

REFORM

Every teacher matters

Dale Bassett
Andrew Haldenby
Will Tanner
Kimberley Trehitt

November 2010

The authors

Dale Bassett is Research Director at *Reform*.

Andrew Haldenby is Director of *Reform*.

Will Tanner is a Researcher at *Reform*.

Kimberley Trewhitt is a Researcher at *Reform*.

Reform

Reform is an independent, non-party think tank whose mission is to set out a better way to deliver public services and economic prosperity. *Reform* is a registered charity, the Reform Research Trust, charity no. 1103739. This publication is the property of the Reform Research Trust.

We believe that by reforming the public sector, increasing investment and extending choice, high quality services can be made available for everyone.

Our vision is of a Britain with 21st Century healthcare, high standards in schools, a modern and efficient transport system, safe streets, and a free, dynamic and competitive economy.

Every teacher matters

Dale Bassett
Andrew Haldenby
Will Tanner
Kimberley Trehitt

November 2010

Contents

Executive summary	5
1. The importance of teachers	7
2. Central and local government have taken responsibility for teacher quality	14
3. Losing the battle	20
4. The path to performance	26
5. A new approach?	35
6. An action plan for great teaching	38
References	41
Appendix 1: Statutory teaching standards	45
Appendix 2: David Young Community Academy performance management regime	51
Appendix 3: Transcription of ‘Supporting quality teaching’	55
Appendix 4: Model capability procedure	66

Executive summary

The new Government wants to improve the quality of teaching. In July 2010, the Education Secretary Michael Gove told the Education Select Committee: “The single most important thing in education is improving the quality of the educational experience for each child by investing in higher-quality teaching ... There is simply no way of generating educational improvement more effectively than by having the best qualified, most highly motivated and most talented teachers in the classroom. Everything should be driven by that.”

This is absolutely the right focus. Academic research suggests that the difference in a pupil’s achievement between a high-performing teacher and a low-performing one could be more than three GCSE grades. The Coalition is right to move on from the debate about class size, which has a much smaller impact on pupils’ achievement than teacher quality.

Many teachers in English schools do a great job, delivering engaging, effective lessons and achieving excellent results. However much of this good practice occurs despite the system, not because of it. Teachers are subject to a stifling array of regulations, pressures and restrictions that impact on their freedom to teach.

The Department for Education (with its agencies) devotes a remarkable amount of effort and resource to improving the quality of teaching. The Training and Development Agency for Schools (TDA), the National College for Leadership of Schools and Children’s Services and Ofsted employ 3,000 staff, with a combined budget of £1.5 billion per year. But results are very poor. The Children, Schools and Families Select Committee has found that training of teachers after initial qualification is “patchy” with “a number of fundamental problems”. Other research has found that only 25 per cent of teachers report that they are regularly observed in classroom practice, and that two thirds of all continuing professional development (CPD) is “passive” learning – what Professor John Bangs of the Institute of Education has referred to as “death by PowerPoint”. The TDA’s standards for new teachers are vague and little concerned with actual teaching practice. The National College’s compulsory qualification for new headteachers, the National Professional Qualification for Headship (NPQH), is especially weak, despite recent improvements.

In addition to reviewing the academic and empirical research available, *Reform* has conducted an extensive series of interviews with headteachers, teachers, governors, and local authority and union officials. Simply put, the best schools do it themselves. Schools that make a success of teachers’ continuous professional development take the training of staff as seriously as any organisation in any sector. They have created their own systems of performance management rather than relying on government’s. They define their own standards for effective teachers separate to the TDA’s. Not only do they improve good teachers, they manage poor teachers effectively, and work successfully with the teaching unions to do so.

This means that education Ministers have one of the brightest opportunities for successful public service reform which both improves performance and saves resources. On the one hand, there is a clear opportunity to sweep away the bureaucratic overhead which is not succeeding in delivering improved quality of teaching. On the other, they can build on the successful practice already flourishing in the best schools despite that bureaucracy. The task is to strengthen the accountability of schools so that, over time, all headteachers look to strengthen their management ability to improve good teachers and weed out poor performers.

In order to reduce the ineffective bureaucracy that surrounds teacher quality, the forthcoming Education White Paper should announce the following reforms:

- > Government attempts to control teacher quality should end. The Government should strip back the accountability regime: Ofsted should focus solely on the quality of teaching and management and the TDA should focus solely on teacher recruitment and initial training.
- > Local authorities should stop providing School Improvement Partners to schools. Governors should take responsibility for ensuring they are properly equipped to hold heads to account.
- > The National College should be privatised, allowing schools to pay directly for its useful services. Underperforming schools should buy in to the successful National College programmes – National Leaders of Education, Professional Partners and the Improving Teacher Programme – to benefit from the sharing of best practice across schools.
- > Universities, in conjunction with business and excellent school leaders, should develop education-focused MBA-style qualifications to replace the NPQH.

In order to increase the accountability of schools to parents, as a means of strengthening management and performance, Ministers should:

- > Remove the various Government interventions into the cost and size of the teaching workforce, in particular the 2003 workforce agreement. Heads should have the freedom to set the right balance between pay, staff numbers and quality, and should be able to demand even greater professionalism from their staff, rewarding them as appropriate. One result would be a fall in the number of teaching assistants, since the value of the rapid growth in their numbers is not supported by the research evidence.
- > Encourage genuine parental choice as the best means to provide real accountability. The Government should remove the self-imposed restrictions on the free schools initiative to increase the number of new institutions and allow the effects of choice and competition to work. It is inconsistent to ban the making of profits in schools funded by the taxpayer when the making of profit in publicly-funded hospitals, prisons and care homes is allowed.

These recommendations are clearly in line with the new Government's direction of travel in school reform. But Ministers should realise that their initial proposals are not sufficient to make a significant change to the quality of teaching and so to standards. Ministers' ideas so far have focused on bringing new teachers into the profession, for example through an expanded Teach First programme. But the key task for improving the education system in the short to medium-term is to improve the quality of the 447,000 existing teachers. Ministers have placed the TDA and the National College under review but they have not challenged the prevailing idea that the improvement of teacher quality should be a responsibility of government rather than schools.

Successful public service reform does not aim simply to cut costs. But by removing inefficiency and limiting the role of government to its proper one, it does just that. The measures outlined in this paper will also generate substantial savings over time. These include:

- > The annual budget of the National College for Leadership of Schools and Children's Services (£124 million in 2010-11).
- > A substantial part of the budget of the Training and Development Agency for Schools (total budget £713 million in 2010-11).
- > Part of the administration budget of the Department for Education (£177 million in 2010-11).
- > A reduction in the cost of teaching assistants. *Reform* has previously estimated the potential saving in teaching assistants to be £1.7 billion a year.

The implication is that Ministers should look for savings of over £2 billion a year in the White Paper. This would represent 6 per cent of the current Department for Education schools budget or over £90,000 per school. In addition to these savings, the proposed reforms will lead to improved school management, better teaching and superior educational outcomes.

1

The importance of teachers

Policymakers and parents have consistently focused on class sizes to try to improve educational outcomes. The evidence, however, suggests that in fact it is teacher quality that is the single biggest influence on pupils' educational progress. An excellent teacher can improve a pupil's performance by as much as 53 percentile points, or more than three GCSE grades. Reducing class sizes from 23 to 15 pupils, however, improves the average student's performance by only eight percentile points.

This misconception has driven the school workforce to grow substantially, even as pupil numbers have fallen. There are now 10 per cent more teachers and two-and-a-half times as many teaching assistants as a decade ago. This has been driven principally by the 2003 National Agreement on pay and conditions, which ringfenced 10 per cent of teachers' time for out-of-classroom preparation and restricted their ability to cover for absent colleagues.

The increasing reliance on teaching assistants has not, in general, impacted positively on the quality of classroom education. A major 2009 study by the Institute of Education found that teaching assistants add little value in most classrooms, and have not substantially decreased the administrative burden for many teachers. Ofsted has warned that often it is the children most in need of the highest quality teaching who are left under the watch of teaching assistants, in the name of boosting staff-to-pupil ratios.

