Of those who did have LMT allocations, over a third had two or more hours a week, almost a third had between one and two hours and a third had less than one hour (though it is possible that this represented an allocation of a substantial block of time less often than once a week). The *NAHT Work-Life Balance Survey 2007-8* (French and Daniels, 2008) reported that 85 per cent of deputy and assistant heads received LMT allocations.

This chapter examines the allocation of LMT, and how much time was allocated to specific responsibilities. It also reports on the arrangements made for teaching classes in primary and special schools while their class teacher had LMT. It then reviews the extent to which schools monitored the arrangements made for LMT, and the impact of having LMT.

10.2 Primary schools

Key points

- 36 per cent of primary teachers said they had LMT (20 per cent on a regular timetabled basis, 16 per cent irregularly). This compares with 33 per cent who had paid responsibilities, and a further 46 per cent who had responsibilities across the school but no TLR. However, a quarter of those with paid responsibilities said they did not have LMT, while a fifth of those with unpaid responsibilities did have LMT.
- Those with leadership responsibilities and TLRs were more likely to have regular LMT, and generally had more hours allocated.
- Headteachers identified the main barriers to providing more LMT as financial cost (72 per cent) and not believing it was desirable for pupils to have more time without class teachers (43 per cent). Heads of small schools more often selected the former, while heads of large schools more often selected the latter. Support staff expertise was a barrier in 13 per cent of schools.
- Arrangements for teaching classes during LMT were similar to those for PPA time.
- Teachers in primary schools generally used their LMT allocations to do LMT tasks.
- The main benefit of LMT was seen as improving the quality of work undertaken in management and leadership roles (selected by 65 per cent of heads and 57 per cent of teachers who had LMT); 29 per cent of teachers indicated that having LMT meant they were less stressed, and 27 per cent that the total hours they worked had been reduced.

10.2.1 Allocation of leadership and management time

Teachers allocated LMT

In the survey, the vast majority of **primary headteachers** (89 per cent) reported that some teachers in their school were timetabled to have regular LMT. A small minority of headteachers (six per cent) said that none of the teachers in their school had regular timetabled LMT. The remaining five per cent did not state an answer at this question. Headteachers from small schools were more likely to say that none of the teachers had LMT (16 per cent) compared with medium or large schools (four per cent and two per cent respectively), presumably because they were more likely to have no responsibility posts.

Turning now to **primary class teachers**, we first consider how many had responsibilities that might attract LMT. Overall, just a third said they had paid responsibilities (ten per cent leadership and 23 per cent TLRs, with just one AST responding). This is broadly in line with DCSF (2008b) figures which indicated that 12 per cent of full-time teachers (excluding headteachers) were on the leadership scale, and 25 per cent had TLRs (or safeguarded management allowances). In the survey sample, a further 46 per cent of primary class teachers said that they had responsibilities across the school but did not have a TLR. In several of the case study primary schools, all teachers (other than NQTs) had responsibility for a curriculum area.

Some groups of teachers, such as those who had been in teaching longer, were more likely to have responsibilities. Those in London were more likely than those elsewhere to have TLRs (35 per cent versus 21 per cent elsewhere), but those outside London were more likely to have specific responsibilities without TLRs (49 per cent versus 29 per cent in London). Full-time teachers were more likely than part-time to have paid responsibilities. Those in large schools were more likely than those in medium or small schools to have TLRs (28 per cent versus 18 per cent) but were less likely to have specific responsibilities but no TLR.

On the questionnaire, 36 per cent of the primary class teachers indicated that they had LMT; 20 per cent said they had regular timetabled LMT and 16 per cent said they had some LMT but not on a regular basis. Thus the proportion of teachers with paid responsibilities (33 per cent) was very similar to the proportion that had allocations of LMT (36 per cent). However, these two groups were not identical; some who had paid responsibilities did not have LMT, and some who did not have such responsibilities did have LMT.

Among **primary floating teachers**, 15 per cent were paid on the leadership scale (compared with ten per cent of class teachers); this presumably represents deputy heads in large schools who do not have class responsibilities. But in comparison with class teachers, a much lower proportion of floating teachers had TLRs, (14 per cent floating teachers, 23 per cent of class teachers). Thus fewer floating teachers had paid responsibilities, and the survey showed that fewer floating teachers than class teachers had LMT; 16 per cent said they had regular timetabled LMT, and ten per cent said they had some LMT.

If we compare these figures with those from the NASUWT survey (2008) they are very similar. They reported that 59 per cent of primary teachers had leadership and management responsibilities, and of these, 55 per cent had LMT allocations. Thus 32 per cent of their total sample had LMT; this can be compared with 36 per cent of class teachers and 26 per cent of floating teachers in this survey.

Responsibilities that attract LMT

In this section we review which responsibilities attracted LMT. We start by considering paid and unpaid responsibilities, and then examine the specific nature of the responsibilities.

Primary headteachers were asked to indicate whether all, some or none of the teachers with different levels of paid responsibility had LMT (teachers on the leadership scale, teachers with TLRs, or teachers without TLRs but with responsibilities across the whole school, key stage or year). Table 10.1 shows their responses. Just 16 per cent of headteachers said that all teachers in each of the three groups had regular timetabled LMT. It shows that headteachers were most likely to say that teachers on the leadership scale had regular timetabled LMT (81 per cent said either 'yes, all' or 'yes, some', compared with 64 per cent for those with TLRs, and 52 per cent for those with specific whole school responsibilities but no TLR).

When examining whether the three groups of teachers mentioned above had regular LMT (either all or some), school size clearly had an impact. Headteachers in large schools were most likely to report that teachers on the leadership scale, teachers with TLRs and teachers without TLRs but with whole school responsibilities had LMT (95, 86 and 59 per cent respectively, compared with 54, 37 and 46 per cent in small schools; non-response was also very much higher among small schools). This is presumably because some small schools have no teachers on the leadership scale other than the headteacher and/or no teachers with TLRs. Two of the case study schools had fewer than 100 pupils. In Primary F, none of the staff had allocations of LMT.

The only other factor that had an impact was region, which is related to school size and the number of teachers who might have responsibilities. Amongst large schools, headteachers in London were (as opposed to elsewhere in the country) most likely to report that teachers with TLRs had LMT (96 per cent versus 83 per cent outside London).

Table 10.1: Primary headteachers: Headteachers who said that teachers were timetabled to have regular leadership and management time

	Yes, all (%)	Yes, some (%)	None (%)	Not stated/invalid (%)
Teachers on leadership scale	63	18	11	7
Teachers with TLRs	41	23	20	16
Teachers without TLRs but with responsibilities across the whole school, key stage or year	23	29	34	15
	Weighted	867		
	Unweighted	867		

Based on all primary headteachers
Source: Primary/special headteachers survey

Primary class teachers were also asked about the level of their paid responsibilities; Table 10.2 shows the proportions of those on the leadership scale, those with TLRs and those with specific responsibilities but no TLR who reported they had regular or irregular LMT.

Table 10.2: Primary class teachers: Whether have regular or irregular LMT by level of responsibility

	I am paid on the leadership scale (%)	I have a TLR (%)	I have a specific responsibility across the school (but no TLR) (%)	Total (%)
Yes, regular timetabled LMT	67	40	5	20
Yes, I have some LMT but not on a regular basis	9	28	17	16
No, I do not have leadership and management time	21	30	72	59
Weighted	152	333	679	1479
Unweighted	190	365	659	1481

Based on all primary class teachers
Source: Primary/special class teachers survey

These figures are broadly consistent with the reports of primary headteachers. It should be noted however that headteachers and teachers were asked different questions; headteachers were asked to indicate whether all or some or none of the teachers in a specified group had LMT, whereas teachers were asked whether they had LMT and whether it was regular or not regular. This may account for apparent inconsistencies in responses; for example, more than half (52 per cent) of the headteachers indicated that at least some of the teachers with responsibilities across the whole school but no TLR had LMT, whereas less than a quarter (21 per cent) of these teachers themselves indicated that they had LMT. This suggests that when the heads said 'some' had LMT, they were referring to a minority. It may also reflect a difference in definition between headteachers and teachers as to what constitutes a responsibility across the whole school, key stage or year.

The percentage of those on the leadership scale who indicated that they had allocations of LMT was slightly less than in the NAHT survey (2008) (which was largely, but not exclusively, of primary leaders) (76 per cent, compared with 85 per cent).

In the survey, those on the leadership scale were the most likely to have any LMT, and the most likely to have it on a regular timetabled basis (67 per cent regular, nine per cent irregular). A majority of those with TLRs who had any LMT had it regularly, but those who had specific responsibilities but no TLR tended to have only irregular LMT (five per cent regular, 17 per cent irregular), and a majority of this group did not have LMT. Those with TLRs in large schools were more likely than those in small schools to have their LMT on a regular timetabled basis (47 per cent versus 17 per cent).

We turn now to the nature of the responsibilities that attracted LMT. **Primary headteachers** were asked to write in the responsibilities of teachers who were allocated LMT. The five most frequent areas of responsibility mentioned were: leadership (48 per cent)⁵⁹; subject (44 per cent); SENCO or special needs (25 per cent); year or age group (21 per cent); and administration (this included responsibility for areas such as exams, assessment, the timetable and cover) (12 per cent).

⁵⁹ Percentages are based only on respondents who gave an answer at this question (713); 18 per cent of the total sample did not provide a response.

Similar responsibilities were mentioned for teachers who do *not* have LMT, however, generally with much lower frequency. There was a high level of non-response at this question (42 per cent), which may suggest that headteachers found it hard to summarise the distinctions between teachers who *do* and *do not* have LMT. The areas of responsibility most frequently mentioned were: subject responsibilities (71 per cent)⁶⁰; year or age group (12 per cent); leadership (five per cent) and ICT (four per cent). Seven per cent of headteachers responded ‘teachers with no additional responsibilities’.

While some headteachers named specific subjects as attracting or not attracting LMT, numbers were small and there appeared to be no differences in terms of which subjects did or did not attract LMT allocations. Table 10.3 shows all results that were noted by over five per cent of headteachers in either or both of the questions.

Table 10.3: Primary headteachers: Responsibilities of teachers who do and do not have LMT

	Teachers who do have LMT (%)	Teachers who do not have LMT (%)
Leadership responsibilities	48	5
Subject responsibilities	44	71
SENCO or special needs responsibilities	25	3
Year or age group responsibilities	21	12
Administration type responsibilities	12	3
Teaching and learning	8	*
Training (CPD/ NQTs/ITT)	6	3
Monitoring	5	1
ICT	5	4
Teachers with no additional responsibilities	0	7
	Weighted	507
	Unweighted	509

Based on all primary headteachers who provided a response at either or both questions
Source: Primary/special headteachers survey

Primary class teachers were also asked to write in details of their responsibilities⁶¹, and this allows us to further analyse the nature of the responsibilities that attracted LMT. Responses show a very similar pattern to those of the headteachers (see Table 10.4).

⁶⁰ As with the previous question, these figures are based only on respondents who gave an answer at this question (507).

⁶¹ Multiple responses were allowed.

Table 10.4: Primary class teachers: Whether have regular or irregular LMT (by type of responsibility)

	Leadership (%)	SENCO or special needs (%)	Year or age group (%)	Admin (%)	ICT (%)	Gifted and talented (%)	Subject (%)	Total (%)
Regular timetabled LMT	61	44	34	32	19	17	15	20
Some LMT but not on a regular basis	16	25	24	26	25	19	20	16
Weighted	168	71	246	47	108	59	771	1479
Unweighted	208	83	283	58	99	55	788	1481

Based on all primary class teachers

Source: Primary/special class teachers survey

This table includes only those responsibilities identified by 40 or more respondents

It is difficult to tell whether the key factor in determining allocation of LMT was the nature of the responsibility the teacher had, or the pay scale they were on. There was a broad correspondence between type of responsibility and pay scale: the majority of those who indicated that they had leadership responsibilities were paid on the leadership pay scale; SENCOs and those with year or age group responsibilities often had TLRs; while those who were responsible for ICT, gifted and talented or for a subject or curriculum area generally did not have TLRs.

An alternative way of looking at this is to examine the proportion of those who had regular or irregular LMT who had particular responsibilities. Overall, far more teachers who had LMT, indicated that they were responsible for a subject or curriculum area (54 per cent) than indicated any other type of responsibility. Thus those with subject responsibilities were the largest group with regular LMT (42 per cent of all those with regular LMT), followed by leadership (38 per cent) and year or age group (31 per cent). Of those with irregular LMT, subject responsibilities were again the largest group (70 per cent), followed by year or age group responsibilities (27 per cent). (See Table 10.5.)

Table 10.5: Percentage of primary teachers with LMT who have specified responsibilities

Area of responsibility	Those who have regular LMT (%)	Those who have irregular LMT (%)	All those with LMT (%)
Subject	42	70	54
Year or age group	31	27	29
Leadership	38	12	26
SENCO	11	8	10
ICT	7	12	10
Weighted	272	220	492
Unweighted	314	227	541

Based on all primary class teachers with LMT

Source: Primary/special class teachers survey

This table includes only those responsibilities identified by 40 or more respondents. Some teachers identified more than one responsibility.

In the **primary case study schools**, the pattern of allocation of regular and irregular LMT echoed the survey findings. For example, in Primary A, a large primary school, the two deputy heads both had half a day LMT every week, while those with key stage or subject leaders' allocations had blocks of time less frequently than once a week; a teacher explained that she had one morning every half term for her KS1 responsibility, and one morning every half term for her subject leader responsibility. She used the time to undertake activities such as analysis of national test data and conducting termly reviews; she said that this helped her to be '*more aware*' of what was happening in the classes in the key stage. The dates of her LMT were built into the timetable, and if anything prevented her from taking the time, she could arrange to have it at a later date.

In some of the other schools, the allocation of LMT that was not timetabled weekly was less clearly fixed than in Primary A. In Primary C, for example, there was a fixed time every Thursday morning when a teacher was employed to take the class of whoever was having LMT, but the decision about who used the time depended on needs. A teacher said:

We don't get timetabled [LMT], but it is a question of us going to the head to say, I've got this policy to write up or something like that, can I have some Leadership and Management Time?

As explained earlier, the smaller schools were less likely to allocate any time, or to allocate it regularly. The deputy head of Primary D explained that her LMT '*is not carved in stone*' as the head would like it to be; it depends on the head's availability to take her class. She referred to her LMT as '*snatched time*' in contrast to her PPA, which was regular. The head estimated, '*Last year I suppose she had about six quarter days per term ... which sounds awful doesn't it? That's actually in fact three days a year.*'

Another reason for LMT being irregular was that it was the way it was used. In Primary E, a large primary school, lottery funding covered the cost of the PE coordinator taking ten days LMT in that year; this was intended mainly to allow her to attend specific one-day or half-day courses.

Amount of time allocated

We turn now to consider how much LMT was allocated. Those who had regular timetabled allocations were asked to write in the number of hours per week, while those with irregular allocations were asked to write in the number of hours they had received in the last term. Three-quarters (75 per cent) of the **primary class teachers** who reported they had *regular timetabled LMT* said that they had up to three hours a week. Of those who had *some LMT but not on a regular basis*, one half (47 per cent) of teachers said that they had had up to three hours in the last term, and one half (47 per cent) reported they had had four or more hours in the last term. Full details are shown in Table 10.6.

When these figures were broken down further, it was found that teachers paid on the leadership scale were most likely to have three or more hours a week of regular LMT (59 per cent). It was not possible to analyse for differences amongst teachers who reported they had some irregular LMT due to the small base sizes involved.

Table 10.6: Primary class and floating teachers: Hours of LMT allocated per week/ taken last term

Hours of LMT	Primary class teachers		Primary floating teachers	
	Per week (%)	Last term (%)	Per week (%)	Last term (%)
0	*	14	3	11
1	25	4	10	0
2	31	12	28	6
3	19	17	10	11
4	2	8	10	6
5	7	6	0	11
6-9	5	19	7	17
10+	5	14	28	33
Not stated	5	6	3	6
	Weighted	292	236	-
	Unweighted	339	243	29

Based on primary class teachers and primary floating teachers who had either regular timetabled or some LMT
Source: Primary/special class teacher and primary/special floating teacher survey

The number of **primary floating teachers** who said they had LMT was very small, as shown in Table 10.6. However the amounts of time for LMT they reported having were generally slightly higher than those reported by class teachers. This is presumably because slightly more floating teachers were paid on the leadership scale, than class teachers.

In the case study schools, LMT was generally taken in half-day blocks.

Barriers to allocating more LMT

Primary headteachers were asked what were the barriers, if any, that prevented them from offering more LMT. Three-quarters (72 per cent) said that financial cost was a barrier, 43 per cent indicated that they did not believe it was desirable for pupils to have more time without class teachers. However, only one in eight (12 per cent) indicated that the level of support staff skills was a barrier to offering LMT. One quarter (24 per cent) said that there were no barriers and that their staff have sufficient LMT.⁶²

Headteachers in small schools were the least likely to say that there were no barriers (16 per cent compared with 27 per cent of medium/large schools). This is consistent with the earlier findings that teachers in small schools were less likely to have LMT. Small schools were slightly more likely to say that financial cost was a barrier, and large schools were most likely to say 'we do not believe it is desirable for pupils to have more time without class teachers'. A full break-down by school size is also shown in Table 10.7.

⁶² Multiple responses were allowed.

Table 10.7: Primary headteachers: Barriers to offering more LMT (by school size)

	School size				
	Small (%)	Medium (%)	Large (%)	All (%)	
Financial cost	77	69	71	72	
We do not believe it is desirable for pupils to have more time without class teachers	34	43	52	43	
Not enough support staff with necessary skills and expertise to take their classes	11	11	13	12	
No barriers, staff have sufficient leadership and management time	16	27	27	24	
	Weighted	225	381	260	867
	Unweighted	227	379	261	867

Based on all primary headteachers

Source: Primary/special headteacher survey

The **case study headteachers** identified both cost and not wanting teachers to spend time away from their classes as factors that limited LMT. In Primary D, the small school where the deputy had just six quarter days a term, the head explained that this was because the deputy can only take LMT when the head can ‘cover her’, and continued, ‘*It would be nice if the budget would stretch to my buying in cover all the time.*’

In the other small school, Primary F, the main reason why teachers did not have LMT appeared to be that the previous head had largely ignored remodelling, and the new head was still finding her feet; she recognised that this was something that needed to be built into the next year’s planning.

In the larger schools, the headteachers had often ticked both cost and not wanting to take teachers away from their classes on the questionnaire, but they talked more about the latter. The head of Primary C said it was a ‘Catch 22’ situation, because while having LMT may have benefits, it also takes teachers out of the classroom for longer: ‘*You need them in the classroom raising the standards there, but then you’ve got to give them time to do the subject leader.*’ Teachers in this school also expressed concern that their subject responsibilities took them out of the classroom. One said, ‘*What we want to do is teach, we want to be in there doing all our planning, all our work, for the children.*’

10.2.2 Arrangements for teaching classes

Three-quarters (76 per cent) of **primary headteachers** responding to the survey said that their arrangements for teaching classes during LMT were identical or similar to those for PPA time. Only 12 per cent said that the arrangements were generally different or completely different. Small schools were least likely to have identical or similar arrangements.

Those who said their arrangements were generally or completely different, were asked to explain their arrangements for teaching classes when teachers have LMT. The following responses were most frequently mentioned: supply teachers take classes (29 per cent); part-time teachers/floating teachers take classes (20 per cent); other teachers take classes (15 per cent); the headteacher takes classes (14 per cent); support staff take classes (13 per cent). The numbers were too small for detailed sub-group analysis.

In the **case study primary schools** where arrangements for teaching classes during LMT were different from those for PPA time, this was generally because LMT was provided irregularly. Thus in Primary D, during PPA time classes were taught by specialist teachers and instructors (with the headteacher taking one class for half an hour), whereas release of about one day a term for the deputy head and the TLR post-holder to have LMT was entirely provided by the headteacher, and thus was not totally reliable because of other calls on her time. In the same school, however, the PE coordinator had LMT which was funded through the Sports Partnership, and so a supply teacher was brought in to take her class; this was clearly a more reliable arrangement.

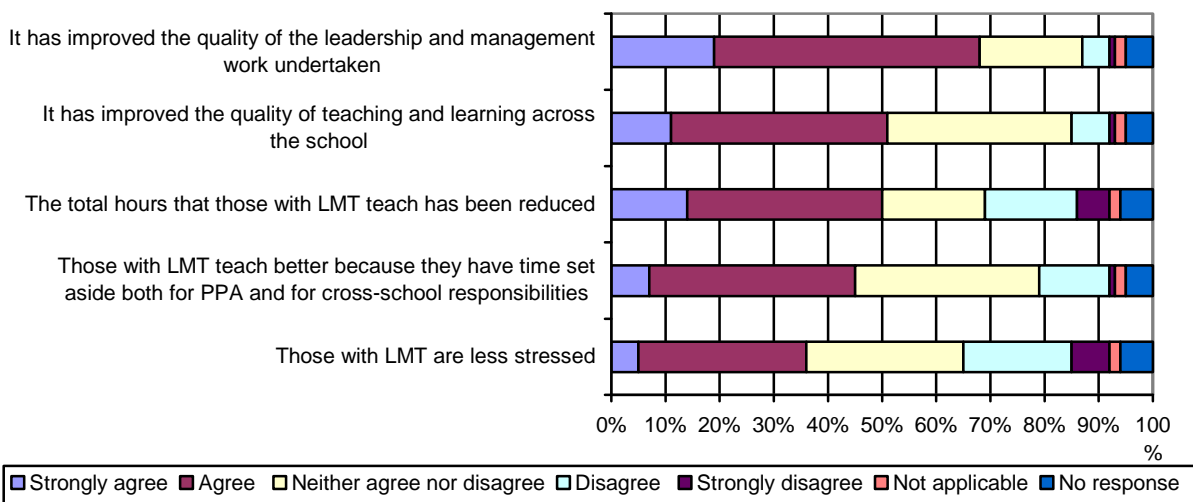
10.2.3 Monitoring of arrangements

Three-quarters (74 per cent) of **primary headteachers** of schools where at least some teachers had LMT said that they monitored the impact of their current arrangements for LMT in some way: 58 per cent said that they monitored LMT informally, and a further 16 per cent that they monitored formally. However, one fifth (18 per cent) said that they did not monitor LMT at all. There were no significant sub-group differences apparent.

10.2.4 Impact of leadership and management time

In the survey, **primary headteachers** were asked to indicate to what extent they agreed or disagreed with a number of positive statements about the impact of the provision of regular LMT. More headteachers agreed than disagreed with all statements, indicating that in general headteachers were positive about the impact LMT has had. The difference between the proportion of headteachers who agreed and disagreed was particularly pronounced for the statement, LMT ‘has improved the quality of the leadership and management work undertaken’ (65 per cent of headteachers agreed – including 18 per cent who agreed strongly – compared with only six per cent who disagreed). Full details are shown in Figure 10.1. As this shows, for all statements a substantial proportion of respondents said ‘neither agree nor disagree’, which suggests that some headteachers may feel that LMT has not had a significant effect either way.

Figure 10.1: Primary headteachers: Agreement with statements relating to the impact of the provision of regular leadership and management time



Weighted 812, unweighted 812
 Based on primary headteachers who said any of their teachers had allocations of LMT
 Source: Primary/special headteachers survey

Headteachers in small schools were least likely to agree that those with LMT are less stressed (26 per cent agreed rising to 37 per cent in large schools). Those in small schools were also least likely to agree that LMT has improved the quality of the leadership and management work undertaken. The extent to which LMT has been introduced in small schools may be a factor here, given that teachers in larger schools were more likely to have LMT. The head of a small case study school said:

If I could afford more, I would give more LMT, and the impact might be greater. However, the benefits currently are patchy, and especially with individuals' stress levels. (Primary D headteacher)

There were also differences apparent in survey responses by region and gender, with headteachers from London and female headteachers being most likely to agree that the total hours that those with LMT teach has been reduced.

As might be expected the number of teachers in the school who had LMT affected the perceived impact of LMT. The findings showed that headteachers from schools where all teachers with responsibilities⁶³ had LMT were more likely to agree with all the statements compared with those who said either some or none of their teachers had LMT. The difference was particularly pronounced for the statement 'those with LMT teach better because they have time set aside both for PPA and for cross-school responsibilities' (62 per cent of headteachers of schools where all teachers with responsibilities had LMT agreed, compared with 39 per cent of headteachers of schools where either some or none of the teachers with responsibilities had LMT).

It was further found that the perceived impact of LMT amongst primary headteachers was also affected by the potential barriers to offering more LMT discussed above. Headteachers in schools who *exclusively* cited no barriers to offering more LMT were more likely to agree with all of the statements than headteachers in schools who reported that there was at least one barrier to offering more LMT.⁶⁴ This applied in particular for the statement 'It has improved the quality of teaching and learning across the school' (45 per cent who said there was at least one barrier agreed versus 71 per cent no barriers). The difference was least pronounced with the statement 'The total hours that those with LMT teach has been reduced' where there was only a nine percentage point difference (although this was still significant).

In line with the patterns detailed above, headteachers who monitored the impact of their LMT arrangements (either formally or informally) were more likely to agree with all of the statements than headteachers who did not. It is not possible to tell whether this is because the headteachers who were the most positive about LMT chose to monitor it, or because monitoring in itself affects the impacts of LMT, or because, without monitoring, headteachers have a partial or inaccurate view of the impacts of LMT.

Responses for the statement 'It has improved the quality of the leadership and management work undertaken' appeared to be most affected by monitoring; 75 per cent of those who monitored agreed that LMT had improved leadership and management work, but only 49 per cent of those who did not monitor. Table 10.8 shows further analysis of this statement.

⁶³ This refers to all teachers in each of three groups: teachers on the leadership scale, teachers with TLRs, teachers without TLRs but with responsibilities across the whole school, Key Stage or year.

⁶⁴ This excludes respondents who, when asked, *also* said there were no barriers preventing them from offering more LMT.

Table 10.8: Primary headteachers: Agreement with impact of LMT on leadership and management work (by teachers with LMT, barriers to LMT, and whether monitors LMT)

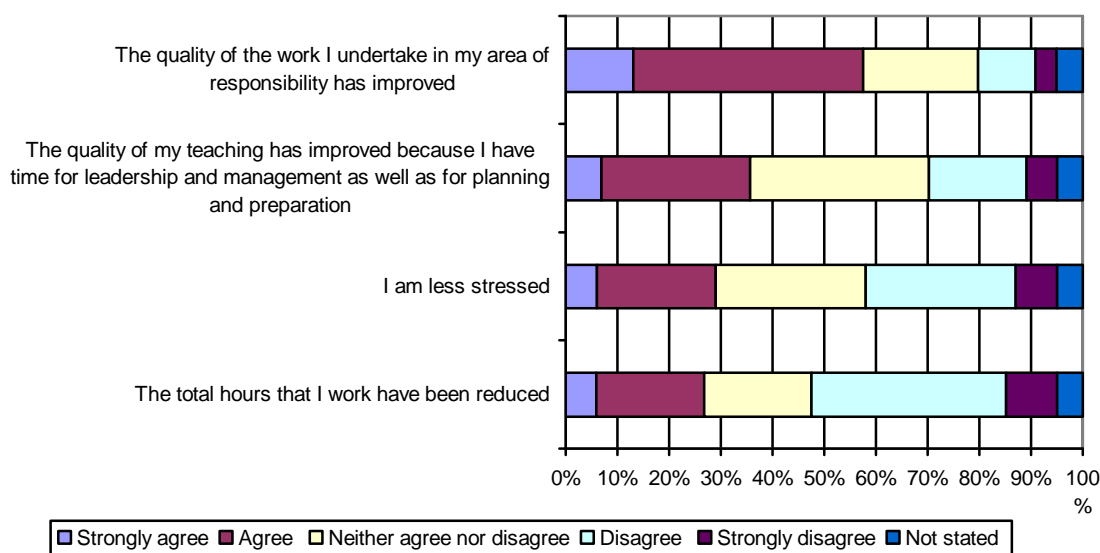
It has improved the quality of the leadership and management work undertaken	Whether teachers have LMT		Whether barriers to offering more LMT		Whether monitors the impact of LMT	
	All of those with responsibilities (%)	Some of those with responsibilities (%)	No barriers (%)	At least one barrier (%)	Monitors (formally or informally) (%)	Does not monitor (%)
Agree (strongly or slightly)	83	65	82	63	75	49
Neither agree nor disagree	14	20	14	21	16	29
Disagree (strongly or slightly)	2	7	1	8	5	13
Weighted	142	670	207	605	604	150
Unweighted	144	668	207	605	605	146

Based on all primary headteachers who said any of their teachers had allocations of LMT
 Source: Primary/special headteachers survey

Primary class teachers who had LMT were also asked to what extent they agreed with a number of similar positive statements about the impact that having LMT had had on them and their work (see Figure 10.2)

Primary class teachers were less likely to agree with any of the statements than headteachers (though note that the statements were not identical). More teachers disagreed than agreed with the statements that, as a result of having LMT, ‘I am less stressed’ and ‘The total hours that I work have been reduced.’ A majority of those with LMT agreed that the quality of work undertaken in their area of responsibility had improved as a result of having LMT.

Figure 10.2: Primary class teachers: Agreement with statements relating to the impact of the provision of regular leadership and management time



Weighted, 528, unweighted 528
 Based on all primary class teachers who have some LMT
 Source: Primary/special class teachers survey

As was seen with primary headteachers, whether teachers themselves had regular timetabled LMT was a key factor in determining their views on the impact LMT has had. Teachers who had *regular timetabled LMT* were more likely to agree with all the statements than teachers who had *some LMT but not on a regular basis*. This was particularly found to be the case with the statement ‘The quality of my teaching has improved because I have time for leadership and management as well as for planning and preparation’: around one half (46 per cent) who had regular timetabled LMT agreed with the statement as opposed to around one fifth (22 per cent) who had some LMT but not on a regular basis. This suggests that teachers with more LMT may be more likely to be positive about its impact.

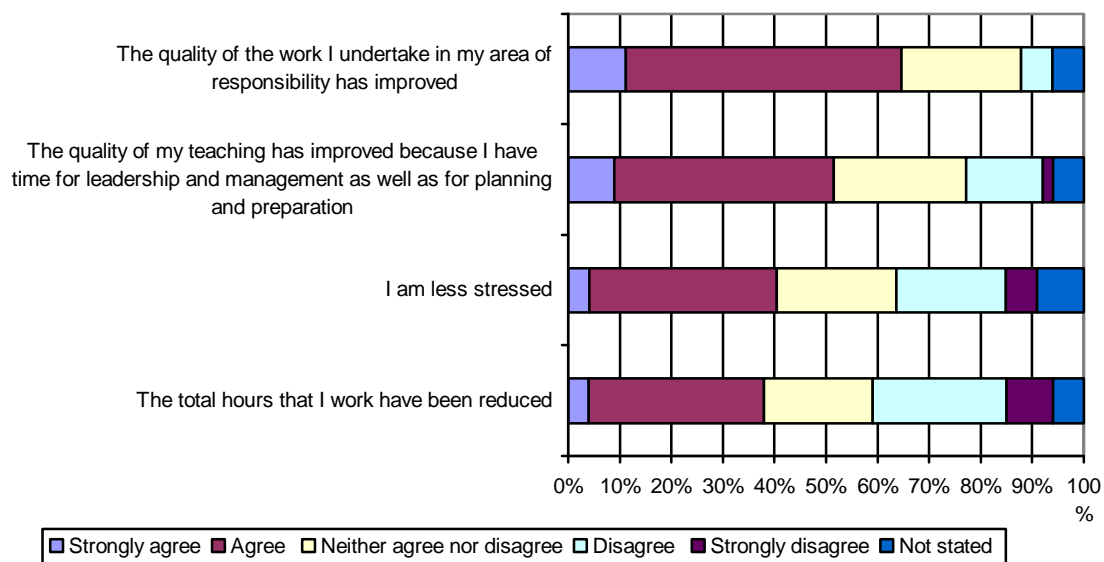
Further analysis of the findings supports this hypothesis. Teachers who had five or more hours of LMT in the *last term* were more likely to agree with all of the statements, as follows:

- ‘The total hours that I work have been reduced’ (24 per cent versus 12 per cent of teachers who had less than five hours LMT in the last term);
- ‘I am less stressed’ (27 versus 11 per cent);
- ‘The quality of my teaching has improved because I have time for leadership and management as well as planning and preparation’ (33 versus 14 per cent);
- The quality of the work I undertake in my area of responsibility has improved (60 versus 36 per cent).

When analysing the impact statements by the number of hours teachers had LMT *per week*, no significant differences were apparent.⁶⁵

Primary floating teachers gave their views on the same issues asked of primary class teachers. Figure 10.3 shows these results in full.

Figure 10.3: Primary floating teachers: Agreement with statements relating to the impact of the provision of regular leadership and management time



Unweighted 47
 Based on all primary floating teachers who have some LMT
 Source: Primary/special floating teachers survey

⁶⁵ Only limited analysis was possible due to small base sizes at this question.

Floating teachers were generally more positive about the impact of regular LMT, as more agreed with all the statements than disagreed. Nevertheless, the findings for floating teachers seem to be more in line with those of class teachers than headteachers, given that floating teachers were particularly positive about the impact on the quality of their teaching and on the work they undertake in their area of responsibility. Their views about the impact of having LMT on working hours and stress were more mixed. The small base size restricted the scope for any further sub-group analysis.

The teachers in the **case study primary schools** who had LMT clearly appreciated having the time. They all said that they used the time for leadership and management tasks, and clearly distinguished it from their PPA time. An assistant head (Primary B) explained:

I try to separate them out because I think if not, you're in danger of eroding what you should be doing when, I mean I don't want to focus all my time on marking when I should actually be looking at leadership things.

A teacher in Primary E whose role was lead intervention teacher and NQT mentor explained that she used her LMT to model lessons to NQTs and to support teachers on the GTP. She argued that her LMT had positively impacted on teaching and learning and had made a 'huge difference' to the NQTs. She explained that before she had had LMT, she had invited NQTs to come and observe her teaching her own class; however, with LMT she was able to go into the NQTs' classes and model teaching strategies with the pupils they normally taught, and this was much more effective. She was also able to work with them on their planning, and then observe them teaching the lesson that they had planned together. While this teacher was clear that there had been an impact, on the questionnaire the headteacher had neither agreed nor disagreed that having LMT had improved the quality of the leadership and management work undertaken.

10.3 Secondary schools

Key points

- 41 per cent of secondary teachers said they had LMT (35 per cent on a regular timetabled basis, 6 per cent irregular allocations). This compares with 60 per cent who had paid responsibilities, and a further 8 per cent who had responsibilities across the school but no TLR. However, a third of those who had paid responsibilities said they did not have LMT, while a fifth of those who had unpaid responsibilities said they did have LMT.
- Those with leadership responsibilities and TLRs were more likely to have regular LMT, and generally had more hours allocated. Those in large schools were more likely to have LMT than those with equivalent levels of responsibility on smaller schools.
- While LMT was taken into account when timetables were arranged, secondary teachers and school leaders tended to talk of the total number of periods of teaching, or the total number of non-contact periods. PPA time was protected; those for LMT were not.
- In terms of how the time was used, teachers did not distinguish between LMT, PPA and other non-contact time.
- Headteachers identified the main barriers to providing more LMT as financial cost (65 per cent). One third of headteachers said there were no barriers.
- The main benefit of LMT was seen as improving the quality of work undertaken in management and leadership roles (selected by 44 per cent of heads and 50 per cent of teachers who had LMT). Less than one in five teachers indicated any impact on the hours they worked or their stress level.
- The impact in secondary schools appeared to be less than it was in primary schools because teachers had previously had LMT, and because it was generally allocated a single periods, rather than blocks of time that could be used more effectively.

10.3.1 Allocation of leadership and management time

A key difference between primary and secondary schools is that secondary teachers have always had some non-contact periods (the number varying with the level of responsibility of the teacher), and so the introduction of LMT had brought about less change in secondary schools. Moreover, in that LMT can be used for cover, it has had less impact than PPA time which, as we have shown, resulted in some non-contact periods being *'protected'*.

Teachers allocated of LMT

As in primary schools, the vast majority of **secondary headteachers** (92 per cent) reported that teachers in their school were timetabled to have regular LMT in addition to their PPA time.

Only six per cent of headteachers reported that no teachers in any of the three groups had regular LMT. On the face of it, it appears very unlikely that no teachers in a secondary school would have LMT; in primary schools, absence of LMT was partly explained by the school being so small that no responsibility posts existed; this was not the case in the secondary schools. We chose to include as case studies two schools where the headteachers had stated on the questionnaire that none of the teachers was timetabled to have regular leadership and management time (Secondaries L and M). In fact we found that in both cases, as in all the secondary schools visited, the number of periods that teachers were expected to teach reflected their responsibilities. As the headteacher of Secondary L explained, '*LMT has always in this school been part of the package.*' However, his questionnaire response reflected the fact that LMT had not been timetabled to take place at specific times, though it had been included in deciding how much teaching was allocated. He wrote on the questionnaire, '*All SLT and TLR holders have time given, but it is not timetabled, as this would seriously restrict our flexibility.*' The head of Secondary M also indicated on the questionnaire that none of the teachers was timetabled to have regular timetabled LMT, but again, when we visited the school, both head and teachers pointed out that everyone with additional responsibilities had additional non-contact periods allocated on an agreed scale.

Obviously it is important to compare the proportion of **secondary teachers** who stated that they had paid or unpaid responsibilities with the LMT allocated. Overall, 60 per cent of the sample of teachers said they had paid responsibilities (leadership, ten per cent; TLRs 48 per cent; and ASTs, two per cent). This is broadly in line with DCSF (2008b) figures which indicate that nine per cent of full-time secondary teachers (excluding heads) were on the leadership scale; about half had TLRs (or protected management allowances), and just over one per cent were ASTs. In the survey sample, a further eight per cent said that they had specific responsibilities but no TLR.

Certain teachers were more likely to have responsibilities: those who work full-time; those who had been in teaching longer; teachers in London (in comparison with those elsewhere); those in larger schools. Male teachers were significantly more likely than female teachers to be on the leadership scale, though there were no differences at other levels of responsibility. Among those who had been in teaching since before 1993, those who had worked in their current schools for longer were more likely to have responsibilities.