“The quality of an education system cannot exceed the quality of its teachers.”¹

Michael Gove, the Education Secretary, has said that the Government's focus in schools will be on the quality of teaching: “Teachers and other education professionals will be at the front and centre of the [forthcoming Department for Education] White Paper because everything else we want to achieve flows naturally from the quality of the workforce. And that is the second great principle of education reform – nothing matters more than having great teachers – and great headteachers.”²

This approach is correct. Despite policymakers' and parents' continued focus on staffing levels, a substantial body of academic evidence shows that teacher quality is the single biggest influence on pupils' educational progress. One study shows that if two eight-year-olds are given different teachers – one a high performer (from the top 20 per cent) and one a low performer (from the bottom 20 per cent) – their performance diverges by 53 percentile points within three years.³

The most in-depth research, by Professor Eric Hanushek of Stanford University, found that “the average student who has a teacher at the 85th quality percentile can expect annual achievement gains that are 0.22 standard deviations greater than the average student with a median teacher”.⁴

These results have been mirrored in the UK by Burgess et al. who in a large-scale analysis found that being taught by a high quality (75th percentile) rather than a low quality (25th percentile) teacher adds 0.425 of a GCSE point⁵ – almost half an additional grade – per subject to a given student.⁶ This suggests that a pupil taking eight GCSEs taught by eight “good” teachers will score 3.4 more GCSE points than the same pupil in the same school taught by eight “poor teachers”.⁷

1 McKinsey & Company (2007), *How the world's best-performing school systems come out on top*.

2 Gove, M. (2010), Speech to Westminster Academy, 6 September.

3 McKinsey & Company (2007), *How the world's best-performing school systems come out on top*.

4 Hanushek, E. et al. (2005), *The Market for Teacher Quality*, National Bureau of Economic Research.

5 An increase from one grade to the next, say a B to an A, is one GCSE point.

6 Burgess, S. et al. (2009), *Do teachers matter? Measuring the variation in teacher effectiveness in England*, Centre for Market and Public Organisation, University of Bristol.

7 Ibid.

Class size is relatively insignificant

While it is clear that teacher quality makes a significant difference to pupils' success, the continued focus of parents and policymakers is class size. However, the evidence, both empirical and academic, shows that class size makes almost no difference compared to teacher quality – despite having been the primary driver of policy and in large part being responsible for the doubling of per-pupil education spending witnessed since 1997-98.⁸

One study shows that the effect of reducing class sizes from 23 to 15 pupils improves the average student's performance by only eight percentile points – compared to the potential 53 percentile point difference resulting from teacher quality.⁹

Research has consistently shown a negligible correlation between class size and outcomes. This was demonstrated by a 1995 Ofsted report¹⁰ and has been reinforced by subsequent academic work.

The Institute of Education has conducted extensive research into the effects of class sizes on educational outcomes. Their studies suggest that class size may have an impact in Reception year, particularly in literacy, but correlation between class size and performance decreases and becomes statistically insignificant in later years and in other subjects.¹¹

For example, an Institute of Education study for the then Department for Education and Skills on Years 4 to 6 said:

“No evidence was found that children in smaller classes made more progress in mathematics, English or science, even allowing for the characteristics of pupils in small and large classes.”¹²

Similarly, Hanushek et al. found in their research that “there appears to be little systematic gain from general reduction in class size”,¹³ while the OECD argues that class size is “only one” of a range of factors which might impact on educational outcomes:

“Other influences include the number of classes or students for which a teacher is responsible, the subject taught, the division of the teacher's time between teaching and other duties, the grouping of students within classes, the pedagogical approach employed and the practice of team teaching.”¹⁴

Comparing countries' performance in the 2006 PISA league tables, it is clear that it is certainly not the case that larger class sizes automatically lead to lower performance. Korea and Japan have bigger class sizes but do far better at maths than England. Luxembourg, which the OECD cites as having particularly small class sizes, has much lower reading and maths attainment compared to England.¹⁵

The OECD has observed that class size “does not seem to have a direct impact” on pupils' performance in science, for example, pointing out that Japan, Estonia, Korea and Slovenia have above-average science performance despite having above-average class sizes.¹⁶

8 Department for Children, Schools and Families (2009), *Departmental Report 2009*; Department for Education (2010), *School Workforce in England*; Bassett, D. (2010), *Education: Briefing note, Reform*.

9 McKinsey & Company (2007), *How the world's best-performing school systems come out on top*.

10 See Passmore, B. (1995), “Small is best, but not for everyone”, *Times Educational Supplement*, 17 November: “[Ofsted's] report, *Class Size and the Quality of Education*, published last week, says there is in general no clear link between the number of pupils in a class and the amount they learn. Only in the case of 5 to 7-year-olds, pupils with special needs and those of low ability, do small classes help. Chris Woodhead, chief inspector of schools [said:] ‘We are saying there is no statistically significant correlation between class size and the quality of learning’.”

11 Blatchford, P. et al. (2003), ‘Are Class Size Differences Related to Pupils' Educational Progress and Classroom Processes? Findings from the Institute of Education Class Size Study of Children Aged 5-7 Years’, *British Educational Research Journal*, Vol. 29 No. 5.

12 Blatchford, P. et al. (2004), *The effects of class size on attainment and classroom processes in English primary schools (Years 4 to 6) 2000-2003*, Department for Education and Skills.

13 Hanushek, E. (1998), *The Evidence on Class Size*, W. Allen Wallis Institute of Political Economy, University of Rochester.

14 OECD (2009), *Education at a Glance 2009*.

15 Bradshaw, J. et al. (2007), *Achievement of 15-year-olds in England: PISA 2006 National Report*, National Foundation for Educational Research.

16 OECD (2008), *Education at a Glance 2008*.

Teaching assistants are not delivering a quality education

Much of the decrease in the pupil-to-adult ratio arises from the increase in teaching assistants, who now number 194,000¹⁷ at an annual cost of £1.7 billion in 2009.¹⁸

Teaching assistants are not expected to have any specific prior qualifications or experience (although they can be awarded Higher Level Teaching Assistant status). Their roles include administrative and clerical tasks (such as photocopying), preparation for classes, working with specific pupils and supervising classes.

There is much evidence, both from Ofsted and academic study by the Institute of Education, which suggests that teaching assistants have a negligible effect on educational outcomes, and may in some cases even harm a child's education.

Research by the Institute of Education on class sizes for 5 to 7 year olds found that:

“There was no clear evidence for any year, for either literacy or mathematics, that additional staff or additional adults in the class had an effect on children's progress, and there was no apparent ‘compensation’ effect of having extra adults in the class. This result is consistent with the STAR project,¹⁹ where it was found that there was no compensatory effect of having extra staff in larger (regular) classes. It is also supported by other recent research.”²⁰

Extensive use of teaching assistants could even be damaging, particularly in the case of children with Special Educational Needs (SEN). Ofsted has criticised heavy use of teaching assistants to provide additional support for SEN pupils “because children in such circumstances are less likely to succeed than those who have access to experienced, qualified specialist teachers”.²¹ Similarly, the Institute of Education has reported that “during many in-class observations, it was noticeable how little teachers interacted with pupils supported by TAs”.²²

17 Department for Education (2010), *School Workforce in England*.

18 House of Commons (2009), *Public Expenditure: Government Response to the Committee's First Report of Session 2008–09 (Second Special Report of Session 2008–09)*, Children, Schools and Families Committee.

19 The Student Teacher Achievement Ratio (STAR) project was a large-scale, four-year, experimental study of reduced class size conducted by the Tennessee State Department of Education. See www.heros-inc.org/star.htm.

20 Blatchford, P. et al. (2003), ‘Are Class Size Differences Related to Pupils' Educational Progress and Classroom Processes? Findings from the Institute of Education Class Size Study of Children Aged 5-7 Years’, *British Educational Research Journal*, Vol. 29 No. 5.

21 Ofsted (2006), *Inclusion: does it matter where pupils are taught?*

22 Blatchford, P. et al. (2009), *Deployment and Impact of Support Staff in Schools: The Impact of Support Staff in Schools (Results from Strand 2, Wave 2)*, Department for Children, Schools and Families.

The secret life of a teaching assistant

As shown above, there is a substantial body of academic and empirical evidence to suggest that teaching assistants often have a negligible impact on educational outcomes. But while the rapid increase in the number of teaching assistants was intended to facilitate delegation of non-teaching tasks to support staff, there is evidence to suggest that this is not happening enough.

A major 2009 Institute of Education research project conducted for the then Department for Children, Schools and Families found that only around 25 per cent of class teachers agreed that they now spent less time on routine administration. Reasons cited for this included the hours worked by support staff and some teachers choosing to do certain tasks themselves. Several teachers said, for example, that they could not use support staff for photocopying as they reviewed their lesson plans and resources after the previous lesson, by which time the support staff had gone home. Others insisted that classroom displays were an integral part of teaching and learning and so could not be delegated to support staff.²³

Further, teaching assistants are often being called upon to fulfil the role of a teacher, in some cases taking full classes for extended periods of time. The IoE/DCSF study concluded that “some support staff have taken responsibility for longer than intended, taking on responsibility for which they were neither trained nor paid”.²⁴ The study showed that in a minority of schools support staff taught whole classes for prolonged periods of several weeks in primary schools and a whole term or more in secondary schools. In secondary schools, support staff were generally given responsibility for lower sets.²⁵

Among support staff who ever took responsibility for whole classes, only 33 per cent (primary) and 24 per cent (secondary) had Higher Level Teaching Assistant status. Less than 5 per cent had Qualified Teacher Status.²⁶ This may be another example of the least able pupils, most in need of expert teaching, being left with the least qualified teacher.

The school workforce

Spending on the workforce makes up the largest proportion of the schools budget. On average 78 per cent of a school’s budget goes on staffing. The numbers of teachers and other staff, and their salaries, have increased steadily over the past decade.

Table 1: The growth in the school workforce

Source: Department for Children, Schools and Families (2009), *School Workforce in England*; Department for Education and Skills (2006), *School Workforce in England*

	Number		Cost (£ billion)	
	1999	2009	1999	2009
Teachers	401,200	442,700	11.7	17.2
Teaching assistants	69,600	183,700	1.4*	1.7
Other support staff	79,100	162,200		2.0
Total	549,900	788,600	13.1	20.9

*Breakdown of cost between teaching assistants and other support staff not available for 1999

23 Ibid.
24 Ibid.
25 Ibid.
26 Ibid.

Boosting the numbers

The increase in the number of teachers and classroom staff has been driven by government. The Training and Development Agency for Schools (TDA) is set an annual recruitment target by the Department for Education, which has increased steadily over many years.

Table 2: TDA Initial Teacher Training places target

Source: Department for Education (2010), *Initial teacher training available places*

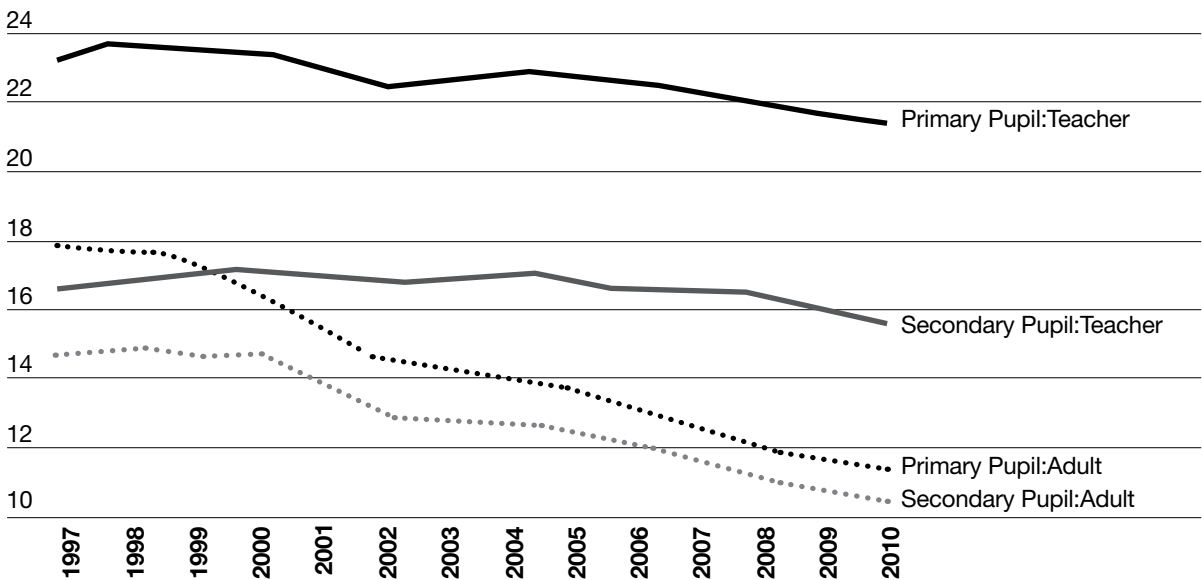
1990/91	1995/96	2000/01	2005/06	2010/11*
23,245	29,115	29,715	34,300	35,485

* Provisional

This has led to a significant increase in the number of teachers per pupil and the number of classroom staff per pupil.

Figure 1: Pupil-to-teacher and pupil-to-adult²⁷ ratios, England, 1999-2009

Source: Department for Education (2010), *School Workforce in England*; Department for Education and Skills (2005), *School Workforce in England*



Staff-to-pupil ratios have increased markedly since the introduction of the 2003 National Agreement on pay and conditions, which heralded the widespread introduction of teaching assistants.

27 Pupil-to-adult ratio includes all teachers and support staff, including teaching assistants, but excludes clerical and administrative staff.

National pay and conditions agreement

In January 2003 a new National Agreement, “Raising Standards and Tackling Workload”, was signed by the Government and the main teaching unions. The agreement’s aims were to “raise standards” and to “reduce teacher workload” and it detailed numerous changes to teachers’ contracts, to be phased in over time, in order to achieve this, including:

- > Routine delegation of administrative and clerical tasks to support staff.
- > New work-life balance clauses.
- > Limits on covering for absent teachers.
- > Guaranteed time for planning, preparation and assessment.²⁸

Despite the increase in staff numbers they drove, in many cases the reforms do not appear to have had the desired effect, with secondary teachers being more likely to disagree than agree that the reforms had improved their work-life balance and decreased their stress levels.²⁹

Table 3: The impact of 2003 National Agreement

Source: Hutchings, M. et al. (2009), *Aspects of School Workforce Remodelling*, Department for Children, Schools and Families

Provision	Impact
“Rarely cover” Cover for absent colleagues limited to 38 hours a year	Increase in use of support staff and of teachers employed mainly to cover Support staff prioritised over qualified teachers to reduce costs in some cases Negative impact on pupil behaviour
“Preparation, planning and assessment” (PPA) time Allocation of protected non-teaching time equal to 10 per cent of timetabled teaching time	Schools require sufficient staff to cover additional 10 per cent of teaching time Fewer than half of headteachers satisfied with costs of PPA arrangements Fewer than half of teachers agree that PPA time has “impacted positively on morale, planning and the effectiveness of lessons”
Increase in number of teaching assistants	Only around 25 per cent of class teachers agreed that they now spend less time on routine administration Some support staff take responsibility for classes for longer than intended, taking on responsibility for which they are neither trained nor paid In a minority of schools support staff teach whole classes for prolonged periods of several weeks in primary schools and a whole term or more in secondary schools In secondary schools, support staff are generally given responsibility for lower sets

²⁸ Hutchings, M. et al. (2009), *Aspects of School Workforce Remodelling*, Department for Children, Schools and Families.

²⁹ Ibid.

The school day and the school year

The nationally-agreed pay and conditions for school teachers prescribe a contractual limit of 1,265 hours of directed time for full-time classroom teachers, which must be spread over a maximum of 195 days (of which five are reserved for training).³⁰

While there is no doubt that the vast majority of England's teachers work very hard and demonstrate high levels of commitment (often extending to work such as marking and lesson planning being done out of school time), some of the best performing schools demand even better performance and even higher dedication from their staff.

Several academies in England, for example, have done away with the conventional school day and year. Many now start their day early and incorporate breakfast into the school morning. Some have abolished the conventional six-week summer holiday, starting their academic year earlier or breaking the year into more terms with short holidays.³¹

There are examples of similar practices in successful schools abroad. The American KIPP schools, for example, demand high levels of commitment from their staff. Teachers are required to attend school from 7.15am to 5.00pm daily, as well as teaching one Saturday morning in three and for three weeks during the summer. They are also required to be available by phone during evenings to help pupils with their homework.³² This level of professionalism is integral to the culture of KIPP schools and is regarded a major reason for their success. There is an understanding that to achieve the best (particularly in adverse circumstances), extraordinary levels of commitment are required. Teachers are compensated for this commitment in terms of both salary and a commitment to their professional development.

30 Department for Education (2010), *School Teachers' Pay and Conditions Document 2010*.

31 McFarlane, A. (2010), "End of term. Already?", BBC News Online, 25 October.

32 KIPP (2009), *Commitment to Excellence*.

2

Central and local government have taken responsibility for teacher quality

At present, the improvement of teacher quality in English state education is taken as a responsibility of government. Government has created numerous agencies including the Training and Development Agency for Schools, Ofsted and the National College for Leadership of Schools and Children's Services to deliver this responsibility. Local authorities also have responsibility which they exercise through the provision of services, such as human resources, and personnel, such as School Improvement Partners.

Many teachers in English schools do a great job, delivering engaging, effective lessons and achieving excellent results. However, much of this good practice occurs despite the system, not because of it. Teachers are subject to an array of regulations, pressures and restrictions that impact on their freedom to teach

Training and Development Agency for Schools

The Training and Development Agency for Schools is the national agency and recognised sector body for the training and development of the school workforce.³³ Last year it received £743 million in government funding, though the Government has announced a £30 million reduction in TDA funding for 2010-11, taken largely from its PR and recruitment budgets.³⁴ It administers the system of teaching standards set out in the Education (School Teachers' Qualifications) (England) Regulations 2003.³⁵ This is the most direct way in which central government intervenes in classroom teaching.