Turning then to their responses about LMT, 41 per cent of secondary teachers said they had some LMT; around one third (35 per cent) said they had *regular timetabled LMT*, but only very few (six per cent), said they had *some LMT but not on a regular basis*. The NASUWT *Workload Audit* (2008) reported that 62 per cent of their sample had paid responsibilities, and that 73 per cent of these had LMT; thus 45 per cent of their secondary sample had LMT compared with 41 per cent in this research.

The proportion of secondary teachers in the sample with paid responsibilities (around 60 per cent) was much greater than the proportion who stated that they had allocations of LMT (41 per cent). One possible reason for this may be that most secondary teachers have some non-contact periods that are not identified as PPA; it may be that headteachers consider these to be the time for carrying out leadership and management responsibilities, but teachers simply see them as non-contact periods.

This interpretation is borne out by the **case study data**. For example, the headteacher of Secondary K wrote in the survey that all members of the senior leadership team and middle management had LMT. However, a head of department interviewed explained that he did not distinguish between the time for LMT, PPA and the rest of his non-contact periods:

I don't see that I've got Y hours of this and X hours of this. I see that I've got a total number of hours and in that day I will prioritise to decide that we don't need to be doing this now, and go in from there; I just see it as time I'm not teaching.

Interviewees in all the secondary schools made the same point. In Secondary L a head of department explained that all his non-contact periods 'go into my pool of doing things, go in my in-tray shall we say'. He did not concern himself about how much time was allocated for which purpose. Teachers interviewed talked in terms of the number of periods they were timetabled to teach, rather than the specific allocations of non-teaching time; for example, an assistant head in Secondary L reported, 'An assistant head has a timetabled teaching allocation of 24 periods out of a notional 50. ... A normal full-time teacher would have 42 out of 50.' Some were very vague about their allocations; when asked how much LMT she had, a head of department in Secondary J replied, 'I don't know. That sounds very bad, I think it's two periods a fortnight.' Similarly, a head of department in Secondary S told us:

I mean, as a head of department I think they have to give, I think everybody else in the school has to have three frees, three PPAs and as a head of department I get five, but they're not all PPAs, there's only three are PPA, but I get five frees. So I guess that's my allowance.

The head of Secondary N explained how she allocated time:

I use the spreadsheets. I calculate how much non-contact, how much PPA, how much leadership and management, how much coaching and outreach, and that governs therefore how much teaching time is there. It varies depending on the level of responsibility. ... I think our learning directors have 12 hours of non-contact time. But of those 12 hours some of them would be leadership and management, some of them would be PPA and some of them would be just your traditional non-contact. And then in addition, if there is an NQT or a GTP within their curriculum area, then they would probably get an additional hour for that for coaching and outreach.

Thus the time was systematically allocated to teachers, but the teachers tended to think of and use it holistically. And whereas PPA has to be allocated to specific periods because it is protected, interviewees pointed out that there was no need to specify which non-contact period is for LMT.

In comparison with the primary schools, then, the headteachers' responses about whether teachers have LMT may underestimate the amount of time allocated because of the way they read the word 'timetabled'. Teachers' responses may also be inaccurate because of their tendency to focus on the number of periods taught rather than the precise allocations of non-teaching time.

Responsibilities that attract LMT

We consider first the different levels of responsibility, and then the specific nature of the responsibilities. **Secondary headteachers** were asked in the survey to indicate whether all, some or none of the teachers with different levels of paid responsibility had LMT (teachers on the leadership scale, teachers with TLRs, or teachers without TLRs but with responsibilities across the whole school, key stage or year). Table 10.9 shows their responses. Overall, secondary headteachers were much more likely to report that their teachers had LMT than primary headteachers, reflecting the higher proportion of teachers with posts of responsibility in secondary schools. Two-fifths (43 per cent) of secondary headteachers reported that all teachers with paid or unpaid responsibilities had LMT (compared with only 16 per cent of primary headteachers). In particular, secondary heads were more likely than their primary counterparts to report that teachers with TLRs were allocated LMT (88 per cent versus 64 per cent).

Table 10.9: Secondary headteachers: Headteachers who said that teachers were timetabled to have regular leadership and management time

	Yes, all (%)	Yes, some (%)	None (%)	Not stated/invalid (%)
Teachers on leadership scale	79	7	11	2
Teachers with TLRs	76	12	8	3
Teachers without TLRs but with responsibilities across the whole school, key stage or year	50	16	24	10
	Weighted	743		
	Unweighted	743		

Based on all secondary headteachers
Source: Secondary headteachers survey

The following factors had an impact on whether teachers had LMT:

- *School size* – headteachers in large schools were most likely to report that all teachers on the leadership scale, and teachers with TLRs had LMT (84 per cent and 77 per cent respectively). (However, there were no differences between middle deemed secondary schools and other secondary schools.)
- *Time as head of current school* – headteachers who had started in their current role in the last two years were least likely to report that all teachers on the leadership scale and all teachers with TLRs had LMT (73 per cent and 69 per cent respectively).

Secondary teachers were asked about the level of their responsibilities, and their responses about LMT were analysed in relation to their responses about their levels of responsibility (Table 10.10).

Those on the leadership scale were the most likely to have LMT (79 per cent), followed by those with TLRs (59 per cent), and those with specific responsibilities but no TLR (19 per cent). In each group, the majority had regular timetabled LMT, rather than irregular LMT.

Table 10.10: Secondary teachers: Whether teachers have regular or irregular LMT by level of responsibility

	I am paid on the leadership scale (%)	I have a TLR (%)	I have a specific responsibility across the school (but no TLR) (%)	Total (%)	
Yes, regular timetabled leadership and management time	71	49	14	35	
Yes, I have some leadership and management time but not on a regular basis	8	10	5	6	
No, I do not have leadership and management time	18	37	72	54	
	Weighted	157	735	123	1524
	Unweighted	183	775	118	1526

Based on all secondary teachers
Source: Secondary teachers survey

While the headteachers' responses suggested that teachers with TLRs in secondary schools were more likely to have LMT than those in primary schools, the teachers' responses suggest the opposite (68 per cent of those with TLRs in primary schools said they had some LMT, while only 59 per cent of those in secondary schools did so.)

However, the secondary teachers' responses suggest that much less LMT is allocated than the headteachers' responses suggested, particularly to those teachers with responsibilities but not TLRs. It should be noted that headteachers and teachers were asked different questions; headteachers were asked how many of each group of teachers had LMT, and the teachers about the regularity of the LMT. Nevertheless, there appear to be some inconsistencies in the two sets of responses; 76 per cent of headteachers indicated that all those with TLRs had LMT, and a further 12 per cent that some of those with TLRs had LMT (Table 10.9). But in total only 60 per cent of those teachers with TLRs said they were allocated any LMT (Table 10.10). A similar difference between heads' and teachers' responses is found in relation to those who have specific responsibilities but no TLR. These differences support the suggestion above that headteachers identify those non-contact periods that are not designated as PPA time as LMT, but teachers themselves do not see them in this light.

In the **case study schools**, the interviewees with responsibilities generally said that this was reflected in their regular timetables on a weekly or fortnightly basis. Only a minority had irregular LMT; one who did was a science teacher responsible for KS4 science. When asked if she had LMT, she replied:

I should have but because of the way we work we have a single science group, and so they have less lessons and so we share that amongst the people in the department who have the leadership roles, and so we rotate that group, so they get some time but not all the time.

Thus 'with a bit of juggling' she had occasional blocks of time. In contrast with most other interviewees, she did use these occasional periods for her responsibility area. She 'makes sure the right people are entered for the right exams', monitors course work and internal assessments, and so on.

Middle School I offered teachers with responsibilities occasional LMT; this was done by using cover supervisors (when they were not needed to cover absences) to release teachers for LMT. A teacher explained:

Every term you can bid for a whole day and it's usually on days where they've planned more cover for staff you know, PPA cover – it's usually a Monday or a Friday that you can bid. And then you set your cover work and then the whole day is left to you to go and sort your department out.

The head told us that the amount of time allocated to any individual would depend both on the size of the department ('you wouldn't expect the head of RE to get a day off a week'), and on how much time the teacher requested.

Secondary headteachers were asked in the survey to write in the specific responsibilities of teachers who have LMT. They mentioned a similar range of responsibilities to the primary headteachers. The five most frequently mentioned areas of responsibility were: subjects (71 per cent of those that responded); year or age group (47 per cent); leadership (28 per cent); a pastoral area (14 per cent); and training (CPD/NQTs/ITT) (seven per cent)⁶⁶.

⁶⁶ Percentages based on those who responded to this question (580).

When asked about responsibilities for teachers who do *not* have LMT, the areas of responsibility most frequently mentioned by headteachers were: subject (21 per cent); leadership (eight per cent); year or age group (seven per cent); a pastoral area (five per cent).⁶⁷ However, the most frequent response was 'teachers with no additional responsibilities' (31 per cent). Table 10.11 shows all responses given by over five per cent of headteachers in either or both of the questions.

Table 10.11: Secondary headteachers: Responsibilities of teachers who do and do not have LMT

	Teachers who do have LMT (%)	Teachers who do not have LMT (%)
Subject responsibilities	71	21
Year or age group responsibilities	47	7
Leadership responsibilities	28	8
Responsibility for a pastoral area	14	5
Training (CPD/ NQTs/ITT)	7	4
Administration responsibilities	6	3
SENCO or special needs responsibilities	6	1
Teaching and learning	6	*
Gifted and talented	5	4
Teachers with no additional responsibilities	0	31
	Weighted	580
	Unweighted	582
		337
		339

Based on all secondary headteachers who gave an answer to one of the two questions
Source: Secondary headteachers survey

Secondary teachers were also asked to write in details of their responsibilities, and this allows us to further analyse the nature of the responsibilities that attracted LMT. Table 10.12 shows the proportion of those with different responsibilities who said that they had regular or irregular LMT. The responsibilities most likely to attract LMT were leadership (73 per cent had LMT) and training (CPD, NQTs or ITT) (67 per cent had LMT).

Table 10.12: Percentage of secondary teachers with different responsibilities who have LMT

	Leadership (%)	Year or age group (%)	Learning and teaching (%)	ICT (%)	Training: CPD /NQTs /ITT (%)	Subject (%)	All teachers (%)
Regular timetabled LMT	61	51	51	48	47	47	35
Some LMT but not on a regular basis	12	7	7	7	21	10	6
	Weighted	109	174	61	42	43	599
	Unweighted	125	182	64	45	48	627
							1525
							1525

Based on all secondary teachers
Source: Secondary teachers survey
This table includes only those responsibilities identified by 40 or more respondents

⁶⁷ Percentages based on those who responded to this question (337); 55 per cent of the total sample did not give an answer.

Those who said they had leadership responsibilities were generally paid on the leadership pay scale; those with responsibilities for a year or age group, learning and teaching, ICT or a subject generally had TLRs; and those with responsibility for training (CPD, NQTs or ITT) were either on the leadership scale or had TLRs.

Of all the secondary teachers who had LMT, by far the largest proportion had subject responsibilities (Table 10.13). They comprised 58 per cent of all those with regular LMT, and 67 per cent of those with irregular LMT. The next largest group were those responsible for year or age groups (who made up less than one fifth of each group). Those with leadership responsibilities formed about 15 per cent of each group.

Table 10.13: Percentage of secondary teachers with LMT who have specified responsibilities

Area of responsibility	Those who have regular LMT (%)	Those who have irregular LMT (%)	All those with LMT (%)	
Subject	58	67	59	
Year or age group	18	14	17	
Leadership	14	15	14	
Learning and teaching	6	5	6	
Training(CPD/NQTs/ITT)	4	10	5	
ICT	4	3	4	
	Weighted	491	88	579
	Unweighted	547	100	647

Based on all secondary teachers with LMT

Source: Secondary teachers survey

This table includes only those responsibilities identified by 40 or more respondents. Some teachers identified more than one responsibility.

Amount of time allocated

Two-thirds (66 per cent) of **secondary teachers** who reported they had *regular timetabled LMT* said that they had up to three hours a week. Only seven per cent of teachers who reported they had *some LMT but not on a regular basis* said they had had up to three hours LMT in the last term. These figures are lower than those for primary class teachers, suggesting that secondary teachers were allocated much higher amounts of LMT than primary teachers. Full details are shown in Table 10.14.

Table 10.14: Secondary teachers: Hours of LMT allocated per week/ taken last term

Hours of LMT	Per week (%)	Last term (%)	
0	0	2	
1	31	2	
2	25	1	
3	10	2	
4	8	6	
5	7	9	
6-9	8	19	
10+	10	47	
Not stated	2	14	
	Weighted	526	94
	Unweighted	581	106

Based on secondary teachers who have either regular timetabled or some LMT

Source: Secondary teacher survey

It was found, unsurprisingly that teachers who were paid on the leadership scale were most likely to have higher allocations of LMT per week (82 per cent had four or more hours LMT a week). It was not possible to analyse for difference amongst teachers who reported having some LMT but not on a regular basis, due to the small base sizes involved.

As we have shown, interviewees in the **secondary case study schools** tended to talk in terms of total non-contact time (or total number of periods teaching) rather than identifying the specific LMT allocation. For example, in Secondary M, teachers reported that a curriculum leader *'gets 30 out of 50 teaching periods'*. While they were not generally concerned about the breakdown of time within their non-contact periods, some interviewees were extremely concerned about apparent unfairness in total allocations. In this school, teachers talked about *'the biggest grievance'*, which was the disparity between form tutors and others:

There are curriculum area leaders who don't have a form and so they get an hour for lunch and if you have a form you get half an hour for lunch, which I find wholly unfair.

Another concern was the way that non-contact time was distributed through the week:

On most Tuesdays I don't have a single free and so I start up and running at twenty to nine and I don't finish until three and I get half an hour for dinner and ... it's a killer.

In contrast to primary schools, there appeared to be no effort to create blocks of time for LMT, during which teachers could focus in a particular task. Some commented that they had been lucky in getting two consecutive non-contact periods, which were much more useful for tasks that required concentration. The only exception was Middle School I, where, as we have described, teachers applied for blocks of LMT rather than having it as a regular part of their timetables.

Barriers to allocating more LMT

Secondary headteachers were asked in the survey whether there were any barriers to offering more LMT. One third (33 per cent) said there were no barriers and staff have sufficient LMT, two-thirds (65 per cent) said that financial cost was a barrier, and one in eight (13 per cent)⁶⁸ said there was some other barrier.

Overall, headteachers who entered teaching since 1994 were more likely to *exclusively* cite no barriers than those who entered teaching before 1994 (39 per cent versus 27 per cent). The only other difference was that headteachers in London were less likely to say that financial cost was a barrier than headteachers in other parts of the country (54 versus 66 per cent).

The head of Secondary L, which was facing a substantial budget reduction, said that it was likely that allocations of LMT would have to be reduced. He explained that the remodelling had made no difference to the allocation or impact of LMT, but the budget reduction would have a substantial impact:

[LMT] is that again more related to funding issues for this school, I'm therefore having to put a squeeze on what we can afford to do ... so actually it's going to be more detrimental to every single leader in school, even though there's more expectation of spending time doing strategic leadership in school.

⁶⁸ Multiple responses were allowed

10.3.2 Monitoring of arrangements

The proportion of **secondary headteachers** who said in the survey that they monitored the impacts of their current arrangements for LMT was slightly less than was observed for primary headteachers. Two-fifths (44 per cent) said they monitored LMT informally, whilst 15 per cent said they monitored it formally. However, 35 per cent said they did not monitor LMT at all.

No significant sub-group differences were apparent.

The **case study heads** reported on the questionnaire that they monitored LMT informally or not at all. In interview, the head of Secondary O reported that she was happy for teachers to use their time flexibly. Similarly, the head of Secondary N argued that a flexible approach was needed: she said that LMT sometimes *'blurred with PPA'* because:

If they [teachers] have to do more on LMT tasks they do and they do their PPA at home. They don't go, 'oh that's my two hours done, I'll stop leading and managing now.' It doesn't work that way.

However, in this school some monitoring did take place: for example, the AST handed in logs of the lesson observations and feedback relating to teachers she was supporting as part of her role.

The head of Middle School I explained that by having a system where teachers had to apply to have LMT, he was able to systematically monitor the way the time was used, and to ensure that it was used strategically. After the time had been allocated, this was then *'a subject of discussion to record in a staff meeting.'* A teacher reported that requests were not automatically accepted:

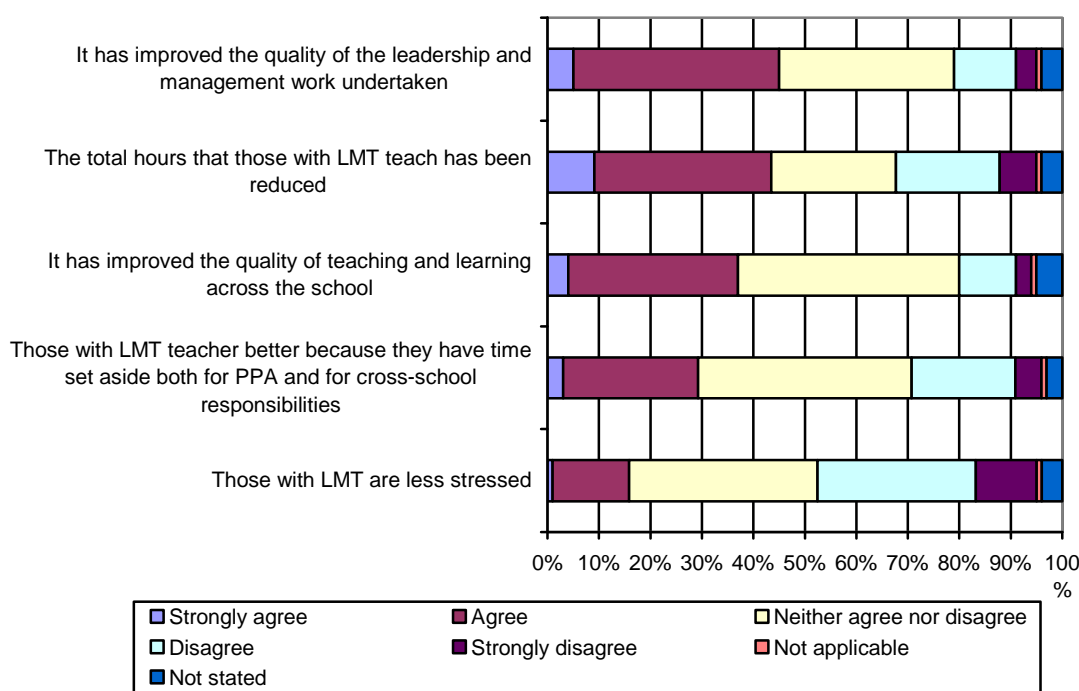
You have to fill in the form and I have been told, 'No.' I did ask for subject development the other day because the Year 7 curriculum has changed ... a major change, and I asked if I could have a time, a day to do that and I was told, 'No, you should be doing it anyway.' ... I thought that was grossly unfair. ... It wasn't as if I was asking for marking my own books or something. I was trying to plan something for everyone else to use in a way that the government actually wants me to do it.

However, the teacher had got round this by putting 'Assessment for learning' on the form, and this had then been agreed.

10.3.3 Impact of leadership and management time

Secondary headteachers were asked in the survey to give their views on the same set of positive statements about the impact of the provision of regular LMT as were asked of primary headteachers. Secondary headteachers were less likely than those in primary schools to agree with any of the statements; they were more likely to disagree or to be neutral. The statement attracting the highest level of agreement was that LMT *'has improved the quality of the leadership and management work undertaken'*, with 45 per cent agreeing, while only 16 per cent disagreed. However, headteachers more often disagreed than agreed that *'those with LMT are less stressed'* (43 per cent disagreed while only 16 per cent agreed). Figure 10.4 shows the responses in full.

Figure 10.4: Secondary headteachers: Agreement with statements relating to the impact of the provision of regular leadership and management time



Weighted 700, unweighted 701

Based on all secondary headteachers who said any of their teachers had allocations of LMT

Source: Secondary headteachers survey

The only significant sub-group difference was that headteachers who joined the school in the last two years were most likely to agree that 'the total hours that those with LMT teach has been reduced' (49 per cent versus 38 per cent of those who joined in 2002 or before). In contrast with primary headteachers, secondary headteachers' views did not seem to be affected by the size of the school.

The number of teachers in the school who had LMT did have an impact on headteachers' views. Headteachers in schools where all teachers with responsibilities had LMT were more likely than those where either some or none of the teachers had LMT to agree with the following statements:

- 'Those with LMT are less stressed' (19 versus 13 per cent);
- 'Those with LMT teach better because they have time set aside both for PPA and for cross-school responsibilities' (34 versus 25 per cent);
- 'It has improved the quality of the leadership and management work undertaken' (50 versus 41 per cent).

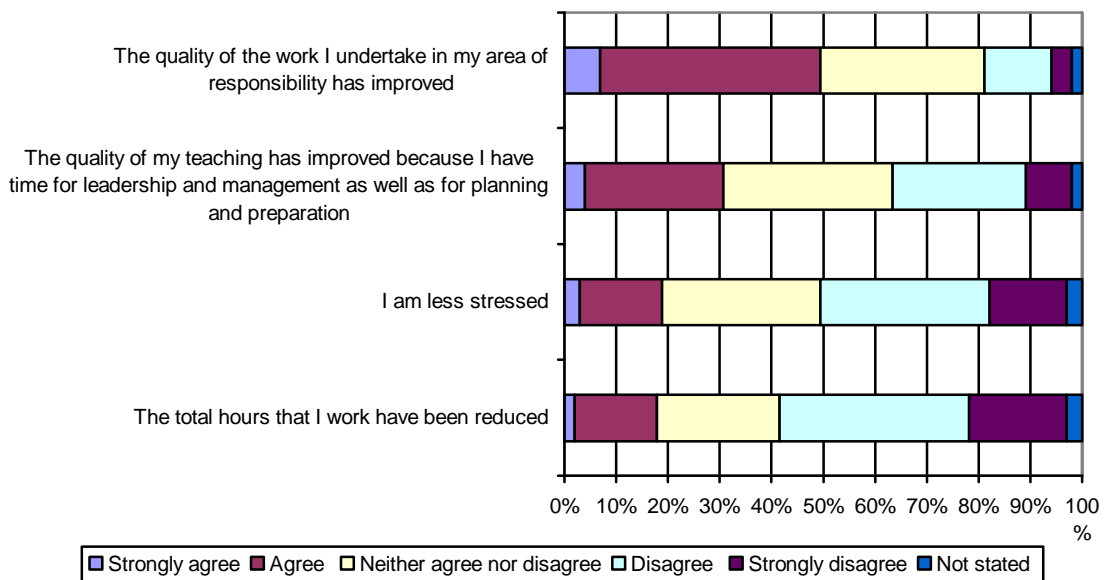
The findings were examined to see if there was a link between the barriers to offering more LMT and headteachers' views about the impact of LMT. The only differences found were that schools where the headteacher said there was at least one barrier⁶⁹ were more likely to be negative about stress, and less likely to be positive about the teaching quality of those with LMT, than schools where the headteacher cited *exclusively* no barriers.

⁶⁹ This excludes respondents who when asked, *also* said there were no barriers preventing them from offering more LMT.

Further analysis also established a strong link between monitoring of the impacts of LMT and headteachers' views on this. Headteachers from schools that monitored the impact of LMT arrangements (either formally or informally) were more likely to agree with most of the statements than headteachers who did not monitor; the exception was the statement 'the total hours that those with LMT teach has been reduced', where no significant difference was apparent. Reflecting the primary headteacher findings, these findings suggest that monitoring may affect headteachers' views about the impact of LMT in a positive way.

Secondary teachers' views on the impact of LMT were also mixed. More teachers agreed than disagreed with the statement 'the quality of the work I undertake in my area of responsibility has improved'. However, more secondary teachers disagreed than agreed with each of the other statements. In particular, a clear majority disagreed that as a result of having LMT, 'the total hours that I work have been reduced' (56 per cent disagreed, 18 per cent agreed). Full details are shown in Figure 10.5.

Figure 10.5: Secondary teachers: Agreement with statements relating to the impact of the provision of regular leadership and management time



Weighted 621, unweighted 688
 Based on all secondary teachers who had some LMT
 Source: Secondary teachers survey

The level of agreement to each statement by secondary teachers was only slightly less than by secondary heads, but the level of disagreement was much higher among the teachers.

The following factors affected teachers' responses about the impact of LMT:

- *Region* – teachers from London were more likely than those in other regions to indicate that as a result of having LMT, their working hours had been reduced (25 per cent in London, 17 per cent elsewhere); however, more teachers in London disagreed than agreed with this statement.
- *Time in current school* – teachers who joined their current school longer ago were more likely than those who joined more recently to indicate that LMT had not impacted positively on their working hours or their stress levels; however, they were also more likely to give positive responses about the impact on the quality of the work undertaken in their area of responsibility.

- *School size* – teachers from small/medium schools were more likely than those from large schools to be positive about the impact of LMT on the quality of their teaching.
- *Gender* – male teachers were most likely to be positive about the impact on the quality of the work undertaken in their area of responsibility.

Unlike in primary schools, whether teachers had regular timetabled LMT or irregular LMT did not appear to affect responses about its impact. However, amongst those who had *regular timetabled LMT*, the number of hours of LMT that teachers were allocated per week did seem to affect their views. Teachers who had four or more hours LMT *per week* were more likely to agree with the following statements:

- 'I am less stressed' (35 per cent versus 23 per cent who had three or fewer hours);
- 'The quality of my own teaching has improved because I have time for leadership and management as well as for planning and preparation' (56 per cent versus 40 per cent);
- 'The quality of the work I undertake in my area of responsibility has improved' (85 per cent versus 57 per cent).

Similar analysis for teachers who had LMT *but not on a regular basis* was not possible due to small base sizes involved.

The **case study data** identified a number of factors that may have contributed to limit the impact of LMT. First, teachers with responsibilities in all the secondary schools had had additional time to carry out their responsibilities before remodelling took place, so the introduction of LMT did not increase the time available to them.

Secondly, because LMT is not protected in the same way as PPA time, it is more likely to be disrupted. The head of Secondary J explained that this was particularly likely to affect members of the leadership team:

In some respects [leadership team members] may be getting less time [than before remodelling] because when all else fails on cover, it's leadership and management who deal with it. And so they actually do more cover because I use them ... to plug those odd times where there is a single lesson to cover and no availability.

The heads of Secondary L and Secondary M made the same point; having more LMT meant that the leadership team members were more often available to cover. While nobody considered this desirable, in an emergency, they were the people that were asked to do so.

Thirdly, secondary teachers rarely made a distinction between LMT and other time, and simply focused on the task that needed doing at the time. Thus in Secondary S, the assistant head said that during LMT she was '*running round picking up pieces of paper ... just catching up on the things that need to be done.*' Similarly a teacher in Secondary N said that LMT gets '*swallowed up with whatever is the most pressing task to be completed.*' A key stage leader in Middle School I usually dealt with pupil behaviour during her LMT.

Fourthly, the fact that teachers generally had only one non-contact period at a time made it harder to focus on a substantial leadership or management task than it is for primary teachers.

However, some heads identified positive impacts. The head of Secondary N argued that the introduction of leadership and management time meant that there was now greater clarity of expectations; she said:

There was always that general woolly awareness that some of this time is to do leadership and management what we have here is a system where I can say, 'On your timetable you have X hours of leadership and management and this is what activities I expect you to do in that time.'

Similarly, the head of Middle School I argued that, by creating a system where people had to apply for time and specify how they were going to use it, the impact had been increased. This supports that finding above that those who monitored the use of the time perceived a greater impact. But it should also be noted that the blocks of time available were longer in this school than in the secondary schools. Moreover, pupils spent more time with cover supervisors, because classes were taken by cover supervisors when teachers had LMT.

10.4 Special schools

Key points

- 39 per cent of special school teachers said they had LMT (29 per cent on a regular timetabled basis, 10 per cent irregular allocations). This compares with 43 per cent who had paid responsibilities, and a further 37 per cent who had responsibilities across the school but no TLR. However, over a quarter of those who had paid responsibilities said they did not have LMT, while a sixth of those who had unpaid responsibilities said they did have LMT.
- Those with leadership responsibilities and TLRs were more likely to have regular LMT, and generally had more hours allocated.
- Headteachers identified the main barriers to providing more LMT as financial cost (48 per cent) and not believing it was desirable for pupils to have more time without class teachers (33 per cent). Heads of small schools more often selected the former, while heads of large schools more often selected the latter. Support staff expertise was a barrier in only 11 per cent of schools.
- Arrangements for teaching classes during LMT were similar to those for PPA time.
- Teachers in primary schools generally used their LMT allocations to do LMT tasks.
- The main benefit of LMT was seen as improving the quality of work undertaken in management and leadership roles (selected by 63 per cent of heads and 57 per cent of teachers who had LMT); 31 per cent of teachers indicated that having LMT meant they were less stressed.

10.4.1 Allocation of leadership and management time

Teachers allocated LMT

In line with the primary findings, the vast majority (93 per cent) of **special school headteachers** reported that teachers in their school were timetabled to have regular LMT in addition to their PPA time. Only three per cent of headteachers said that no teachers in any of the three groups (leadership, TLRs, or with responsibilities across the whole school but no TLR) had regular timetabled LMT, and a quarter (25 per cent) said that all teachers in each of the three groups had LMT.

Turning now to **special school class teachers**, we first consider how many had responsibilities that might attract LMT. Overall, 43 per cent said they had paid responsibilities (eight per cent leadership and 35 per cent TLRs). A further 37 per cent of special school class teachers said that they had responsibilities across the school but did not have a TLR. A higher proportion of the **special school floating teachers** were on the leadership scale (28 per cent), suggesting that many deputy heads in special schools often do not have class responsibilities. However, in comparison with class teachers, fewer had TLRs (16 per cent) or specific responsibilities but no TLR (23 per cent). The DCSF (2008b) figures for special schools indicated that 44 per cent of full-time special school teachers (excluding headteachers) had paid responsibilities: 16 per cent were on the leadership scale, and 28 per cent had TLRs (or protected management allowances). Thus the survey data was in line with the national picture.

On the questionnaire, 29 per cent of **special school class teachers** said they had regular timetabled LMT, while ten per cent said they had some LMT but not on a regular basis. Responses from **floating teachers** were very similar (30 per cent and 12 per cent). More teachers had regular LMT than in primary schools, but fewer than in secondary schools, while fewer had LMT that was not regular than in primary, but more than in secondary schools.

The number with LMT was only slightly smaller (39 per cent) than the number with paid responsibilities (43 per cent).

Responsibilities that attract LMT

In this section we review which responsibilities attracted LMT. We start by considering paid and unpaid responsibilities, and then examine the specific nature of the responsibilities. **Special school headteachers** were asked in the survey to indicate whether all, some or none of the teachers with different levels of paid responsibility had LMT (teachers on the leadership scale, teachers with TLRs, or teachers without TLRs but with responsibilities across the whole school, key stage or year). Table 10.15 shows their responses. These findings broadly reflect the response of the primary headteachers, though more special school heads indicated that all the teachers in any group had LMT than was the case in primary schools.

Table 10.15: Special school headteachers: Headteachers who said teachers were timetabled to have regular leadership and management time

	Yes, all (%)	Yes, some (%)	None (%)	Not stated/invalid (%)
Teachers on leadership scale	78	10	8	5
Teachers with TLRs	55	15	14	16
Teachers without TLRs but with responsibilities across the whole school, key stage or year	34	17	26	23
	Weighted		154	
	Unweighted		154	

Based on all special school headteachers
Source: Primary/special headteachers survey

Headteachers who joined their school in 2002 or before were more likely than headteachers who joined more recently to say that all teachers in each of the three groups had LMT, (31 per cent and 14 per cent respectively).

The **special school class teachers'** responses about the level of their responsibilities and whether they had LMT were analysed (Table 10.16).

Table 10.16: Special school class teachers: Whether have regular or irregular LMT (by level of responsibility)

	I am paid on the leadership scale (%)	I have a TLR (%)	I have a specific responsibility across the school (but do not have a TLR) (%)	Total (%)
Yes, regular timetabled leadership and management time	77	58	5	30
Yes, I have some leadership and management time but not on a regular basis	6	10	12	10
No, I do not have leadership and management time	18	31	76	54
Weighted	17	74	76	207
Unweighted	20	74	75	208

Based on all special school class teachers
Source: Primary/special class teachers survey

Like primary and secondary teachers, those on the leadership scale were the most likely to report having LMT (77 per cent regular and six per cent irregular), followed by those with TLRs (58 per cent regular and ten per cent irregular). Those with specific responsibilities but no TLRs were the least likely to say they had allocations of LMT (five per cent regular, 12 per cent irregular). This last figure seems very low, when more than half the headteachers reported that at least some of this group had LMT, and a third reported that all of those in their schools did, but may represent a difference in their perceptions of a responsibility or in their perceptions of whether particular non-contact periods were intended as LMT.

Special school headteachers wrote in similar responses to those of primary headteachers when asked to give details of the responsibilities of teachers who *do* and *do not* have LMT. Table 10.17 shows all results that were cited by over five per cent of headteachers in either or both of the questions.

The five most frequently mentioned responsibilities for teachers who *do* have LMT were: subject responsibilities (53 per cent); leadership responsibilities (24 per cent); year or age group responsibilities (20 per cent); an administration responsibility (18 per cent) and SENCO or special needs responsibilities (13 per cent)⁷⁰.

The five most frequent responsibilities mentioned for teachers who *do not* have LMT were: subject responsibilities (66 per cent); leadership responsibilities (eight per cent); administration responsibilities (eight per cent); ICT and SENCO (each five per cent), teachers with no additional responsibilities (five per cent)⁷¹.

⁷⁰ Percentages are based only on those who gave an answer at this question (124); originally 19 per cent of the total sample did not give an answer to this question.

⁷¹ As with the previous question, percentages are based only on those who gave an answer at this question (82); originally 47 per cent of the total sample did not give an answer to this question.

Table 10.17: Special school headteachers: Responsibilities of teachers who do and do not have LMT

	Teachers who do have LMT (%)	Teachers who do not have LMT (%)
Subject responsibilities	53	66
Leadership responsibilities	24	8
Year or age group responsibilities	20	3
Administration type responsibilities	18	8
SENCO, or special needs responsibilities	13	5
Training (CPD/ NQTs/ ITT)	11	*
Responsibility for a pastoral area	11	4
Learning and teaching	6	*
Careers	5	*
ICT	1	5
Teachers with no additional responsibilities	0	5
	Weighted	124
	Unweighted	124
		82
		81

Based on all special school headteachers who provided a response at either or both questions
Source: Primary/special headteachers survey

The specific responsibilities amongst **special school class teachers** that most often attracted LMT were leadership (90 per cent had LMT) and year or age group (84 per cent). Of those with subject responsibilities, just over a third had LMT.

The number of **special school teachers** identifying specific responsibilities was too small to be able to analyse.

In both the **case study special schools**, the headteachers indicated on the questionnaire that all those on the leadership scale or with TLRs had LMT. In Special School Q, the leadership team members had substantial allocations of time:

The deputy head probably teaches about 50% timetable. ... The assistant head teacher has got some additional time, he also manages the annual review process in the school, which means he has three lessons on a Friday when he's not teaching, but there's also some additional preparation time as well for him. So we try to make sure people have time to do their jobs.

In both schools, subject responsibilities were the least likely to attract LMT. In Secondary Q, which was secondary, the head pointed out that only one teacher taught each subject; thus there was no subject team to lead. Similarly in Special School R, (primary) foundation subject leaders had no LMT.

Amount of time allocated

Almost three-quarters (44 out of 61) of **special school class teachers** who said that they had *regular timetabled LMT* reported that they had up to three hours a week. By comparison two-fifths (eight out of 20) of teachers who reported they had some LMT *but not on a regular basis* reported that they had had up to three hours in the last term. Full details are shown in Table 10.18.

Similarly to special school class teachers, almost a half (20 out of 43) of **special school floating teachers** indicated that they did not have LMT. A third (13 out of 43) reported that they had regular timetabled LMT and one in ten (five out of 43) reported that they had some LMT but not on a regular basis.

In Special School R, the head explained that teachers have *'all got exactly what NAHT recommends in terms of management release time.'*

Table 10.18: Special school class teachers: Hours of LMT allocated per week/ taken last term

Hours of LMT	Special school class teachers	
	Per week (%)	Last term (%)
0	0	5
1	26	8
2	28	12
3	17	14
4	8	10
5	6	4
6-9	7	13
10+	6	28
Not stated	3	6
Weighted	61	20
Unweighted	63	22

Based on special school class teachers who have either regular timetabled or some LMT
Source: Primary/special class teacher survey

Barriers to allocating more LMT

Special school headteachers were asked in the survey about any barriers to offering more LMT to teachers in their schools. One half (48 per cent) of headteachers said that financial cost was a barrier, a third (33 per cent) said that they do not believe it is desirable for pupils to have more time away from class teachers and one in ten (11 per cent) said that there were not enough support staff with necessary skills and expertise.⁷² Two-fifths (40 per cent) of special school headteachers said there were no barriers to offering more LMT and that staff have sufficient LMT. This figure is considerably higher than what was reported by primary headteachers. Another key difference was that a much higher proportion of primary headteachers cited financial cost as being a barrier than special school headteachers.

The head of Special School R said that she saw LMT as a way of recognising the contribution of those with responsibilities. Although she said that the current allocation of leadership and management time is probably not enough, she could not see how to give these staff any more, citing both financial cost and not wishing to take staff away from their classes for any longer.

In contrast, Special School Q was well-staffed, owing to the need to cover secondary subjects, and all the teachers had adequate non-contact periods; none felt that their work-life balance was a concern. Thus even those who did not have specific LMT allocations had time to do their work.

⁷² Multiple responses were allowed

10.4.2 Arrangements for teaching classes

Four-fifths (80 per cent) of **special school headteachers** said that their arrangements for teaching classes during LMT were identical or similar to those for PPA time. Only nine per cent said that their arrangements were generally different or completely different.

Those who said that their arrangements were generally or completely different were asked to explain their arrangements for teaching classes when teachers had LMT. The following responses were mentioned: other teachers take classes (five out of 15); part-time teachers/floating teacher takes classes (two out of 15); support staff take classes (two out of 15); supply teachers take classes (two out of 15); headteacher takes classes (two out of 15).