Statutory standards: hitting the targets, missing the point

There are 33 "QTS standards" that trainees must meet in order to be awarded Qualified Teacher Status (QTS). There are 41 "core standards" that all teachers should meet "at the end of the induction period and continue to meet them throughout their teaching career". There are 10 "post-threshold standards" that teachers must meet in order to progress to the upper pay scale.³⁶

Many of these standards are of a vague nature, offering no clarity as to what constitutes having achieved the standard, and no quantifiable target. The first core standard, for example, requires teachers to "have high expectations of children and young people". One calls on them to "communicate effectively with children, young people and colleagues", while another requires that they "understand the roles of colleagues such as those having specific responsibilities for learners with special educational needs, disabilities and other individual learning needs, and the contributions they can make to the learning, development and well-being of children and young people". Only one of the 41 core standards appears under the heading "Teaching and learning".³⁷

These standards fail against the management acronym of SMART objectives – specific, measurable, attainable, relevant and timely – and it is difficult to see how they are meaningful in a school setting.

³³ TDA (2008), *Strategic Plan 2008-13*.

³⁴ Bell, M. (2010), *Revised TDA Remit 2010-11*, Department for Education TDA remit letter.

³⁵ Education (School Teachers' Qualifications) (England) Regulations (2003).

³⁶ TDA (2007), *Professional Standards for Teachers*. See Appendix 1 for a full list of these standards.

³⁷ Ibid.

Development

The TDA's stated leadership role is "to support and challenge the whole education sector to strengthen schools' ability to develop their workforce and manage change more effectively".³⁸ Aside from the supply of teachers and the regulation of Initial Teacher Training (ITT), the TDA is also responsible for workforce development and reform.

In this role, the TDA promotes and administers a number of programmes in order to "embed sustained training and continuing professional development (CPD) practice in all schools".³⁹ These include the Effective Practices in CPD programme, which provides support and some small-scale funding for schools to develop their practice and further develop CPD, and the CPD database, intended as an authoritative resource for searching CPD providers and opportunities.⁴⁰

However, there is relatively low take-up of many TDA programmes and resources. For instance, the Embedding the Links project, which aims to promote the benefits of CPD, performance management and professional standards in workforce development, involves only 400 schools across the country.⁴¹

National College for Leadership of Schools and Children's Services

The National College for Leadership of Schools and Children's Services⁴² is responsible for the professional development of leadership in schools and aims to provide training and CPD opportunities, as well as disseminating good practice.⁴³ The 2010-11 budget for the National College was £139.9 million, though £16 million of cuts to its budget have been announced.⁴⁴ The National College offers networking, events, resources and various professional development courses for school teachers and leaders, including the National Professional Qualification for Headship (NPQH), the Middle Leadership Development Programme and School Business Management diplomas.⁴⁵

The NPQH is now a mandatory requirement for all new headteachers in state-maintained schools and remains the National College's "flagship programme".⁴⁶

Ofsted

Ofsted is the non-Ministerial government department responsible for inspecting and regulating standards in schools. Up until recently, the Education Act 2005 dictated that schools be inspected on seven main areas. Three of these relate to education; one focuses on leadership and management; the remaining three are:

- > the spiritual, moral, social and cultural development of the pupils at the school
- > the contribution made by the school to the well-being of those pupils (including emotional well-being, the contribution made by pupils to society and pupils' social and economic well-being)
- > the contribution made by the school to community cohesion.⁴⁷

In September 2010, Michael Gove, the Education Secretary, announced that from 2011, the school inspections framework would be based on four areas: quality of teaching; leadership; pupils' behaviour and safety; and their achievements.⁴⁸

38 TDA (2010), *Annual Report and Accounts 2009-10*.

39 Ibid.

40 Ibid.

41 Ibid.

42 Formerly the National College for School Leadership.

43 National College of Leadership for Schools and Children's Services (2010), *Annual Report and Accounts 2009-10*.

44 Balls, E. (2010), *The National College Priorities: 2010-11, Department for Children, Schools and Families National College remit letter*; Conboy, S. (2010), *Supplementary Grant to the National College FY2010-11: School Business Managers – Creating Primary Clusters*, Department for Children, Schools and Families National College remit letter; Munby, S. (2010), *Speech to the National College Annual Leadership Conference 2010*, 17 June.

45 National College for Leadership of Schools and Children's Services (2010), *Annual Report and Accounts 2009-10*.

46 Ibid.

47 Ofsted (2010), *The framework for school inspection*.

48 Harrison, A. (2010), "Schools inspections slimmed down", BBC News Online, 23 September.

General Teaching Council for England

The General Teaching Council for England (GTC) was the professional body responsible for the regulation and registration of teachers. It was also responsible for the investigation of teacher misconduct and competency procedures. However, in June Michael Gove deemed that it “does little to raise teaching standards or professionalism” and ordered its abolition.⁴⁹

In 2010-11, the GTC received a £400,000 central grant and a government subsidy on membership amounting to £18 million.⁵⁰ No replacement body of redistribution of powers has been announced, but Lord Hill, the Schools Minister, has said that the “GTC’s functions should be transferred to other bodies”.⁵¹

School Teachers’ Review Body and School Support Staff Negotiating Body

The School Teachers’ Review Body (STRB) was established in 1991 to report to the Government on the statutory pay and conditions of school teachers in England and Wales. Its recommendations cover the duties and working time of school teachers, as well as their remuneration.⁵² Another body, the School Support Staff Negotiating Body (SSSNB) was established in July 2009 to fulfil a similar function for school support staff, including teaching assistants.⁵³

In October 2010 the new Government announced it will abolish the SSSNB. A statement issued by the Government said: “The government has conducted a review of the future policy direction for determining school support staff pay and conditions, including the role of the SSSNB, and has concluded that the SSSNB does not fit well with the government’s priorities for greater deregulation of the pay and conditions arrangements for the school workforce.”⁵⁴

The move fits with the Government’s aims to grant schools greater autonomy and independence, allowing heads to determine the recruitment and pay of support staff to be appropriate their school’s circumstances. This reform however is inconsistent with the Government’s decision to retain the STRB. Since support staff account for only around one fifth of the cost of the teaching workforce, this reform alone seems insufficient to give heads effective control over the cost and composition of their staff.

Local authorities

The Education and Inspections Act 2006 gave local authorities (LAs) a key strategic role in the promotion and maintenance of high standards in education, including significant powers to intervene in schools.⁵⁵ They are responsible for overseeing the performance of schools, their financial stability and the capability of teachers, headteachers and governing bodies. LAs have a number of options available to them in order to intervene in schools:

- > Issue formal complaint.
- > Appoint new governors.
- > Create an interim board.
- > Require a badly performing school to link up with a well performing school.
- > Remove the delegation from the school’s budget.
- > Close, merge or otherwise reorganize the school.
- > Request an Ofsted investigation.⁵⁶

49 Department for Education (2010), *Announcement on the future of the General Teaching Council for England*, press release, 2 June.

50 GTC (2010), *Annual Report and Financial Statement 2009-10*; GTC (2010), *Annual Digest of Statistics, 2009-10*. Teachers pay an annual registration fee of £36.50, of which £33 is reimbursed to the GTC by the Department for Education. With 567,817 teachers registered by March 2010, this subsidy amounts to over £18 million.

51 Lord Hill of Oareford (2010), Letter to *The Times*, 14 June.

52 TeacherNet (2009), *The role of the School Teachers’ Review Body*.

53 www.ome.uk.com/example/School_Support_Staff_Negotiating_Body.aspx.

54 BBC News Online (2010), “School support staff pay body abolished”, 28 October.

55 Education and Inspections Act 2006. A local authority has the power to intervene if the school fails to comply with a warning notice from the local authority, it requires significant improvement or requires special measures.

56 Ibid.

School Improvement Partners

Every LA is required to place a School Improvement Partner (SIP) in the schools it maintains for an average of five days per year (per school).⁵⁷ SIPs administer the LA's duties to provide professional challenge, support and monitoring of school performance, and input into the performance management of teachers, staff and the school leadership.⁵⁸ According to the National Audit Office, the Department for Education spent £23.5 million on the SIP scheme in 2008-09.⁵⁹

The NASUWT has argued that SIPs fail in their objective as facilitators of the "single conversation" with schools, instead focusing on the "achievement of outcomes designed to satisfy the requirements of the accountability system".⁶⁰ This claim that SIPs are ineffective in being both "critical friend" and local authority representative has been substantiated with evidence from both the National Union of Teachers and the National Governors' Association. In evidence to the Children, Schools and Families Committee, the NUT argued against LA-appointed SIPs, proposing a system in which a "critical friend ... would be appointed solely by the school" and funded by the local authority.⁶¹ Similarly, the NGA found that SIPs' ability to engage effectively with governing bodies was extremely variable.⁶²

The fact that many SIPs are serving headteachers or education professionals means that they can also lack the necessary time and resources to effectively perform their duties. This has been confirmed by Ed Balls, the former Secretary of State, who admitted that it would be "a challenge to ensure that ... we will have the quality of SIPs that schools need".⁶³ Moreover, many SIPs are unable to give a school more than the obligatory five days per year, even if the school requires extra guidance or support, meaning that the schools that need the most assistance are left wanting.⁶⁴ Proposals from the last Government to expand the scope and remit of the SIP's role, including greater responsibilities around brokering support for school improvement from external providers and increasing time spent in the school to up to 20 days a year, would only serve to compound the issues surrounding the recruitment and ongoing completion of duties by SIPs.⁶⁵

Accountability or mentoring? A confused role

The main problem with the SIP's role, however, is that he or she is responsible for holding heads to account on behalf of the local authority. Heads can therefore be reluctant to share real problems with them. The National Association of Head Teachers argues that some SIPs act as "proxy inspectors for the local authority, placing unnecessary stress on school leaders and conducting their work in an atmosphere of suspicion and mistrust".⁶⁶ This was confirmed to *Reform* by teachers who described situations where heads would not ask for help with the challenges they were facing from SIPs in case it reflected negatively on them. One serving secondary head who acts as a SIP to two local authority schools told *Reform* that, while SIPs could be extremely useful as a "sounding board" for a headteacher, their role as an "apparatchik of the local authority" compromised heads' willingness to discuss problems openly with their SIP. Heads have told *Reform* that SIPs are increasingly focused on compliance, further reducing their value as a support mechanism. A proper accountability role is clearly incompatible with an effective support and mentoring role.

57 National College for Leadership of Schools and Children's Services (2009), *A new relationship with schools: the school improvement partner's brief*. SIPs are however being phased out of good and outstanding schools in line with the Government's objective of "light-touch" regulation for the best schools.

58 Ibid.

59 National Audit Office (2009), *Partnering for School Improvement*.

60 House of Commons (2010), *School Accountability*, Children, Schools and Families Committee.

61 Ibid.

62 Ibid. Mick Brookes, General Secretary of the NAHT said that "school experience of school improvement partners is as variable as their experience of inspection teams," describing inspection teams as "poor".

63 Balls, E. (2009), Oral evidence to the Children, Schools and Families Select Committee, 21 October.

64 Cooper, L. (2009), Oral evidence to the Children, Schools and Families Select Committee, 21 October. This is supported by the evidence of Lorraine Cooper, a SIP in Warwickshire, who argued that "one of the issues is that very many SIPs, particularly the external consultant SIPs and head teachers, are not always able to give more time than [the five days], even if it is needed, because they are employed in other work as well."

65 Ibid.

66 House of Commons (2010), *School Accountability*, Children, Schools and Families Committee.

Governing bodies

The responsibilities of governing bodies include setting the strategic direction, objectives and targets of schools, reviewing progress, approving a school's budget and providing support and challenge to the headteacher. The governing body is responsible for appointing the headteacher and for their management, though it is mandated to appoint an external adviser to assist in the reviewing performance of a head teacher as well, usually in the form of a SIP.⁶⁷

The governing body, along with the local authority, is responsible for initiating and enacting capability procedures against headteachers. Nine of the 85 functions of governing bodies listed on the Governing Body Decision Planner, a guide to decision-making for governors, refer to teaching quality, teacher competency and performance management.⁶⁸

The statutory responsibilities of the governing body are detailed in section 21 of the Education Act 2002.⁶⁹ Governors are required to:

- > Manage the school budget, consider the annual budget plan, approve the budget, consider and approve any proposed revisions to the budget plan.
- > Decide on how to spend delegated budget depending on any conditions set out in the LA scheme within the financial year.
- > Decide whether to delegate their powers to spend the delegated budget to the headteacher. If so, they should establish the financial limits of delegated authority.
- > Be consulted by the local authority (LA) on significant changes to the LA's fair funding.
- > Make sure accurate accounts are kept.
- > Determine the staff complement and a pay policy for the school (in accordance with School Teachers' Pay and Conditions).
- > Act as a 'critical friend' to the headteacher by providing advice, challenge and support.
- > Establish a written performance management policy to govern staff appraisal, after making sure that all staff have been consulted.

These statutory obligations necessarily require a certain level of professional expertise, both in regard to ongoing financial management and the performance management of personnel. However, there are no requisite qualifications for governorship and both the Local Government Association and the Audit Commission have found that governors can lack the professional or relevant knowledge.⁷⁰ For example, 14 per cent of head teachers believe their governing bodies to be "inefficient" due to a lack of knowledge or experience.⁷¹

67 Ibid.

68 GovernorNet (2010), *Governing Body Decision Planner*.

69 Education Act 2002.

70 House of Commons (2010), *School Accountability*, Children, Schools and Families Committee. Councillor Les Lawrence, Chair, Children and Young People's Board, Local Government Association, told the Children, Schools and Families Committee that "the complexity and analysis around performance management can be an area not well understood by governing bodies. Similarly, the Audit Commission argued that governors are in need of ongoing financial support.

71 Department for Children, Schools and Families (2010), *21st Century Schools: Implications and Challenges for Governing Bodies: A report from the Ministerial Working Group on School Governance*.

Governor training and support

Governors are under no obligation to complete any form of training or developmental course in order to become a governor, and aside from the governor training guidelines set out by the Department for Education, there is no consistent system of training or support before or after them assuming the post. As a result, the amount and type of training available varies significantly between local authorities.

This variation is exemplified in the practices of three London borough councils. In Tower Hamlets, the Children, Schools and Families Department administers the training and professional development of governors, providing free optional induction sessions and one free top-up session thereafter.⁷² Hackney, on the other hand, has transferred responsibility of governor training from its Children, Schools and Families Department to its School Improvement Partner programme, hiring SIPs to train governors in addition to their existing role.⁷³ Islington, by contrast, outsources governor training and support to an external company, Cambridge Education @ Islington,⁷⁴ and through the use of the Modern Governor e-learning resource.⁷⁵

The incoherence of the governor training system, the lack of training requirement, and the difficulty governors face in taking time off work means that take-up of such training is low.⁷⁶ In our discussions with governors, *Reform* was told, even where there are concerns over a headteacher's performance, the need for governors to take time off work to deal with the demands of capability proceedings is a major disincentive to taking action. While employers are legally obliged to give governors "reasonable time off" there is no requirement that this is paid, further disincentivising training and procedural duties.⁷⁷

The limits of governor training can have profound effects on the fortunes of a school. For instance, if governors are not aware of the intricacies of legal procedures, their decisions can be appealed over lack of evidence. Inexperience in long-term financial management can lead to poor financial planning and poor budgetary control. These problems were highlighted in April by the Ministerial Working Group on School Governance, which recommended mandatory training for chairs and greater access to training for other governors.⁷⁸ These sentiments were echoed by an LA official *Reform* spoke to, who argued that governors should be required to complete at least an induction course before assuming their role.

Successful operators' hands are tied

The requirement for every school to have an independent governing body may itself undermine the role of successful operating organisations to hold their schools properly to account. Charities that run multiple academies are nonetheless required to have a separate governing body for each school.⁷⁹ Moreover it is this governing body, and each independent school, that has an accountability relationship with government, not the central operator. One academy operating group told *Reform* that if the Government wants to encourage successful operators to expand, and new operators to enter the market, they should be given the freedom to hold their own schools to account, with the operating organisation then held to account by Government for its performance.

72 http://www.towerhamlets.gov.uk/lgs/1-50/29_school_governors/training.aspx.

73 The Learning Trust, Hackney (2010), Hackney Governor Training Programme 2010-11.

74 Cambridge Education @ Islington is contracted to provide a number of services to schools in Islington, including governor training, until April 2013; <http://islington.camb-ed.com>.

75 www.moderngovernor.com. Modern Governor is an e-product operated by Learning Pool. It offers short online course content to governors in subject areas such as "Preparing for Ofsted", "Understanding School Finance" and "Equality and Diversity".

76 House of Commons (2010), *School Accountability*, Children, Schools and Families Committee.

77 www.directgov.gov.uk, *Becoming a School Governor*.

78 Department for Children, Schools and Families (2010), *21st Century Schools: Implications and Challenges for Governing Bodies: A report from the Ministerial Working Group on School Governance*.

79 Academies Act 2010.

3

Losing the battle

The poor management of teaching performance in most schools is perhaps unsurprising given the evidence of a general weakness of management across the schools system. One particular consequence of poor management is that some heads face great challenges in conducting capability proceedings and dealing with trade unions. (It is important to note, however, that good heads do manage these issues successfully, as the next chapter shows.)

One of the main reasons for the deficiency in management ability is simply that headteachers are not taught how to be effective managers. The National Professional Qualification for Headship, a compulsory qualification for first-time heads, focuses on ethos, leadership and vision, but fails to provide heads with the thorough grounding in legal, HR and financial management they need to do their job effectively.