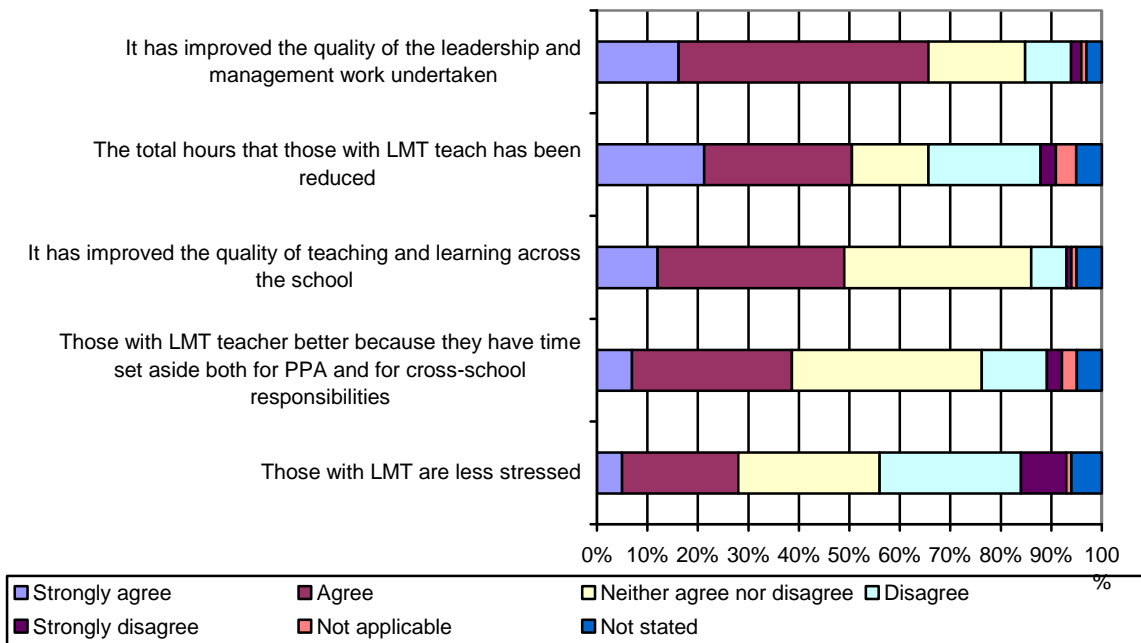
10.4.3 Monitoring of arrangements

Two-fifths (61 per cent) of **special school headteachers** from schools where at least some teachers had LMT, said that they monitored the impact of their current arrangements for LMT in some way: 12 per cent said that they monitored LMT formally, and a further 49 per cent said that they monitored LMT informally. Around a third (30 per cent) said that they did not monitor LMT at all.

10.4.4 Impact of leadership and management time

Special school headteachers, like primary headteachers, were generally positive about the impact the provision of regular LMT has had. More headteachers agreed than disagreed with all of the statements, with the exception of 'Those with LMT are less stressed'. As with primary headteachers, the largest proportion of special head teachers agreed (63 per cent) with the statement 'it has improved the quality of the leadership and management work undertaken'. Full details are shown in Figure 10.6.

Figure 10.6: Special school headteachers: Agreement with statements relating to the impact of the provision of regular leadership and management time



Weighted 154, unweighted 154
 Based on all special school headteachers who said that any of their teachers had allocations of LMT
 Source: Primary/special headteachers survey

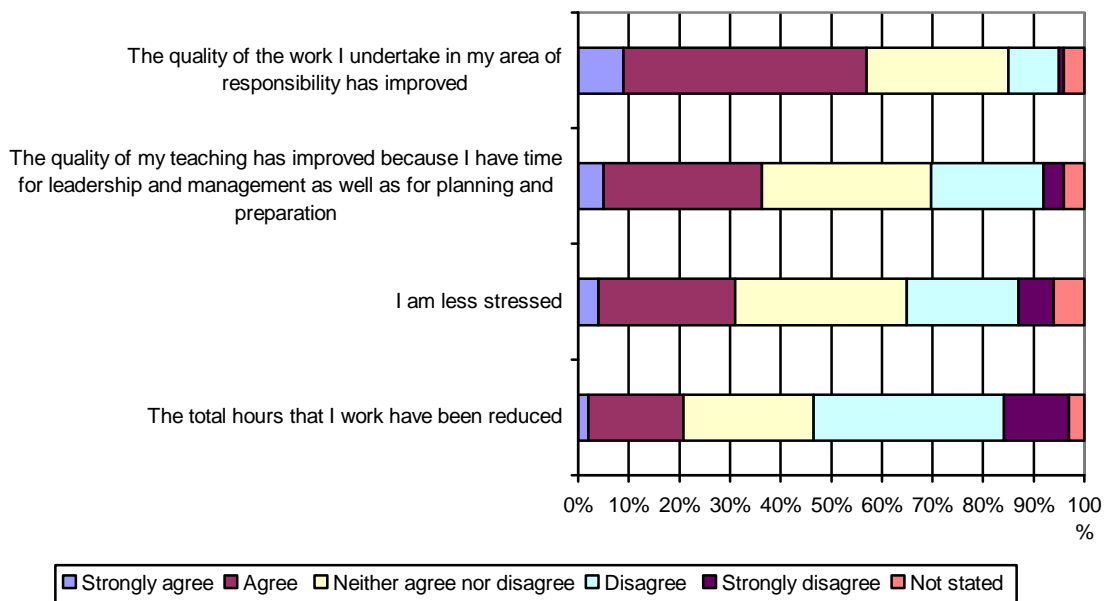
Further analysis established that headteachers who cited at least one barrier to offering more LMT⁷³ were less likely to agree with the statement ‘those with LMT are less stressed’ than headteachers who *exclusively* cited no barriers to offering more LMT (23 per cent and 41 per cent respectively).

It was also found that headteachers who monitored the impact of LMT were more likely to agree with the following statements than headteachers who did not monitor:

- ‘The total hours that those with LMT work has been reduced’ (61 per cent versus 39 per cent);
- ‘It has improved the quality of the leadership and management work undertaken’ (71 per cent versus 56 per cent).

Special school class teachers were asked to give their views on similar statements relating to the impact of LMT. Similarly to headteachers, they were generally positive, the only statement in which more teachers were negative than positive was ‘the total hours that I work have been reduced’. Their views on stress were mixed, with 34 per cent selecting neither agree nor disagree for the statement ‘I am less stressed’ and similar proportions agreed or disagreed. In line with the results from the headteachers, class teachers were most positive that ‘the quality of the work I undertake in my area of responsibility has improved’, as 57 per cent agreed with this statement. Special school class teachers’ views were largely consistent with primary class teachers’ views. Full details are shown in Figure 10.7.

Figure 10.7: Special school class teachers: Agreement with statements relating to the impact of the provision of regular leadership and management time



Weighted 81, unweighted 85
 Based on all special school class teachers who have some LMT
 Source: Primary/special class teachers survey

⁷³ This excludes respondents who, when asked, *also* said there were no barriers to offering more LMT.

The findings for **special school floating teachers** were very similar to those for class teachers. Floating teachers were generally positive about the impacts of LMT with the exception of the impacts on working hours (three out of 18 agreed versus ten out of 18 disagreed). It should be noted however that the base size of this question is very small therefore the findings should be treated with caution.

Like the secondary school teachers, the teachers in the case study special schools pointed out that LMT is not protected and could be used for cover. In Special School Q the deputy had indicated that he was usually the first choice for cover, because he had a substantial amount of LMT.

The head of Special School R noted on the questionnaire under impact of LMT:

Teachers in this school are very dedicated. I therefore feel the quality of teaching and learning was excellent before remodelling, but now they have more non-contact time in which to prepare.

11 Headteachers: dedicated headship time and leadership and management time

Summary

WAMG (2005) stated that there is no single agreed definition of Dedicated Headship Time (DHT). Different documents indicate variously that it is time in school hours for '*discharging ... leadership and management responsibilities*' (STPCD, 2008, para. 61); dedicated time to lead the school (Guidance, Section 4, 2008); and '*a specific designated period during school sessions when the headteacher can focus on strategic leadership matters without being interrupted by routine management issues*' (TDA website, accessed May 2009).

About a quarter of the headteachers surveyed indicated that they had either DHT or LMT or both (22 per cent of primary and special school heads, and 27 per cent of secondary heads). In primary schools this was more common among those who were timetabled to teach half the week or more (46 per cent). Special school headteachers reported having the most hours of DHT and LMT (74 per cent had more than five hours per week) followed by secondary headteachers (53 per cent) and primary headteachers (41 per cent). About one in twelve of those reporting high figures indicated that all their working hours (or for primary heads who teach, all their non-teaching hours) were DHT and/or LMT, arguing that all their activities were 'headship'. When asked how they used their DHT and LMT, headteachers' most frequent response was strategic planning and development.

In interviews, it emerged that none of the case study headteachers who had reported having DHT and/or LMT had a regular weekly timetabled allocation, and most did not have any time that was distinguished from the rest of their non-teaching time. Several of them mentioned that their governing body had urged them to take specific blocks of time, but they had not done so. Almost half the case study headteachers said that they occasionally took a day or half a day at home to work on a specific task such as the School Improvement Plan (SIP) or documentation for Ofsted; this included some of those who had reported having DHT/LMT, together with some of those who said they did not. This fits with the tighter interpretation of DHT as uninterrupted time to focus on strategic leadership matters. A few said that they felt guilty when they worked from home, or that staff expected them to be on site, and three said they would never work at home in school hours. The majority said that they did not need a regular allocation of time on a weekly basis, but that there were occasional large tasks which could be more effectively carried out in a focused block of time.

Overall, it was clear that the case study headteachers did not find DHT or LMT to be useful concepts in relation to their own work; this was equally true of those who did and did not have teaching commitments.

11.1 Introduction⁷⁴

Dedicated headship time (DHT) was introduced in September 2005; however, WAMG (2005) stated that there is no single agreed definition of such time. The STPCD (2008) stated:

A headteacher shall be entitled to a reasonable amount of time to during school sessions, having regard to his teaching responsibilities, for the purpose of discharging his leadership and management responsibilities (para. 61).

While the STPCD's definition identified both leadership and management as DHT, the Guidance (Section 4, 2008) suggested that it is time for leadership; it stated that headteachers must have '*dedicated time to lead their schools, as well as manage them*' (para. 95).

WAMG Guidance (2005b) stated that DHT is about strategic leadership activities rather than routine management:

[Dedicated Headship Time] embraces a wide range of activities to do with the strategic direction of the school. The aim of providing dedicated headship time therefore is that headteachers are freed up to think, analyse, plan or carry out associated activities so that the school has a direction. (para. 6)

Similarly, the remodelling area of the TDA website (accessed February, 2009) emphasises that dedicated headship time is a '*a specific designated period during school sessions when the headteacher can focus on strategic leadership matters without being interrupted by routine management issues*'. Suggested areas that headteachers might focus on are school improvement; raising standards; school development; improving evaluation and monitoring; and improved well-being of staff and pupils.

There are thus rather different views of dedicated headship time in documents available to headteachers. At one end of the spectrum, it could comprise the vast majority of a headteacher's time; at the other it is defined period of time in which a headteacher focuses on a specific task without interruption.

The Guidance to the STPCD states that governing bodies need to ensure that headteachers have dedicated headship time. It also provides a context for this (para. 96), stating that headteachers with significant teaching loads, for example, more than 50 per cent of the school timetable, have inadequate time for their leadership and managerial role. However, there is no suggestion that DHT should be allocated *only* to those with heavy teaching loads.

⁷⁴ A number of issues run through the data. These are fully discussed in Section 4.2 and are summarised at the start of each chapter.

- Conflation of remodelling and other parallel changes taking place (such as restructuring of responsibility posts) meant that responses to general questions about remodelling and its impact may have been answered with other changes in mind.
- Schools generally used multiple strategies in relation to each aspect of remodelling; thus it is difficult to assess which strategies were considered to have the greatest impacts on standards and workload.
- The categories used in guidance and policy documents, and therefore in the questionnaires used in this research, did not always appear clear-cut on the ground.
- Schools had developed a wide variety of job titles, particularly for support staff roles. These sometimes gave a false impression of the person's actual role.
- Heads who had been appointed since remodelling were less likely to say it had been fully implemented or had had a positive impact.
- Heads were consistently more positive about what was happening in their schools than were teachers.

The WAMG Guidance (2005) stated that there were no specific rules about how much time should be allocated; this should be determined by the headteacher in consultation with the governors, and would vary between schools, depending on factors such as school size, teaching commitment, staffing levels, and so on. Dedicated headship time was seen as ‘a vital issue’ for headteachers of small schools who had a significant teaching commitment (para. 6).

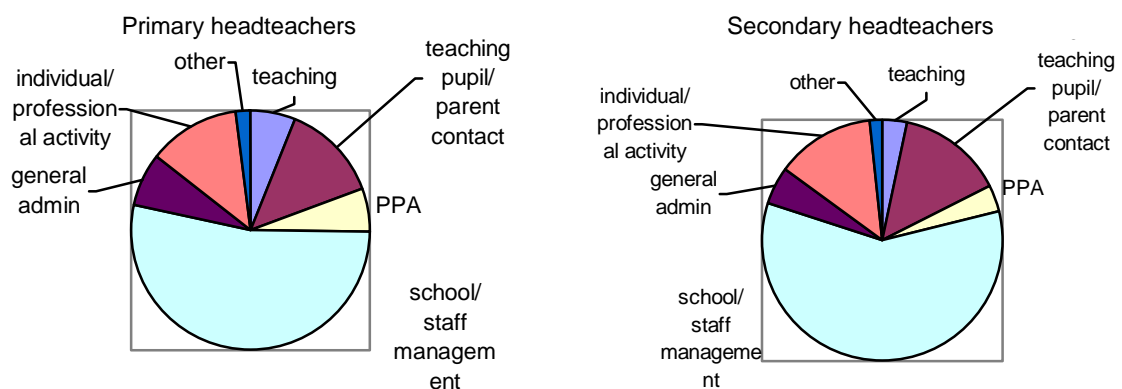
The NAHT Work-Life Balance Survey 2007-8 (French and Daniels, 2008) stated that the Workload Agreement and STPCD ‘include the right for headteachers to spend at least 50 per cent of the school timetable on responsibilities and functions pertaining to leadership and management responsibilities, and that ‘this is enshrined in Dedicated Headship Time’ (p. 13). This would imply that at least half of a headteacher’s time should be DHT.

Some LA documents are more specific. For example, Croydon’s exemplar policy (Mathews *et al.*, no date), which is on the NCSL website (accessed February 2009), recommends that governors should ensure that ten per cent of the hours during which the school is in session should be identified on the school’s timetable as DHT; this should be taken as a single block each week (always on the same half day) ‘so as to have a reasonable length of uninterrupted time in which to concentrate on leadership and management responsibilities without being interrupted by routine operational matters’ (p. 2). It suggests that the time may be spent alone, with a partner such as the deputy head, with other headteachers, working as a group, or with a coach.

Teacher union surveys provide some evidence about whether headteachers say they have DHT. The NAHT Work-Life Balance Survey 2007-8 (French and Daniels, 2008) showed that 48 per cent of headteachers did not have any allocations of DHT, and that three-quarters of heads received fewer than six hours a week. The NASUWT (2008) reported that only half the headteachers who responded to their audit and who had a regular teaching commitment said that they received dedicated headship time; this was the case for more primary headteachers than secondary.

In the light of the varied interpretations of DHT set out above, a thorough exploration of DHT would involve finding out how headteachers spend their time, and whether they have sufficient time for strategic leadership, as well as for more routine management tasks, and (in some cases) teaching. The 2008 OME Teacher Workloads Survey showed that primary headteachers work 55.2 hours a week on average, and secondary headteachers 59.5 hours – in both cases more than other members of staff. The OME figures showed that headteachers spent just over half their time on management and leadership (Figure 11.1).

Figure 11.1: Primary and secondary headteachers: proportion of time spent on different work activities



Source: Teachers Workloads Survey, OME, 2008

While this figure was broken down into specific activities, there was no clear divide between management and leadership; however, the survey reported that headteachers spent 2.6 hours a week on school policy development.

The survey reported that almost a quarter of primary heads were expected to do things that were not part of their job all or most of the time; this was the case for only four per cent of secondary headteachers. It also identified things that headteachers would like to spend less time doing; administration and bureaucracy were the two areas most frequently identified, together with 'caretaker's role' for primary heads. It also identified things headteachers would like to spend more time doing. In this category, nine per cent of primary heads and 15 per cent of secondary heads identified 'strategic leadership'. However, a higher number of primary headteachers identified teaching (22 per cent); time with or talking to children (21 per cent); and supporting mentoring teachers (16 per cent). The last two were also identified by secondary heads (12 per cent and 15 per cent respectively).

There is then, evidence in the OME survey that some headteachers felt that they did not spend enough time on leadership activities.

The current research did not have the scope to undertake a full investigation of how headteachers spent their time; rather, we simply asked them on the questionnaire and in interview whether they had allocations of DHT, and/or LMT; how much time they had and how they used it and ensured that it was used for the intended purpose. This chapter reports their responses.

11.2 Primary schools

Key points

- Just over a fifth of primary headteachers said they had DHT or LMT or both. This was more common among those who were timetabled to teach (27 per cent), and in particular, those who teach half the week or more (46 per cent).
- Of those who had DHT and/or LMT, 41 per cent had more than five hours a week; nine per cent indicated a number of hours greater than the total school sessions in a week.
- The most frequently indicated uses of the time were strategic planning and development (42 per cent), and 'time spent at home' (27 per cent).
- None of the headteachers interviewed in fact took a regular block of time (whatever their response on the questionnaire), but some did take occasional half days or days at home to enable them to focus on more complex tasks such as the Self-Evaluation Form (SEF). This included headteachers who had not indicated that they had LMT or DHT. Thus some headteachers set aside occasional blocks of time to work on strategic tasks, but did not necessarily consider this to be DHT.

When asked whether they had a regular timetabled allocation of DHT or LMT that is distinguished from the rest of the working week, just under a fifth of **primary headteachers** (19 per cent) said they had DHT, and only one eighth (12 per cent) of headteachers said they had LMT. Eight per cent said that they had both LMT and DHT; thus in total, 22 per cent said they had either LMT or DHT or both⁷⁵.

Headteachers from medium sized schools were least likely to say they have DHT or LMT (16 per cent compared with 30 per cent in small schools and 25 per cent in large schools)⁷⁶. Headteachers from London were less likely to have LMT or DHT than headteachers from other parts of the country (13 and 23 per cent respectively).

The findings were examined to see if there was a link between the amount of time headteachers spent teaching and whether or not they had DHT or LMT. Headteachers who were timetabled to teach or had a regular responsibility for a class were more likely to say that they have DHT or LMT than headteachers who never teach or only sometimes provide cover for absence (27 per cent compared with 17 per cent respectively). Looking at this in further detail, it was found that headteachers who had a timetabled weekly teaching commitment of 0.5 or more, were the most likely to have DHT or LMT; over two-fifths (46 per cent) of this group said they had DHT or LMT, compared with one fifth (22 per cent) who had a teaching commitment of 0.1 to 0.4.

Headteachers were asked to write in how many hours they had of DHT and LMT; Table 11.1 shows their grouped responses.

Table 11.1: Primary headteachers: Hours of DHT and LMT allocated per week

Hours	DHT (%)	LMT (%)	Total LMT and DHT (%)	
0	0	1	0	
1	8	12	0	
2	24	17	5	
3	15	10	20	
4	2	2	15	
5	5	12	5	
6-9	9	7	9	
10-19	16	10	19	
20-29	6	5	5	
30-39	4	3	4	
40+	1	1	4	
	Weighted	161	100	192
	Unweighted	163	100	195

Based on primary headteachers who have either DHT or LMT
Source: Primary/special headteachers survey

⁷⁵ A substantial number of primary headteachers failed to respond to one or both parts of this question; 12 per cent did not indicate whether they had DHT and 25 per cent whether they had LMT; these figures include 11 per cent who did not respond to either part. It seems likely that non-response indicates that the headteacher does not have a specific time allocation.

⁷⁶ This figure includes respondents that said they had an allocation of either DHT or LMT or both; it only excludes respondents that did not state an answer for both DHT and LMT.

Around one half (54 per cent) of the **primary headteachers** who said they had DHT reported having up to five hours per week, and similarly, half those who reported having LMT indicated they had up to five hours a week. When looking at the total number of hours of LMT and DHT allocated to headteachers per week, around two-fifths (41 per cent) reported having more than five hours per week. The responses suggest that some headteachers regarded DHT as a specific allocation of time, in the way that the TDA website suggests, while others saw it as the total time they were able to spend on management and leadership, which is how the STPCD could be interpreted. Looking at the LMT and DHT allocations combined, headteachers in small schools were more likely to report having higher allocations of both than those in large schools (54 per cent in small schools had more than five hours a week, versus 28 per cent in large schools). Headteachers who joined the school in 2002 or before were also more likely than those who joined since 2003 to report having more than five hours a week (49 per cent versus 31 per cent respectively).

Headteachers who never taught or only sometimes provided cover for absence, were more likely than those who were timetabled to teach or had a regular responsibility for a class to have lower allocations of LMT and DHT. Over half (55 per cent) of those who hardly ever taught had five hours or fewer, compared with around two-fifths (37 per cent) of those who regularly taught.

A variety of responses were given when **primary headteachers** were asked to explain how they use their LMT or DHT and how they ensure that it is used for the intended purpose. The most frequently mentioned ways of using the time were: strategic planning/development (42 per cent)⁷⁷; paperwork/administration/reports (19 per cent); and meetings/conferences (17 per cent). Twenty-seven per cent of heads responded that the way they ensured it was used for its intended purpose was to spend the time at home, where they could be free from interruption. However, 16 per cent commented that planned time was often taken over by other events, and the time is thus lost. The base sizes were too small for any further analysis.

In the **primary case studies**, headteachers were asked about their questionnaire responses. Four of the eight primary headteachers had reported on the questionnaire that they had some DHT and/or LMT (ranging from one hour DHT a week to ten hours DHT and ten hours LMT a week). None of them in fact had a regular timetabled allocation. For example, the head of Primary P had reported in the survey that she had five hours a week DHT which she spent at home. However, in interview she said she did not in fact take a regular block of time every week because *'I don't think that would look good. ... I couldn't justify that I don't think'*, especially as the deputy head was out one day a week. Moreover, she had been unable to take any headship time recently because her deputy head had been on maternity leave. Now that she had returned, the head said she would take:

... odd days to work at home, and it's the only way you get anything strategic done. You can manage and you can just about muddle along, but to try and do a school improvement plan or a SEF or something like that, the only way to do it is to work off site and governors are more than happy for that to happen. And the school runs itself, it doesn't need me.

⁷⁷ Percentages are based only on those who gave an answer at this question (751), as 39 per cent of the total sample did not give an answer.

The head of Primary B had indicated on the questionnaire that she had ten hours DHT and ten hours LMT. In interview, she explained that this was not in fact so:

I would say the only time I take is occasionally I won't come into school, and if I've got a pile of reading then I'll use it to catch up on reading, or if there's something where you just can't get five minutes peace then I will go home and do that, but not very often.

When the interviewer asked about her survey response, she explained that the amount of time spent on leadership tasks varied enormously

Sometimes I wouldn't do anything for months and then if I've got something major on, like I'm putting the new school improvement plan together at the moment, so it's quite likely that I would spend ten hours of a week just doing that.

Primary F headteacher, who had a 0.4 teaching timetable, had reported 17 hours a week DHT, but she seemed to have reached this figure by subtracting all her commitments (teaching, taking assembly, providing cover etc.) from the total number of hours available i.e. defining DHT as her total leadership and management time. Examining the survey data, it appears that a number of teaching heads had similarly indicated that all their non-teaching hours were DHT, and that this accounts to some extent for the higher DHT hours reported by teaching heads. For example, a head who said she taught 0.7 reported seven hours LMT, and a head who taught 0.6 reported ten hours DHT.

Some of the non-teaching heads similarly argued that all their time was dedicated headship time because they did not teach. This implies that they had understood the purpose of DHT as being intended for all leadership and management activities, rather than specifically for more strategic issues. The case study heads who said this had not reported any DHT or LMT on the questionnaire.

Some heads gave responses which indicated that all their working hours were DHT and/or LMT. Nine per cent of those who reported hours of DHT and/or LMT gave figures that represented more than the total hours of school sessions in a week, and three per cent indicated 40 or more hours: for example, 25 hours DHT plus 25 hours LMT, or ten hours DHT plus 40 hours LMT.. These figures fit with the hours that we know (from the OME survey) that headteachers are working. Primary E headteacher argued:

Actually all the tasks that I do would all fit into dedicated headteacher time, so in one way you could say that apart from doing assembly all of my time is dedicated headteacher time. It depends which way you look at it.

Using this definition, she argued that most of her life was dedicated headship time:

Do you count when you're asleep at night and you're sleeping on a problem and you wake up with the answer? Is that dedicated headteacher time? I mean I'm not being funny, but that's the reality. Two o'clock in the morning yeah, dedicated headteacher time.

Most primary headteachers expressed the view that the only way they could focus on leadership tasks without interruption was to do them at home. Primary C headteacher, who had not reported any DHT or LMT on the questionnaire, said, '*I work some days from home because if you've seen where my office is, it's like Piccadilly.*' Primary D said that she had tried taking whole days at home but had been '*bombarded with phone calls*'. She is now trying to make time by coming in to the school in the morning and leaving after 10am. She explained:

So I came in, opened up, made sure everything was all right, saw any parents who came in in the morning who needed me, dealt with any early morning messages that came in in the post, stayed for assembly at ten and then went home and that seems for me to work better.

However, this has resulted in taking maybe half a day a term, rather less than the one day per half term reported on the questionnaire. She explained that normally she focuses on the leadership tasks in the evenings or at weekends.

Some of the headteachers who had not reported having any dedicated headship time (because it was not regular or timetabled) said that they did spend occasional days working at home when they had a large task to do. For example, Primary E head had blocked out two days in the next week to prepare for an Ofsted inspection which was due, (but was doubtful whether she would take it).

Several of the case study primary headteachers reported that their governors had expressed concern about their working hours and had urged them to take allocations of DHT. Primary E headteacher said her governors had repeatedly said that she should *'take a day off a fortnight'*. But her response, when asked about DHT was, *'Oh please! What do you think? I'm running two schools.'* Pilot primary head said: *'The governors have said that you have got to. You don't get anything done here!'* Similarly Primary D head explained, *'The governing group have made it part of my performance management that I take time.'* However, these headteachers were no more likely than others actually to take regular allocations of time.

11.3 Secondary schools

Key points

- 27 per cent of secondary headteachers said they had DHT or LMT or both. This was more frequent among heads of middle deemed secondary schools (44 per cent), and lower in London (14 per cent).
- Of those who had DHT or LMT, 53 per cent had more than five hours a week; 15 per cent per cent indicated a number of hours greater than the total hours of school sessions in a week.
- The most frequently indicated uses of the time were strategic planning and development (41 per cent) and meetings and conferences (37 per cent).
- None of the headteachers interviewed in fact took a regular block of time (whatever their response on the questionnaire), but some did take occasional half days or days at home to enable them to focus on more complex tasks such as the SEF. They reported that they needed to work off-site to be able to really focus on such a task.
- Secondary heads regarded the concept of DHT as flawed, referring to it as *'a joke'* and *'a fallacy'*.

The proportion of secondary headteachers who said that they had either DHT or LMT or both was similar to that of primary headteachers (27 per cent compared with 22 per cent primary). Eighteen per cent said they had DHT, and 23 per cent LMT (with 14 per cent saying that they had both).

Headteachers who were *more* likely to have an allocation of DHT or LMT⁷⁸ included those in:

- middle deemed secondary schools (44 per cent versus 25 per cent in secondary only);
- schools outside London (27 per cent of medium and large secondary schools, versus 14 per cent in London. Note that the London sample did not include middle schools, and only one of the London secondary schools in the sample was small).

As Table 11.2 shows, three in ten (31 per cent) headteachers who said they had DHT had up to five hours per week, and over one half (53 per cent) said they had more than five hours per week. Similar amounts of time seem to have been allocated for those who had LMT, as one third (33 per cent) said they had up to five hours and just under one half (46 per cent) said they had more than five hours per week. Looking at both DHT and LMT together three-fifths (62 per cent) of headteachers had more than five hours a week. These findings suggest that there is a higher allocation of DHT and LMT amongst secondary schools than in primary schools. However, secondary headteachers were more likely than their primary counterparts to indicate that the all the hours in school sessions or more were DHT; and/or LMT; 15 per cent said they had more than 25 hours, and 12 per cent gave figures that totalled over 40 hours a week. Thus they appeared to interpret DHT as being all their leadership and management time, rather than uninterrupted time to spend on strategic leadership.

Table 11.2: Secondary headteachers: Hours of DHT and LMT allocated per week

Hours	DHT (%)	LMT (%)	Total LMT and DHT (%)	
0	1	1	1	
1	2	1	1	
2	5	8	6	
3	5	5	4	
4	4	7	5	
5	14	11	7	
6-9	5	7	7	
10-19	20	19	17	
20-29	20	15	23	
30-39	2	1	3	
40+	6	4	12	
	Weighted	131	168	198
	Unweighted	132	168	198

Based on secondary headteachers who have either DHT or LMT
Source: Secondary headteachers survey

⁷⁸ This figure includes respondents that said they had an allocation of either DHT or LMT or both.

When asked to explain how they use their LMT and DHT and ensure that it is used for the intended purpose, **secondary headteachers** gave similar responses to primary headteachers. The most frequently mentioned ways of using the time were: strategic planning/development (41 per cent); meetings/conferences (37 per cent); paperwork/admin/reports (11 per cent); and lesson/curriculum monitoring (11 per cent).⁷⁹ Ensuring that the time was used for its intended purpose was done by blocking the time out in the diary (15 per cent). Like the primary heads, 11 per cent reported that the planned time was often taken over by other events. The base sizes were too small for any further analysis. In addition to these responses, 19 per cent commented that they did not teach at all, or had a small teaching commitment/, or that all their time is headship.

Only two of the nine secondary case study headteachers reported having regular allocations of DHT or LMT, and several argued that as they had no timetabled teaching, all their time was headship time. Secondary N head said that she had *'the whole day and the whole week to do headship related activities'*. One of those who did report having allocated time, Secondary J, indicated a total that represented most of her working hours, but she said in interview that the notion of dedicated headship time was largely irrelevant in her context: *'As a concept it's a joke.'* Secondary K head was similarly scathing about the concept; he called it *'a load of nonsense'* and a *'fallacy'*. The other head who said that she took some time, Secondary O, had not indicated a precise allocation; she wrote on the questionnaire that in the next school year she planned to work from home one morning in every three weeks, but when interviewed in the autumn, said, *'I did agree that with the Chair of Governors that every 3 weeks I would spend a morning or afternoon at home working on some of the bigger issues but in practicality, I rarely take it.'*

Like the primary heads, some secondary heads said that the only way to achieve dedicated time would be to work at home, but they also talked about barriers that prevented them from doing this. Secondary O head said, *'I do struggle with feeling guilty if I'm not on site.'* Secondary S head reported that he recently worked at home one day to avoid interruptions, and that, while this was effective from his point of view, staff were taken aback that he was not on site.

Several heads argued that the notion of a regular time allocation of time for leadership activities was not necessarily helpful. Secondary L head said, *'Given that meetings and various other calls on a head's time are not neatly parcelled up at set times, this is a rather formulaic approach to a complex matter.'* Similarly the head of Middle School H said that while he reserved time for leadership activities when he needed to, this was not regular. He argued that use of *'a very good electronic diary which my staff can see'* enabled him to manage his time effectively, and *'create time'* when he needs it.

If I know I want it to be kept free, I'll just put a block that will just be kept free, but I don't take a slot each week. ... Again I like being flexible and my diary links to; well my iPacket links to that and to my phone so I just keep a good grip of my time really.

⁷⁹ Percentages are based on only those respondents who answered the question (72), as 64 per cent of the total sample did not answer this question.

11.4 Special schools

Key points

- Just over a fifth of special school headteachers said they had DHT or LMT or both.
- Only 33 headteachers in the sample reported having DHT or LMT, and of these, 25 had more than 5 hours a week.
- Responses about use of time were similar to those of primary and secondary heads.

The proportion of **special school headteachers** who said that they had either DHT or LMT or both was similar to that of primary and secondary headteachers (22 per cent). Nineteen per cent said they had DHT, and 16 per cent LMT (with 14 per cent saying that they had both).

As Table 11.3 shows, almost a half (13 out of 30) of **special school headteachers** who said they had DHT had up to five hours per week; 13 out of 30 also had more than five hours a week. Higher amounts of time seem to have been allocated for LMT. Just over one quarter (seven out of 25) of headteachers who said they had LMT said they had up to five hours a week, over a half (13 out of 25) had more than five hours a week. When looking at the total number of hours of DHT and LMT, around one-sixth (six out of 33) had up to five hours per week, and three-quarters (25 out of 33) had more than five hours per week, with some giving figures equivalent to their whole working time.

Table 11.3: Special school headteachers: Hours of DHT and LMT allocated per week

Hours	DHT (N)	LMT (N)	Total LMT and DHT (N)	
0	0	0	0	
1	0	1	0	
2	7	2	0	
3	2	3	2	
4	1	0	2	
5	3	2	2	
6-9	4	2	6	
10-19	5	4	11	
20-29	1	4	1	
30-39	3	2	4	
40+	0	1	4	
	Weighted	30	25	33
	Unweighted	30	24	33

Based on special school headteachers who have either DHT or LMT
Source: Primary/special headteachers survey

Special school headteachers gave similar responses to primary headteachers when asked to explain how they use their DHT or LMT and ensure it is used for the intended purpose. The six most frequently mentioned responses were: strategic planning/development (13 out of 23); meetings and conferences (seven out of 23); paperwork/ administration/ reports (seven out of 23); and reading/research (five out of 23)⁸⁰. Six commented that planned time is often taken over by other events (and five said that they protected the time by blocking it out in the diary).

Of the two special school case study headteachers, one (Special School Q) described all his working time as dedicated headship time. The school has some boarders, and the head lives on site; thus he is always on call. The other (Special School R) said that she can see the advantage of having time that is free from interruption, but that she feels unable to work at home during school time, and when she is in school, she prefers to deal with things as they come up.

⁸⁰ Percentages are based only on those who gave an answer to this question (23), as 33 per cent of the total sample did not give an answer at this question.

12 Invigilation

Summary: Invigilation

Invigilation arrangements

The arrangements for invigilation were completely different for Key Stage 2 tests and for examinations taken by older pupils. Primary and middle school teaching staff generally invigilated Key Stage 2 tests themselves, while in most secondary schools, external invigilators were used.

Headteachers were asked in the survey who was present throughout in the exam room (either invigilating or supporting invigilators). Teachers or leadership team members were present throughout in 36 per cent of secondary schools; 75 per cent of special schools; 97 per cent of primary schools and 94 per cent of middle deemed secondary schools. In one case study primary school where the head had said on the questionnaire that teaching staff were not present, it turned out that the teacher did in fact sit at the back of the room. Secondary schools with high FSM were much more likely to report that teachers/leadership team members were present or invigilating than those with medium or low FSM.

In primary, middle deemed secondary and special schools, the use of temporary staff recruited as invigilators and of parents/other volunteers for invigilation or related purposes was very infrequent, but the vast majority of headteachers reported that support staff were sometimes present in the room, particularly in special schools. In secondary schools, use of temporary staff for invigilation or related purposes was widespread (reported by 91 per cent of headteachers), but headteachers reported that support staff, members of the leadership team and other teachers were all frequently involved as well.

Rationale for invigilation arrangements

Among headteachers, the most commonly mentioned reasons for the presence of teachers in the exam room were for them to encourage or support pupils (primary), to manage pupils' behaviour (secondary), teachers' preference for invigilating themselves (middle deemed secondary) and to support children with special needs (special schools).

Primary and middle school teachers and headteachers in the case study schools were firmly of the view that teachers should invigilate, and that with such young children it would be totally inappropriate not to be present. They emphasised the need to make the tests as 'normal' as possible, with pupils working in classrooms with their normal teachers and support staff.

Secondary heads of case study schools where teachers invigilated or were present in the exam room generally explained this in terms of behaviour management, and inability to recruit external invigilators who had the 'presence' to impose a calm atmosphere. These tended to be inner-urban schools in disadvantaged areas.

Monitoring invigilation arrangements

One quarter of primary and special school headteachers said that they monitored the impact of their current arrangements for invigilation (and a similar proportion of middle deemed secondary school headteachers reported doing this); the comparable figure for secondary headteachers was seven in ten.

Impact of invigilation arrangements

Secondary headteachers were most likely to say that teachers used time gained by not invigilating to work on developing/revising curriculum materials, schemes of work, lesson plans and policies. Primary and Special school responses were similar, but only a few heads responded because in the majority of schools no time was gained.

12.1 Introduction⁸¹

From September 2005, teachers have no longer been routinely required to invigilate external examinations (e.g. National Curriculum tests, GCSE and AS/A2 examinations). The STPCD (2008) states that the requirement relating to preparing pupils for external examinations 'does not require a teacher routinely to participate in any arrangements that do not call for the exercise of a teacher's professional skills and judgement, such as invigilation' (para. 75.10.2).

The Guidance to the STPCD (2008) states that '*Invigilating examinations is not a productive use of teachers' time*' (para. 76) and '*does not require a teacher's professional expertise*' (para. 79). This applies to both external examinations and 'mock' examinations, where the timetable is reorganised to replicate the external examination process. However, it says that teachers may be required to conduct practical and oral examinations in their own subject area and to undertake those aspects of assessment, recording and reporting associated with external examinations which require the professional input of a qualified teacher. It is also:

... a reasonable expectation that a teacher should be present at the beginning of an external examination in their subject area to check the paper and to ensure that there are no problems with it. ... It may also be appropriate for a teacher to be present at the end of an external examination to ensure its efficient conclusion. (para. 79)

The NASUWT *Workload Audit 2008* found that despite this:

... one quarter (27%) of respondents stated that they were required to invigilate external examinations and one fifth of respondents (22%) said that they were required to invigilate internal mock examinations. (p. 14)

This chapter examines the arrangements for invigilation that schools have in place, starting with who invigilates in tests/examinations and the rationale for this. It also looks at the extent to which these arrangements are monitored and concludes with findings on how teachers have used time gained as a result of not invigilating.

⁸¹ A number of issues run through the data. These are fully discussed in Section 4.2 and are summarised at the start of each chapter.

- Conflation of remodelling and other parallel changes taking place (such as restructuring of responsibility posts) meant that responses to general questions about remodelling and its impact may have been answered with other changes in mind.
- Schools generally used multiple strategies in relation to each aspect of remodelling; thus it is difficult to assess which strategies were considered to have the greatest impacts on standards and workload.
- The categories used in guidance and policy documents, and therefore in the questionnaires used in this research, did not always appear clear-cut on the ground.
- Schools had developed a wide variety of job titles, particularly for support staff roles. These sometimes gave a false impression of the person's actual role.
- Heads who had been appointed since remodelling were less likely to say it had been fully implemented or had had a positive impact.
- Heads were consistently more positive about what was happening in their schools than were teachers.

12.2 Primary schools

Key points

- 97 per cent of **primary headteachers** reported that Year 6 or other teachers and/or leadership team members were present throughout the tests to invigilate or provide additional support. An even higher percentage of teachers reported that teachers were present.
- All the Year 6 teachers interviewed (and many of the headteachers) believed that they should be present in the room where tests were taking place. Even one who had been instructed not to invigilate had chosen to sit at the back of the room.
- Primary teachers and headteachers saw their presence as vital in making pupils feel more secure and confident. Headteachers often spoke of their duty to check that procedures were correct and fair.

12.2.1 Invigilation arrangements

In the primary schools where pupils took Key Stage 2 tests or other external examinations, nearly all (97 per cent) the **primary headteachers** reported that Year 6 teachers or other teachers and/or leadership team members were present throughout the tests to invigilate or provide additional support. (Most of the remaining three per cent reported that support staff invigilated, with assistance from other support staff who were present. Only four schools used temporary staff to invigilate or provide support in situations where teachers were not present; none used parents or other volunteers in such situations.) However, a much lower proportion – one sixth (16 per cent) – stated that *only* Year 6 teachers or other teachers/leadership team were present throughout tests to invigilate or provide support.

Table 12.1 displays the findings for invigilation arrangements in full.

Table 12.1: Primary headteachers: Who is present in room during National Key Stage 2 tests or other external examinations?

	Temporary staff recruited as invigilators (%)	Members of school support staff (%)	Parents or other volunteers (%)	Year 6 teacher(s) (%)	Other teachers or leadership team (%)	Total indicating teachers or leadership team (%)
Present throughout the test to invigilate	2	50	3	92	58	97
Present throughout the test to provide additional support	1	70	7	50	41	59
Total present throughout (invigilating or providing additional support)	2	79	8	94	64	97
	Weighted			677		
	Unweighted			666		

Based on primary headteachers whose pupils took National Key Stage 2 tests or other external examinations
Source: Primary/special school headteachers survey

In schools where headteachers reported that no Year 6 teacher was present throughout to invigilate (eight per cent), other teachers were used in the majority of cases (sometimes assisted by support staff); and, as mentioned above, in a small number of schools, support staff invigilated without any teachers present.

Use of temporary staff and parents/other volunteers for invigilation or related purposes in primary schools was very infrequent: only two per cent of headteachers said that temporary staff were ever used and the equivalent figure for parents was nine per cent. However, four-fifths (79 per cent) of headteachers reported that support staff were present in the room during external tests or examinations for invigilation or related purposes. Further, schools that used support staff for invigilation or related purposes were more likely than those that did not to also make use of temporary staff (78 and 65 per cent respectively), and vice versa. No other such correlations were apparent, however.

The vast majority of headteachers reported that their invigilation arrangements involved using a combination of Year 6 teachers or other teachers/leadership team and one or more of the other groups (temporary staff, support staff and parents/volunteers).

There were few sub-group differences apparent. Headteachers in large schools were more likely ever to use Year 6 teachers (all decreasing to 85 per cent in small schools) and other teachers/leadership team (82 per cent falling to 69 per cent small schools). Further, irrespective of school size, headteachers in London schools were also more likely to report ever making use of other teachers/leadership team to invigilate (93 versus 73 per cent other regions), as were those who had been teaching in their school for a longer period of time (81 per cent since 2003 versus 71 per cent 2002 or before).

Headteachers were also asked about people who were present only if called upon to deal with a specific problem, and those who were present only at the start and end of the test. Of the 17 primary headteachers who had indicated that no teachers or leadership team members were present throughout the tests, ten reported that they were present if called on because there was a problem, and seven that they were present at the start and end.

Primary class teachers⁸² who taught Year 6 or another class that took National Key Stage 2 tests or other external examinations were also asked who was present throughout when pupils they taught took tests or examinations. Their responses are shown in Table 12.2.

Table 12.2: Primary class teachers: Who is present throughout when pupils taught take external tests or examinations?

	All (%)
Myself, as class teacher	93
Regular support staff	82
Other teachers/school leaders	64
Parents, governors or volunteers	9
External invigilators	3
Not stated	1
	Weighted 243
	Unweighted 260

Based on primary class teachers who taught Year 6 or another class that took National Key Stage 2 tests, or other external examinations
Source: Primary/special school class teachers survey

⁸² Including a small number of primary deemed middle class teachers.

Reflecting the findings reported by headteachers, class teachers said that they themselves or other class teachers most frequently invigilated together with regular support staff. They reported limited use of parents, governors or volunteers and external invigilators. In the small number of schools (seven per cent) where class teachers said they did not personally invigilate, other teachers invigilated, often with assistance from support staff. There were only two schools where class teachers reported that support staff alone invigilated.

Findings amongst class teachers varied according to school size. Class teachers in large schools were most likely to say that invigilation was undertaken by themselves (96 per cent compared with 82 per cent in small schools), other teachers/school leaders (70 per cent compared with 43 per cent in small schools) and parents, governors or volunteers (13 per cent compared with three per cent in small schools).

As with headteachers, the majority (71 per cent) of class teachers reported that the invigilation arrangements in operation in their school involved using a combination of class teachers or other teachers/school leaders and one or more of the other groups (support staff, parents/governor /volunteers and external invigilators). Only 15 per cent said that teachers *alone* were used for invigilation purposes.

Floating teachers were also asked whether they were involved in invigilating National Key Stage 2 tests or other external examinations. Around two-fifths (43 per cent) indicated that they were, which included 26 per cent who said 'yes, normally' and 17 per cent who said 'yes, occasionally'. One half (52 per cent) stated that they were not involved and the remaining five per cent did not provide a response.

One of the **case study primary schools** (Primary B) was selected because the headteacher had indicated on the questionnaire that neither the Year 6 teacher nor other teachers or leadership team members were present throughout the tests, either to invigilate, or to provide additional support; the questionnaire reported that members of school support staff invigilated, and other teachers or leadership team members were present at the start and/or end of the test, or if called in by invigilators.

When we visited the school we were told that the LA had recommended that teachers should take no active part in invigilation. The head said:

People are very quick to judge or criticise, and I think if a child asks a question that has to be answered, if it's the class teacher that's answering it, it's very easy for another child at the end of the row to think that they're getting extra help, and I think if the teacher is only there as a sort of – I can take someone to the toilet if you need to go out, that's a much better role and I think it's almost a protective role, [for] the class teachers.

The head reported that of all aspects of workforce remodelling, this was '*the thing that's met with the most resistance*'. She told us that the class teacher was in fact present throughout, but was not invigilating: '*I'm happy for the Year 6 teacher to be in the classroom but I'm not happy for her to take an active part in it.*'

The Year 6 teacher also explained that she was present in the room. She said:

I've been taken out of administering SATs which is quite, I think quite strange, because what would I do when I'm not administering my SATs? Well I can actually go and do other things, but it's, it's not very nice for, I do actually tend to sit in the back of my classroom, in the corner somewhere. ... I tend to sit right at the back and try not to get, you know ... But I am there just so they can see me though, because it is quite scary for them when they're only 10 and 11 and they're in this situation.

She said she found the situation '*quite strange*' and that it was difficult to be removed from the process.

Yes I am the Year 6 teacher, I teach them all year and then all of a sudden for that week, I'm not expected to be with them when they're doing their SATs. ... But I do think in a way it is better that I'm not doing it, because it then protects me because I think you're always one step away from an allegation when you work in a school.

The HLTA we interviewed invigilated in the Year 6 exam and was not aware that invigilation was a task that had been removed from teachers under remodelling. She said she thought that the school's practice was a response solely to the LA recommendations, and remarked, '*It's a bit of a bizarre situation.*'

12.2.2 Rationale for arrangements

Primary headteachers who indicated that Year 6 teachers or other teachers/leadership team were present throughout National Key Stage 2 tests or other external exams to invigilate or provide additional support were asked to write in the reasons for their involvement. The reason most commonly mentioned by headteachers was that teachers were present to encourage or support pupils (45 per cent said this). The percentages of headteachers offering other explanations (that were put forward by at least five per cent of respondents) are shown in Table 12.3.

Table 12.3: Primary headteachers: Reasons why teachers or members of leadership team are present throughout to invigilate or support invigilators

	All (%)
To encourage/support pupils	45
Choice/they want to invigilate	25
To check procedures/instructions are correct	12
To support children with special needs	7
A small school/do not have the staff	6
Do not have the budget to employ invigilators	5
Weighted	660
Unweighted	649

Based on primary headteachers who said Year 6 teachers or other teachers/leadership team were present throughout National Key Stage 2 tests or other external exams to invigilate or provide additional support
Source: Primary/special school headteachers survey

Headteachers in small schools were *less* likely to say that teachers were present throughout out of choice/because they wanted to invigilate (16 per cent rising to 27 per cent large schools). They were also *less* likely to say that teachers were present to check procedures/instructions were correct (four per cent increasing to 15 per cent large schools). However, as would be expected, headteachers in small schools were *more* likely to cite the reason that their school was small and they did not have the staff (17 per cent decreasing to three per cent large schools). These findings suggest that small schools probably do not have a great deal of choice in terms of selecting staff to invigilate and simply have to make do with those who are available at the time.

Further, headteachers who entered teaching more recently were less likely to say teachers were present throughout out of choice/because they want to invigilate (17 per cent 1994-98 compared with 27 per cent 1993 or before), as were those who had joined the school more recently or had spent less time in their current role.

The headteachers of the **case primary study schools** put forward a variety of explanations for teachers invigilating. The head of Primary P had not completed this section of the questionnaire because it had not occurred to her that the ruling about invigilation was intended to apply to primary schools. The relevant class teacher and teaching assistant invigilated National Key Stage 2 tests, and the headteacher expected them to do this; she said, *'I wouldn't have given [the class teacher] the choice whether she was there or not. I would hold up my hand to that.'* She argued that *'the children wouldn't want complete strangers in there while they were doing the tests'*.

In contrast, the head of Primary C said that while she knew that the year 6 teacher *'wouldn't dream of not being there'*, she had raised the issue of invigilation with her, and *'made the offer'*, but she was not surprised that the teacher preferred to invigilate herself.

The Primary E headteacher said that the idea of teachers not invigilating could not be applied to primary schools:

Well that's not applicable really. I mean it's SATs ... It's not exactly invigilation in the sense that in a secondary school, children need papers read to them and all that kind of thing.

Several of the headteachers argued that it was important that teaching staff (either class teachers or headteacher) were present *'to ensure integrity and quality of supervision'* (Primary E); *'to check that they're being done correctly'* (Primary C) or to ensure *'compliance with rules'* (Primary A).

Several headteachers emphasised that it was important to keep things as normal as possible. The Primary P headteacher said that SATs take place during *'normal'* curriculum time, and having teachers invigilating is part of making the time as normal as possible. Similarly, Primary E head emphasised, *'It's like a normal day because the teachers are in there'*, and the Primary F headteacher told us it would be *'disturbing for the children'* to have anyone but their class teacher invigilating.

The headteachers also explained that their support staff were also present in the exam, supporting pupils with special educational needs. The head of Primary E, a school with a high proportion of EAL pupils, explained, *'We strip out all the TAs from the rest of the school because quite a few of the children get one on one support.'*

Primary class teachers who taught Year 6 or another class that took National Key Stage 2 tests or other external examinations were asked to explain who made the decisions about invigilation and what factors were taken into account. Around three-fifths (58 per cent) said that decisions were taken by the headteacher and around three in ten (28 per cent) that it was they themselves. The most commonly mentioned factor taken into account was the level of support required (cited by 10 per cent). The figures for responses mentioned by at least ten per cent of respondents are shown in Table 12.4.

Table 12.4: Primary class teachers: Who makes decisions about invigilation and factors taken into account

	All (%)	
Headteacher	58	
Respondent (teacher)	28	
Year 6 teachers	22	
Senior management/leadership	15	
Deputy headteacher	14	
Other teachers	12	
Level of support required (e.g. readers/scribes)	12	
SENCO	10	
	Weighted	243
	Unweighted	260

Based on primary class teachers who taught Year 6 or another class that took National Key Stage 2 tests or other external examinations
Source: Primary/special school class teachers survey
Multiple responses were allowed

Some of the class teachers in the **case study primary schools** were not aware that they were longer required to invigilate; in Primary G, one asked the interviewer, ‘*Are you sure that’s not for secondary schools?*’ and another said, ‘*I’m really surprised, I’ve never heard of any primary school doing it differently.*’

However, the Year 6 teacher in Primary C said she was aware that she did not have to invigilate, and that she did so out of choice. She said that she could not imagine not being there, and did so to reassure her class.

Some teachers were very indignant at the idea that they might not invigilate. A teacher in Primary F said:

There is no way if I’m teaching Year 6, which I am at the moment and I have done for the last six years, I would want somebody else to administer those tests in May. Even if I wasn’t getting paid for it I’d have done it, because those children need the confidence of you in front of them that you’ve had all year than some stranger walking in who they don’t understand, who doesn’t do things the same way as you’ve done all year and they need that confidence and boost so I would administer examinations. There’s no way I wouldn’t, and invigilate them.

Many of the teachers talked about their presence as providing ‘*a bit of a security*’ for their pupils. Teachers in Primary A argued that it helps to increase pupils’ confidence and ‘*belief in themselves*’, and to provide a sense of security (particularly for those pupils who find exams stressful); they considered invigilating to be a good use of teacher time.

12.2.3 Monitoring of arrangements

Three in ten (30 per cent) **primary headteachers** who said that pupils in their schools took Key Stage 2 tests or other external examinations reported that they monitored the impact of their current arrangements for invigilation; this included four per cent who said ‘yes, formally’ and 26 per cent who said ‘yes, informally’. Two-fifths (41 per cent) stated that they were not monitoring the impact and the remaining 29 per cent said ‘not applicable’ (19 per cent) or did not provide a response (10 per cent). There were no significant differences apparent.

The **case study** headteachers interviewed did not talk about monitoring invigilation arrangements, but rather about monitoring to make sure the tests were being properly conducted. Primary E head said he was there *'to ensure integrity and quality supervision'*, and the Primary G headteacher described his role as, *'to go and check that obviously the rooms are the best they possibly can for that situation, and also to make sure the children don't have access to anything up on the walls.'*

12.2.4 Impact of arrangements

Primary headteachers who said that pupils in their schools took Key Stage 2 tests or other external examinations were asked how often teachers used the gained time freed up (as a result of not invigilating) for a number of other activities. As would be expected, given that most headteachers said that the vast majority of teachers invigilated throughout tests/exams, a large proportion (around two-thirds) said 'not applicable' or did not provide a response. Findings have therefore been rebased only on the minority of headteachers who provided a response (other than 'not applicable') and Table 12.5 displays the results.

Table 12.5: Primary headteachers: How often teachers use gained time freed up (as a result of not invigilating) for other activities

	Regularly (%)	Sometimes (%)	Occasionally (%)	Never (%)
Developing/revising curriculum materials, schemes of work, lesson plans and policies	21	25	13	42
Working with colleagues in appropriate, planned team teaching activities	14	21	22	44
Working with individual pupils or small groups of pupils	7	18	28	47
Professional development activities	16	23	23	39
Working on leadership and management role or other responsibilities	18	31	16	35
			115	
			110	

Based on primary headteachers who provided a response (other than 'not applicable')
Source: Primary/special school headteachers survey

The overall findings for how often teachers used their gained time for each of the activities were very similar: headteachers were most likely to say teachers worked on their leadership/management role or other responsibilities (65 per cent) and least likely to say they worked with individuals or small groups of pupils (53 per cent). However, to a large extent the main finding was that only a very small proportion of headteachers indicated that teachers actually had any gained time in which to do any of the activities, reinforcing the earlier finding that most teachers were still busy invigilating throughout tests/exams.

There were no significant differences apparent, although figures for each of the activities asked about were slightly higher amongst longer serving headteachers and those based in larger schools.

12.3 Secondary schools

Key points

- Staff in middle deemed secondary schools generally responded in the same way as primary schools; 94 per cent of headteachers reported that teachers or leadership team members invigilated or were present throughout the test, and the reasons for this were the same as those given by primary staff.
- 91 per cent of secondary heads reported that external invigilators were employed.
- 36 per cent reported that teachers and/or leadership team members were also present throughout exams, either to invigilate or to support invigilators. This was much higher (61 per cent) in schools with a high proportion of pupils eligible for free school meals.
- The most frequent reason for having teachers/leadership team present was to manage pupil behaviour (33 per cent, rising to 49 per cent in schools with high free school meals eligibility).
- 69 per cent of secondary teachers agreed that it was better use of their time if support staff invigilate exams.
- Schools in urban and disadvantaged areas reported that the external invigilators they could recruit were not able to assert themselves to create a calm atmosphere.
- 29 per cent of headteachers stated that pupil behaviour was worse when temporary staff were recruited as invigilators. This was higher in schools with a high proportion of pupils eligible for free school meals (44 per cent); heads in these schools were also much more likely to say that exams were calmer when teachers /leadership team members were present.
- Gained time was most often used for developing or revising curriculum materials, schemes of work, lesson plans and policies (62 per cent of secondary teachers).

In this section data for middle deemed secondary schools and for other secondary schools are presented separately, because middle schools were responding in terms of Key Stage 2 National tests, whereas secondary schools were responding in relation to exams taken at the end of Key Stage 3 and 4 and post-sixteen. Throughout the section, responses from middle deemed secondary schools were more in line with those from primary schools than secondary schools.

12.3.1 Invigilation arrangements

Overview of arrangements

Headteachers were asked who is present in the room throughout external examinations to invigilate, to support the invigilators, and who was present in particular circumstances (specific problems, practical exams, the start and end of an exam). More than nine in ten (91 per cent) of **secondary headteachers** reported that temporary staff recruited as invigilators were present throughout to invigilate. In 59 per cent of schools, members of the schools' support staff were also present throughout exams. Around three-fifths (63 per cent) said that *only* temporary or support staff were ever present.

However, secondary school headteachers reported that use of teaching staff was also widespread. Thirty-six per cent said that either members of the leadership team or other teachers were present in the exam room throughout in the exam room during external examinations and national key stage tests, either to invigilate or provide support.

Table 12.6 displays the findings for invigilation arrangements in full.

Table 12.6: Secondary headteachers⁸³: Who is present in room throughout external examinations and national key stage tests?

	Temporary staff recruited as invigilators (%)	Members of the school's support staff (%)	Members of the leadership team (%)	Other teachers (%)	Total indicating teachers or leadership team (%)
Present throughout the exam to invigilate	91	43	11	12	18
Present throughout the exam, e.g. to provide back up support to invigilators	28	37	16	19	19
Total present throughout (invigilating or providing additional support)	91	59	21	25	36
	Weighted		688		
	Unweighted		688		

Based on secondary headteachers
Source: Secondary headteachers survey

Headteachers who said that members of the leadership team were ever used for invigilating were more likely to say that temporary and support staff were also used for the same purpose, and vice versa in both cases. Further, headteachers who stated that other teachers were ever used were slightly more likely to say that support staff were also used. So use of either members of the leadership team or other teachers in combination with one or both of the other invigilator groups was common; however, there was no correlation between the use of temporary and support staff.

In schools with a high proportion of pupils eligible for free school meals, headteachers were more likely to report that leadership team members or other teachers were present throughout (61 per cent high FSM decreasing to 26 per cent low FSM).

Headteachers who had entered teaching longer ago were also more likely to report that leadership team members or other teachers were present throughout (37 per cent 1993 or before versus 23 per cent 1994-98). Headteachers of girls' schools were less likely than those of boys' or mixed schools to state this (21 per cent girls compared with 46 per cent boys and 37 per cent mixed).

The questionnaire also asked headteachers to indicate whether the various categories of staff identified were present in the exam room only in particular circumstances (if called on by the invigilators because there was a problem; in specific exams such as practical science exams; or only at the start and end of an exam). Table 12.7 shows their responses.

⁸³ Excluding middle deemed secondary

Table 12.7: Secondary headteachers⁸⁴: members of teaching staff present in exam room only in specific circumstances during external examinations and national key stage tests (but not routinely present or invigilating)

	Members of the leadership team (%)	Other teachers (%)	Total indicating teachers or leadership team (%)
Present only if called in by the invigilators to deal with specific problem,	63	24	55
Present only during the exam in special cases (e.g. practical science exam)	8	47	44
Present only at the start and/or the end of a exam	52	46	55
	Weighted	688	
	Unweighted	688	

Based on secondary headteachers
Source: Secondary headteachers survey

Turning now specifically to **middle deemed secondary schools**, 94 per cent of headteachers in these schools reported that either members of the leadership team or other teachers were present throughout in the exam room during external examinations and national key stage tests to invigilate or provide support. Only 6 per cent reported any use of external invigilators. In this respect and most others, their invigilation arrangements were far more akin to those in place in primary than in secondary schools. Table 12.8 displays the detailed findings.

Table 12.8: Middle deemed secondary headteachers: Who is present in room during external examinations and national key stage tests?

	Temporary staff recruited as invigilators (%)	Members of the school's support staff (%)	Members of the leadership team (%)	Other teachers (%)	Total indicating teachers or leadership team (%)
Present throughout the exam to invigilate	6	66	67	85	92
Present throughout the exam, e.g. to provide back up support to invigilators	2	34	34	41	46
Total present throughout (invigilating or providing additional support)	6	71	69	91	94
	Weighted		55		
	Unweighted		55		

Based on middle deemed secondary headteachers
Source: Secondary headteachers survey

Secondary and middle deemed secondary teachers were asked in what circumstances they were present in the exam room during external examinations and national key stage tests. Their responses are shown in Table 12.9.

⁸⁴ Excluding middle deemed secondary

Table 12.9 Secondary teachers: In what circumstances present in exam room during external examinations or national key stage tests?

	Secondary (%)	Middle deemed secondary (%)
I am present throughout the exam to invigilate	16	62
I am present throughout the exam e.g. to provide back up support to invigilators	18	25
Total present throughout either to invigilate or to support invigilators	27	68
I am present only at the start and/or the end of an exam	45	4
I am present if called in by the invigilators to deal with a specific problem	19	9
I am present throughout the exam in special cases (e.g. practical exams)	13	4
I am never present at external examinations	30	17
My pupils never takes external exams	2	19
Not stated	2	2
	Weighted	57
	Unweighted	57

Based on all secondary teachers
Source: Secondary teachers survey

Of the **secondary teachers**, over a quarter (27 per cent) indicated that they were present throughout the exam, either to invigilate, or to provide support to invigilators. This is very similar to the percentage of heads who said that teachers other than the leadership team invigilated or were present throughout (25 per cent).

The following groups of teachers were all more likely to say that they were ever present: those who worked in mixed schools; in London; who entered teaching longer ago; who joined the school longer ago; full-timers; and those paid on the leadership scale. Additional analysis also revealed further variation amongst certain teacher groups regarding the circumstances in which they were present:

- *Teachers in small schools* – they were more likely to invigilate (32 per cent falling to 14 per cent large schools).
- *Those with responsibility* – teachers who had a specific responsibility but no TLR were more likely to invigilate (23 per cent versus 14 per cent paid on the leadership scale, 14 per cent TLR and 16 per cent no whole school responsibilities). Those paid on the leadership scale were more likely to provide back up support, be present in special cases, for specific problems or only at the start and/or the end of the exam.
- *Teachers who entered teaching more recently* – they were more likely to invigilate (21 per cent 2006-08 decreasing to 11 per cent 1993 or before); those who had been teaching/in their school longer, however, were more likely to be called in for specific problems or be present only at the start and/or end of the exam.
- *Full-time staff* – they were more likely to invigilate (16 versus nine per cent part-time), be called in for specific problems or be present only at the start and/or end of the exam.

Reflecting the findings observed amongst secondary teachers, seven in ten (72 per cent) **middle deemed secondary** reported that were ever present in the exam room. However, they were much *more* likely than secondary teachers to invigilate (62 versus 16 per cent secondary only) and slightly more likely to provide back up support, but *less* likely to be

present in special cases, for specific problems or only at the start and/or the end of the exam. In total, 68 per cent of the middle deemed secondary teachers indicated that they were present throughout exams either to invigilate or to provide back-up. This appears lower than the 93 per cent of primary teachers who were present throughout; however, only those primary teachers who taught Year 6 classes were asked this question, whereas, all the middle deemed secondary teachers were asked whether they invigilated or were present. Since many of them may not teach Year 6 classes, the proportion who said they invigilated or were present is very high.

The **case study secondary schools** included some where teachers or leadership team invigilated, others where they were present throughout the exam, and some where invigilation was entirely done by temporary staff recruited as invigilators. All used some temporary staff recruited for the purpose, and most used members of the school's support staff. In both **case study middle schools**, teachers invigilated.

External invigilators

All the case study secondary schools recruited temporary external invigilators.

Secondary K (a London school) used a number of different people to invigilate exams, including external invigilators. The headteacher explained:

Now all our exams are invigilated by external people who come in specifically to do that. The only role that the staff have is at the beginning and the end of exams or if staff want to be there.

The exams officer explained that teachers tended to be present at bigger exams, 'because the boys get more rowdy, and they tend to be more orderly if it's someone that they know.' However, on the whole she was very positive about the external invigilators; having them made the organisation of the whole process 'so much easier and slicker' because the invigilators had no commitments other than to invigilate. She recruits a team of 20 invigilators who came from varied backgrounds:

... from admin, perhaps senior business, managerial roles, some of them are ex teachers, some of them are just mums. It really depends on the interview, what skills they show, initiative, being able to lead a team, how many hours they can do, because obviously if you're going to be a senior then you can show a bit more commitment to being here, early and for long periods of time.

Similarly, the exams officer at Secondary J, an inner-city school, recruited and trained external invigilators each year. Recruitment was through a newspaper advertisement. Group interviews were held; the exams officer said, 'We couldn't do one-to-one interviews as there were too many candidates.' Those who were appointed attended a half day's training session, which included the National Assessment Agency video, a presentation by the exams officer, and questions and answers. To date the school had not been successful in retaining the same invigilators from one year to another. As in Secondary K, the invigilators had difficulty in being sufficiently assertive; the exams officer said:

They have difficulties because the candidates don't actually see them as staff and so it's a bit more difficult for them. They've got to be more sort of assertive. We had to keep on saying, 'You are the adults in here. You are responsible for them to follow the rules and you need to come across that way.' ... They can follow instructions, and run the actual exam, but it's managing the students' behaviour that becomes an issue.

Secondary N, another inner-urban school, also reported that the external invigilators were unable to be sufficiently assertive.

In contrast, in Secondary M, which was in a more affluent area than either J or K, the headteacher said he had found the switch to external invigilators far easier than he had anticipated. The school had a team of external invigilators most of whom had returned each year; only a small number of new invigilators had to be recruited.

Similarly, in Secondary L (set in an affluent rural area), which relied entirely on external invigilators, the assistant head explained that the invigilators were:

... a team of people who were associated with the school in some way or other or known to the school ... retired members of staff and so on, and I think we advertised a little bit, but basically we used people we knew, or wives of staff or whatever, known people.

It was clear that those schools in more affluent areas found it much easier to recruit and retain invigilators who were able to do the job satisfactorily.

12.3.2 Rationale for arrangements

Why teachers were present

Secondary headteachers who indicated that either members of the leadership team or other teachers were present throughout exams to invigilate or provide support were asked to write in the reasons for their involvement. The reason most commonly mentioned by headteachers was that teachers were present to manage pupils' behaviour (27 per cent said this), followed closely by 'to encourage/support pupils' (26 per cent). The figures for reasons mentioned by at least ten per cent of respondents are shown in Table 12.10.

In schools with a high proportion of pupils eligible for free school meals headteachers were more likely to report that teachers were present to manage pupils' behaviour (49 per cent decreasing to 17 per cent low).

Table 12.10: Secondary headteachers: Reasons why teachers or members of leadership team are present throughout to invigilate or support invigilators

	Secondary (%)	Middle deemed secondary (%)
To manage pupils' behaviour	33	-
To encourage/support pupils	21	47
To check procedures/instructions are correct	18	8
Choice/want to invigilate	10	42
To support invigilators/do not trust the ability of non-teaching staff	13	2
	Weighted	247
	Unweighted	243
		52
		52

Based on secondary headteachers who said members of the leadership team or other teachers were present throughout exams to invigilate or provide support

Source: Secondary headteachers survey

In the **case study secondary schools** where teachers were present in exams, headteachers' explanations showed that these factors listed above all inter-related. Just one explained teachers' presence entirely as matter of teacher preference; the head of Secondary K said:

Many staff do want to be there, because they want to be there with their kids, they've taught them for two years or whatever, for that specific exam, and they want to be there with them.

But in most cases, there was a combination of concern about behaviour and the ability of external invigilators to cope, and a strong desire to create an appropriate atmosphere in which pupils would do as well as they could. The assistant head of Secondary S, a secondary modern school, told us that leadership team members were present throughout each exam, in addition to the school's cover supervisors:

Usually two people from the leadership team will do an exam, to set the climate, calm the kids down, make them feel comfortable with that situation rather than just barking at them, so they're relaxed to start their exams.

The head of Secondary N, an inner-city school in a disadvantaged area, explained that teachers had chosen to be present in order to ensure appropriate behaviour, because the external invigilators were not able to do this:

Our staff decided that it was important for somebody from the curriculum area to be present in the room because strangers don't have the reputations that will enable them to quell two hundred Year 11s for example. And so we always have the learning director [head of department] or their representative in the examination but they are not invigilating – they will have a little table and they will be getting on with their own personal work. But their presence serves to create the correct atmosphere in the examination room.

The bursar of that school (who had previously been deputy head) gave a slightly different account, emphasising the logistics of the exam process as well as behaviour:

In most cases the learning director will be in attendance at examinations. Not to invigilate but to ensure that the right kids get the right papers and they will deal with any questions about interpretation. Or supposing the board have delivered the wrong paper, you know, the head of department would know that, the invigilators wouldn't. They also help a little bit with discipline.

This school did not have an exams officer among its support staff.

The head of Secondary J, another inner-urban school, explained that they had moved entirely to using temporary invigilators, but that she was now planning to require staff to be present, at least at the start of exams:

... because we are exposing our precious charges to people whose skill level can't necessarily be of the order we want ... They like to be going around gathering bits of paper and things. They haven't got the presence to stand there and look at students, and students need somebody to stand and look at them.

Headteachers in **middle deemed secondary schools** were *more* likely than their counterparts in secondary schools to say that members of the leadership team or other teachers were present throughout to encourage/support pupils (47 and 21 per cent respectively) or because they wanted to invigilate (42 and 10 per cent respectively). However, they were *less* likely than secondary headteachers to say their presence was to manage pupils' behaviour (no respondents versus 33 per cent secondary only) or to support invigilators (two versus 13 per cent secondary only).

In both **case study middle schools**, the headteachers explained that teachers were offered a choice. The head of Middle School H explained:

What I do each time, I write to the staff and say you know under the workforce agreement you do not have to invigilate these examinations. If however you wish to be with your class no one will have to do any extra cover because of it. You know I would be grateful if you would say whether you were willing to be with your class or not.

He added, 'There's no pressure. ... If one of them was ill, which they have been, then a cover supervisor has actually run the exams.' He told us that the teachers have always said they want to be there:

Every single one of them want to be with their class when they're doing the tests, because they want the children to feel as normal as possible, without feeling terrible nerves. ... So again it's a staff decision that they don't want to do that.

This head had come from a secondary background, and he argued that while it was appropriate for support staff to invigilate older pupils in a hall, it was very different for eleven-year-olds who would be taking the test in their classrooms. He said, 'I think that's a fault in the whole bill, that that hasn't been thought through about the effect on young children.'

Similarly, the head of Middle School I said:

Our staff take the view and it's not my view necessarily, well it is my view but it's not a management view, they take the view that they would rather do the SATs rather than having strangers in, and so they just do that.

He also argued that it would be absurd to recruit external invigilators, with all that is involved in getting CRB checks, to work in the school for just ten hours a year.

Barriers that limit the use of support or temporary staff recruited as invigilators

Headteachers were asked to indicate from a list provided the barriers (if any) that limited the use of support or temporary staff recruited as invigilators. The findings are shown in Table 12.11.

Table 12.11: Secondary headteachers: What barriers limit the use of support or temporary staff recruited as invigilators?

	Secondary (%)	Middle deemed secondary (%)
Exams are calmer when teachers/leadership team present	39	67
Pupil behaviour is worse when temporary staff recruited as invigilators	29	33
Financial cost	25	42
Unable to recruit invigilators of desired quality	16	15
Unable to recruit necessary numbers of invigilators	13	15
Teachers prefer to invigilate themselves	8	77
We prefer to use support staff to undertake work other than invigilation	9	18
None	33	-
Not stated	8	16
	Weighted	55
	Unweighted	55

Based on all secondary headteachers
Source: Secondary headteachers survey

The most commonly mentioned barrier – cited by two-fifths (39 per cent) of **secondary headteachers** – was that exams were calmer when teachers/leadership team were present. Similarly, three in ten (29 per cent) stated that pupil behaviour was worse when temporary staff were recruited as invigilators. One quarter (25 per cent) cited financial reasons as a barrier.

In schools with a high proportion of pupils eligible for free school meals headteachers were more likely to say that exams were calmer when teachers/leadership team were present (59 per cent decreasing to 26 per cent low) and pupil behaviour was worse when temporary staff were recruited as invigilators (44 per cent falling to 24 per cent low).

Headteachers working in small schools were also more likely to report at least one barrier (70 per cent falling to 58 per cent large schools). Specifically, they were more likely to say that teachers preferred to invigilate themselves (23 per cent decreasing to seven per cent large schools) or they preferred to use support staff for other purposes (14 per cent falling to seven per cent large schools). However, they were less likely to report that they were unable to recruit the necessary number of invigilators (two per cent increasing to 14 per cent large schools) or that financial cost was a consideration (16 per cent rising to 27 per cent large schools).

The headteachers in those **case study secondary schools** that used teachers to invigilate expressed concerns about the skill level of the temporary invigilators they were able to recruit. This was the case in both Secondary N and Secondary J (see above).

Headteachers in middle deemed secondary schools were more likely to report at least one barrier (84 versus 60 per cent secondary only). Specifically, they were more likely than their counterparts in secondary schools to say that teachers preferred to invigilate themselves, exams were calmer when teachers were present, they preferred to use support staff for other purposes and that financial cost was a consideration.

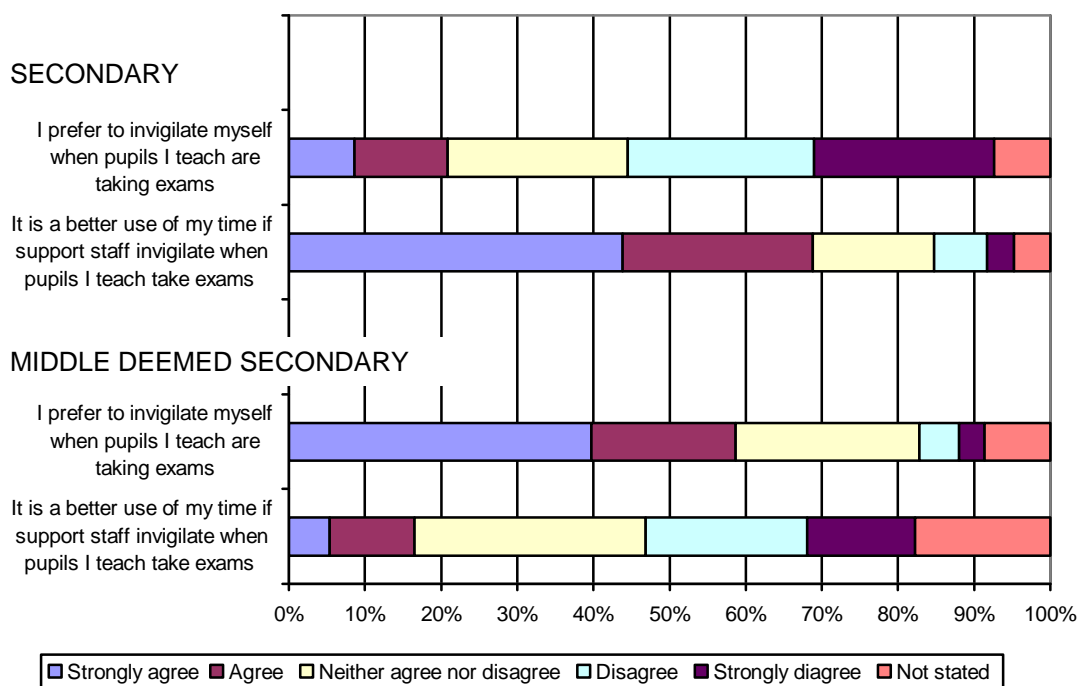
As we have shown above, the heads of the case study middle schools both explained that teachers liked to invigilate themselves, but also argued that the use of external invigilators would be inappropriate with primary aged children: *'You've got eleven-year-olds, they're still primary children really.'*

Teachers' attitudes to invigilation

Secondary teachers were presented with two statements about their attitudes towards invigilation and asked the extent to which they agreed with each one. Around one quarter (21 per cent) said they preferred to invigilate themselves when pupils they teach were taking exams. Teachers more likely to prefer invigilating in person included those: in small schools; who entered teaching recently; paid on the leadership scale; females; those in schools where a high proportion of pupils were eligible for free schools meals.

The converse statement – 'It is a better use of my time if support staff invigilate when pupils I teach take exams' – was endorsed by seven in ten (69 per cent) teachers, which included 44 per cent who agreed strongly. (See Figure 12.1)

Figure 12.1: Secondary teachers' invigilation preferences



Weighted: secondary 1468, middle 58.
Based on all secondary teachers
Source: Secondary teachers survey

Findings observed amongst **middle deemed secondary teachers** were inverted: three-fifths (59 per cent) said that they preferred invigilating themselves (compared with 21 per cent of secondary teachers), whilst only 17 per cent believed that it was better if support staff invigilated when pupils they taught took exams (compared with 69 per cent of secondary teachers).