In common with much of the public sector, effective people management in schools appears to be the exception rather than the rule. The 2010 House of Commons Children, Schools and Families Select Committee report *Training of Teachers* noted that “there is still some way to go in ensuring that the implementation of the performance management process and the strategic management of professional development is effective across all schools.”⁸⁰ It has also been reported that only 25 per cent of teachers say that they are regularly observed in classroom practice and that there is inadequate CPD for teachers.⁸¹ Ofsted has also observed that “very few schools visited had established a coherent cycle of induction, training and professional development linked to school self-evaluation and performance management for all staff.”⁸²

Poor CPD

Research commissioned by the TDA has reported that professional development in schools remains “erratic, poorly planned and poorly evaluated”.⁸³ The same study noted that CPD is still most commonly undertaken in the form of “passive learning” despite the fact that collaborative approaches are an essential component of effective CPD.⁸⁴ Open University research has found that only 25 per cent of teachers report that they are regularly observed in classroom practice, and that two thirds of all CPD is “passive learning” – what Professor John Bangs of the Institute of Education has referred to as “death by PowerPoint”.⁸⁵ Not enough time is spent getting teachers to talk to each other about teaching.

An Open University submission to the House of Commons Children, Schools and Families Committee notes that teachers and senior leaders do not consider the form of current CPD activities to be effective. Few teachers report spending most time in active forms of CPD such as practising the use of pupil materials (17 per cent of those surveyed), extended problem-solving (9 per cent) and demonstrating a lesson, unit or skill (6 per cent). In their responses teachers also report that CPD activities are not sustained or embedded over time.⁸⁶

80 House of Commons (2010), *Training of Teachers*, Children, Schools and Families Committee. This has been highlighted in Storey, A. et al. (2008), *Schools and continuing professional development (CPD) in England – State of the nation research project*, Cambridge University/Open University.

81 Margo, J. et al. (2008), *Those who can't*, IPPR.

82 House of Commons (2010), *Training of Teachers*, Children, Schools and Families Committee. Reiterated by evidence submitted by the Institute of Education to the Children, Schools and Families Committee: “Currently however continuing professional development lacks coherence and focus: it is often an afterthought in school development planning, and there is no quality guarantee. Rather, there is a patchwork of provision by local authorities, HEIs and private (often very small scale) consultancies. The proportion of teacher time devoted to CPD in England is lower than in high performing school systems.”

83 Storey, A. et al. (2008), *Schools and continuing professional development (CPD) in England – State of the nation research project*, Cambridge University/Open University.

84 Cordingley, P. et al. (2005), *The impact of collaborative CPD on classroom teaching and learning*. This study reported that “collaborative CPD was linked with improvements in both teaching and learning and many of these were substantial.” Positive outcomes for teachers included increased confidence, increased commitment to new techniques and increased belief in the positive impact they had on children’s ability to learn. Also House of Commons (2010), *Training of Teachers*, Children, Schools and Families Committee: Liz Francis, Director, Workforce Strategy Directorate, TDA, said: “going out on courses... is rarely the most effective form of professional development. The most effective development is where someone reflects on their actual teaching, so that the learning is through the job.”

85 House of Commons (2010), *Training of Teachers*, Children, Schools and Families Committee.

86 Ibid.

Spending on CPD

Schools' spending on CPD varies greatly, with reported estimates of the proportion of school budgets spent on CPD ranging from 0.25 per cent to 15 per cent.⁸⁷ Graham Holley, Chief Executive of the TDA, believes the average is 2 to 3 per cent.⁸⁸

When making decisions about the allocation of CPD within schools, CPD co-ordinators will assess various factors including: the relevance of CPD to the School Improvement Plan, relevance to teachers, the cost of the programme/course, how much has already been spent on CPD, which CPD options offer value for money.

There needs to be a more structured approach to CPD as currently it is very difficult to evaluate the impact it has on teachers. As Ofsted has noted, "few of the schools evaluated successfully the impact of CPD on the quality of teaching and on pupils' achievement because they did not identify the intended outcomes clearly at the planning stage. Schools did not have an effective method for assessing the value for money of their CPD."⁸⁹ One of the schools surveyed in Ofsted's 2006 investigation into CPD "had invested time and resources in improving the way spelling was taught [but] had not devised even a simple way of assessing whether pupils could spell any better at the end of the process".⁹⁰

The Open University observes that: "training and development opportunities in CPD evaluation and follow-up for school leaders would provide useful opportunities to plan strategically to more effectively balance and meet the wide range of professional development need in their schools".⁹¹ As Andy Buck has argued: "Great schools are not just about hiring and firing the right people. They have a deep-rooted commitment to developing their staff and spend a disproportionately higher percentage of their budget on providing for continuing professional development and for wider opportunities for their staff."⁹²

Subject-specific CPD

Subject expertise is crucial in maintaining top quality teachers. Teachers with a passion for and deep knowledge of their subject are more likely to communicate that enthusiasm to pupils, as well as having a better understanding of the subject. In many subjects, updating knowledge with recent developments and the latest work in the field is also necessary.⁹³

CPD has an important role in achieving this. However, the evidence from many representatives of the teaching profession suggests that sources of specialist advice that could support subject-specific CPD are in decline and instead CPD focuses on generic teaching skills.⁹⁴ Speaking at *Reform's Schools for the future* conference, Professor Sir John Holman, former Director of the National Science Learning Centre, noted that "teachers need opportunities to keep up with developments in their subject and to meet other teachers of the same subject to share ideas."⁹⁵ Professor Holman also quotes a study by the Wellcome Trust which in 2005 found that 50 per cent of all secondary school science teachers have had no subject knowledge CPD in the last five years.⁹⁶

87 Ibid.

88 Ibid.

89 Ofsted, (2006), *The logical chain: continuing professional development in effective schools*.

90 Ibid.

91 House of Commons (2010), *Training of Teachers*, Children, Schools and Families Committee.

92 Buck, A. (2009), *What makes a great school*.

93 House of Commons (2010), *Training of Teachers*, Children, Schools and Families Committee. A memorandum submitted by the Wellcome Trust said: "individual teachers also have a responsibility to keep up to date, both with their subject and with new teaching approaches. This is particularly important for STEM teachers who need to keep pace with scientific discoveries, ICT developments, innovative approaches to teaching and developments in curriculum and qualifications."

94 Ibid. The Geographical Association said: "Increasingly CPD is school-based and focuses on generic teaching skills. Sources of specialist advice for subject teaching outside the core subjects have dramatically declined. In most local authorities there is no geography adviser, no opportunity for subject CPD and regular meetings of geographers have ceased."

95 *Reform* (2010), *The first hundred days*. The full transcript appears in Appendix 3.

96 Ibid.

Among teachers there seems to be a consensus that the most effective way to deliver subject-specific CPD is through working with other subject-specific teachers, not just within schools but across regions in order to share ideas and best practice, as well as to observe each other teaching.⁹⁷ However, many schools create hurdles to this regional interaction (often financial) and instead concentrate on in-school development during single INSET days.⁹⁸ Regional engagement for instance would require schools to release staff and cover supply, which they are reluctant to do.⁹⁹

In order to encourage participation in subject-specific CPD, the Wellcome Trust has advocated formally accredited CPD opportunities, even suggesting they become a requirement for teachers to renew their teaching status at periodic intervals.¹⁰⁰ However, given that it is also important that CPD is individually tailored, formally accredited courses may not be the most effective method for all.¹⁰¹ New ways of “vertical” subject integration – across age groups, from primary through to university – must be found, allowing teachers to remain immersed in their subject specialism and learn from their colleagues’ expertise.

Ofsted analysis

Ofsted has also reported that only a minority of schools manage performance and the workforce effectively. The most recent evidence is drawn from Ofsted inspections of 23 schools’ efforts to implement the 2003 workforce agreement.¹⁰² Ofsted found that only eight of the 23 schools visited could provide evidence of how the work of members of the wider workforce had contributed to improving pupils’ standards and achievement, while only six had established a coherent cycle of induction, training and professional development linked to school self-evaluation and performance management for all staff, including the wider workforce.¹⁰³

A 2010 Children, Schools and Families Committee report found that “newly qualified teachers with whom we met reported that their schools did not encourage the sharing of teaching practice among their staff, and that they would have very much welcomed more opportunities to shadow and learn from colleagues.”¹⁰⁴

Spending where it makes a difference

A 2009 Audit Commission report on school management found weak incentives for schools to improve performance of staff and value for money.¹⁰⁵ As a result, while schools can and should adopt management practices that will help them achieve economy and efficiency, insufficient numbers do so. (Value for money in schools is largely about the performance of staff since staffing costs make up the great majority of the school budget.) The Audit Commission found:

- > Schools’ accountability for spending is weak. They do not have to report efficiency savings or respond to value for money targets set by the then Department of Children, Schools and Families.
- > Most school development plans do not consider include details of the cost of the workforce.
- > The financial management standard in schools focuses on processes rather than the real achievement of economy and efficiency.
- > Ofsted gives little attention to the deployment of staff in terms of value for money.