Some of the **case study secondary teachers** explained either that it was their choice to invigilate, or that they could opt out if they preferred not to invigilate. Several of them made the point that they only invigilated exams in their own subject. A head of department in Secondary K told us that he would expect to invigilate in all the mathematics exams, SATs, GCSEs and mocks, but he would not expect to do so in other subjects. His reason was:

I want to make sure that the maths exam is run smoothly, that there's no problems with the pupils, they know what they're doing, they've got the maximum time, that the staff are not stressed out because it runs smoothly. If there are problems in the mock I'd be there to monitor and make sure it doesn't happen again – it's definitely my choice to be there.

He explained that this was not an issue of pupil behaviour, but, *'It's making sure that the mechanics of the exams run smoothly.'*

Another teacher in the same school said:

We just naturally, automatically get invigilation for our subjects. ... I think if I didn't, I think it would be strange personally, but I'm sure if I didn't want to [invigilate], I could just talk to [SMT] and we'd come to some sort of arrangement.

She argued that this was *'a good use of time, just because you'll get pupils who will just – they've got 30 minutes left, and just won't attempt more questions, so you can just see them on.'*

Some teachers said explicitly that they had chosen to invigilate; for example, a head of department in Secondary S said that while he would not normally be expected to invigilate, the teachers in the department had decided to invigilate the Year 11 mocks:

We as a department decided whether we'd be willing to invigilate, so it was our own choice to give them a feeling of being in an exam which I kind of agreed with. So – but not for official exams, no.

Some other teachers were expected to be present in exams; in Secondary N, for example, heads of department were present to support invigilators. A head of department interviewed said:

We don't do exam invigilation, but as head of area I'm expected to be there during an exam to answer any problems the invigilators can't answer. I'm not invigilating I can sit down and get on with other work. ...

The teachers in this school had clearly not volunteered or wanted to do this, but did not feel strongly about it; one teacher commented:

It is only an hour and we're not quite sure why we do it and not somebody else. It's just one of those things, isn't it? On the scale of things to fight over, it is not one of the things that matter at the moment to me personally.

However, while accepting this role, she concluded that it was not a 'good use' of her time.

Only one case study secondary teacher reported that she had actually protested about invigilation. In Secondary S, where, as explained above, teachers in one department had chosen to invigilate mock exams, the head of a different department told us that she had invigilated mock exams this year, but said, 'I did point out that we are not supposed to invigilate mock exams either, and that we won't be having this conversation the same time this year. Hopefully they will have sorted that out.'

In the secondary schools where teachers did *not* invigilate, all those interviewed said this had been a positive move:

Brilliant it's really good [not invigilating]. It's made such a difference because before, you would have to stand in an exam for an hour. You could do it three or four times in a season and that is quite a lot of time, but this year I haven't done it at all. (Secondary J)

While this teacher talked about the amount of time that had previously been spent invigilating, most teachers simply said that they found it boring:

We've had the invigilation taken from us which I think has been quite a good thing. ... It's a waste of time that isn't it, because you can't really do anything apart from walk up and down and read the desks where they've inscribed about certain members of staff, and things like that. (Secondary L)

... not the most riveting thing. (Secondary J)

The **case study middle school teachers** were quite clear that they invigilated because they wanted to; those in Middle School I said ‘*we want to be there*’, and it’s ‘*the best way to do it*’, while those in a group interview in Middle School H said:

We had the choice, and we prefer to do that ourselves. ... because I think we think it would benefit the children ... Security, their sort of sense of well being when they do the tests. Yes, it makes it much easier, and it’s really being fair to them.

12.3.3 Monitoring of arrangements

Around seven in ten (72 per cent) **secondary headteachers** said that they monitored the impact of their current arrangements for invigilation; this included 35 per cent who said ‘yes, formally’ and 37 per cent who said ‘yes, informally’. One sixth (17 per cent) stated that they were not monitoring the impact and the remaining 11 per cent said ‘not applicable’ (five per cent) or did not provide a response (six per cent).

The equivalent figures reported by **middle deemed secondary headteachers** were: three in ten (28 per cent) who said they monitored the impact (which included 19 per cent who said ‘yes, formally’ and nine per cent ‘yes, informally’); two-fifths (42 per cent) not monitoring; one quarter (25 per cent) ‘not applicable’; five per cent did not provide a response. These findings were similar to those observed in primary schools.

Teachers in two of the **case study secondary schools** talked about some monitoring of their use of gained time. One said that her head of department ‘*monitors everything*’. Teachers in Secondary N explained that they had to specify how they were going to use the time, and what they would achieve; they talked about this being ‘*something that has actually been monitored*’.

12.3.4 Impact of arrangements

All **secondary headteachers** were asked how often teachers used the gained time freed up (as a result of not invigilating) for a number of other activities (Table 12.12).

Table 12.12: Secondary headteachers: How often teachers use gained time freed up (as a result of not invigilating) for other activities

	Regularly (%)	Sometimes (%)	Occasionally (%)	Never (%)	Not applicable/ stated (%)
Developing/revising curriculum materials, schemes of work, lesson plans and policies	62	28	6	-	4
Working on leadership and management role or other responsibilities	40	43	12	1	5
Professional development activities	36	42	16	1	6
Working with colleagues in planned team teaching activities	35	37	20	3	5
Undertaking planned activities with pupils transferring between year groups or from primary schools	18	43	27	7	5
Organising special activities such as visits, book weeks, etc	12	39	35	8	6
Working with individual pupils or small groups of pupils	11	35	36	12	5
Teaching classes because the timetable is revised in this period	5	20	25	9	13
			Weighted Unweighted	688 688	

Based on secondary headteachers
Source: Secondary headteachers survey

Headteachers were most likely to say that teachers regularly used their gained time for developing/revising curriculum materials, schemes of work, lesson plans and policies (62 per cent). Two-fifths (40 per cent) said that teachers' gained time was regularly used for working on their leadership and management role or other responsibilities; 36 per cent for professional development activities, and 35 per cent for team teaching with colleagues.

Headteachers based in small schools were slightly less likely than those working in larger schools to report that teachers ever used their gained time for each of the activities.

Headteachers in middle deemed secondary schools were much less likely than colleagues in secondary schools to say that teachers ever used their gained time for each of the activities asked about; however, this finding was affected by a sizeable majority of middle deemed secondary headteachers who, in line with their primary counterparts, reported that all the various activities were not applicable to their school. The relevant findings are shown in Table 12.13.

Table 12.13: Middle deemed secondary headteachers: How often teachers use gained time freed up (as a result of not invigilating) for other activities

	Regularly (%)	Sometimes (%)	Occasionally (%)	Never (%)	Not applicable/stated (%)
Developing/revising curriculum materials, schemes of work, lesson plans and policies	3	16	9	13	59
Working with colleagues in planned team teaching activities	3	11	8	15	62
Teaching classes because the timetable is revised in this period	6	5	3	27	59
Working on leadership and management role or other responsibilities	4	7	14	15	61
Professional development activities	2	5	28	5	61
Undertaking planned activities with pupils transferring between year groups or from primary schools	2	4	13	21	61
Working with individual pupils or small groups of pupils	2	-	13	18	68
Organising special activities such as visits, book weeks, etc	-	4	15	19	62
			Weighted	55	
			Unweighted	55	

Based on secondary deemed middle headteachers
Source: Secondary headteachers survey

Three-quarters (74 per cent) of **secondary headteachers** reported that guidance was provided in their school on how subject teachers should use the time freed up by not invigilating; this included 18 per cent who said that the guidance was specific and 56 per cent that it was general. Additional analysis revealed that there was a link apparent between the provision of this guidance and the regularity with which teachers spent their gained time on the various activities. If headteachers indicated that such guidance was provided, they were more likely to say that teachers regularly spent gained time on each of the activities except for working with individual/small groups of pupils or teaching classes.

Further, two-thirds (67 per cent) of headteachers indicated that they were completely or mainly satisfied that time gained by teachers as a result of not invigilating was being used productively; around one fifth (22 per cent) said that they were a little satisfied. The more satisfied headteachers were that the gained time was being used productively by teachers,

the more likely they were to state that teachers were regularly using this time for each of the activities.

Headteachers working in schools where specific guidance on how gained time should be used were more likely to be completely or mainly satisfied that this time was being used productively.

Middle deemed secondary headteachers were much less likely than their secondary colleagues to report that guidance was provided in their school (only ten per cent said 'yes, general' and none said 'yes, specific'). They were also much less likely to be completely or mainly satisfied that that time gained by teachers was being used productively (19 per cent). Again, sizeable numbers of middle deemed secondary headteachers stated that guidance and satisfaction in relation to invigilation were 'not applicable' in their schools.

Secondary teachers were also asked how often they used the gained time freed up (as a result of not invigilating) for the same range of activities and the findings are shown in Table 12.14.

Table 12.14: Secondary teachers: How often use gained time freed up (as a result of not invigilating) for other activities

	Normally (%)	Sometimes (%)	Occasionally (%)	Never (%)	Not applicable/stat ed (%)
Developing/revising curriculum materials, schemes of work, lesson plans and policies	40	29	18	4	9
Working on leadership and management role or other responsibilities	22	21	17	14	26
Working with colleagues in planned team teaching activities	10	26	29	24	11
Professional development activities	8	29	35	18	10
Organising special activities such as visits, Book weeks, etc	7	21	36	24	12
Teaching classes because the timetable is revised in this period	7	15	21	40	17
Undertaking planned activities with pupils transferring between year groups or from primary schools	6	15	27	35	17
Working with individual pupils or small groups of pupils	5	19	29	36	11
			1468		
			1468		

Based on secondary teachers.
Source: Secondary teachers survey

Although lower proportions of **secondary teachers** generally reported spending their gained time on each of the activities when compared with the figures provided by headteachers, they nonetheless supported the view expressed by headteachers that they were most likely normally to use their gained time for developing/revising curriculum materials, schemes of work, lesson plans and policies (40 per cent), followed by working on their leadership and management role or other responsibilities (22 per cent).

Looking at the different sub-groups, teachers based in small schools were less likely to say that they normally spent their gained time on developing/revising curriculum materials, working with colleagues, professional development activities, their leadership/management role or teaching classes. As might be expected, teachers on the leadership scale were less likely to say they normally used their gained time for developing/revising curriculum

materials, but more likely to spend it on professional development activities or their leadership/management role.

Reflecting the findings observed amongst headteachers in middle deemed secondary schools, **middle deemed secondary school teachers** were much less likely than colleagues in secondary schools to say that they ever used their gained time for each of the activities asked about; however, this finding was affected by a sizeable majority (around two-thirds) of middle deemed secondary teachers who, in line with their primary counterparts, reported that all the various activities were not applicable to their school.

In the **case study secondary schools**, gained time was spent on developing schemes of work and curriculum materials and planning for the year ahead. A head of department in Secondary J explained:

At this time of year there is added pressure for September and so you always want to get prepared for September now and so that is what I do. And that is what most people do. ... It's a lot of preparation for next year and so that time is quite crucial really, that exam invigilation time.

Another teacher in the same school explained that the need to prepare for the year ahead had been exacerbated by changing the curriculum: *'We are changing schemes of work and changing qualifications, like we are going on to BTEC and so we have to do all the reading up around BTEC, and planning and delivering ... and Year 7 changes as well so it's very hectic.'*

In some schools it appeared that the precise use of gained time was very much a matter for departments to decide: in Secondary M, one teacher explained, *'During the summer within the science department we continue to work on schemes of work.'* But colleagues in other departments said that they did *'marking and the usual keeping things tidy.'* There was a sense among some of the teachers interviewed that gained time was a welcome chance to slow down and catch up with whatever needed doing. One group of teachers said they worked on *'planning and preparation and administration'* and whatever was *'pressing at that particular time'*. Teachers in another focus group said that their gained time was used *'jumping around that we've got a bit of time breathing if I'm really honest!'*, and *'reaping the rewards of having time.'*

In Secondary N, the head explained that after consultation with the learning directors (heads of department), she directed what should be done in gained time:

I ask the learning directors to inform me what they would like me to instruct their areas to do during the gained time. And so for example the learning director for English might say to me, 'I would like my teams to work on schemes of work for Key Stage 3.' And so I'll say, 'That's fine,' and then I will say, 'Right, in the English areas your gained time should be spent on schemes of work for Key Stage 3.' ... I would only get directly involved if the learning director alerted me that somebody was causing a problem and not doing that as they should and I've never had that happen.

However, teachers in that school did not refer to such specific direction.

Secondary N moved onto the next year's timetable in June. That meant that the teachers timetabled to teach Year 7 had gained time, rather than those timetabled to teach Year 11. The head felt that that resulted in a more even distribution of gained time across the teaching staff.

12.4 Special schools

Key points

- Half of the special schools responding to the survey reported that their pupils took national tests or external examinations. Of these, three-quarters reported that teachers and/or leadership team members were present throughout to invigilate or to support invigilators.
- The main reasons for teachers being present were to support pupils with special needs and to encourage and support all pupils.

12.4.1 Invigilation arrangements

One half (52 per cent) of **special school headteachers** reported that pupils in their schools took Key Stage 2 or 3 tests or other external examinations. Of these, three-quarters (74 per cent) said that either Year 6 teachers or other teachers/leadership team were present throughout such tests to invigilate or provide additional support. However, a much lower proportion – 13 per cent – stated that *only* Year 6 teachers or other teachers/leadership team were present throughout tests to invigilate or provide support.

Table 12.15 shows the findings for invigilation arrangements in full.

Table 12.15: Special school headteachers: Who is present in room during National Key Stage 2 or 3 tests or other external examinations?

	Temporary staff recruited as invigilators (%)	Members of school support staff (%)	Parents or other volunteers (%)	Year 6 teacher(s) (%)	Other teachers or leadership team (%)	Total indicating teachers or leadership team (%)
Present throughout the test to invigilate	4	69	6	20	60	70
Present throughout the test to provide additional support	3	74	11	22	41	49
Total present throughout (invigilating or providing additional support)	4	81	12	24	65	74
				80		
				80		

Based on special school headteachers whose pupils took National Key Stage 2 or 3 tests or other external examinations
Source: Primary/special headteachers survey

The overall findings were fairly similar to the comparable ones observed for primary schools. In three-quarters (75 per cent) of the special schools where pupils took exams, teachers or leadership team members were present in the room throughout. The use of temporary staff and parents/other volunteers for invigilation or related purposes in special schools was very infrequent, as was also found to be the case in primary schools. However, special school headteachers reported making more use of support staff to invigilate throughout or if there was a specific problem than primary headteachers. In comparison with their counterparts in primary schools, they were less likely to say that Year 6 teachers invigilated throughout or provided support; the reference to Year 6 teachers was included on the questionnaire

because the same questionnaire was used for primary and special schools. However, many special school headteachers were likely to be answering about GCSEs and not just National Key Stage 2 tests, and so the special school teachers who might have been invigilating were not restricted to Year 6.

Headteachers were also asked about people who were present only if called upon to deal with a specific problem, and those who were present only at the start and end of the test. Of the 20 heads who had indicated that no teachers or leadership team members were present throughout, half said that they were present if called on, and the same number said they were present at the start and end of the test.

Only one of the **case study special schools** had pupils that took national tests or external exams. Pupils in Special School Q, (EBD), took Key Stage 2 and 3 tests and GCSE exams. The head indicated on the questionnaire that leadership team members, teachers and support staff were all involved in invigilation.

Special school class teachers who taught classes that took national key stage tests, GCSEs or other external examinations were also asked who was present throughout when pupils they taught took tests or examinations. Their responses are shown in Table 12.16.

Table 12.16: Special school class teachers: Who is present throughout when pupils taught take external tests or examinations?

	All (%)
Regular support staff	79
Myself, as class teacher	59
Other teachers/school leaders	55
Parents, governors or volunteers	6
External invigilators	5
Not stated	8
	Weighted
	64
	Unweighted
	61

Based on special school class teachers who taught Year 6 or another class that took National Key Stage 3 tests, GCSEs or other external examinations
Source: Primary/special school class teachers survey

Reflecting the findings reported by headteachers, class teachers said that support staff were most frequently used for invigilation purposes, followed by themselves or other teachers, whilst use of parents, governors or volunteers and external invigilators was limited. These findings were generally similar to those observed in primary schools, although the equivalent figure for class teachers was notably lower.

As seen in primary schools, the majority (68 per cent) of class teachers reported that the invigilation arrangements in operation in their school involved using a combination of class teachers or other teachers/school leaders and one or more of the other groups (support staff, parents/governors/volunteers and external invigilators). Only one in nine (11 per cent) said that teachers *alone* were used for invigilation purposes, the same proportion that said that *only* invigilators or support staff were used (11 per cent in both cases).

A prevalence measure for **floating teachers**' involvement in invigilation was also obtained. This respondent group was asked whether they were involved in invigilating National Key Stage 2 tests or other external examinations such as the 11+ or GCSEs. Around one fifth (8 out of 43 respondents) indicated that they were occasionally, although none said that they normally were and three-quarters (33 out of 43 respondents) stated that they were not involved at all.

12.4.2 Rationale for arrangements

Special school headteachers who indicated that Year 6 teachers or other teachers/leadership team were present throughout National Key Stage 2 tests or other external exams to invigilate or provide additional support were asked to explain the reasons for their involvement. The figures for reasons mentioned by at least five per cent of respondents are shown in Table 12.17.

Table 12.17: Special school headteachers: Reasons why teachers or members of leadership team are present throughout to invigilate or support invigilators

	All (%)
To support children with special needs	45
To encourage/support pupils	37
Choice/they want to invigilate	11
To check procedures/instructions are correct	5
A small school/do not have the staff	6
Do not have the budget to employ invigilators	5
	Weighted 59
	Unweighted 58

Based on special school headteachers who said Year 6 teachers or other teachers/leadership team were present throughout National Key Stage 2 tests or other external exams to invigilate or provide additional support
Source: Primary/special school headteachers survey

The reason most commonly mentioned by headteachers was that teachers were present because they wanted to support children with special needs: 45 per cent said this, a comparatively higher figure than the one reported by primary headteachers.

The head of Special School Q explained why teachers invigilate:

And supervision, things like exam supervision, we need to be there. We can't just say we're going to hire somebody to come in and invigilate exams. It won't work because there needs to be some element of control. When we first started doing SATS in EBD schools we got half the papers ripped up and thrown across the room and tables turned over because the kids just couldn't cope with it and that's with staff that they knew. Over the years we've practised that type of testing and we've managed to coax them through it, but they do find it extremely challenging.

The teachers in Special School Q were quite clear that teachers needed to invigilate:

We could not do exams with support staff. Our boys need the comfort and security of knowing that in the examination there will be people who know them. We know they get a little bit twitchy but we know them so we can deal with it, if you put a stranger there, they wouldn't last five minutes and the boys wouldn't last five minutes.

They explained that invigilation involved a lot of staff: *'We could have one class here of eight boys and there will be four members of staff invigilating those eight boys.'*

But they said that their pupils did not take many exams; *'it's not as if it's a horrendous hardship to go down and cover it and I think we'd all prefer to cover it anyway.'* They wanted to be there because they wanted the boys to stay in the room and finish the exam:

To keep them in a room for three hours, an hour and a half and then another hour and a half, it's a huge challenge for our boys. ... But when they've worked all the time through the year you actually want them to succeed so you want to be there just as reassurance, rather than anything else.

Special school class teachers who taught Year 6 or another class that took National Key Stage 3 tests, GCSEs or other external examinations were asked to explain who made the decisions about invigilation and what factors were taken into account. Around one quarter (27 per cent) said that decisions were taken by senior management/leadership and one sixth said it was the headteacher or they themselves (16 per cent in both cases). The most commonly mentioned factor taken into account was the level of support required (cited by 11 per cent). The findings are displayed in Table 12.18.

Table 12.18: Special school class teachers: Who makes decisions about invigilation, and factors taken into account

	All (%)
Senior management/leadership	27
Headteacher	16
Respondent (teacher)	16
Deputy headteacher	14
Level of support required (e.g. readers/scribes)	11
Year 6 teachers	3
SENCO	1
	Weighted
	Unweighted
	64
	61

Based on special school class teachers who taught Year 6 or another class that took National Key Stage 3 tests, GCSEs or other external examinations
Source: Primary/special school class teachers survey

In comparison with the findings observed in primary schools, the main difference was that senior management/leadership were more likely, and headteachers less likely, to make the decisions about invigilation in special schools, according to class teachers. Further, whereas ten per cent of primary class teachers reported that the SENCOs made the decision, the equivalent figure provided by special school class teachers was only one per cent.

12.4.3 Monitoring of arrangements

Close to one half (47 per cent) of **special school headteachers who** reported that pupils in their schools took Key Stage 2 or 3 tests or other external examinations said that they monitored the impact of their current arrangements for invigilation; this included ten per cent who said 'yes, formally' and 37 per cent who said 'yes, informally'. Three in ten (31 per cent) stated that they were not monitoring the impact and the remaining 21 per cent said 'not applicable' (nine per cent) or did not provide a response (12 per cent). These figures were fairly similar to those observed in primary schools. There were no significant differences apparent.

12.4.4 Impact of arrangements

Special school headteachers who said that pupils in their schools took Key Stage 2 or 3 tests or other external examinations were asked how often teachers used the gained time freed up (as a result of not invigilating) for a number of other activities. A large proportion of respondents (around two-thirds) said 'not applicable' or did not provide a response. Findings have therefore been rebased on those who provided a response (other than 'not applicable') and Table 12.19 displays the results.

Table 12.19: Special school headteachers: How often teachers use gained time freed up (as a result of not invigilating) for other activities

	Regularly (%)	Sometimes (%)	Occasionally (%)	Never (%)
Developing/revising curriculum materials, schemes of work, lesson plans and policies	31	53	14	3
Working with colleagues in appropriate, planned team teaching activities	11	49	26	14
Working with individual pupils or small groups of pupils	18	33	35	13
Professional development activities	18	47	32	3
Working on leadership and management role or other responsibilities	17	42	28	11
	Weighted		36	
	Unweighted		36	

Based on special headteachers who provided a response (other than 'not applicable')
Source: Primary/special school headteachers survey

Headteachers were most likely to say that teachers regularly worked on developing/revising curriculum materials, schemes of work, lesson plans and policies and least likely to say they worked with colleagues in appropriate, planned team teaching activities.

13 Impact of remodelling

Summary

This chapter outlines how schools monitored the various aspects of remodelling discussed in this report, and then focuses on the impact that the remodelling arrangements in place were perceived to have had on standards, workload, stress, sickness absence, and job satisfaction.

Most interviewees found it hard to talk about the impact of remodelling as a whole, and generally focused their comments on specific aspects. However, those headteachers who did refer to remodelling as a whole had different views; a few argued that teachers now had more time to focus on teaching and learning and therefore this must have impacted on standards, while a similar number said that while teachers now had more time to focus, they saw no evidence of an impact on standards. One argued that schools also needed to make a concerted effort to drive standards up, and that remodelling had facilitated this, but was not enough on its own.

Monitoring

Headteachers across all sectors were most likely to monitor their arrangements for PPA time and absence cover, and less likely to monitor LMT or invigilation. In monitoring, a wide range of information was frequently used; feedback from teachers was most frequently identified, followed by formal and informal observation and feedback from support staff. Less use was made of pupil attainment data, inspection of lesson plans and feedback from parents or pupils.

Impact

An overall rating of headteachers' perceptions of the impact on standards of the arrangements for remodelling in place in their schools was created. A third of primary and special school headteachers reported that their school remodelling arrangements overall had had a strong positive impact on standards but only one tenth of secondary headteachers did so. And while less than a fifth of primary and special heads reported that their remodelling arrangements had had no impact on standards, two fifths of secondary heads said that this was the case. Those who reported a strong impact on standards were most likely also to report increased support staff skills and expertise, and short-term use of support staff to take whole classes (particularly for cover). However, use of support staff to take lessons on a regular basis (such as during teachers' PPA) was negatively associated with perceptions of impact on standards.

There was no relationship between the remodelling strategies that heads had reported and the actual change in attainment in each school between 2003 and 2007.

Over 40 per cent of teachers in all sectors reported that the remodelling process has enabled them to spend more time focusing on teaching and learning, but less than a third of primary and secondary teachers said that it had contributed to raising standards in their schools.

Primary and special school headteachers were more satisfied with the impact of their remodelling arrangements on pupil behaviour than their secondary counterparts.

The majority of headteachers across all three sectors reported that teachers' workload and teachers' stress levels had decreased as a result of remodelling, but that the workload and stress levels of teaching assistants, administrative staff, leadership team members and the headteacher had increased. Headteachers who said that their schools had undergone a substantial or radical change (i.e. those who said they had remodelled most extensively) were the most likely to say that the workload and stress levels of their teaching assistants and administrative staff had increased, and that the workload and stress levels of teachers had decreased.

Teachers themselves were much more mixed in their views about whether their work-life balance had improved as a result of remodelling. Among primary and special school class teachers, similar proportions agreed and disagreed with this statement, whereas secondary teachers were more likely to disagree (38 per cent) than agree. Similarly, when asked about the impact of remodelling on stress levels, among primary and special school class teachers, a similar proportion agreed and disagreed that they felt less stressed as a consequence of having PPA time, while just under half the secondary teachers (44 per cent) disagreed, and only 17 per cent agreed.

Support staff's views on changes to their own workload largely supported what was reported by headteachers. Across all three sectors, support staff generally agreed that they had more work to do in the same number of hours, and that they now spent more time working outside the hours they are paid. Their views on stress also tallied with headteachers' views. When asked whether changes to their jobs in the last five years had increased their stress levels, most support staff agreed.

Finally, headteachers were asked about the impact remodelling has had on sickness absence within the school. Across all three sectors, the vast majority of headteachers reported that sickness absence had neither increased nor decreased as a result of remodelling. However, where a change was reported, this was most likely to be a decrease amongst teachers, and an increase amongst teaching assistants.

Across the three school sectors, about half the teachers agreed that they had benefited from the remodelling process, but only a quarter said that it had increased their job satisfaction.

Support staff were asked to what extent their work had changed over the last five years in terms of gaining new skills; taking on responsibilities; interest and enjoyment of their work; their status; and their pay. Across all three sectors, they were generally positive about these all these changes with the exception of pay, where views were more mixed. Across the board, those with HLTA status were more positive about the changes that had been made.

13.1 Introduction⁸⁵

This chapter brings together some of the various different aspects of remodelling that have discussed in earlier chapters and attempts to show to what extent the remodelling arrangements in place had impacted on schools and school staff, and in what ways.

The chapter consists almost entirely of analysis of the quantitative data. This is because, as we explained in Chapter 4, interviewees had varied levels of understanding of remodelling, and were often unclear about which specific set of changes comprised remodelling, and which changes were distinct from this. But even when they did understand, they tended to focus on one particular aspect of remodelling in their responses, rather than seeing it as a coherent set of changes. Thus when we asked questions about the impact of remodelling, the response was generally only about, for example, PPA time.

However, a few interviewees did address the wider issues of the remodelling agenda. Their views are discussed in the first section of the chapter.

13.2 The overall impact of workforce remodelling: interviewees' perspectives

The head of Primary A saw remodelling as an approach to issues rather than a specific set of changes. She said:

Workforce remodelling has improved things because it encourages you to be creative and to be able to solve your own problems. ... If a problem crops up you can sit with your leadership team and say, this is the problem, what are we going to do? And you know that because of workforce remodelling and what other schools are doing, you can find ways of solving it nine times out of ten using teaching assistants, and the way that you're using different support staff, and even to the extent of creating new job roles that had never been in place before for people to be taking on some of the work that traditionally has been the head's job or a senior member of staff's. So workforce remodelling has actually made things better.

This approach was illustrated in her own account of remodelling in the school, and in the accounts of other staff; one example was her development of systems which both allowed teachers to have the necessary input into the production of letters about school trips, but also reduced the time they had to spend on this, and at the same time made for more effective communication between the administrative office and the teachers.

More often interviewees focused on workload, and particularly on their own workload. For example, the teachers interviewed in Primary E did not think that remodelling had improved their work-life balance as they were still coming in 'very early in the morning' and staying late after school. However, one teacher reported that having PPA meant she was able to go

⁸⁵ A number of issues run through the data. These are fully discussed in Section 4.2 and are summarised at the start of each chapter.

- Conflation of remodelling and other parallel changes taking place (such as restructuring of responsibility posts) meant that responses to general questions about remodelling and its impact may have been answered with other changes in mind.
- Schools generally used multiple strategies in relation to each aspect of remodelling; thus it is difficult to assess which strategies were considered to have the greatest impacts on standards and workload.
- The categories used in guidance and policy documents, and therefore in the questionnaires used in this research, did not always appear clear-cut on the ground.
- Schools had developed a wide variety of job titles, particularly for support staff roles. These sometimes gave a false impression of the person's actual role.
- Heads who had been appointed since remodelling were less likely to say it had been fully implemented or had had a positive impact.
- Heads were consistently more positive about what was happening in their schools than were teachers.

home 'a bit early' (e.g. half four or five o'clock) on a Friday whereas before 'it could be any time depending when the caretaker basically kicked us out.'

It was more difficult to get interviewees to talk about the impact, if any, on standards. Several argued that it would be impossible to prove any connection. A teacher at Secondary L said, 'If I could put my researcher hat on, I doubt they could ever pin that onto workforce reform.'

In contrast, some of the other interviewees seemed to assume that if teachers had more time, then this would inevitably impact on standards. The head of Middle School H reported that PPA time and cover for absences have had a positive impact on the quality of teachers' planning, standards of teaching and learning, and teachers' morale. He told us:

Standards of teaching and methodology's improved because it gives teachers, they know they're going to have the time to prepare. They're not going to be taken for cover so they've got time to prepare. They've got time to meet with their colleagues and they arrange that and do observations. It means that we can release people as well for courses which again the CPD is good because we know our cover supervisors do a good job and they've got a relationship. Unlike days when you would have just got casual supply in, and you'd pay them a lot of money, and often they'd just sit there and baby-mind really. ... They [cover supervisors] know the children's strengths and weaknesses and they can liaise very closely with the staff on that so you feel happier about releasing members of staff for CPD. So the standards of teaching and learning have improved. Staff morale and therefore absence; we've had, you know, absence due to sickness dropped off as well.

In contrast the head of Secondary L said that he thought there had been an impact on workload, but he did not think this automatically translated into an impact on standards. he said:

I think it's had no effect [on standards]... I don't think it has improved standards. I think it might have reduced some of the load for the teaching staff, but if I'm being totally honest I don't think teaching staff have used that to improve the teaching and learning going on in the classrooms. It might have made them slightly more energetic and it might have meant that they've had more time available to do planning and preparation. But I don't see any evidence that has actually improved the standard of teaching and learning in the classroom on a day to day basis in the school.

The head of Secondary M also argued that freeing up teachers' time had not resulted in improved standards; he said that, while the school had already developed the role of the associate staff prior to his appointment, at that time there was not a strong emphasis on raising standards. It was not, in his view, enough to simply free time up for teachers; what was also needed was a strong emphasis on teaching and learning. Since 2003, he has invested enormously in ICT for students, and interactive whiteboards – areas which were previously underdeveloped. He had also set up a programme of staff development activity including accelerated learning. He commented that one very experienced teacher had come away from one session saying that that was the first time he had experienced development activity that really focused on teaching, and the head said that this had created a real buzz of excitement among staff. Thus he attributed the school's improved standards to initiatives around teaching and learning, and saw remodelling as a process that had perhaps facilitated this, rather than as a driver of change in its own right.

The sections that follow try to unpick the relationship between questionnaire responses about remodelling strategies, and about the impacts of remodelling on standards, workload, stress, sickness absence, job satisfaction, etc.

13.3 Introduction to quantitative analysis

The quantitative analysis in this chapter firstly, examines the types of monitoring undertaken in schools and the information used in monitoring, in order to establish what information schools have available to base their opinions about the impact of remodelling on. It then moves on to examine headteachers', teachers' and support staff's views about the overall impact remodelling has had in terms of standards in the school and pupil behaviour,. Finally it examines what impact it has had on the school staff themselves, in relation to workload, stress, sickness absence, job satisfaction, responsibility and pay.

All quantitative analysis included in this chapter excludes any headteachers, teachers or support staff who started work in schools since 2006. This has been done in order to ensure that respondents are able to make a comparison of the present situation in their school with the situation before remodelling was introduced.

In this chapter, a key indicator used to examine how remodelling has been undertaken in schools is the regular use of support staff to take whole classes during PPA time and cover for absence (excluding immediate cover for unplanned absence). In primary schools, 67 per cent of headteachers reported that support staff regularly took whole classes. The following sub group differences emerged:

- School size – Medium sized primary schools were most likely to regularly use support staff for this purpose (73 per cent compared with 64 per cent in small schools and 62 per cent in large schools).
- Free school meals – Primary schools with a low proportion of pupils eligible for free school meals were more likely to regularly use support staff to take whole classes (73 per cent decreasing to 61 per cent in schools with a high proportion).
- Region – Primary headteachers outside of London were more likely to report that support staff take whole classes (69 per cent compared with 56 per cent in London).
- Time in school – Primary headteachers who joined their school more recently were more likely to report that support staff were regularly used (72 per cent of headteachers who joined since 2003 compared with 64 per cent who joined prior to 2003).

In secondary schools, seven in ten headteachers (71 per cent) reported that support staff were regularly used to take whole classes. This was found to vary with region, with schools outside of London much more likely to do this (75 per cent compared with 40 per cent in London). It was also found to vary with the proportion of pupils eligible for free schools meals, with schools with a high proportion eligible for free schools meals less likely to use support staff (59 per cent increasing to 72 per cent in schools with a medium/low proportion).

In special schools, 73 per cent of headteachers reported that support staff were regularly used in their school take whole classes. This varied with the gender of the headteacher, with female headteachers more likely to report that support staff were regularly used for this purpose (80 per cent compared with 62 per cent of men). In addition, for special schools, the type of special need provision that schools were approved for and its impact on use of support staff to provide cover for PPA time and absence was examined. Given that many schools are approved to make provision for children with special needs in multiple different

categories, isolating the groups⁸⁶ meant that numbers were too small for analysis. Looking at groups individually however, the only significant difference which was apparent was that schools that were approved to make provision for children with severe learning difficulties were more likely to use support staff to take classes than those who did not make provision for these pupils (81 per cent versus 54 per cent). A number of comments written on questionnaires suggested that some schools where pupils had behavioural difficulties were unwilling to use support staff to take classes.

In presenting this analysis, we would like to express caution about the weight that can be placed on it. It draws almost entirely on the responses of those who completed the questionnaire. However, we cannot tell to what extent their responses about changes to workload and stress or sickness levels were based on data. In some cases schools have relevant data (for example, in relation to sickness absence) however, they are unlikely to have data about the total number of hours each member of staff actually works (including hours worked at home). Responses about the impact that different aspects of remodelling have had on pupil attainment and behaviour, and on staff workload, sickness absence and stress are inevitably perceptions, because so many different factors are involved in each of these.

13.4 Primary schools

13.4.1 Monitoring of arrangements in primary schools

Primary headteachers were asked if they monitored any of their current arrangements for PPA time, absence cover, LMT and invigilation. Headteachers were most likely to say that they monitored PPA time (83 per cent said they monitored it either formally or informally) and least likely to monitor invigilation (25 per cent said they monitored it). Table 13.1 gives a reminder of the figures for monitoring.

Table 13.1: Primary headteachers: Whether monitors impacts of current arrangements for...

	Yes, formally (%)	Yes, informally (%)	No (%)	Not applicable (%)
PPA time	20	63	14	1
Absence cover	17	56	20	3
Leadership and management time	15	56	20	4
Invigilation	3	22	34	25
	Weighted		861	
	Unweighted		862	

Based on all primary headteachers who entered teaching before 2006
Source: Primary/special headteachers survey

Of the primary headteachers who said they monitored at least one arrangement, the vast majority (89 per cent) said they used feedback from teachers. They were least likely to use feedback from parents (41 per cent). Table 13.2 shows the full results from this question.

⁸⁶ The following groups of special needs provision were analysed: emotional and behavioural difficulties, severe learning difficulties, moderate learning difficulties, physical difficulties and an other type of special needs provision

Table 13.2: Primary headteachers: Types of information used in monitoring

	%		%
Structured observation of lessons	64	Feedback from pupils	62
Informal observation	75	Feedback from parents	41
Feedback from teachers	89	Pupil attainment data	62
Feedback from support staff	79	QA of lesson plan	42
	Weighted	745	
	Unweighted	747	

Based on all primary headteachers who entered teaching before 2006 and who monitor at least one arrangement
Source: Primary/special headteachers survey

Headteachers from large schools were less likely to use the following types of information in monitoring:

- feedback from support staff (72 per cent versus 82 per cent medium/small);
- feedback from parents (35 per cent versus 45 per cent small).

Headteachers who entered teaching more recently were more likely to use the following types of information:

- feedback from pupils (74 per cent who entered teaching in 1994-2005 versus 60 per cent 1993 or before);
- feedback from parents (54 per cent versus 38 per cent);
- pupil attainment data (70 per cent versus 60 per cent);
- QA of lesson plans (51 per cent versus 40 per cent).

Finally, headteachers of schools where a high proportion of pupils are eligible for free school meals were more likely to use structured observation of lessons (76 per cent versus 60 per cent low) and pupil attainment data (76 per cent versus 61 per cent low).

13.4.2 Perceived impact of school remodelling arrangements on standards in primary schools

Primary headteachers were asked about the impact of various aspects of their remodelling arrangements on standards in their schools: the introduction of timetabled PPA time, current PPA arrangements, current arrangements for absence cover and the provision of regular LMT. Further analysis was done to combine the responses to these four questions and create an overall rating in relation to their perception of the impact on standards of their remodelling arrangements. A response of major positive impact or very satisfied⁸⁷ at one of the four questions was given a rating of two and a response of minor positive impact (fairly satisfied) a rating of one, all other responses (including those indicating negative impacts) were rated zero. The four ratings were added together to create an overall rating for perceived impact of their arrangements on standards. Ratings of seven or eight were classed as very strong impact, five or six as fairly strong impact, four or three as moderate

⁸⁷ Response scales varied in the questionnaire, major positive impact was treated as the equivalent to very satisfied, and strongly agree.

impact, one or two as limited impact, and zero as no perceived impact. Overall a third (31 per cent) of headteachers indicated that they perceived the impact of their arrangements on standards to be very or fairly strong, 50 per cent that the impact was moderate or weak, and eight per cent that there was no positive impact.

Table 13.3 gives a reminder of the findings from each of the four questions, and Table 13.4 shows the overall ratings for perceived impact of school arrangements on standards.

Table 13.3: Primary headteachers: Perceived impact of remodelling arrangements in the school on standards

	Major positive impact/ very satisfied (%)	Minor positive impact/ Fairly satisfied (%)	No impact/ Neither satisfied nor dissatisfied (%)	Minor negative impact/ Dissatisfied (%)	Major negative impact/Very dissatisfied (%)	Not applicable (%)
Introduction of timetabled PPA time	23	52	20	2	1	0
Current PPA arrangements	27	45	21	5	1	*
Current arrangements for absence cover	22	50	16	9	*	0
Provision of regular timetabled LMT	11	38	33	7	1	3
	Weighted		861			
	Unweighted		862			

Based on all primary headteachers who entered teaching before 2006
Source: Primary/special headteachers survey
Response scales varied on the questionnaire

Table 13.4: Primary headteachers: Overall ratings for perceived impact of school arrangements on standards

	%
Very strong positive impact (score 7-8)	8
Fairly strong positive impact (score 5-6)	23
Moderate positive impact (score 4)	17
Weak positive impact (score 2-3)	33
No positive impact (score 0-1)	19
	Weighted
	861
	Unweighted
	862

Based on all primary headteachers who entered teaching before 2006
Source: Primary/special headteachers survey

Analysis was done to establish whether the types of information used in monitoring was related to the impacts on standards that headteachers reported. Firstly looking at the different aspects of remodelling separately, the only significant differences found were: headteachers who used feedback from teachers in monitoring were more likely to be positive about the impact the introduction of PPA time has had on standards than those who did not; headteachers who used pupil attainment data were more likely to be positive about the impact absence cover arrangements have had on standards; and those who used QA of lesson plans were more likely to be positive about the impact LMT has had on standards.

Turning now to overall ratings for perceived impact of school arrangements on standards, headteachers were more likely to perceive that their arrangements had had a strong impact on standards overall if they used structured observation and feedback from teachers in monitoring. It was also found that headteachers who reported that they monitored PPA time, absence cover and LMT formally were more likely to report a strong impact on standards overall than those who monitored these issues informally or not at all. However, there were no significant differences in relation to invigilation.

In terms of the schools' attainment levels at Key Stage 2, as might be expected, headteachers from schools that had experienced a decrease in attainment levels between 2003 and 2007 were more likely to say that their remodelling arrangements had had no impact on standards (26 per cent falling to 16 per cent of schools with a large increase in attainment). The proportion of pupils in the school eligible for free school meals was not related to perceived impact of arrangements on standards.

The rating for perceived impact of school arrangements on standards was analysed by the various strategies used for remodelling and other questionnaire responses, to establish whether there was any relationship. Similarly, we explored to see whether there was any relationship between actual change in attainment in the school⁸⁸ and strategies used for remodelling. In that workforce remodelling was intended to contribute to raising standards, it is clearly of interest to see whether any of the strategies and other issues explored on the questionnaire is related to an increase in attainment over the period of remodelling.

Table 13.5 shows the results of this analysis; we indicate positive relationships, negative relationships, and also all the factors that were not related to headteachers' perceptions of impact of their schools arrangements on standards, or to actual change in attainment.

As Table 13.5 shows, a large number of remodelling strategies seemed to be linked with headteachers' perceptions of the impact on standards of remodelling arrangements in their school. Headteachers were more likely to indicate that remodelling had had a positive impact on standards if they also indicated that the leadership team had LMT, that their support staff had taken on more responsibility and had gained new skills, and took classes to cover short-term absence. However, taking classes on a regular timetables basis while teachers had PPA time was negatively associated with perceived impact of remodelling arrangements in the school on standards.

However, there was no relationship between headteachers' responses about support staff and the actual change in attainment in their schools. Only one questionnaire response showed a relationship with actual change in attainment; the schools where headteachers agreed that the school's main aim was to be compliant with statutory requirements were more likely to have experienced a rise in attainment levels.

⁸⁸ Details on how actual change in attainment was calculated can be found in Section 3.3.13

Table 13.5: Primary headteachers: Relationship between questionnaire responses and a) headteachers' perceptions of the impact of their schools' remodelling arrangements on standards, and b) actual change in attainment 2003-7

	Perceived impact on standards	Actual change in attainment
Support staff are regularly used as an immediate arrangement for cover for unexpected teacher absence, short-term unplanned absence up to three days or a short-term planned absence	✓	-
More complex admin or pastoral roles have been transferred 'to a large extent' or 'entirely'	✓	-
All teachers with leadership responsibilities have LMT	✓	-
One third or more support staff in teaching and learning roles regularly plan and lead learning in whole classes or provide cover	✓	-
Most or all support staff have taken advantage of training that is now available to them	✓	-
Most or all support staff who work with pupils have improved their skills	✓	-
Most or all support staff who work with pupils have skills and expertise above the level requires in their job descriptions	✓	-
Remodelling has contributed to improved standards due to improved support staff skills	✓	-
Support staff take classes during PPA time	X	-
Headteacher does not have regular DHT	X	-
Remodelling has not involved a radical change process	X	-
None or a few support staff have taken advantage of training that is now available to them	-	X
The school's main aim was to be compliant with statutory requirements	-	✓
Support staff who take classes during PPA time plan and lead learning or follow teachers' plans and lead learning	-	-
Support staff are regularly used as cover for a short-term unplanned absence up to one day, or a longer absence after the first three days	-	-
Support staff regularly lead learning in whole classes using the plans provided	-	-
Headteacher would more often use support staff to work with whole classes if they had the necessary skills and expertise	-	-
Headteacher believes that current support staff do not want to take on more responsibility	-	-
The school has experienced little or no change as a consequence of remodelling	-	-

✓ Factor was positively related X Factor was negatively related - Factor had no impact

Where a factor was positively related to perceived impact on standards, this means that the headteachers who reported this were more likely to be *extremely satisfied* with the perceived impact of remodelling on standards than headteachers who did not report it. Where a factor had a negative effect on perceived impact on standards, this means that the headteachers who reported this were more likely to be *not at all satisfied* with the perceived impact of remodelling on standards than those who did not. Where a factor was positively related to actual change in attainment, this means that headteachers who reported it were more likely to be from schools that had experienced a large increase in attainment levels between 2003 and 2007 than those who did not. Where a factor had was negatively related to actual change in attainment, this means that headteachers who reported it were more likely to be from schools that had experienced a decline in attainment between 2003 and 2007. Where a factor had no impact, there was no significant difference found.

Primary class teachers were generally positive about the impact the remodelling process has had in their school with regards to being able to spend more time focusing on teaching and learning. Two-fifths (42 per cent) agreed that they are now able to spend more time focusing on teaching and learning and only one-fifth (20 per cent) disagreed. Table 13.6 shows these results in more detail.

Table 13.6: Primary class and floating teachers: Satisfaction with the impact remodelling has had on standards

	Strongly agree (%)	Agree (%)	Neither agree nor disagree (%)	Disagree (%)	Strongly disagree (%)	Not applicable (%)
Primary class teachers						
I am now able to spend more of my time focusing on teaching and learning	6	36	32	16	4	2
Remodelling has contributed to raising standards in this school	3	29	44	15	4	2
				1231		
				1328		
Primary floating teachers						
I am now able to spend more of my time focusing on teaching and learning	6	32	31	16	2	8
Remodelling has contributed to raising standards in this school	5	27	44	14	1	4
				-		
				176		

Based on all primary class and floating teachers who entered teaching before 2006
Source: Primary/special class teachers survey and primary/special floating teachers survey

Teachers paid on the leadership scale and those with a TLR were more likely to agree that they are now able to spend more time on teaching and learning than those with a whole school responsibility but no TLR and those with no whole school responsibilities (48/45 per cent versus 40/37 per cent).

Primary class teachers were more likely to agree than disagree that remodelling has contributed to raising standards in their schools. A third (32 per cent) while only 19 per cent disagreed. Class teachers who also said that they are now able to spend more of their time focusing on teaching and learning were much more likely to also agree that remodelling has contributed to raising standards in the school (60 per cent versus seven per cent). (See Table 13.7.)

Teachers from schools where there had been a large increase in attainment levels between 2003 and 2007 were more likely to agree that remodelling has contributed to raising standards than those from schools where there had been a decrease in attainment (37 per cent versus 26 per cent).

Findings were analysed to see if a link could be established between whether teachers were consulted or involved in the remodelling process and their views on how effective remodelling has been. Here, class teachers who were consulted on or involved in the planning for remodelling were more likely to agree that remodelling has contributed to raising standards than those who were not (45 per cent versus 24 per cent).

Table 13.7: Primary class teachers: Satisfaction with remodelling in relation to standards (by satisfaction with PPA and cover arrangements in relation to standards)

Remodelling has contributed to raising standards in this school	As a result of having timetabled PPA time pupil attainment levels in my classes have risen		Satisfaction with current arrangements for PPA time in relation to their impact on standards		Satisfaction with current arrangements for absence cover in relation to their impact on standards	
	Agree (%)	Disagree (%)	Satisfied (%)	Dissatisfied (%)	Satisfied (%)	Dissatisfied (%)
Agree (%)	59	10	43	9	39	13
Disagree (%)	7	49	10	45	12	43
	Weighted		1231			
	Unweighted		1328			

Based on all primary class teachers who entered teaching before 2006

Source: Primary/special class teachers survey

When these results are broken down further, it is apparent that satisfaction with remodelling in relation to standards is affected by class teachers' satisfaction with both PPA time and absence cover in relation to standards. Class teachers who agreed that remodelling had contributed to raising standards in the school, were more likely to agree that pupil attainment levels in their class had risen as a result of having timetabled PPA time (59 per cent versus 10 per cent disagree). They were also more likely to be satisfied with the current arrangements for their PPA time (43 per cent versus 9 per cent dissatisfied) and for absence cover (39 per cent versus 13 per cent dissatisfied) in relation to their impact on standards. These results suggest that overall the introduction of timetabled PPA time has had most effect on teachers' satisfaction levels in relation to raising standards. Table 13.7 shows these results in detail.

Primary floating teachers expressed similar views about the impact of remodelling on standards as primary class teachers. More agreed than disagreed that they are now able to spend more time focusing on teaching and learning (38 per cent agree versus 18 per cent disagree). Table 13.6 shows the floating teacher results for this statement. No significant sub-group differences were apparent. Similarly, primary floating teachers were more likely to agree than disagree that remodelling has contributed to raising standards in the school (32 per cent agree versus 15 per cent disagree). However as was found with primary teachers over two-fifths (44 per cent) had no opinion either way.

Floating teachers who were consulted on remodelling were more likely to agree that remodelling has contributed to raising standards than those who were not (45 per cent versus 27 per cent), as were those who said they are now able to spend more of their time focusing on teaching and learning (53 per cent agree versus 13 per cent disagree).

13.4.3 Impact on pupil behaviour in primary schools

Primary headteachers were asked how satisfied they were with the impacts of school arrangements for PPA time and cover for absence on pupil behaviour within the school. An overall rating for the perceived impact of remodelling arrangements in their schools on pupil behaviour was created in a similar way to the rating for standards. Here headteachers with a rating of four were rated as extremely satisfied, those with three as very satisfied, two fairly satisfied with the impact of their arrangements on pupil behaviour, one slightly satisfied, and zero not at all satisfied.

Ratings were fairly evenly spread. A third (34 per cent) of headteachers said that they were either extremely or very satisfied, and a similar proportion (36 per cent) said they were either slightly or not at all satisfied⁸⁹. Table 13.8 gives a reminder of the findings from each of the two questions and Table 13.9 shows the overall satisfaction levels.

Table 13.8: Primary headteachers: Satisfaction with impact of school remodelling strategies on pupil behaviour

	Very satisfied (%)	Fairly satisfied (%)	Neither satisfied nor dissatisfied (%)	Dissatisfied (%)	Very dissatisfied (%)	Not applicable (%)
Current PPA arrangements	27	45	21	5	1	*
Current arrangements for absence cover	22	50	16	9	*	0
				861		
				862		

Based on all primary headteachers who entered teaching before 2006
Source: Primary/special headteachers survey

Table 13.9: Primary headteachers: Overall satisfaction with impact of school remodelling strategies on pupil behaviour

	%
Extremely satisfied (score 4)(%)	19
Very satisfied (score 3) (%)	15
Fairly satisfied (score 2) (%)	31
Slightly satisfied (score 1) (%)	21
Not at all satisfied (score 0) (%)	15
	861
	862

Based on all primary headteachers who entered teaching before 2006
Source: Primary/special headteachers survey

Headteachers who used pupil attainment data in monitoring, were more likely to be more positive about the impact their absence cover arrangements have had on pupil behaviour.

Overall headteachers were more likely to be extremely satisfied with the impact on pupil behaviour if they monitored absence cover formally than if they did not monitor it at all. There were no other significant differences.

No link was established between overall satisfaction levels with the impact of school arrangements on behaviour and whether support staff were regularly used to take whole classes during PPA time or teacher absence.

Headteachers from schools where a high proportion of pupils were eligible for free school meals were more likely to say that they were not at all satisfied with the impact of their current arrangements on pupil behaviour (28 per cent falling to 11 per cent low FSM).

⁸⁹ Again respondents who were not satisfied with at least one aspect were not necessarily dissatisfied with it, as they may have given a neutral option.

13.4.4 Impact on staff workload in primary schools

Primary headteachers were asked to indicate to what extent they felt workload had increased or decreased as a result of remodelling amongst different members of staff. Headteachers reported that the workload of the majority of the different staff groups had increased. In particular, the largest proportion of headteachers said that their *own* workload had increased (71 per cent said there had been an increase in their workload- 27 per cent of whom said there had been a large increase- versus only two per cent who said there had been a decrease). The exception here was with teachers, as the majority of headteachers (57 per cent) said there had been a decrease in teachers' workload (only seven per cent said there had been an increase). These figures suggest that in general primary headteachers felt that the way in which remodelling been implemented has had a negative effect on workload for all members of staff, except teachers, who headteachers felt have benefited from remodelling in terms of their workload. Table 13.10 shows the full responses to this question.

Table 13.10: Primary headteachers: Extent to which remodelling has increased or decreased workload for different members of staff

	Large increase (%)	Increase (%)	Neither increased nor decreased (%)	Decrease (%)	Large decrease (%)
Headteacher	27	44	24	2	*
Leadership team	10	34	38	10	1
Teachers	*	7	31	54	4
Teaching assistants	7	48	37	3	*
Admin staff	12	46	38	1	*
			Weighted	861	
			Unweighted	862	

Based on all primary headteachers who entered teaching before 2006
Source: Primary/special headteachers survey

Headteachers who said their own workload had increased were more likely to:

- be teaching heads (72 per cent of headteachers who teach at all said their workload had increased, compared with 63 per cent of headteachers who never teach);
- have smaller timetabled teaching commitments (75 per cent of headteachers who had a teaching commitment of 0.1 to 0.4 said their workload had increased compared with 62 per cent of those with a teaching commitment of 0.5 to 1.0);
- regularly take classes while other class teachers have PPA time (82 per cent regularly compared with 67 per cent occasionally/never);
- regularly provide cover during unexpected teacher absence (81 per cent regularly compared with 67 per cent occasionally/never).

Whether headteachers provided cover for longer term absence did not seem to affect their workload.

Headteachers who were most likely to say that the workload of the *leadership team* had *increased* included:

- headteachers from schools where a high proportion of pupils are eligible for free school meals (63 per cent falling to 39 per cent low eligibility);
- headteachers from large schools (52 per cent falling to 28 per cent in small schools);
- headteachers of schools in London (67 per cent versus 41 per cent elsewhere in the country);
- male headteachers (50 per cent versus 39 per cent of their female colleagues).

However it should be noted that gender and region are heavily linked to school size, and they are not significant when we control for school size.

Analysis was done to try and establish whether there was a link between staff workload and the changes in attainment level within schools, however no significant differences were apparent.

Analysis was also conducted to try and establish whether there were any links between whether various components of the remodelling agenda have been carried out and the outcomes reported in terms of workload. Headteachers who reported each of the following were more likely to say that their *own* workload had *increased* than those who did not:

- that they did higher amounts of cover;
- that teachers on the leadership scale had regular LMT;
- that more complex administrative or pastoral roles had been transferred from teachers to support staff to a large extent or entirely;
- that the school had experienced substantial change as a consequence of remodelling.

Headteachers who reported each of the following were more likely to say that the *leadership team's* workload had *increased* than those who did not:

- that teachers on the leadership scale and teachers with TLRs had regular LMT;
- that more complex administrative or pastoral roles had been transferred to a large extent or entirely.

Headteachers who reported each of the following were more likely to say that *administrative staff's* workload had *increased* than those who did not:

- that more complex administrative or pastoral roles had been transferred to a large extent or entirely;
- that the school had experienced substantial change as a consequence of remodelling.

Headteachers who reported each of the following were more likely to say that *teaching assistants'* workload had *increased* than those who did not:

- that more complex administrative or pastoral roles had been transferred to a large extent or entirely;
- that the school had experienced substantial change as a consequence of remodelling;
- that remodelling involved a radical change process to which the whole staff contributed.

However, headteachers who reported each of the following were more likely to say that *teachers'* workload had *decreased* than those who did not:

- that teachers with TLRs and teachers without TLRs but with specific whole school responsibilities had regular LMT;
- that more complex administrative or pastoral roles had been transferred to a large extent or entirely;
- that the school had experienced substantial change as a consequence of remodelling;
- that remodelling involved a radical change process to which the whole staff contributed;
- that the school's main aim was to be compliant with statutory requirements.

According to headteachers, then, the majority of the components of the remodelling agenda have had a positive effect on decreasing teachers' workloads; however many also had a negative impact by increasing the workloads of the headteacher, leadership team, administrative staff and teaching assistants. .

The findings were also examined to see whether formal monitoring had any relationship to whether headteachers felt workload had increased or decreased, however no significant differences were established. In terms of the types of monitoring used however, headteachers who said they used feedback from support staff were more likely to say that teaching assistant's workload had increased than those who did not use it (59 per cent versus 47 per cent). Also headteachers who used informal observation were more likely to say that administrative staff's workload had increased (61 per cent versus 52 per cent). No other significant differences were apparent.

When analysed by whether support staff were regularly used to take whole classes during PPA time or teacher absence, the only significant difference was in terms of teaching assistants' workload. As might be expected, headteachers from schools where support staff regularly take whole classes for PPA or absence cover were most likely to say that teaching assistants' workload had increased (65 per cent versus 38 per cent support staff do not regularly take whole classes).

Primary class teachers and **primary floating teachers** were both asked to what extent they agreed that their work life balance has improved as a result of remodelling. The results for primary class teachers showed no strong opinion either way, as the same proportion agreed and disagreed with this statement (35 per cent), and around a quarter (25 per cent) had no opinion either way.

Class teachers who worked in schools where a low proportion of pupils were eligible for free school meals were more likely to agree with this statement than those from schools with a high proportion eligible (39 per cent versus 26 per cent).

Slightly more floating teachers agreed than disagreed (34 per cent compared with 23 per cent), however a third had no opinion either way (32 per cent). These results suggest that class and floating teachers feel that remodelling has done little to change their workload, which is in contrast to the views of headteachers who on the whole felt that remodelling has decreased teachers' workloads.

Primary support staff were asked a series of questions about the changes to their workload in the last five years (or the period they had been in current school if shorter than five years). Table 13.11 shows the results in full.

Table 13.11: Primary support Staff: Extent to which workload has changed in the last five years

	Strongly agree (%)	Agree (%)	Neither agree nor disagree (%)	Disagree (%)	Strongly disagree (%)
I have more work to do in the same number of hours	36	34	12	10	2
I have more work to do and my hours have been increased	7	17	10	40	17
I now spend more time working outside the hours I am paid to work	31	33	15	16	3
			Weighted		
			Unweighted		
				-	
				848	

Based on primary support staff who started work in schools before 2006 and said that their role, job description or workload has changed in the last five years

Source: Primary/special support staff survey

As Table 13.11 shows, seven in ten (70 per cent) respondents agreed that they now had more work to do in the same number of hours and six in ten (64 per cent) respondents agreed that they now spent more time working outside the hours they were paid to work. Conversely six in ten (57 per cent) respondents *disagreed* that their hours had been increased. This suggests that even though support staff workload has increased, their hours and pay have not increased to reflect this. Headteachers' views support those expressed by support staff, as they generally agreed that support staff's workload has increased as a result of remodelling.

The length of time support staff had been working in schools, in their current school, and in their current role affected how likely they were to have more work to do in the same number of hours. Those who started work in schools, their school and their role longer ago were more likely to say they now had more work to do in the same number of hours. This may suggest that either greater experience brings a greater workload, or that those who have been in teaching longer have noticed more changes in the last five years.

Support staff in small schools were more likely to agree that they have more work to do and their hours have increased than support staff from large schools (29 per cent versus 20 per cent). Full-time support staff were more likely to agree with this statement than part-time support staff (30 per cent versus 20 per cent), and support staff who have HLTA status or were working towards it were more likely to agree with this statement than those who did not have HTLA status (31 per cent versus 20 per cent).

Support staff who work outside London were more likely to agree that they now spend more time working outside the hours that they are paid to work than those who work in London (65 per cent versus 51 per cent). Those who have an HLTA post were more likely to agree with this statement than those who do not (76 per cent versus 57 per cent). Support staff who work in schools where a low proportion of pupils were eligible for free school meals were more likely to agree with this statement than those working in schools where a high proportion of pupils are eligible for free school meals (67 per cent versus 51 per cent).

13.4.5 Impact on staff stress levels in primary schools

Primary headteachers were also asked to indicate to what extent they felt stress had increased or decreased amongst the same staff groups as asked about for workload. For most staff groups more headteachers said that stress had increased than decreased, with the exception of teachers, where almost half of headteachers (47 per cent) said that their stress had decreased. For the leadership team, teaching assistants and administrative staff, while more headteachers said that stress had increased than decreased, a large proportion said that there had been no change (50 per cent – average of the three groups). Once again headteachers felt most strongly that their own stress levels had increased (65 per cent – of which 23 per cent said a large increase). In line with the findings for workload, it seems that headteachers feel that it is the teachers who have benefited the most in terms of stress levels as a result of remodelling. Table 13.12 shows these findings in detail.

Table 13.12: Primary headteachers: Extent to which remodelling has increased or decreased stress for different members of staff

	Large increase (%)	Increase (%)	Neither increased nor decreased (%)	Decrease (%)	Large decrease (%)
Headteacher	23	43	29	2	*
Leadership team	9	31	44	9	*
Teachers	1	8	40	44	3
Teaching assistants	3	36	54	3	*
Admin staff	8	35	51	2	*
			861		
			862		

Based on all primary headteachers who entered teaching before 2006
Source: Primary/special headteachers survey

Headteachers who were most likely to say that the stress levels of the *leadership team* have *increased* included:

- headteachers from schools where a high proportion of pupils are eligible for free school meals (57 per cent falling to 38 per cent low eligibility);
- headteachers from large schools (49 per cent decreasing to 24 per cent small);
- headteachers of schools in London (59 per cent versus 37 per cent in the rest of the country);
- male headteachers (45 per cent versus 36 per cent of their female colleagues).

Again, gender and region are heavily linked to school size, and these two findings are not significant when we control for school size.

Headteachers from schools where the attainment levels had decreased between 2003 and 2007 were more likely to say that their own stress levels had increased than those from schools where attainment levels had not changed, or had increased (74 per cent versus 65 per cent).

As with workload, analysis was done to establish any links between the various components of the remodelling agenda and the impacts in terms of stress. Headteachers who reported the following were most likely to say that their *own* stress levels had *increased*:

- that they did higher amounts of cover;
- that the school's main aim was to be compliant with statutory requirements.

Headteachers who reported the following were most likely to say that the *leadership team's* stress levels had *increased*:

- that the school's main aim was to be compliant with statutory requirements;
- that teachers on the leadership scale and teachers with TLRs have regular LMT;
- that more complex administrative or pastoral roles had been transferred from teachers to support staff to a large extent or entirely.

Headteachers who reported that more complex administrative or pastoral roles had been transferred to a large extent or entirely were also most likely to say that *admin staff's* stress levels had *increased*.

Headteachers who reported that the school had experienced substantial change as a consequence of remodelling were most likely to say that *teaching assistants'* stress levels had *increased*.

However, headteachers who reported the following were most likely to say that *teachers'* stress levels had *decreased*:

- that the school's main aim had *not* been to be compliant with statutory requirements.
- that the school had experienced substantial change as a consequence of remodelling.

So similarly to workload, the way in which many components of the remodelling agenda have been implemented in schools, has had a negative effect on stress levels of headteachers, the leadership team at many schools., Headteachers who reported that their aim had *not* been to comply with statutory requirements were more likely to say that teacher's stress levels had decreased.

Similarly to the findings on workload, there were no significant differences established between whether headteachers monitor formally and the impacts on stress. In terms of the types of monitoring used, headteachers who used informal observation were more likely to say that their own stress levels had increased, than those who did not use it (68 per cent versus 60 per cent). Also those who used feedback from support staff were more likely to say that teaching assistants' stress levels had increased than those who did not (43 per cent versus 33 per cent).

Again, when looking at how regularly support staff take classes the only difference was in terms of teaching assistants' stress. Headteachers from schools where support staff regularly take whole classes during PPA or absence cover were more likely to say that teaching assistants' stress had increased (47 per cent versus 24 per cent support staff do not regularly take whole classes).

Primary class teachers were asked whether they felt less stressed as a consequence of having timetabled PPA time. A third (35 per cent) agreed that they did feel less stressed, two-fifths (39 per cent) disagreed, and a quarter (24 per cent) had no opinion either way. This suggests that contrary to what was reported by headteachers, teachers themselves have mixed views about their stress levels and do not on the whole feel that they have decreased. Part-time teachers were more likely than full-time to agree that they are less stressed (56 per cent versus 46 per cent).

In line with headteachers' views on teaching assistants' stress, two-fifths (41 per cent) of **primary support staff** agreed that they felt more stressed when asked about changes within the last five years. A third (33 per cent) neither agreed nor disagreed, and only a quarter (23 per cent) disagreed. Support staff who have HLTA status were more likely to agree that they are more stressed than those who do not have HLTA and those who have an HLTA post were also more likely to agree that they are more stressed than those that do not.

No link was established between class teachers' or support staff's stress levels and the proportion of pupils in the school eligible for free school meals. Additionally no link was established between stress levels and changes in attainment levels.

13.4.6 Impact on staff sickness absence in primary schools

Finally, **primary headteachers** were asked to indicate to what extent they felt sickness absence had increased or decreased for the same members of staff, as a result of remodelling. The vast majority of headteachers (83 per cent- average of five groups) said that sickness absence had neither increased nor decreased amongst all members of staff. The highest increase in sickness absence seemed to be amongst teaching assistants (13 per cent) and the highest decrease amongst teachers (14 per cent). These results suggest that remodelling has had very little effect on sickness absence amongst all staff members. Table 13.13 shows these results in detail.

Table 13.13: Primary headteachers: Extent to which remodelling has increased or decreased sickness absence for different members of staff

	Large increase (%)	Increase (%)	Neither increased nor decreased (%)	Decrease (%)	Large decrease (%)
Headteacher	2	4	89	2	*
Leadership team	1	4	84	3	*
Teachers	1	6	76	12	2
Teaching assistants	1	12	79	3	1
Admin staff	1	6	87	2	1
			861		
			862		

Based on all primary headteachers who entered teaching before 2006
Source: Primary/special headteachers survey

Headteachers from large schools were most likely to say that sickness absence had increased for teaching assistants (18 per cent decreasing to seven per cent in small schools).

Headteachers from schools with a high proportion of pupils eligible for free school meals were more likely to say that their own sickness absence had increased (13 per cent versus 6 per cent low eligibility), the leadership team's sickness absence had increased (13 per cent versus 5 per cent) and teaching assistant's sickness absence had increased (21 per cent versus 10 per cent). There was no link between sickness absence and changes in attainment levels.

The only link established between the various components of remodelling and their impact on sickness absence was that headteachers who said that administrative or pastoral roles have been transferred from teachers to support staff were more likely to say that the leadership team's sickness absence had increased.

Analysing by whether support staff are regularly used to take whole classes during PPA time or absence, the only significant difference found was in terms of teaching assistant's sickness absence. Headteachers from schools where support staff do regularly take whole classes were more likely to say that teaching assistant's sickness absence had increased than those from schools where support staff do not take whole classes (16 per cent versus 10 per cent).

There were no links between whether headteachers monitored formally and their responses to the impact on sickness absence. In terms of the types of information used in monitoring, the only significant differences were that headteachers who used informal observation, feedback from parents, or QA of lesson plans were more likely to say that the leadership team's sickness absence had increased.

13.4.7 Impact on staff job satisfaction, responsibility and pay in primary schools

Over half (56 per cent) of **primary class teachers** agreed that they had benefited from the remodelling process, and a very similar proportion (53 per cent) of **primary floating teachers** also agreed that they had. **Primary class teachers** who agreed that they had benefited from the remodelling process were more likely to have been those paid on the leadership scale or those with a TLR as opposed to those without TLRs (65 per cent versus 51 per cent).

Fewer **primary class teachers** agreed that their job satisfaction has increased as a result of remodelling. A quarter (26 per cent) agreed, but a half (49 per cent) felt that it has not changed. Similarly 29 per cent of **primary floating teachers** agreed and 46 per cent felt that it had not changed. As above, **primary class teachers** who agreed that remodelling had increased job satisfaction, were more likely to be those paid on the leadership scale or with a TLR as opposed to those without TLRs. Class teachers who were personally consulted on or involved in the remodelling process were also more likely to agree than those who were not (34 per cent versus 22 per cent).

Primary support staff were asked a series of questions about changes to their role and job description in the last five years. Responses showed that support staff mainly felt positive about these changes, with the exception of their pay, where views were mixed (39 per cent agreed that their pay has increased and 44 per cent disagreed). Support staff were most strongly positive about increased responsibility. The vast majority (88 per cent, 45 per cent agreed strongly) agreed that they now have more responsibility, compared to only four per cent who disagreed. Table 13.14 shows these figures in detail.

Table 13.14: Primary support staff: Extent to which role or job description has changed in the last five years

	Strongly agree (%)	Agree (%)	Neither agree nor disagree (%)	Disagree (%)	Strongly disagree (%)
I have gained new skills	28	55	12	2	1
I now have more responsibility	45	43	6	3	1
My work is more interesting than it was	31	45	17	4	1
I enjoy my work more than I used to	20	36	32	8	2
My status has risen	15	27	27	21	7
My pay has increased	9	30	14	19	25
	Weighted		-		
	Unweighted		848		

Based on primary support staff who started work in schools before 2006 and said that their role, job description or workload has changed in the last five years

Source: Primary/special support staff survey

Support staff who started work in schools, or joined their current school, longer ago were *more* likely to agree that they have more responsibility (92 per cent who started work in schools in 1993 or before versus 81 per cent 2003-2005; 89 per cent who joined the school in 2002 or before versus 81 per cent since 2003).

However, support staff who had been in their current school for longer were *less* likely to agree that they enjoy their work more than they used to (54 per cent who joined in 2002 or before rising to 63 per cent since 2003).

Furthermore, support staff who had been in their current role longer were *less* likely to agree with the following statements:

- 'My work is more interesting than it was' (69 per cent who started their current role in 2002 or before rising to 81 per cent since 2003);
- 'I enjoy my work more than I used to' (47 per cent rising to 64 per cent);
- 'My status has risen' (31 per cent rising to 52 per cent);
- 'My pay has increased' (30 per cent rising to 48 per cent);
- 'I have gained new skills' (78 per cent rising to 88 per cent).

Overall these findings suggest that support staff who were more experienced in working in schools in the school and in their role were less likely to be positive about changes that have affected them personally due to remodelling, with the exception of changes in responsibilities. The proportion of pupils in the school eligible for free school meals, and changes in attainment levels did not have any significant effect on support staff views on changes in their role.

On the other hand, further sub-group analysis revealed that HLTA status and whether support staff have a HLTA post seem to have a considerable positive effect on support staff's views about changes due to remodelling. Support staff with HLTA status or with a HLTA post were more likely to agree with all of the statements as follows:

- 'I now have more responsibility' (96 per cent HLTA status versus 84 per cent no HLTA status; 99 per cent HLTA post versus 84 per cent no HLTA post);
- 'My work is more interesting than it was' (87 per cent HLTA status versus 70 per cent no HLTA status; 91 per cent HLTA post versus 71 per cent no HLTA post);
- 'I enjoy my work more than I used to' (69 per cent HLTA status versus 50 per cent no HLTA status; 71 per cent HLTA post versus 51 per cent no HLTA post);
- 'My status has risen' (68 per cent HLTA status versus 30 per cent no HLTA status; 78 per cent HLTA post versus 31 no HLTA post);
- 'My pay has increased' (61 per cent HLTA status versus 30 per cent no HLTA status; 75 per cent HLTA post versus 29 per cent no HLTA post);
- 'I have gained new skills' (90 per cent versus 80 per cent; 90 per cent HLTA post versus 81 per cent no HLTA post).

Support staff working in schools outside London were more likely to agree that they now have more responsibility (88 per cent outside London versus 81 per cent in London). Support staff from small schools were most likely to agree that their work is more interesting than it was (81 per cent small versus 75 per cent medium/large). Finally, full-time support staff were more likely to agree with the following statements:

- 'I now have more responsibility' (92 per cent full-time versus 86 per cent part-time);
- 'My status has risen' (49 per cent versus 39 per cent);
- 'My pay has increased' (46 per cent versus 35 per cent).

13.5 Secondary schools

13.5.1 Monitoring of arrangements in secondary schools

Secondary headteachers were asked if they monitored the impact any of their current arrangements for PPA time, absence cover, LMT and invigilation. Headteachers were most likely to say that they monitored absence cover (88 per cent said they monitored it either formally or informally) and least likely to monitor LMT (57 per cent said they monitored it). Table 13.15 give shows full details.

Table 13.15: Secondary headteachers: Whether monitors impacts of current arrangements for...

	Yes, formally (%)	Yes, informally (%)	No (%)	Not applicable/ Not stated (%)
PPA time	24	42	29	3
Absence cover	59	30	8	2
Leadership and management time	14	43	37	4
Invigilation	33	35	19	10
	Weighted		729	
	Unweighted		727	

Based on all primary headteachers who entered teaching before 2006

Source: Primary/special headteachers survey

Sub-group analysis shows that:

- Headteachers who have been their current role since 2006 were less likely to formally monitor the impacts of the arrangements for PPA time than those who had been in their role before 2006 (17 per cent of those who had been in their current role since 2006 compared with 26 per cent before 2006).
- Headteachers from small schools were less likely to monitor the impact of the arrangements for invigilation (both formally and informally) than medium and large schools (43 per cent of small schools compared with 74 per cent of medium and 70 per cent of large).
- Headteachers from middle schools were more likely to monitor the impact of the arrangements for invigilation (both formally and informally) than secondary schools (27 per cent of middle schools versus 72 per cent of secondary schools).

Of the secondary headteachers who said they monitored at least one arrangement, the majority (83 per cent) said they used feedback from teachers. They were least likely to use quality assurance of lesson plans (29 per cent). Table 13.16 shows the full results from this question.

Headteachers from schools in London were more likely than those outside of London to use the following types of information for monitoring:

- structured observation of lessons (75 per cent versus 58 per cent outside of London);
- feedback from pupils (75 per cent compared with 63 per cent outside of London);
- feedback from parents (52 per cent compared with 38 per cent outside of London);
- pupil attainment data (64 per cent compared with 50 per cent outside of London).

Table 13.16: Secondary headteachers: Types of information used in monitoring

	%		%
Structured observation of lessons	60	Feedback from pupils	64
Informal observation	66	Feedback from parents	40
Feedback from teachers	83	Pupil attainment data	51
Feedback from support staff	67	QA of lesson plan	29
	Weighted		729
	Unweighted		727

Based on all primary headteachers who entered teaching before 2006
Source: Primary/special headteachers survey

Headteachers who have been in their current role for longer were more likely to use structured observation of lesson compared to those who have been in their role for a shorter period (63 per cent of headteacher who have been in their role from before 2003 decreasing to 52 per cent after 2006).

Headteachers in schools where a high proportion of pupils are eligible for free schools meals were more likely to use pupil attainment data (71 per cent versus 43 per cent low). Additionally, headteachers in schools where a low proportion of pupils are eligible for free school meals were less likely to use feedback from pupils and QA of lessons plans than those with medium and high proportions (57 per cent with a low proportion used feedback from pupils, compared with 66 per cent of those with a medium or high proportion, and 22 per cent with a low proportion used QA of lesson plans compared with 32 per cent with a medium or higher proportion).

Headteachers who regularly used support staff to provide cover for absence were less likely to use feedback from parents than those who did regularly use support staff (37 per cent of those who did not regularly use support staff compared with 47 per cent who did).

13.5.2 Impact on standards in secondary schools

Secondary headteachers were asked about the impact of various aspects of their remodelling arrangements on standards in their schools: the introduction of timetabled PPA time, current PPA arrangements, current arrangements for absence cover and the provision of regular LMT. Just as with primary headteachers, further analysis was done to combine the responses to these four questions and create an overall rating in relation to their perception of the impact on standards of their remodelling arrangements. A response of major positive impact or very satisfied⁹⁰ at one of the four questions was given a rating of two and a response of minor positive impact (fairly satisfied) a rating of one, all other responses (including those indicating negative impacts) were rated zero. The four ratings were added together to create an overall rating for perceived impact of their arrangements on standards. Ratings of seven or eight were classed as very strong impact, five or six as fairly strong high impact, four or three as moderate impact, one or two as limited impact, and zero as no perceived impact. Overall one in ten secondary headteachers indicated that they perceived the impact of their arrangements on standards to be very or fairly strong, 50 per cent that the impact was moderate or weak, and 39 per cent that there was no positive impact. In

⁹⁰ Response scales varied in the questionnaire, major positive impact was treated as the equivalent to very satisfied, and strongly agree.

comparison with those in primary schools, secondary heads were much less likely to indicate that their schools' remodelling arrangements had impacted positively on standards.

Table 13.17 gives a reminder of the findings from each of the four questions, and Table 13.18 shows the overall ratings for perceived impact of school arrangements on standards.