97 House of Commons (2010), *Training of Teachers*, Children, Schools and Families Committee. The Geographical Association said: “There is a strong consensus amongst teachers that the best way to develop their subject teaching is through working with other geography teachers to share ideas, plan together or observe each other teach. Teachers find this is more effective in developing their subject teaching than one-day INSET sessions.”

98 Ibid. The Institute of Physics said: “Many schools construct barriers to subject-related CPD and use most of their resources for general, in-school development. There needs to be either a right or an obligation to carry out subject-related work.”

99 Ibid. The Institute of Physics said: “The IOP provides a range of CPD experiences, ranging from mentoring support for trainees and Newly Qualified Teachers ... through traditional residential courses, to the 2,500 teacher-days of twilight sessions ... We would recommend a wider adoption of this outreach model, as it overcomes the reluctance of schools to release staff and pay supply cover.”

100 Ibid. The Wellcome Trust said: “One way to encourage this would be to offer more formally accredited CPD opportunities after initial qualification... An example of subject-specific accreditation in the education sector is Chartered Science Teacher status (CSciTeach). This is offered by the Association of Science Education (ASE), and requires individuals to maintain CPD in order to renew their CSciTeach status every five years.”

101 Ibid. The Cambridge Primary Review said that “while initial training must ensure that all NQTs reach at least the minimum level of competence to take charge of a class in their first year of teaching, the training, support and development they receive thereafter need, as far as this is practicable, to be individually tailored”.

102 Ofsted (2008), *The deployment, training and development of the wider school workforce*.

103 Ibid

104 House of Commons (2010), *Training of Teachers*, Children, Schools and Families Committee.

105 Audit Commission (2009), *Valuable lessons: improving economy and efficiency in schools*.

- > Governors do not play a sufficient role in challenging schools to use resources better.
- > Schools have little comparative information on costs or how workforce deployment affects outcomes for children.

Also, the National Audit Office has found that the standard tool for financial reporting in schools gives little attention to staffing costs in comparison to goods and services.¹⁰⁶

Common delays in capability proceedings

When heads need to remove a persistently underperforming teacher, they must follow a detailed capability procedure, entailing several stages of performance review, assessment and feedback. See Appendix 4 for the Government's model capability procedure.

There are a number of common problems encountered by heads who attempt to place staff in capability proceedings:

- > **Appeals.** There can be multiple appeals against the head's decision which prolong the process and are costly. Grounds on which one can appeal include too narrow an evidence base or procedures not being followed properly.¹⁰⁷
- > **Sick leave.** According to government research, when confronted with capability procedures, 50 per cent of teachers were subsequently off sick. In 60 per cent of cases the illness delayed the procedure and in 20 per cent of cases illness led to termination of the procedure.¹⁰⁸ The report claimed that "absence frequently delayed the operation of capability procedures or halted it permanently ... the individual went off on long-term sickness absence and ultimately applied for ill-health retirement."¹⁰⁹
- > **Local authority.** Even if a headteacher has the will to increase standards, heads have told *Reform* that in some cases the local authority HR officer will argue that he or she has unrealistic expectations and that "satisfactory" is the best that can be reasonably expected.
- > **Cost.** One area of objection to capability procedures can be that a member of senior leadership who does not share a subject specialism with the teacher in question could be regarded as inappropriate to conduct capability procedures for that member of staff. One union representative told *Reform* that in these circumstances it could be necessary to buy in the services of a senior subject specialist from elsewhere to collect evidence and help conduct the procedures, at significant cost to the school.
- > **Impact on the school.** Research carried out by Wragg et al., in which 57 professional colleagues who had been working alongside an underperforming peer were surveyed, revealed frustration that the teacher in question had been allowed to take early retirement, or redundancy, or to teach elsewhere. In all responses "it was clear that one underperforming teacher could have a huge impact on whole school".¹¹⁰

In terms of heads' own capability to undertake competency procedures, there is low usage of formal procedures. Research done by the Department for Children, Schools and Families indicated that in 1999-2000, 65 per cent of headteachers did not have any experience of dealing with a capability issue and that 74 per cent of local authorities had no experience of headteacher capability cases.¹¹¹ One head told *Reform*: "You don't get any training. The first capability is very difficult."

¹⁰⁶ National Audit Office (2006), *Improving poorly performing schools in England*.

¹⁰⁷ Department for Education and Employment (2000), *Capability procedures for teachers*.

¹⁰⁸ Earnshaw, J. et al. (2002), *Best practice in undertaking teacher capability procedures*, Manchester School of Management (UMIST).

¹⁰⁹ Ibid.

¹¹⁰ Wragg, E. et al. (2000), *Failing Teachers?*

¹¹¹ Earnshaw, J. et al. (2002), *Best practice in undertaking teacher capability procedures*, Manchester School of Management (UMIST).

The role of the unions

There is a widespread perception that the teaching unions play a negative role in competency procedures and most importantly that they stop bad teachers from being sacked, keeping them in the teaching system. *The Spectator*'s Fraser Nelson is one amongst many commentators concerned that the school system is "run by unions".¹¹² Geoffrey Canada, the New York education pioneer, has publicly warned Michael Gove that unions can inhibit innovation:

"This union issue has to be at the forefront if you're going to bring about reform ... Until the unions come up with a real plan for improving schools that have failed – that doesn't do what they have done [in the past] – I think they don't have a really strong argument why they should be in this conversation in terms of what the future is going to be."¹¹³

Concerns over the unions' role in the education system are legitimate. While some teaching unions try to engage constructively, a militant tendency amongst others threatens to prevent any kind of reform of the system.

Tying heads' hands

Headteachers are also subject to legal restrictions on the extent to which they can observe their teachers as part of a formal performance management or capability process. Classroom observation for the purposes of performance management is limited to one observation of a maximum of one hour in length per performance management cycle, with a maximum of three hours' observation permitted per year.¹¹⁴ While it is clear that the best schools do not suffer as a result of these restrictions and successfully integrate observation into the daily life of the school, they are nonetheless an unnecessary barrier to a culture of openness and accountability.

Training to lead

The training provided for new headteachers gives little focus on performance management issues or CPD. The National Professional Qualification for Headship (NPQH) was introduced in 1997 and since 2009 has been mandatory for all first-time heads.¹¹⁵ The NPQH is based on the National Standards for Head Teachers which list six key areas of headship:

- > Shaping the future.
- > Leading learning and teaching.
- > Developing self and working with others.
- > Managing the organisation.
- > Securing accountability.
- > Strengthening community.¹¹⁶

If an applicant succeeds in becoming an NPQH trainee headteacher, they proceed to the "Development Stage" which lasts for four to twelve months. Having undergone an assessment of strengths and areas for development, at the start of this stage the trainee decides on their own personalised pathway.¹¹⁷ The idea behind the personalised pathway is that the trainee headteachers can focus on their areas of weakness, which are identified in the assessment stages and a 360-degree diagnostic. However, headteachers have told *Reform* that in terms of measuring ability to be a good manager and deal with HR, legal and financial issues, the standards of assessment used to judge whether the trainees are already competent in these areas fall far short of the actual skills necessary for modern heads.

112 Nelson, F. (2010), "Revealed: The secret school wars", *Spectator Coffee House*, 26 August.

113 Vasagar, J. and Stratton, A. (2010), "Geoffrey Canada warns Michael Gove teaching unions 'kill' innovation", *The Guardian*, 5 October.

114 National Union of Teachers (2010), *Classroom Observation Guidance*, October 2010.

115 www.teachernet.gov.uk/management/professionaldevelopment/npqh.

116 Department for Education and Skills (2004), *National standards for headteachers*.

117 www.nationalcollege.org.uk/index/professional-development/npqh/npqh-programme-details.htm.

To be accepted onto the NPQH programme, aspiring heads need to demonstrate strategic leadership and development across all six of the key areas of headship. In the most recent intake, the key areas at which applicants failed to show this achievement were “Managing the organisation” and “Securing accountability”.¹¹⁸ The implication is that if an aspiring head is accepted onto the NPQH programme, they already have sufficient management skills; however heads have told *Reform* that this assessment process is very inadequate at realistically assessing the skills, knowledge and experience heads need in school management.

Failing to deliver

The NPQH was restructured in 2008, after “many complained of its bureaucratic, tick-box approach to running a school.”¹¹⁹ It was reported that one head who completed the NPQH in its earlier form “said it was useful for networking and sharing ideas, but offered little in terms of preparation for headship; her MBA had proved more useful”.¹²⁰

In spite of its overhaul, the NPQH still comes under heavy criticism from teachers, headteachers, union representatives and local authorities. The qualification does not sufficiently focus on the necessary aspects of today’s leadership challenges. Interviews for this research found that the NPQH:

- > Gives little focus to human resource issues or professional development.
- > Gives generic training rather than training in the real business of school leadership.
- > Does not focus on context of the school at hand.