Table 13.17: Secondary headteachers: Perceived impact of remodelling arrangements in the school on standards

	Major positive impact/very satisfied (%)	Minor positive impact/Fairly satisfied (%)	No impact/Neither satisfied nor dissatisfied (%)	Minor negative impact/Dissatisfied (%)	Major negative impact/Very dissatisfied (%)	Not applicable (%)
Introduction of timetabled PPA time	12	59	26	*	-	12
Current PPA arrangements	8	42	40	7	1	8
Current arrangements for absence cover	7	40	29	20	3	7
Provision of regular timetabled LMT	4	31	43	11	4	4
				729		
				727		

Based on all secondary headteachers who entered teaching before 2006
Source: Secondary headteachers survey

Table 13.18: Secondary headteachers: Overall ratings for perceived impact of school arrangements on standards

	%
Very strong positive impact (score 7-8)	2
Fairly strong positive impact (score 5-6)	8
Moderate positive impact (score 4)	14
Weak positive impact (score 2-3)	36
No positive impact (score 0-1)	39
	729
	727

Based on all secondary headteachers who entered teaching before 2006
Source: Secondary headteachers survey

There was no relationship between perceived impact of arrangements on standards and actual changes in attainment over the period of 2003 to 2007; the proportion of pupils receiving free school meals; or whether support staff regularly provide cover for absence. However the following positive relationships were found:

- Headteachers from schools with a low proportion of pupils receiving free school meals were more likely to feel that the introduction of timetabled PPA had had a positive impact, compared with schools with a medium or high proportion receiving free school meals. They were also more likely to be satisfied with the current arrangements for absence cover in relation to standards.

- Headteachers from schools who had seen a large increase in attainment between 2003 to 2007 were more likely to feel that the introduction of timetabled PPA had had a positive impact on standards than those who had seen a little or no increase or a decrease in attainment. They were also more likely to be satisfied with their current arrangements for PPA time.
- Headteachers from schools who had seen a large increase in attainment from 2003 to 2007 were more likely to be satisfied with current arrangements for absence cover in relation to standards compared with those from schools which had seen a decrease in attainment. Additionally schools where support staff regularly provided cover for absence were more likely to be satisfied with their current arrangements for absence cover in relation to standards.

Analysis was conducted to establish whether monitoring, and the types of information used in monitoring, was related to headteachers' overall perceptions of the impact of school remodelling arrangements on standards. Headteachers who formally monitored the impact of their current arrangements for LMT and invigilation were more likely to be perceive a strong impact. Additionally headteachers who did not monitor the impact of their arrangements for LMT and PPA time were more likely to perceive a weak impact or no impact than those who did monitor these two impacts.

Analysis was also conducted to investigate the relationship between monitoring and the types of information used and the individual aspects of remodelling. Headteachers who monitored the impact of their current arrangements for PPA time (both formally and informally), were more likely to think that the introduction of timetabled PPA time had had a positive impact on standards, and were more likely to be satisfied with the impacts of their current arrangements of PPA in relation to standards. Additionally headteachers who monitored the impact of their current arrangements for LMT were more likely to agree the provision of regular LMT had improved the quality of teaching and learning across the school. However headteachers who monitored the impact of their current arrangements for absence cover were no more likely to be satisfied with the impacts of their current arrangements for absence cover on standards in comparison to those who do not monitor. Looking at the types of information used the following was found:

- Headteachers who used any of the types of information asked about were more likely to be positive about the introduction of timetabled PPA time on standards.
- Headteachers who used pupil attainment and feedback from teachers, heads of departments and support staff were more likely to be satisfied with the impacts of their current PPA arrangements on standards.
- Headteachers who used feedback from parents were less likely to be satisfied with the impact of their current arrangements for absence cover on standards.
- Headteachers who used structured observation of lessons, informal observation, feedback from teachers, heads of departments, support staff and pupils, pupil attainment data and QA of lesson plans were likely to be satisfied with the impact of the provision of regular timetabled LMT on standards.

The overall rating for perceived impact of school arrangements on standards was analysed by the various strategies used for remodelling. These were then compared with any actual change in attainment within the school. Table 13.19 shows the results of this analysis.

As in primary schools, it can be seen that some remodelling strategies are linked to headteachers' perceptions of the impact of their remodelling arrangements on standards, in particular, the allocation of LMT and DHT, and the skills and development of support staff. However only one factor was found to be related to actual change in attainment between 2003 to 2007: whether teachers with TLRs have LMT. Schools where none of the teachers with TLR had regular LMT were more likely to have seen an increase in attainment. Schools where some or all of the teachers with TLR had regular LMT were more likely to have seen little or no increase in attainment.

Table 13.19: Secondary headteachers: Relationship between questionnaire responses and a) headteachers' perceptions of the impact of their schools' remodelling arrangements on standards, and b) actual change in attainment 2003-7

	Perceived impact on standards	Actual change in attainment
Schools where some or all of the teachers without TLRs (but with whole school responsibilities) have regular timetabled LMT	✓	-
Schools where all or some of the teachers with TLR have regular LMT	✓	-
Headteachers who have a regular timetabled allocation of DHT and LMT	✓	-
Schools where support staff are working towards QTS	✓	-
Schools where support staff are working towards HLTA status	✓	-
Schools where support staff want to take on more responsibility	✓	-
Schools where the skills of very few or none of the support staff have improved	X	-
Schools where none of very few of the support staff skills and expertise are above the level required	X	-
Headteachers who are unable to recruit support with the necessary skills	X	-
Headteacher who did not think that remodelling has involved a radical change	X	-
Schools where none of the teachers with TLR have regular LMT	-	✓
Whether support staff are regularly used as an arrangement for: immediate cover for an unplanned absence, cover for unplanned absence up to one day, cover for a short-term unplanned absence up to three days, a short-term planned absence or a longer absence (after the first three days).	-	-
The extent to which more complex administrative or pastoral roles have been transferred from teachers to support staff.	-	-
The proportion of support staff who plan for and lead learning in whole classes.	-	-
The proportion of support staff who regularly lead learning in whole classes using the plans provided.	-	-
The proportion of support staff who provide cover when teachers are absent.	-	-
The proportion of support staff who have taken advantage of the available training.	-	-
Whether headteachers agreed that they would more often use support staff to work with whole classes if they had the necessary skills and expertise.	-	-
Whether the school has implemented all aspects of the remodelling agenda in accordance to WAMG guidance.	-	-
Whether the school's main aim was to be compliant with the statutory requirements.	-	-
Schools where only members of the leadership team and other teaches invigilate throughout the exam	-	-
Whether the school has experienced little or no change as a consequence of remodelling.	-	-

✓ Factor had a positive effect X Factor had a negative effect - Factor had no impact

contributed to raising school standards (47 per cent compared with 13 per cent who disagree). Similarly, those who were satisfied with their current arrangements for PPA time in relation to their impact on standards, were more likely to agree that remodelling has raised schools standards (44 per cent versus 10 per cent of those who were not satisfied), as were those who are satisfied with their current arrangements for absence cover in relation to their impact on standards (39 per cent compared with 18 per cent who were not satisfied).

Table 13.21: Secondary teachers: Views and satisfaction with PPA time and cover for absence in relation to overall satisfaction with remodelling in terms of standards

Remodelling has contributed to raising standards in this school	As a result of having timetabled PPA time pupil attainment levels in my classes have risen		Satisfaction with current arrangements for PPA time in relation to their impact on standards		Satisfaction with current arrangements for absence cover in relation to their impact on standards	
	Agree (%)	Disagree (%)	Satisfied (%)	Dissatisfied (%)	Satisfied (%)	Dissatisfied (%)
Agree (%)	47	13	44	10	39	18
Disagree (%)	10	42	9	53	10	36
	Weighted		1292			
	Unweighted		1377			

Based on all secondary teachers who entered teaching before 2006
Source: Secondary teachers survey

13.5.3 Impact on pupil behaviour in secondary schools

Secondary headteachers were asked how satisfied they were with the impact of school arrangements for PPA and cover for absence on pupil behaviour. Responses can be seen in Table 13.22.

Table 13.22: Secondary headteachers: Satisfaction with impact of school remodelling strategies on pupil behaviour

	Very satisfied ⁹¹ (%)	Fairly satisfied (%)	Neither satisfied nor dissatisfied (%)	Dissatisfied (%)	Very dissatisfied (%)	Not applicable (%)
Current PPA arrangements	6	26	54	7	2	5
Current arrangements for absence cover	9	50	19	19	3	2
	Weighted		729			
	Unweighted		727			

Based on all secondary headteachers who entered teaching before 2006
Source: secondary headteachers survey

Headteachers in schools where support staff were regularly used to provide cover for absence were more likely to be satisfied with their current arrangements for absence cover (63 per cent of headteachers who regularly use support staff to provide cover compared with 48 per cent who do not).

⁹¹ Response scales varied in the questionnaire

Headteachers in schools with a high proportion of pupils eligible for free school meals were more likely to be dissatisfied with the impact on pupil behaviour of their current arrangements for absence cover (15 per cent of headteachers with a low proportion of pupils eligible for free school meals were dissatisfied, compared with 23 per cent with a medium or high proportion).

Headteachers who were dissatisfied with the impact on pupil behaviour of their current arrangements for absence cover were more likely to use supply teachers to provide cover for immediate unplanned absence, unplanned absence up to a day, unplanned absence up to three days and a short term planned absence (e.g. for CPD) than those who were satisfied. Additionally they were less likely to use support staff to provide cover for the same absence types than those headteachers who were satisfied.

An overall rating for satisfaction with the impact of their current remodelling arrangements on pupil behaviour rating was derived from these two statements, in the same way as was done for primary headteachers. Nine per cent of secondary headteachers were either extremely or very satisfied, 19 per cent were fairly satisfied, 38 per cent were slightly satisfied and 34 per cent were not at all satisfied. Overall satisfaction was lower amongst secondary headteachers than primary headteachers (34 per cent of primary headteachers were either extremely or very satisfied). There was no relationship between overall satisfaction with the impact of arrangements in the school on pupil behaviour and regular use of support staff for absence cover, or monitoring, and the types of information used in monitoring.

Analysis was also conducted to investigate the relationship between monitoring and the types of information used, and the individual aspects of remodelling in terms of pupil behaviour. Headteachers who monitored the impact of their current arrangement for PPA time were more likely to be satisfied with the impact of their current arrangements on pupil behaviour. Looking at the types of information used in the monitoring, headteachers who used feedback from teachers, heads of department, support staff and pupils, and pupil attainment data were more likely to be satisfied with the impact of their current arrangements for PPA on pupil behaviour than those who do not use these types of information.

13.5.4 Impact on staff workload in secondary schools

Secondary headteachers were asked to indicate how they thought the workload of various groups had changed as a result of the remodelling process. Responses can be seen in Table 13.23.

Table 13.23: Secondary headteachers: Extent to which remodelling has increased or decreased workload for different members of staff

	Large increase (%)	Increase (%)	Neither increased nor decreased (%)	Decrease (%)	Large decrease (%)	Not applicable /not stated (%)
Headteacher	17	41	35	4	*	3
Leadership team	14	42	32	10	*	3
Teachers	*	4	25	64	3	4
Teaching assistants	1	39	49	6	*	6
Admin staff	12	56	24	3	1	5
	Weighted		729			
	Unweighted		727			

Based on all secondary headteachers who entered teaching before 2006
Source: Secondary headteachers survey

Headteachers reported substantial increases for all groups with the exception of teachers; 68 per cent of headteachers reported increases in administrative staff workload; 58 per cent in their own workload, 56 per cent in that of the leadership team; and 40 per cent identified increased workload for teaching assistants. However, 67 per cent of headteachers reported a decrease in teacher's workload, while only four per cent identified increases.

The following sub-group differences were apparent:

- Headteachers of mixed sex schools and girls only schools were more likely to report an increase in the workload of headteachers, than headteachers of boys only schools (75 per cent of girls only schools and 57 per cent of mixed sex schools compared with 45 per cent of boys only schools).
- Headteachers of girls only schools were more likely to report an increase in the workload of the leadership team, than boys only schools (67 per cent of girls only schools versus 41 per cent of boys only schools).
- Headteachers of middle-deemed-secondary schools were more like likely than headteachers of secondary schools to report an increase in the workload of teaching assistants (57 per cent of middle-deemed-secondary schools compared with 38 per cent of secondary schools) and administrative staff (80 per cent versus 67 per cent).

Analysis was conducted to see if the regular use of support staff to provide cover had an impact on perceived workload. It was found that in schools which regularly used support staff to provide cover, headteachers were more likely to think that the workload of teaching assistants had increased (43 per cent of headteachers in schools who regularly used support staff compared with 32 per cent who do not). Additionally in these schools headteachers were more likely to think that the workload of teachers had decreased (70 per cent compared with 60 per cent).

Analysis was conducted to try to establish whether there were any links between the workload changes reported, and other various measures of the implementation of the remodelling agenda. Headteachers who said their *own* workload and that of the *leadership team* had *increased* were more likely to:

- do higher amounts of cover;
- report that the school's main aim had been to be compliant with the statutory requirements.

Headteachers who said that the workload of the *teaching assistants* had *increased* were more likely to feel that their school had experienced a substantial change as a consequence of remodelling.

Headteachers who said that the workload of the *teachers* had *decreased* were more likely to:

- report that more complex administrative or pastoral roles have been transferred (either entirely or to a large extent) from teachers to support staff;
- report that their school had experienced a substantial change as a consequence of remodelling;
- report that the school's main aim had been to be compliant with the statutory requirements.

As in the primary schools, the majority of the components of the remodelling agenda seemed to headteachers to have had a positive effect in decreasing teachers' workloads, however many seemed to have had a negative impact on the workload of other staff members.

The findings were examined to see whether monitoring had any impact on whether headteachers felt workload had increased or decreased. Headteachers who monitored their current arrangements for LMT (either formally or informally) were more likely to feel that the workload of the leadership and management team had increased compared to those who did not monitor (58 per cent of those who monitored were satisfied compared to 50 per cent of those who did not monitor). There were no differences in the type of information used in the monitoring and perceptions of workload.

Secondary teachers were asked whether they felt that their work life balance had improved as a result of remodelling. One fifth (19 per cent) agreed that it had improved (with two per cent agreeing strongly), however two-fifths (38 per cent) disagreed (with 19 per cent disagreeing strongly). Fifteen per cent neither agreed nor disagreed.

Secondary support staff who felt that their role, job description or workload had changed in the last five years (or the period in their current school if shorter) were asked a series of questions regarding the changes they had experienced. Full details can be seen in Table 13.24.

Table 13.24: Secondary support staff: Extent to which workload has changed in the last five years

	Strongly agree (%)	Agree (%)	Neither agree nor disagree (%)	Disagree (%)	Strongly disagree (%)	Not stated/applicable (%)
I have more work to do in the same number of hours	31	32	13	13	4	13
I have more work to do and my hours have been increased	12	18	11	29	19	11
I now spend more time working outside the hours I am paid to work	23	32	16	17	5	17
	Weighted			-		
	Unweighted			752		

Based on secondary support staff who started work in schools before 2006 and said that their role, job description or workload has changed in the last five years

Source: Secondary support staff survey

Six in ten (63 per cent) support staff agreed that they have more work to do in the same number of hours, 17 per cent disagreed. Conversely, 30 per cent agreed that their work has increased but their hours have also increased, however 49 per cent disagreed. Just over half (55 per cent) of secondary support agreed that they spend more time working outside of the hours which they are paid to work. These findings are in line with those found in primary schools, and suggest that significant numbers of support staff feel that their workload has increased, but their hours and pay have not increased as a result of this.

Support staff who have been in their current role longer were more likely to agree that they have more work to do in the same number of hours compared with those who have been in their role more recently (72 per cent of those in role from 2002 or before compared with 59 per cent since 2003). In line with this they were less likely to agree that their workload had increased and their hours had increased, compared with those who have been in their role for a shorter time (21 per cent versus 32 per cent since 2003). Additionally support staff with HLTA status were more likely to agree that the amount of work they have to do and the

number of hours to do it in had increased (37 per cent), compared to those without HLTA status (28 per cent). Support staff from schools with a medium or high proportion of pupils eligible for free school meals were more likely to agree that they have more work to do in the same number of hours (65 per cent medium/high proportion versus 56 per cent low).

Support staff who have been working in schools longer were more likely to agree they now spend more time working outside of the hours which they are paid (64 per cent of those who joined before 1994, compared with 43 per cent since 1994), as are support staff with HLTA status (67 per cent compared with 51 per cent without HLTA status).

13.5.5 Impact on staff stress levels in secondary schools

Secondary headteachers were also asked to indicate the extent to which they felt their stress, and that of their staff, had increased as a result of the remodelling process. Answers can be seen in Table 13.25. Headteachers reported substantial increases for administrative staff (48 per cent reported an increase), themselves (45 per cent reported an increase) and the leadership team (43 per cent reported an increase). Half (51 per cent) of headteachers reported a decrease in teacher stress. These figures are broadly inline with those reported on workload, with those groups who headteachers reported to have experienced an increase in workload, also experiencing a reported increase in stress. The only notable sub group difference was regarding teachers' stress levels and the location of the school. Headteachers from schools outside of London were more likely to report a decrease in the stress levels of teachers (53 per cent), compared with those from London (37 per cent).

Table 13.25: Secondary headteachers: Extent to which remodelling has increased or decreased stress for different members of staff

	Large increase (%)	Increase (%)	Neither increased nor decreased (%)	Decrease (%)	Large decrease (%)	Not applicable /not stated (%)
Headteacher	12	33	47	4	*	4
Leadership team	10	34	45	7	*	4
Teachers	1	5	39	50	2	4
Teaching assistants	1	25	63	6	*	6
Admin staff	5	43	43	4	*	5
			Weighted	729		
			Unweighted	727		

Based on all secondary headteachers who entered teaching before 2006
Source: Secondary headteachers survey

Analysis was conducted to see if the regular use of support staff to provide cover was related to headteachers' reports of staff stress. It was found that in schools which regularly used support staff to provide cover, headteachers were more likely to think that the stress levels of teaching assistants had increased (28 per cent of headteachers in schools who regularly used support staff compared with 20 per cent who do not.) Additionally in these schools headteachers were also more likely to think that the stress levels of teachers had decreased (55 per cent compared with 43 per cent). These findings are line with those that emerged regarding workload.

Analysis was also conducted to try to establish whether there were any links between the changes in stress levels reported, and other various measures of the implementation of the remodelling agenda.

Headteachers who reported the following were more likely to say that their *own* stress levels and those of *the leadership team* had *increased*:

- that they did higher amounts of cover;
- that the school's main aim had been to be compliant with the statutory requirements.

Headteachers who reported the following were more likely to say that *teachers'* stress levels had *decreased*:

- that they (the headteacher) did higher amounts of cover;
- that the amount of cover provided by teachers had decreased;
- that more complex administrative or pastoral roles have been transferred from teachers to support staff;
- that their school had experienced substantial change as a consequence of remodelling.

So similarly to workload, the way in which many components of the remodelling agenda had been implemented appeared to have had a negative effect on stress levels of headteachers and the leadership team at many schools, but a positive effect on the stress levels of teachers.

There were no significant differences between whether headteachers monitored the impact of their current arrangements for PPA time, absence cover, LMT and invigilation arrangements and types of information used and the impacts of remodelling on stress.

Secondary teachers were asked whether they felt less stressed as a consequence of having timetabled PPA time. Seventeen per cent agreed that they felt less stressed, 44 per cent disagreed and 32 per cent had no opinion either way. Part-time teachers were more likely than full timers to agree that they are less stressed (26 per cent versus 16 per cent of full timers), as were teachers in small schools (27 per cent compared with 15 per cent in medium schools and 16 per cent in large schools). Additionally teachers without any whole school responsibilities were more likely to report that they are less stressed (24 per cent) compared with those paid on the leadership scale (17 per cent) and those with a TLR (14 per cent). These results suggest, similarly to the primary schools, that contrary to what the headteachers report, teachers themselves have more mixed views about their stress levels and do not on the whole feel that they have decreased.

Secondary support staff who felt that their role, job description or workload had changed in the last five years (or the period in their current school if shorter) were asked if they felt more stressed. Half (49 per cent) agreed that they did feel more stressed (with 18 per cent agreeing strongly). Seventeen per cent disagreed, 28 per cent neither agreed nor disagreed, and six per cent did not give an answer. Support staff who had HLTA status were more likely than those without HLTA status to agree that they felt less stressed (88 per cent with a HLTA status agreed, compared with 71 per cent without). Additionally those who do not currently have HLTA status but are working towards it were more likely to agree that they felt less stressed than those who do not have it and do not have a desire to work towards it (87 per cent compared with 76 per cent). Finally support staff from schools who had seen a decrease in attainment from 2003 to 2007 were more likely to agree that they felt less stressed, than teachers from schools where there had been little or no increase in attainment (56 per cent versus 43 per cent little or no increase).

These findings are in line with the secondary headteacher views on teaching assistants' stress levels.

13.5.6 Impact on staff sickness absence in secondary schools

Finally, **secondary headteachers** were also asked to indicate the extent to which they felt that their sickness absence, and that of their staff, had increased or decreased as a result of the remodelling process. Answers can be seen in Table 13.26.

Table 13.26: Secondary headteachers: Extent to which remodelling has increased or decreased sickness absence for different members of staff

	Large increase (%)	Increase (%)	Neither increased nor decreased (%)	Decrease (%)	Large decrease (%)	Not applicable /not stated (%)
Headteacher	-	1	93	2	1	3
Leadership team	*	5	89	3	*	3
Teachers	*	7	67	22	1	4
Teaching assistants	*	13	77	5	*	4
Admin staff	1	11	80	4	1	5
	Weighted		729			
	Unweighted		727			

Based on all secondary headteachers who entered teaching before 2006
Source: Secondary headteachers survey

Like their primary counterparts, the majority of secondary headteachers reported that sickness absence had neither increased or decreased for all five groups. The highest increase in sickness absence reported by headteachers was for teaching assistants (13 per cent reported an increase) and administrative staff (11 per cent reported an increase). The highest decrease was reported for headteachers, where a quarter (24 per cent) of headteachers reported a decrease. The only notable sub group difference was that headteachers from middle schools were more likely to agree that the sickness absence of the leadership team had increased (13 per cent) in comparison to secondary schools (five per cent). Overall these results suggest that remodelling has had very little effect on the sickness absence amongst all staff members.

There was found to be no significant difference between the regular use of support staff to provide cover for absence and the impacts of remodelling on sickness absence. However, analysis was conducted to try to establish whether there were any links between the changes in sickness levels reported, and other various measures of the implementation of the remodelling agenda. Headteachers who reported that *none* of the teachers on the leadership scale regularly had LMT were more likely to report an *increase* in the leadership team's sickness absence levels, than schools where all teachers on the leadership scale had LMT. Additionally headteachers were more likely to report a *decrease* in the sickness absence of *teachers* if:

- complex administrative or pastoral roles had been transferred to support staff;
- the school had experienced a substantial change as a consequence of remodelling.

There were no significant differences between whether headteachers' monitor the impact of their current arrangements for PPA time, absence cover, LMT and invigilation arrangements and types of information used and the impacts of remodelling on sickness absence.

13.5.7 Impact on staff job satisfaction, responsibility and pay in secondary schools

As seen with primary class teachers, half (49 per cent) of **secondary teachers** felt that they had benefited from the remodelling process. Teachers who had joined the school in 2002 or before were more likely to agree that they had benefited than teachers who joined since 2003 (52 per cent versus 46 per cent). In terms of responsibility, teachers paid on the leadership scale were most likely to agree (64 per cent). Finally teachers in schools which had little or no increase in attainment between 2003 and 2007 were also more likely to agree that they had benefited (56 per cent) than those who had seen an increase (48 per cent) or a decrease (44 per cent).

Fewer **secondary teachers** agreed that their job satisfaction had increased (22 per cent) and around half (51 per cent) felt there had been no change in their job satisfaction. Once again, it was teachers paid on the leadership scale that were most likely to say that their job satisfaction had increased (33 per cent). Teachers who felt that they were personally consulted on or involved in the remodelling process were more likely to agree that their job satisfaction had increased than those who did not feel they were involved (34 per cent versus 16 per cent).

Secondary support staff were asked a series of questions about changes to their role and job description in the last five years. Similarly to primary support staff, secondary support staff were generally positive about these changes. They were most strongly positive about increases in responsibility (87 per cent agree- 52 per cent agreed strongly- versus four per cent disagree). However they were least positive about increases to their pay (52 per cent agree versus 35 per cent disagree). Table 13.27 shows these responses in full.

Table 13.27: Secondary support staff: Extent to which role or job description has changed in the last five years

	Strongly agree (%)	Agree (%)	Neither agree nor disagree (%)	Disagree (%)	Strongly disagree (%)
I now have more responsibility	52	35	6	3	1
My work is more interesting than it was	35	40	16	4	1
I enjoy my work more than I used to	26	30	28	8	3
My status has risen	25	30	18	13	9
My pay has increased	19	33	8	13	22
I have gained new skills	32	47	12	3	3
		Weighted	-		
		Unweighted	752		

Based on secondary support staff who started work in schools before 2006 and said that their role, job description or workload has changed in the last five years

Source: Secondary support staff survey

Support staff that started their current role *more recently* and support staff that *have HLTA* status were more likely to agree with all of the statements as follows:

- 'I now have more responsibility' (91 per cent who started their current role since 2003 versus 80 per cent 2002 or before; 94 per cent HLTA versus 86 per cent no HLTA);
- 'My work is more interesting than it was' (78 per cent since 2003 versus 64 per cent 2002 or before; 88 per cent HLTA versus 71 per cent no HLTA);

- 'I enjoy my work more than I used to' (61 per cent since 2003 versus 44 per cent 2002 or before; 69 per cent HLTA versus 52 per cent no HLTA);
- 'My status has risen' (59 per cent since 2003 versus 45 per cent 2002 or before; 73 per cent HLTA versus 49 per cent no HLTA);
- 'My pay has increased' (55 per cent since 2003 versus 45 per cent 2002 or before; 67 per cent HLTA versus 46 per cent no HLTA);
- 'I have gained new skills' (82 per cent since 2003 versus 70 per cent 2002 or before; 90 per cent HLTA versus 76 per cent no HLTA).

Looking in more detail, support staff who currently have a HLTA post were more likely to agree with the following statements compared to those who have HLTA status but are not currently employed in a HLTA post:

- 'My status has risen' (82 per cent versus 57 per cent);
- 'My pay has risen' (79 per cent versus 46 per cent);
- 'I have gained new skills' (94 per cent versus 84 per cent);

Additionally, support staff who did not have HLTA status but were working towards it were more likely to agree that their work is more interesting than those without it who are not interested in working towards it (87 per cent versus 68 per cent).

Support staff who started work in schools and joined their current school *longer ago* were more likely to agree with the following statements:

- 'My status has risen' (61 per cent who started work in schools in 1993 or before versus 45 per cent 2003-2005; 62 per cent who joined the school in 2002 or before versus 46 per cent since 2003);
- 'My pay has increased' (58 per cent started work in schools in 1993 or before versus 43 per cent 2003-2005; 58 per cent joined school in 2002 or before versus 44 per cent since 2003);

As was the case with primary support staff, these findings suggest that support staff who are more experienced in their current role, are generally less likely to be positive about changes due to remodelling than those who are less experienced. However, support staff who had more experience in their school and in schools in general were more likely to be positive about their status and pay. As in primary schools, HLTA status had a considerable effect on support staff views about these changes

13.6 Special schools

13.6.1 Monitoring of arrangements in special schools

Special school headteachers were asked if they monitored any of their current arrangements for PPA time, absence cover, LMT and invigilation. Headteachers were most likely to say they monitored PPA time and absence cover, around three-quarters (75 per cent) said they monitored PPA time (either formally or informally) and a similar proportion (77 per cent) said they monitored absence cover. Table 13.28 gives a reminder of the figures for monitoring.

Table 13.28: Special school headteachers: Whether monitors impacts of current arrangements for...

	Yes, formally (%)	Yes, informally (%)	No (%)	Not applicable (%)
PPA time	24	51	24	0
Absence cover	38	39	20	1
Leadership and management time	11	48	32	3
Invigilation	6	20	23	31
	Weighted		152	
	Unweighted		152	

Based on all special school headteachers who entered teaching before 2006
Source: Primary/special headteachers survey

In line with primary headteachers, of the **special school headteachers** who said they monitored at least one arrangement the vast majority said they used feedback from teachers (85 per cent). They were least likely to use feedback from parents (32 per cent). The most notable difference between primary and special schools was that special schools were much less likely to use feedback from pupils in their monitoring information. Table 13.29 shows the full results for this question. There were no significant sub-group differences.

Table 13.29: Special school headteachers: Types of information used in monitoring

	%		%
Structured observation of lessons	71	Feedback from pupils	37
Informal observation	76	Feedback from parents	32
Feedback from teachers	85	Pupil attainment data	60
Feedback from support staff	82	QA of lesson plan	53
	Weighted		126
	Unweighted		

Based on all special school headteachers who entered teaching before 2006 and who monitor at least one arrangement
Source: Primary/special headteachers survey

13.6.2 Impact on standards in special schools

An overall satisfaction rating for headteachers' perceptions of the impact of their schools' remodelling arrangements on standards was created for **special school headteachers**. Their responses were very similar to those of the primary headteachers; Overall a third (35 per cent) of headteachers indicated that they perceived the impact of their arrangements on standards to be very or fairly strong, 49 per cent that the impact was moderate or weak, and 16 per cent that there was no positive impact.

Table 13.30 gives a reminder of findings from each of the four questions, and Table 13.31 shows the overall satisfaction levels.

Table 13.30: Special school headteachers: Perceived impact of remodelling arrangements in the school on standards

	Major positive impact/very satisfied (%)	Minor positive impact/Fairly satisfied (%)	No impact/Neither satisfied nor dissatisfied (%)	Minor negative impact/Dissatisfied (%)	Major negative impact/Very dissatisfied (%)	Not applicable (%)
Introduction of timetabled PPA time	21	52	23	2	0	0
Current PPA arrangements	32	42	19	3	1	1
Current arrangements for absence cover	31	49	14	2	1	0
Provision of regular timetabled LMT	13	35	36	8	1	1
				152		
				152		

Based on all special school headteachers who entered teaching before 2006
Source: Primary/special headteachers survey
N.B. Response scales varied in the question

Table 13.31: Special school headteachers: Overall ratings for perceived impact of school arrangements on standards

	%
Very strong positive impact (score 7-8)	12
Fairly strong positive impact (score 5-6)	23
Moderate positive impact (score 4)	18
Weak positive impact (score 2-3)	31
No positive impact (score 0-1)	16
	Weighted 152
	Unweighted 152

Based on all special school headteachers who entered teaching before 2006
Source: Primary/special headteachers survey
N.B. Response scales varied in the question

When analysing satisfaction with the different aspects of remodelling by the types of monitoring used, the only significant differences found were: headteachers who used pupil attainment data in monitoring were more likely to be positive about the impact the introduction of PPA time has had, and headteachers who used QA of lesson plans were

more likely to be positive about the impact regular LMT has had. There were no significant differences for overall satisfaction levels in terms of monitoring.

As with primary schools, special school headteachers' overall rating for impact of their school arrangements on standards was analysed by the various strategies used for remodelling, to establish whether any of them have been related to perceptions of the impact on standards. In special schools the only remodelling strategy which seemed to be linked to perceived impact on standards was whether support staff were regularly used to provide cover for absence. For each of the five different absence types (immediate unexpected absence, a short-term unplanned absence up to one day, a short-term unplanned absence up to three days, a short-term planned absence, and a longer absence), headteachers who reported that they regularly used support staff to provide cover, were more likely to report a high impact on standards than those who did not report using support staff regularly.

The following strategies were *not* linked to perceived impact on standards:

- whether support staff ever take classes during PPA time; and
- the extent to which more complex administrative or pastoral roles have been transferred from teachers to support staff.

In line with primary findings two-fifths (41 per cent) of **special school class teachers** agreed that they were now able to spend more time focusing on teaching and learning, and only one-fifth (17 per cent) disagreed. Table 13.32 shows these results in more detail.

Table 13.32: Special school class and floating teachers: Satisfaction with the impact remodelling has had on standards

Special school class teachers	Strongly agree (%)	Agree (%)	Neither agree nor disagree (%)	Disagree (%)	Strongly disagree (%)	Not applicable (%)
I am now able to spend more of my time focusing on teaching and learning	5	36	35	13	4	2
Remodelling has contributed to raising standards in this school	4	34	43	9	2	2
Weighted			201			
Unweighted			202			
Special school floating teachers						
I am now able to spend more of my time focusing on teaching and learning	10	21	45	10	5	5
Remodelling has contributed to raising standards in this school	4	38	41	7	2	2
Weighted			-			
Unweighted			42			

Based on all special school class and floating teachers who entered teaching before 2006
Source: Primary/special class teachers survey and primary/special floating teachers survey

Special school class teachers were also generally positive about the contribution remodelling has made to raising standards in the school. Almost one-fifth (38 per cent) agreed that it had made a contribution. (See Table 13.32.) However over two-fifths (43 per cent) had no opinion either way.

Class teachers who said that they were consulted on or involved in the remodelling process, were more likely to agree that remodelling has contributed to raising standards than those who said they were not consulted (58 per cent versus 31 per cent). In addition, class teachers who said they are now able to spend more of their time focusing on teaching and learning were more likely to agree that remodelling has contributed to raising standards in the school (63 per cent versus 13 per cent).

Similar responses were given by **special school floating teachers**, see Table 13.32 for full results.

13.6.3 Impact on pupil behaviour in special schools

An overall satisfaction rating of satisfaction with the impact of remodelling on pupil behaviour was created for **special school headteachers** in the same way as for primary headteachers. Special school headteachers seemed slightly more satisfied than primary headteachers. Two-fifths (43 per cent) were either extremely or very satisfied in relation to pupil behaviour, 20 per cent slightly satisfied, and 12 per cent not at all satisfied⁹². Table 13.33 gives a reminder of the findings from each of the two questions.

Table 13.33: Special school headteachers: Satisfaction with impact of school remodelling strategies on pupil behaviour

	Very satisfied (%)	Fairly satisfied (%)	Neither satisfied nor dissatisfied (%)	Dissatisfied (%)	Very dissatisfied (%)	Not applicable (%)
Current PPA arrangements	38	31	22	3	3	1
Current arrangements for absence cover	35	49	12	2	1	0
				152		
				152		

Based on all special school headteachers who entered teaching before 2006
Source: Primary/special headteachers survey

Overall headteachers were more likely to be extremely satisfied if they used pupil attainment data in monitoring. There were no other significant differences in relation to monitoring.

13.6.4 Impact on staff workload in special schools

Special school headteachers were asked to indicate to what extent they felt workload had increased or decreased as a result of remodelling amongst different staff groups. As in primary schools, special school headteachers reported that the workload of the majority of the staff groups had increased, with the exception of teachers. Half (50 per cent) of headteachers felt that teachers' workloads had decreased and only five per cent felt that they had increased. The largest proportion of headteachers felt that administrative staff's workload had increased (61 per cent felt their workload had increased as opposed to two per cent who felt it had decreased). Table 13.34 show the full responses to this question.

⁹² Respondents who were not satisfied were not necessarily dissatisfied, as they may have given a neutral option

Table 13.34: Special school headteachers: Extent to which remodelling has increased or decreased workload for different members of staff

	Large increase (%)	Increase (%)	Neither increased nor decreased (%)	Decrease (%)	Large decrease (%)
Headteacher	14	38	38	8	0
Leadership team	9	40	32	15	0
Teachers	2	3	39	49	1
Teaching assistants	3	47	41	3	1
Admin staff	10	51	31	2	0
			Weighted		
			Unweighted		
			152		
			152		

Based on all special school headteachers who entered teaching before 2006
Source: Primary/special headteachers survey

There were no significant sub-group differences apparent.

Supporting the primary class teachers findings, **special school class teachers** had no strong opinion either way, when asked about whether their work life balance had improved as a result of remodelling. One third (33 per cent) agreed that it had improved, however as similar proportion (27 per cent) disagreed, and the same proportion (33 per cent) neither agreed nor disagreed. **Special school floating teachers** were less negative about their work life balance. A third (13 out of 42) agreed, however only one sixth (seven out of 42) disagreed. Almost a half (19 out of 42) had no opinion either way. Again, these results represent a difference in opinion between what headteachers felt the impact of remodelling had been on teachers' workloads and what teachers themselves felt.

Special school support staff gave very similar responses to primary support staff about changes in their workload in the last five years (or the period in their current school if shorter). Table 13.35 shows these results in full.

Table 13.35: Special school support staff: Extent to which workload has changed in the last five years

	Strongly agree (%)	Agree (%)	Neither agree nor disagree (%)	Disagree (%)	Strongly disagree (%)
I have more work to do in the same number of hours	34	34	14	9	1
I have more work to do and my hours have been increased	12	12	15	35	12
I now spend more time working outside the hours I am paid to work	24	34	12	17	4
			Weighted		
			Unweighted		
			-		
			185		

Based on special school support staff who started work in schools before 2006 and said that their role, job description or workload has changed in the last five years

Source: Primary/special support staff survey

As Table 13.35 shows, over two thirds of support staff (68 per cent) agreed that they now have more work to do in the same number of hours, and almost three-fifths (58 per cent) agreed that they now spend more time working outside the hours. Conversely almost a half (47 per cent) disagreed that they have more work to do and their hours have been increased. Support staff views support those expressed by headteachers.

13.6.5 Impact on staff stress levels in special schools

Special school headteachers were asked to indicate to what extent they felt stress had increased or decreased amongst staff. As in primary schools, headteachers felt in general that stress levels had increased, with the exception of amongst teachers, where it was felt that stress had decreased. In line with the findings for workload, special school headteachers were most likely to report that administrative staff's stress levels had increased (46 per cent said their stress levels had increased as opposed to three per cent who said their stress levels had decreased). Table 13.36 shows these findings in detail. There were no significant sub-group differences.

Table 13.36: Special school headteachers: Extent to which remodelling has increased or decreased stress for different members of staff

	Large increase (%)	Increase (%)	Neither increased nor decreased (%)	Decrease (%)	Large decrease (%)
Headteacher	10	34	45	6	1
Leadership team	7	32	47	9	1
Teachers	1	4	55	34	0
Teaching assistants	2	31	58	6	0
Admin staff	6	40	46	3	0
			Weighted		
			Unweighted		
			152		
			152		

Based on all special school headteachers who entered teaching before 2006
Source: Primary/special headteachers survey

Similarly to primary class teachers, **special school class teachers'** views on their own stress were also mixed. A third (31 per cent) agreed that they felt less stressed as a consequence of having timetabled PPA time. A similar proportion (30 per cent) disagreed and almost two-fifths (38 per cent) had no opinion either way.

Slightly more **special school support staff** who said that there had been changes in their job in the last five years agreed that they now feel more stressed, than what was reported by headteachers. Half (52 per cent) of support staff agreed, whereas only a third (33 per cent) of headteachers reported that teaching assistants' stress had increased. Only 14 per cent of support staff disagreed that they now feel more stressed, but a quarter (27 per cent) neither agreed nor disagreed.

13.6.6 Impact on staff sickness absence in special schools

Finally **special school headteachers** were asked to indicate to what extent they felt sickness absence had increased or decreased amongst staff (Table 13.37). As was found for primary headteachers, the vast majority (84 per cent- average of five groups) felt that sickness absence had neither increased nor decreased for all staff members. The highest increase in sickness absence was amongst teaching assistants (20 per cent), and the highest decrease amongst teachers (14 per cent).

Table 13.37: Special school headteachers: Extent to which remodelling has increased or decreased sickness absence for different members of staff

	Large increase (%)	Increase (%)	Neither increased nor decreased (%)	Decrease (%)	Large decrease (%)
Headteacher	0	2	93	2	1
Leadership team	1	2	91	3	0
Teachers	1	8	75	13	1
Teaching assistants	2	18	72	5	1
Admin staff	1	6	87	3	0
			Weighted		
			Unweighted		
			152		
			152		

Based on all special school headteachers who entered teaching before 2006
Source: Primary/special headteachers survey

There were no significant sub-group differences apparent.

13.6.7 Impact on staff job satisfaction, responsibility and pay in special schools

Similarly to primary class teachers, around half (48 per cent) of **special school class teachers** agreed that they have benefited from the remodelling process, only ten per cent disagreed. Just over a quarter (29 per cent) of **special school class teachers** agreed that their job satisfaction has increased as a result of remodelling. However a half (50 per cent) felt that it had not changed as a result. Class teachers who had been personally involved or consulted about the remodelling process were more likely to agree that their job satisfaction has increased than those who were not (47 per cent versus 16 per cent).

Fewer **special school floating teachers** (14 out of 42) agreed that they had benefited from the remodelling process, and over two-fifths (18 out of 42) neither agreed nor disagreed. In terms of whether their job satisfaction had increased as a result, **special school floating teachers** supported primary floating teachers' views. Over a quarter (12 out of 42) agreed that their job satisfaction had increased, and 21 out of 42 felt that it had not changed.

Special school support staff were asked a series of questions about changes to their role and job description in the last five years. As in primary schools, special school support staff were mainly positive about these changes, with the exception of pay, where views were mixed (41 per cent agreed and 41 per cent disagreed) (Table 13.38). Support staff were most strongly positive about increased responsibility, the vast majority agreed (84 per cent - 47 per cent agreed strongly) that they now have more responsibility, and only three per cent disagreed.

Table 13.38: Special school support staff: Extent to which role or job description has changed in the last five years

	Strongly agree (%)	Agree (%)	Neither agree nor disagree (%)	Disagree (%)	Strongly disagree (%)
I have gained new skills	30	52	7	6	2
I now have more responsibility	47	37	8	3	0
My work is more interesting than it was	24	45	22	3	1
I enjoy my work more than I used to	18	34	31	11	2
My status has risen	16	25	25	17	10
My pay has increased	10	31	12	18	23
			Weighted		
			Unweighted		
				-	
				219	

Based on special school support staff who started work in schools before 2006 and said that their role, job description or workload has changed in the last five years

Source: Primary/special support staff survey

Support staff with HLTA status were more likely to agree with the following statements:

- 'My status has risen' (56 per cent HLTA status versus 34 per cent no HLTA).
- 'My pay has increased' (60 per cent versus 33 per cent).
- 'I have gained new skills' (91 per cent versus 78 per cent).

Finally, support staff who started their current role more recently were more likely to agree with the following statements:

- 'My work is more interesting than it was' (80 per cent who started since 2003 agreed versus 57 per cent 2002 or before).
- 'I enjoy my work more than I used to' (64 per cent since 2003 versus 39 per cent 2002 or before).
- 'My status has risen' (53 per cent versus 27 per cent).
- 'My pay has increased' (59 per cent versus 23 per cent).

14 Remodelling balance sheet

Summary

The research identified various ways in which remodelling has benefited schools:

- Members of support staff have increased opportunities for career development, status and job satisfaction; talent that was previously unrecognised has been identified and developed.
- The employment and deployment of support staff in senior and more complex administrative roles has been effective.
- The principle that teachers should not undertake administrative tasks has been generally accepted.
- In primary schools, both PPA time and LMT were reported to be very effective; the time was used for the intended purpose, and was perceived to contribute to raising standards.
- The reduction in cover has benefited secondary teachers, allowing them to plan how to use their time, and to use it more effectively.
- Where secondary schools have been able to recruit effective external invigilators, this has proved beneficial.
- Remodelling has helpfully drawn attention to issues around teachers' workload, and the need to achieve a work-life balance.

The research also identified some aspects that have had a limited impact:

- Most schools did not make a clear distinction between cover supervision and specified work.
- There has been only a limited reduction in teacher time spent on administrative tasks.
- The impact of PPA time has been more limited in schools where space for staff to work and ICT facilities are inadequate.
- Secondary teachers benefited less from PPA time and LMT than their primary counterparts, partly because they usually had single non-contact periods which were not conducive to focusing on any specific task.
- The introduction of DHT has had little impact because it does not reflect the reality of how headteachers think about their time.
- Primary school headteachers and teachers continued to invigilate National Key Stage 2 tests; they believed that it was part of their professional duty to their pupils to do so, both to offer them reassurance in a stressful situation, and to ensure that the tests were conducted fairly.

- Schools with a high proportion of pupils eligible for free school meals made less use of support staff in teaching and learning roles and of external invigilators, because they reported that the support staff they could recruit were not able to manage the pupils effectively.
- Some special schools reported that some aspects of remodelling were inappropriate in the context of their particular pupils and their needs; for example, several heads of schools with pupils with behavioural difficulties reported either on the questionnaire or in interview that it was more appropriate to use teachers to cover and invigilate. However, headteachers of schools where pupils had different needs (particularly learning difficulties) reported that using support staff for these roles was helpful in their contexts.
- There was no evidence that the varied ways in which schools had implemented remodelling had had any impact on changes in attainment, though headteachers of schools that were able to recruit skilled and trained support staff perceived such an impact.

Some aspects have had a negative impact:

- Some support staff have taken responsibility for classes for longer than intended, taking on responsibility for which they were neither trained nor paid. Some cover supervisors have undertaken specified work that was not included on their job descriptions.
- Support staff at all levels reported excessive workload, despite large increases in support staff numbers.

Finally the research identified some issues that might usefully be reviewed by policy makers:

- Career and pay structures for support staff emerged as a key issue; this is already under review⁹³.
- The extent to which both administrative and teaching and learning support staff work unpaid overtime should also be reviewed; while it was acknowledged that remodelling was not the only factor in this, those schools that had remodelled most extensively were the most likely to report increased support staff workload and stress.
- There is a need for greater clarity about the length of time for which support staff may cover, or take classes doing specified work. The distinction between cover and specified work could also be usefully reviewed.
- It might be helpful to reinforce the principle behind the drive to transfer administrative tasks to support staff (i.e. that teachers should only do tasks that require their professional skills and judgement), and possibly remove or revise the illustrative list of tasks, because many respondents in this research focused on this rather than the overall intention.
- The definitions of DHT that are available to headteachers have different emphases, ranging from time for leadership and management, to a specific allocation of time in which a headteacher can work uninterrupted on leadership tasks. It might be helpful if there was greater clarity on the purpose for which DHT is intended.

⁹³ The School Support Staff Negotiating Body came into being in September 2008; it is responsible for setting up and implementing a framework for negotiations on the pay and conditions of service for school support staff in maintained schools.

- The strong views of primary school leaders and teachers that they should be involved in invigilation suggests that this aspect of the National Agreement should be reconsidered.
- A minority of special school staff argued strongly that their professional judgement of what is in the best interests of their pupils (in the light of their particular needs), should be respected, including when this involved using teachers for cover and invigilation.
- The particular needs of, and difficulties encountered by, schools serving areas with high levels of disadvantage should be kept under review; to ensure that they are given sufficient flexibility to use approaches that meet the needs of their pupils.

14.1 Introduction

This final chapter aims to draw up a balance sheet for workforce remodelling, in an attempt to pull together the key strands from the preceding chapters, and to identify what is proving to be beneficial, what is having little impact (or even a negative impact) and which aspects might be reviewed.

The chapter is divided into four sections. The first briefly summarises the main changes in practice that remodelling has brought about in primary, secondary and special schools. The second focuses on the different aspects of the remodelling agenda (enhanced support staff roles; introduction of time for planning preparation and assessment, leadership and management and headship; and changes to arrangements for cover for absence and invigilation) as discussed in Chapters 5-12 of this report. The third section considers some specific contexts in which the impacts of remodelling have been somewhat different from in the majority of schools (small schools and schools with a high number of pupils eligible for free school meals). The final section focuses on the two areas on which remodelling was intended to have a positive impact: standards and workload for teachers.

14.2 Remodelling in primary, secondary and special schools

This section briefly summarises the main changes in practice that remodelling has brought about in primary, secondary and special schools.

14.2.1 Primary schools

The introduction of PPA time and LMT was a radical change for most primary schools because class teachers had not previously had any substantial time out of class during school sessions. In most schools PPA and LMT are timetabled in half day blocks. The novelty of having such time, the timetabling and the length of each block all encourage teachers to use the time for the purposes for which it was allocated. Primary schools have also had to decide who should teach classes while their class teachers have PPA time; this is often a floating teacher, a member of support staff, or a specialist coach, instructor or teacher.

Changes to cover have had less impact because class teachers rarely covered in any case. Some schools are now using support staff to cover, generally for short absences only. However, headteachers and floating teachers often provide cover.

The HLTA role has offered positive opportunities for development to support staff, and schools have made use of their skills particularly to take responsibility for whole classes. However, many other support staff who do not have HLTA status also undertake this role, both carrying out specified work and providing cover.

Almost all primary schools continue to have teachers and leadership team members invigilating Key Stage 2 national tests. They consider it entirely inappropriate to do otherwise with such young children.

While some headteachers said they had allocations of dedicated headship time, it rarely existed in any real sense. However, this provision has perhaps encouraged some headteachers to take occasional days to work at home when they need to focus on a substantial task.

14.2.2 Secondary schools

While secondary teachers have always had non-contact time, they were often unable to plan to use this time effectively because they might have to cover for teacher absence. This situation has been improved, both because some non-contact periods are now 'protected' as PPA time, and because teachers now do less cover in most schools. Other non-contact periods have now been designated as LMT, for those with leadership and management responsibilities.

Particular non-contact periods are not usually used for specific purposes (PPA or leadership and management); rather, the totality of the time available is used for the work that has to be carried out.

The development of the cover supervisor role (a person who provides cover supervision when teachers are absent during time they were timetabled to teach) has been welcomed in many schools. Other new support staff roles include senior administrative roles, often transferring administration of areas such as cover, exams or timetabling from teachers to support staff.

In most secondary schools teachers are no longer required to invigilate; however, a minority of schools, and particularly the more challenging ones, still use teachers (or leadership team members) because they regard this as essential for maintaining a calm atmosphere.

14.2.3 Special schools

Special schools are very varied, and it is not possible to talk in terms of common patterns without taking into account the particular needs of the pupils they cater for. Survey responses from special school staff were overall similar to those of primary school staff, but the case studies illustrated that within this there is considerable diversity of practice.

14.3 Aspects of the remodelling agenda

The National Agreement *Raising Standards and Tackling Workload* (2003) included a seven point plan for 'creating time for teachers and headteachers, and therefore time for standards' (para. 10). The sections below consider various aspects of this. While the headings below are similar to those of the chapters in the report, the points made about benefits, limited or negative impacts and aspects that could be reviewed draw on data from across the whole report.

14.3.1 Enhanced roles for classroom support staff

The seven point plan in the National Agreement included *'reform of support staff roles to help teachers and support pupils. ... Cover supervisors and high level teaching assistants will be introduced'* (para. 10.iv). Reform of support staff roles was considered necessary to enable schools to deliver the contractual changes to teachers' roles.

The impact on teachers of support staff enhanced roles as a result of their work providing cover and taking classes in PPA time is discussed under those headings. Here the focus is on the support staff themselves. This research focused particularly on the enhanced role of support staff who take responsibility for whole classes; it was not concerned with their enhanced role in classroom support.

These issues are discussed mainly in Chapter 5.

Benefits of enhanced roles for classroom support staff

This aspect of remodelling has:

- brought to light pools of talent among support staff members that headteachers had not previously been aware of;
- offered personal development (through training and tackling new challenges) for thousands of support staff;
- started to create a career structure for classroom support staff, and opportunities for progression;
- increased status and job satisfaction for the support staff involved.

Limited or negative impact

- Some support staff have taken responsibility for classes for far longer than was intended, for example, for several weeks in primary schools, and taking the same group for a term or more in secondary schools. Support staff are not paid or trained to undertake this level of responsibility. The impact on pupils in these circumstances must be a concern to everyone.

Aspects that could be reviewed

- The definitions of 'cover supervision' and 'specified work' put forward in WAMG guidance and in the Specified Work Regulations do not match what goes on in reality. In primary and special schools, supervision without taking on some of the roles of a teacher is often not possible. In secondary schools, cover supervisors find it easier to manage classes if they engage with them, and teachers often expect them to deliver lessons. This categorisation of ways of working with pupils could usefully be reviewed.
- While a career structure for support staff has been developed, it is problematic because more support staff want to progress than schools are able to offer appropriate posts to (for example, many more support staff have gained HLTA status than have HLTA posts). The numbers of posts available generally reflects school budgets, which are finite. It may not be helpful to raise aspirations further unless there are real opportunities for further career progression for substantial numbers.

- The diversity in job titles, and the fact that different schools may use the same title for very different roles makes it difficult to collect clear statistical data about this group, and presumably to plan for their development. A national pay and career structure might be helpful in this respect.
- The training opportunities available to classroom support staff are very diverse. They find it difficult to know which qualifications are most useful, and which are most valued by schools most. It would be helpful to have greater clarity about what might lead to enhanced pay, and what is the best (shortest, most appropriate) route to move towards QTS.
- The pay structure for support staff pay is unsatisfactory in a number of ways:
 - Local authority pay structures involve implementation of 'the Single Status Agreement which requires a mapping of support staff posts onto LA harmonised pay scales and job descriptions. School support staff pay levels are therefore determined through comparison with other roles, and appear to have been set rather low for the levels of responsibility some staff have.
 - There are many inequities in relation to rates offered for different roles, and in different local authorities; whether staff are paid for the full year or only for term-time working, and what hours they are paid to work. This impacts particularly on those who take responsibility for whole classes, for example, when they are not paid for the lunch hour before they teach, but have to be present to prepare the classroom and get out their resources.
 - Some talented and well qualified support staff are contributing far more than they are paid for, teaching groups of pupils over periods of weeks or months; leading curriculum areas, offering development to teaching staff in their own and other schools (e.g. a lead practitioner of French and an RE curriculum leader).
 - Many support staff are working longer hours than they are paid to work. They do this because their allocated work does not fit in the designated hours, and because many have a strong sense of loyalty to the schools they work in.

The national review of support staff pay and conditions will clearly be important in addressing these issues.

14.3.2 Transfer of senior administrative roles from teachers to support staff

The plan in the National Agreement included '*the recruitment of new managers, including business and personnel managers, and others with experience from outside education where they have the expertise to contribute effectively to schools' leadership teams*' (para. 10).

This is discussed mainly in Chapter 6 of this report.

Benefits

- This provision has created new career pathways for those already working in schools, and has attracted skilled and experienced people from other employment sectors.
- Schools are benefiting from dedicated staff undertaking administration of areas such as exams and cover.
- Each school has been able to create the roles that fit its needs.

- Those in senior roles are making valuable contributions to school management teams.
- The creation of the NCSL's Certificate of School Business Management has clearly encouraged some schools to review their administrative roles, and has encouraged some staff in such roles to see ways in which they could potentially contribute more effectively.

Limited or negative impact

- Some staff in these roles have excessive workloads and are therefore working excessive hours.
- While there are clear opportunities for junior administrative staff to progress to more senior roles, those who have joined schools in senior roles (as business managers or exams officers, for example) see little prospect of progression for themselves.
- In some primary schools, there appeared to be some resistance to including staff in senior roles as members of the school leadership team.
- In some secondary schools, there was evidence that the teacher/administrative staff divide had increased.
- In some (mainly secondary) schools, there appeared to be a lack of structures for ensuring that staff in these roles felt included as part of the whole enterprise. (This was not the case for the most senior, who were often members of SLT.)

Aspects that could be reviewed

- While there are clearly benefits to encouraging schools to create roles that meet their specific needs, it may be helpful to have greater coherence across schools in order to make career progression more straightforward. The CSBM has to some extent created this for business managers.

14.3.3 Transfer of administrative tasks from teachers to support staff

The plan in the National Agreement stated that teachers should not routinely do administrative and clerical tasks, and that they should have support so that they can focus on teaching and learning and expect routine tasks to be done by support staff. It identified a list of 25 tasks which teachers should not routinely be required to do.

This is discussed mainly in Chapter 7 of this report.

Benefits

- Teachers and headteachers welcomed the fact that the principle of reducing the time teachers spend on routine administration has been recognised at national level.
- Schools have also recognised the need to make provision to reduce this, and case study evidence suggests that the majority have done so.

Limited or negative impact

- Only a quarter of the teachers surveyed agreed that they now spend less time on administration.

- While the list of 25 tasks provided a useful illustration of the sort of administration that was being referred to, it has also proved problematic, in that the list indicates that many of the tasks need some teacher involvement, and the precise boundary between the teachers' role and that of support staff is hard to define.
- Most interviewees focused on the named tasks, rather than on the principle that teachers should not undertake tasks that do not require their professional skills and judgement.
- There are very real difficulties for schools in making provision for some of the tasks to be carried out; for example, it is difficult for support staff to undertake classroom display during school sessions, but finding mutually convenient times when the teacher is available to direct and the support staff member to put up the display, and the classroom is not in use is challenging. In some schools, the quality of displays (and thus of the classroom environment) has declined.
- The inclusion of photocopying in the list, and the need to have planned use of photocopying facilities, means that those who want to use these facilities have to plan further ahead, and may therefore take less note of pupil progress in a lesson, and whether the next planned lesson is appropriate. Thus their flexibility to respond to pupil progress and needs in their planning is reduced.
- Some teachers continue to put up displays because they see this as a key aspect of their role as teachers, because the displays are used in their teaching. Others enjoy the task. Many teachers continue to put up displays and are unhappy about the implication that they should not do this.
- There was evidence that a small minority of teachers had taken a militant attitude in relation to some tasks, in some cases blaming other teachers who undertook them, and in other refraining from undertaking the task even when there were clear reasons on that specific occasion why support staff could not do it.
- There was evidence that in some schools this aspect of remodelling has reduced support staff status and increased the divide between support staff and teachers (in a contrary move to the enhancement of support staff roles).

Aspects that could be reviewed

- It could be helpful to increase the focus on the notion of tasks that do not require a teacher's professional skills and judgement, and perhaps to remove the list, which may have distracted teachers from the principle.

14.3.4 PPA time

The plan in the National Agreement included '*changes to teachers' contracts, to ensure all teachers, including headteachers ... have guaranteed planning, preparation and assessment time within the school day, to support their teaching, individually and collaboratively*' (para. 10).

This is discussed mainly in Chapter 8 of this report.

Benefits

- This has been most beneficial in primary schools where teachers have had, for the first time, an allocation of time to focus on planning.

- In some cases it has been possible for primary schools to timetable this so that teachers of parallel classes or the same Key Stage can plan collaboratively.
- In some primary schools, pupils benefit from a wider curriculum and specialist input.
- In secondary schools, PPA time has not changed the total time that teachers have available for planning, but because the time is taken as protected free periods, teachers can use their time more effectively. However, as the amount of cover they are asked to do is reduced, the fact that some free periods are protected becomes less valuable.
- Some teachers reported that having PPA time has improved the quality of their planning and the effectiveness of their lessons.

Limited impact

- Impact has been limited where ICT facilities and/or space in schools are limited, and teachers cannot work effectively. Half the primary teachers surveyed and a third of those in secondary schools indicated that this was the case.
- For the vast majority of secondary teachers, the fact that the time is generally allocated as single periods makes it less useful.

Aspects that could be reviewed

- While difficult, teachers and pupils would clearly benefit more if secondary schools were more often able to timetable for double periods of PPA time.
- It is important that there is continued investment in working space and ICT facilities for teachers to use during their PPA time.

14.3.5 Cover for absence

The plan in the National Agreement included *'changes to teachers' contracts, to ensure all teachers, including headteachers ... have a reduced burden of providing cover for absent colleagues'* (para. 10). The STPCD 2004 introduced a 38 hour limit on the amount of cover that teachers could be required to carry out, and the Guidance to the STPCD 2007 specified that teachers should rarely be asked to cover from September 2009.

This is discussed mainly in Chapter 9 of this report.

Benefits

- The reduction in cover has given secondary teachers more time in which they can work. Just four per cent of secondary teachers had undertaken more than 13 hours cover in the previous term, and more than half had done four hours or less.
- The use of support staff to cover in secondary schools has resulted in less poor behaviour in cover lessons in secondary schools in comparison with the use of unfamiliar supply teachers.
- Their familiarity with pupils and with school routines is seen as a major advantage of this arrangement in both primary and secondary schools.
- In primary schools, the support staff used are often those that regularly work in the class, and they are able to carry on according to the teachers' plans.

- The use of support staff rather than supply teachers has cut costs.

Negative impacts

- Some schools are using support staff to take particular classes for periods far in excess of the indications in the guidance.
- In many cases, cover supervisors are delivering lessons rather than supervising set work.
- Teachers agreed that such arrangements had a negative impact on pupils' education. They also raise concerns in that support staff are not being paid to teach.
- Headteachers say they are undertaking more cover than before (though class teachers less often indicated that headteachers covered than the headteachers themselves had said). A quarter of primary headteachers and ten per cent of secondary headteachers had undertaken more than 13 hours cover in the previous term.

Aspects that could be reviewed

- There is a need for greater clarity in relation to the amount of time for which support staff may provide cover.
- As indicated earlier, the distinction between specified work and cover supervision does not work in practice and it would be useful to review this.

14.3.6 Leadership and management time (LMT)

The plan in the National Agreement included '*changes to teachers' contracts, to ensure all teachers, including headteachers have a reasonable allocation of time in support of their leadership and management responsibilities*' (para. 10).

This is discussed mainly in Chapter 10 of this report.

Benefits

- LMT is contributing to the effectiveness of teachers' work in their specific responsibilities.
- It is also contributing (particularly in primary schools) to their teaching because they are able to focus on leadership and management responsibilities in specific blocks of time, rather than trying to undertake them at the same time as they are trying to think about teaching.
- To a lesser extent, LMT has contributed to reduce teacher stress and hours worked.
- It has had a particularly positive impact in primary schools where those not on the leadership scale rarely had any allocation previously. Because the time is allocated in blocks (often only occasionally in the term) it tends to be used for leadership and management tasks.

Limited impact

- LMT has had less impact in secondary schools because teachers already had free periods, and those with responsibilities were allocated more free periods. The time allocated adds to the total pool of time available, but is not generally used specifically for LMT. In addition, the fact that it is often allocated as single periods rather than longer blocks makes it less useful.

Aspects that could be reviewed

- In an ideal scenario secondary non-contact time would be allocated as double periods – but this would clearly add to the complexity of timetabling.

14.3.7 Dedicated headship time

The plan in the National Agreement included '*changes to teachers' contracts, to ensure that headteachers ... have dedicated time which recognises their significant leadership responsibilities for their school*' (para. 10).

This is discussed mainly in Chapter 11 of this report.

Benefits

- This provision has made some governors aware of issues around headteacher workload, and has opened this up as an area to be discussed and tackled.
- Some headteachers argued that this provision gives them the 'licence' they need to work at home occasionally when they needed to focus on a large task.

Limited impact

- For most heads it had no impact because it did not reflect the reality of the way they think about and use their time
- Most heads argued that a regular weekly block of time is not what is needed; their preference would be to take whole days away from the school less frequently.

Aspects that could be reviewed

- The accounts of DHT in the STPCD, the Guidance and the remodelling website have different emphases, ranging from DHT being time for leadership and management, to it being a specific allocation of time in which a headteacher can work uninterrupted on leadership tasks. It might be helpful for different sources have a greater commonality.
- The notion in some sources that DHT should be a specific and regular time allocation might be helpfully replaced with a broader notion that headteachers can set aside blocks of time to concentrate on leadership tasks, and that in schools where they feel they can only do this without interruption if they work off site, they should be encouraged to do so on such occasions.

14.3.8 Invigilation

The National Agreement specified that teachers should not be routinely required to invigilate external examinations.

This is discussed mainly in Chapter 12 of this report.

Benefits

- Where schools are able to recruit invigilators who can do the job effectively, this has clearly been beneficial in freeing up teachers' time.

Limited impact

- This has had no effect in primary and middle schools, where teachers and leadership team members routinely invigilate, and believe that it is part of their professional duty to their pupils to do so, both to offer them reassurance in stressful situation by making it as normal as possible, and by ensuring that the tests are fairly conducted.
- In secondary schools with a high level of challenge (as measured by FSM eligibility), teachers or leadership team members are often present throughout exams to ensure that a calm atmosphere in which pupils can focus on the task. In their experience, this is not possible with the external invigilators they can recruit, because they do not have the skills or confidence to assert themselves, particularly in exams with large numbers of pupils.
- Where special school pupils take external exams, teachers are normally present to support pupils with special needs, and to encourage pupils.

Aspects that could be reviewed

- The united opposition of primary school leaders and teachers to the notion that they should not be involved in invigilation suggests that this aspect of the National Agreement should be reconsidered.
- Where teachers and school leaders find that their presence is necessary to maintain a calm atmosphere, or when they are unable to recruit external invigilators of the calibre needed, it should be seen as acceptable for them to deploy teachers to invigilate. Issues relating to schools with high levels of disadvantage are further discussed in the next section.

14.4 Specific contexts in which the remodelling process and its impact have been different**14.4.1 Level of disadvantage****Benefits**

- The various aspects of workforce remodelling are perceived as most effective by headteachers and teachers in schools with a low or average percentage of pupils eligible for free school meals.

Limited impact

- Both the extent to which all the aspects of workforce remodelling have been implemented, and the perceived benefits, are more limited in schools with a high level of eligibility for free school meals. There are two reasons for this:
 - they are less likely to be able to recruit support staff with the necessary skills;
 - the pupils are harder to manage and need more skilled people to manage them.

For these reasons, they have made less use of support staff to take responsibility for classes and to invigilate, and many continue to use teachers in these roles, arguing that not to do so would jeopardise stability and standards.

Aspects that could be reviewed

- The Secretary of State's announcement in September 2008 (DCSF, 2008c) of the introduction of legislation to make sure all schools comply with existing provisions is clearly a concern for schools that are unable to recruit appropriate support staff who can manage their pupils, as is the 'rarely cover' agreement that comes into operation in September 2009. It will be important to keep under review the impact of such provisions in schools with high levels of disadvantage.
- While schools with high levels of disadvantage attract additional funding, the CfBT reported that in practice LA allocations of funding to schools tend to spread funding targeted at low-income pupils more widely (Sibieta *et al.*, 2008). In that they may have to pay more to employ teachers to cover, or to attract highly skilled support staff, funding levels in such schools should be kept under review.

14.4.2 Special schools**Benefits**

- In some special schools, familiarity of staff with pupils is key, and so the ability to make more flexible use of support staff has been welcomed.

Limited impact

- A minority of special schools have found the remodelling agenda largely irrelevant to their specific needs and characteristics; the scale of this research did not allow us to investigate sufficiently which special schools have most benefited and which have not. However, we noted that some schools for pupils with behavioural difficulties raised the same issues about not being able to use support staff as is indicated by the pattern of responses from schools with high free school meals eligibility.

Aspects that could be reviewed

- It would seem inappropriate to have any single ruling about how special schools should manage in this respect. Their professional judgement about what is and what is not in the best interests of their pupils should be respected.

14.5 Raising Standards and Tackling Workload

In this final section we return to the two key elements of the National Agreement: reducing teachers' workload, and at the same time, driving up school standards.

14.5.1 Workload

Annual surveys of teachers' workload (OME, 2004-8) shows that it has not decreased significantly since remodelling. Nevertheless, it is of interest to see how remodelling is perceived to impact on workload. In our surveys and interviews, we asked about workload, stress and sickness absence.

Benefits

- The impact of remodelling on teacher workload was generally perceived to be positive. The main aspects of remodelling contributing to this were the introduction of PPA time (particularly in primary schools) and the reduction in cover, together with the timetabling of PPA as protected free periods (in secondary schools).

- Even where actual hours had not reduced, teachers spoke of feeling less stressed because they could now plan their workload.
- It was generally agreed that the National Agreement has usefully brought to the fore the notion that teachers should have a work life balance. This has had some impact on the way teachers (and school leaders) think, and on their awareness of need for work life balance.

Limited impact

- The number of new initiatives and curriculum changes being introduced into schools was generally seen as responsible for the fact that teachers' hours have not reduced, despite the apparent benefits achieved through remodelling.

Negative impact

- While teachers have experienced some slight benefits in relation to workload from remodelling, the effect has been to shift the work to other people in the school. Headteachers' responses indicate that they themselves, together with leadership team members, teaching assistants and administrative staff have experienced an increase in workload and stress as a result of remodelling. Those that indicated that remodelling had involved a radical change process in their schools were more likely to indicate a shift in workload from teachers to other staff groups.
- The case study data also showed that administrative staff and support staff who now take responsibility for whole classes were struggling with increased workloads; however, their hours and pay had not increased.

Aspects that could be reviewed

- The emphasis on teachers' work life balance seems to have been at the expense of headteachers, admin staff and teaching and learning support staff. Schools used to rely on the good will of teachers to work long hours, and still do to a large extent – but they now also rely more on the good will of lower paid support staff.

14.5.2 Standards

This research was designed specifically to identify the National Agreement implementation strategies and processes that schools believe have the greatest impact on school standards in different types of schools, in particular looking at PPA time, strategies for providing cover for absent teachers, leadership and management time and relieving teachers of invigilating external exams.

In Chapter 13 we have analysed the quantitative evidence from the surveys conducted in order to identify links between remodelling strategies and the perceived impact these have had on standards. We have also analysed the relationship between remodelling strategies used and the actual change in schools' standards (as measured by GCSE and Key Stage 2 National Test results). Findings clearly varied across school sectors, so this final summary is necessarily limited. Further details can be found in Chapter 13.

Clearly any statistical analysis that attempts to identify factors that may impact on attainment, or that are perceived to do so, should be treated with considerable caution, as there are so many factors involved in this which could not be included in the analysis.

Benefits

- There was some relationship between perceived impact of remodelling on standards and
 - monitoring the implementation of remodelling, and how this was done;
 - having a high level of support staff skills and willingness to engage in further training;
 - in primary schools, having transferred complex administrative roles to support staff, and
 - having allocated LMT to more teachers with cross-school responsibilities.
- There was some relationship between actual *increase* in attainment and
 - primary schools having compliance as their main aim in relation to remodelling;
 and between *no* increase in attainment and
 - secondary teachers and leadership team members invigilating (arguably, the schools where this happens are more often challenging schools where it is harder to raise attainment).
- Some teachers said that remodelling had enabled them to focus more on teaching and learning, and therefore, hopefully, to raise standards.

Limited or no impact

- There were *no links* between the following aspects of remodelling and perceived impact on standards, or actual changes in attainment – in primary schools:
 - whether support staff are used to cover for absence;
 - whether support staff who take classes during PPA time use teachers' plans or not;
 and in secondary schools:
 - whether support staff are regularly used for cover;
 - the extent to which complex administrative roles have been transferred to support staff;
 - whether schools have implemented all aspects of the remodelling agenda in accordance with WAMG guidance;
 - whether the main aim was to be compliant.
- It was argued that remodelling has little or no impact on standards in itself; it needs to be accompanied by a whole school drive to raise standards, involving staff development, and the development of coherent and shared strategies. The various elements of remodelling then facilitate bringing about such a change.

Aspects that could be reviewed

This is clearly a very difficult issue to resolve. Remodelling has, in some senses, freed up some time in which teachers could focus on teaching and learning. The suggestion above is that schools need to ensure that this time is used to improve the quality of teaching and learning and thus raise standards. But at the same time, teachers are reporting that their time is being taken up by government initiatives which are designed precisely to raise standards. In the long term, then, as teachers use their time to focus on these government initiatives, standards may rise; if this is the case, the freeing up of teachers time brought about by remodelling will have contributed to the desired impact on standards.

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Appendix A

List of administrative and clerical tasks (STPCD, 2008, Annex 3, 147-8)

1. Collecting money from pupils and parents.
2. Investigating a pupil's absence.
3. Bulk photocopying.
4. Typing or making word-processed versions of manuscript material and producing revisions of such versions.
5. Word-processing, copying and distributing bulk communications, including standard letters, to parents and pupils.
6. Producing class lists on the basis of information provided by teachers.
7. Keeping and filing records, including records based on data supplied by teachers.
8. Preparing, setting up and taking down classroom displays in accordance with decisions taken by teachers.
9. Producing analyses of attendance figures.
10. Producing analyses of examination results.
11. Collating pupil reports.
12. Administration of work experience (but not selecting placements and supporting pupils by advice or visits).
13. Administration of public and internal examinations.
14. Administration of cover for absent teachers.
15. Ordering, setting up and maintaining ICT equipment and software.
16. Ordering supplies and equipment.
17. Cataloguing, preparing, issuing and maintaining materials and equipment and stocktaking the same.
18. Taking verbatim notes or producing formal minutes of meetings.
19. Co-ordinating and submitting bids (for funding, school status and the like) using contributions by teachers and others.
20. Transferring manual data about pupils not covered by the above into computerised school management systems.
21. Managing the data in school management systems.

Appendix B

Appendix Tables

Table B8.1 Primary class teachers: Tasks undertaken during PPA time⁹⁴

	Regularly (%)	Often (%)	Occasionally (%)
Plan for the week ahead	65	15	14
Longer term planning	15	25	45
Plan together in year groups	24	7	14
Mark/assess pupils' work	31	31	30
Write reports on pupils	4	12	57
Set targets for individual pupils	6	21	55
Prepare resources	27	35	30
Photocopying	17	21	40
Plan visits or special events	6	18	65
Contact or meet with parents	3	5	36
Prepare for parents' evening or other meetings with parents to discuss progress	3	9	62
Meet with special needs teachers, medical staff, truancy officers etc.	3	7	42
Do work related to cross-school responsibilities	13	24	40
Put up displays	4	10	41
Work with pupil data	9	25	54
Work with NQTs, trainee teachers, work experience students or similar	4	8	36
Carry out classroom observation	2	4	32
Update myself about areas of the curriculum	5	12	58
	Weighted	1481	
	Unweighted	1481	

Based on all primary class teachers
Source: Primary/special class teachers

⁹⁴ Individual categories have been combined for the main analysis: 'PPA' tasks: plan for the week ahead, longer term planning, plan together in year groups, mark/assess pupils' work, write reports on pupils, set targets for individual pupils, prepare resources, carry out classroom observation, update myself about areas of the curriculum. 'Planning-related': plan for the week ahead, longer term planning, plan together in year groups, update myself about areas of the curriculum. 'Preparation': prepare resources. 'Assessment related': mark/assess pupils' work, write reports on pupils, set targets for individual pupils, carry out classroom observation. 'Preparation for tasks other than teaching': plan visits or special events, prepare for parents' evening or other meetings with parents to discuss progress. 'Leadership and management': do work related to cross-school responsibilities. 'Meetings with other professionals or parents': contact or meet with parents, meet with special needs teachers, medical staff, truancy officers etc. 'Administrative tasks': photocopying, put up displays.

Table B8.2 Secondary teachers: Tasks undertaken during PPA time

	Regularly (%)	Often (%)	Occasionally (%)
Plan for the week ahead	45	21	26
Longer term planning	14	21	47
Plan together in year groups	3	6	36
Mark/assess pupils' work	39	33	23
Write reports on pupils	15	29	47
Set targets for individual pupils	10	20	50
Prepare resources	35	38	23
Photocopying	27	28	33
Plan visits or special events	7	14	54
Contact or meet with parents	8	14	50
Prepare for parents' evening or other meetings with parents to discuss progress	6	13	58
Meet with special needs teachers, medical staff, truancy officers etc.	5	6	39
Do work related to cross-school responsibilities	16	18	35
Put up displays	3	8	54
Work with pupil data	11	30	49
Work with NQTs, trainee teachers, work experience students or similar	9	18	41
Carry out classroom observation	4	12	47
Update myself about areas of the curriculum	5	14	61
	Weighted	1467	
	Unweighted	1467	

Based on all secondary teachers
Source: Secondary teachers

Table B8.3 Special school class teachers: Tasks undertaken during PPA time

	Regularly (%)	Often (%)	Occasionally (%)
Plan for the week ahead	57	21	17
Longer term planning	20	25	43
Plan together in year groups	2	6	22
Mark/assess pupils' work	21	28	40
Write reports on pupils	14	28	52
Set targets for individual pupils	16	28	49
Prepare resources	34	34	27
Photocopying	20	26	40
Plan visits or special events	13	25	56
Contact or meet with parents	9	15	53
Prepare for parents' evening or other meetings with parents to discuss progress	8	8	63
Meet with special needs teachers, medical staff, truancy officers etc.	7	11	56
Do work related to cross-school responsibilities	19	26	40
Put up displays	4	8	38
Work with pupil data	12	20	54
Work with NQTs, trainee teachers, work experience students or similar	2	7	34
Carry out classroom observation	3	5	40
Update myself about areas of the curriculum	10	17	60
		Weighted	208
		Unweighted	208

Based on all special school class teachers
Source: Primary/special class teachers

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