Headteachers and union representatives that we spoke with described newly qualified NPQH applicants as “robotic” and like “clones”. Other representatives said that there were distinct gaps in the qualification and two heads in particular emphasised the need for a more contextual approach to leadership. One head highlighted the importance of allowing trainee headteachers to observe outstanding headteachers during their headship training as this is “the best form of training”.

While topics such as strategic financial leadership can be covered by participants in the online learning courses, these do not cover such topics in enough depth to meet the demands of headship. For example, in the online learning materials section of the framework, there is a unit on “Managing the organisation” (in line with the National Standards for Headteachers). However, this unit does not sufficiently cover the necessary aspects of being an effective headteacher. Recruitment and managing underperformance are part of the “Leading and managing people” part of the unit and achieving value for money is part of the “Managing finance” part of the unit. These are minor parts when one considers the breakdown of the qualification into various units and courses. For example, the one unit on “Managing the organisation” also has to cover aspects such as communication, school environment, child protection and managing delivery.

Heads need to learn from the best

These deficiencies in the NPQH could be addressed by a qualification that teaches financial, HR, legal and management skills. However, a qualification of this kind would still not resolve the single most important issue in developing the skills requisite of an excellent headteacher: spending time with an outstanding headteacher and learning by their example. This provides all the more reason for a qualification for new heads to focus on financial, legal and HR management skills and for this to be accompanied by “on the job” learning with an existing outstanding head.

118 National College for Leadership of Schools and Children’s Services (2010), *NPQH intake 9 – lessons learned*.

119 Barker, I. (2008), “The Issue: The revised NPQH – A qualification for those who really want to get ahead”, *Times Educational Supplement*, 4 April.

120 Ibid.

4

The path to performance

Despite the bureaucracy governing teacher quality, the best schools successfully put great emphasis on nurturing their teachers. CPD and performance management are embedded into the culture of the school. Peer learning is structured and commonplace; teachers regularly observe and are observed by their colleagues; best practice is routinely shared. Performance management is based on clear, quantifiable targets and teachers are held to account for their performance and supported to improve.

Excellent headteachers deal with persistent underperformers, managing those who cannot improve out of the school and, in many cases, the profession. While capability procedures appear complicated, good heads nonetheless navigate through them in sensible time periods, with clarity and consistency. Although teaching unions do try to get the best for their staff, the best heads successfully work together with union representatives to manage out staff who are clearly not cut out for teaching. Far more inadequate teachers leave the profession than appears the case from the numbers struck off.

There are a number of initiatives, public and private, that have helped to drive improvements in the quality of management in schools, which in turn has led to improvements in teacher quality. Inspirational Schools Partnerships, National Leaders of Education, Local Leaders of Education and National Support Schools all provide ways of exceptional headteachers sharing their expertise with colleagues who can benefit from their help.

The leadership of any organisation sets the culture and formulates the working structures that reinforce that culture. Headteachers need to create a culture of high performance, accountability and ongoing improvement. The National Audit Office has noted that “the headteacher is key to sustaining performance and improvement in any school”.¹²¹ The best strive to develop good teachers and ensure that underperforming teachers either become good teachers or leave. Teachers will be expected to share best practice, will strive to improve and expect their classroom practice to be open to constructive criticism.

Shaping school culture

Professional autonomy is a powerful force in teaching, as it is in medicine or the law. While this has its benefits, in too many schools it promotes a closed culture: there is often no culture of accountability, support or mutual openness. According to one union representative, the culture of teaching is often: “I do my job, don’t interfere with me”. But this has to change: just as in other professions, teachers need to be managed in order to obtain the best performance.

The schools that are most successful have an open culture, with senior leadership always informally popping into classrooms. Importantly, the teachers view this as supportive rather than threatening and understand that it is an essential element of continuing professional development. The best schools foster an expectation and culture of perpetual improvement.¹²²

Several heads in their interviews with *Reform* explained the difference a change in culture can make to schools where underperformance is tolerated. Once it was clear to staff that the culture had changed, underperformers quickly improved or left. “You don’t need to do many capability procedures to change the culture,” said one.

¹²¹ National Audit Office (2006), *Improving poorly performing schools in England*.

¹²² Ofsted (2009), *Ofsted annual report 2008/9*. “A common quality of the most effective settings, schools and colleges is their attention to developing staff and refreshing their knowledge, skills and understanding.”

A former head, now consulting in the sector, said that in schools with a culture of dealing with underperformance, informal procedures are usually sufficient and it is very rare to need to resort to formal capability procedures. “Staff have to know that underperformance is dealt with,” one local authority HR manager told *Reform*. This is a point reiterated by Andy Buck, a former headteacher and now Operational Manager of City Challenge for the National College, who writes “there is nothing more frustrating for the hard-working and capable majority than to see a colleague who is not able or not interested in delivering to the highest standards being allowed to carry on unchallenged”.¹²³

Putting CPD at the heart of the school

Many schools are not learning institutions and continuing professional development is often the last consideration. Yet according to one union officer who spoke to *Reform*, successfully embedding CPD in the daily life of schools would make more difference than anything else to the quality of education. Dylan Wiliam, Emeritus Professor at the Institute of Education, has said that “we need a relentless focusing of professional development on what improves outcomes for students”.¹²⁴ The key is to put training and peer learning at the centre of school life.¹²⁵ The best staff will be deployed to help those who most need support. All teachers will observe and be observed by their colleagues. In essence, the school becomes a place of learning for the staff as well as the students.

Structured CPD, embedded in the life of the school

Many of the people *Reform* interviewed for this research argued for the importance of CPD as an ongoing process. In addition to lesson observation, other forms of support such as ongoing mentoring and coaching can help to improve and maintain teachers’ performance.¹²⁶ One head explained how he focuses his senior teachers on staff who need improvement (and are believed to be capable of improvement). Through informal observation and support with core activities such as planning teaching and learning or maintaining behaviour in the classroom, he typically sees unsatisfactory teachers progress to good within two to three months. As Andy Buck has written, “all highly successful organisations, whether they are schools or businesses ... share a strong commitment to enabling all members of staff ... to develop as professionals and thereby continually improve their performance”.¹²⁷

The best schools ensure that the outcome of performance management reviews feed into the CPD undertaken by teachers. As Ofsted has noted: “The best results occur where CPD is central to the school’s improvement planning. Schools which integrate performance management, school self-review and development, and CPD into a coherent cycle of planning improve the quality of teaching and raise standards.”¹²⁸ Despite evidence of this in some schools, a report commissioned by the TDA revealed that professional learning and development were often not linked to performance management.¹²⁹ Further, the research discovered that in many schools CPD remains centred on teachers’ own development and not its impact on the school as a whole or pupils. In McKinsey’s study on high-performing schools, one policymaker in Boston highlighted the importance of professional development in achieving change: “The three pillars of the reform were professional development, professional development and professional development ... We aligned everything – resources, organization, people – with professional development.”¹³⁰

“It does take time to improve teachers,” said one comprehensive head in an interview with *Reform*. He suggested that an “in-depth, integrated system of professional development” is needed, focusing on what makes a difference to student understanding, evaluation and feedback, planning and sharing best practice. His school operates a six-point “teaching and learning charter” around which CPD is based. The emphasis of the CPD and staff accountability is all on classroom outcomes.

123 Buck, A. (2009), *What makes a great school*.

124 *Reform* (2010), *The first hundred days*.

125 House of Commons (2010), *Training of Teachers*, Children, Schools and Families Committee. This point has been reinforced by Sarah Stephens, Director of Policy at the GTC, who in her oral evidence submission to the Children, Schools and Families Committee said “we need a practice of professional learning at the heart of teaching, so that it is not episodic but embedded into teaching”.

126 Liz Francis, Director, Workforce Strategy Directorate at the TDA, commented that: “Going out on courses... is rarely the most effective form of professional development. The most effective development is where someone reflects on their actual teaching, so that the learning is through the job.”

127 Buck, A. (2009), *What makes a great school*.

128 House of Commons (2010), *Training of Teachers*, Children, Schools and Families Committee.

129 Storey, A. et al. (2008), *Schools and continuing professional development (CPD) in England – State of the nation research project*, Cambridge University/Open University.

130 McKinsey & Company (2007), *How the world’s best-performing school systems come out on top*.

Support, mentoring and coaching

The best schools use their highest performing staff to help others improve. This can happen through formal or informal processes that allow staff to share and witness best practice and to benchmark themselves against their colleagues. As one head said to *Reform*, it is about teachers learning from each other what “good” and “outstanding” teaching actually looks like. Ofsted noted in its report on good professional development in schools that some headteachers “knew that one of the best resources for professional development was the expertise of their own staff”.¹³¹ The report goes on to give the example of a school using its recording suite to video lessons and to build up a catalogue of good practice to use in training.

High performing education systems around the world encourage teachers to learn from each other and have specific time set aside to do so. In Japan this is known as *Kenkyuu jugyuu* or lesson study.¹³² In Finland, teachers spend one afternoon each week joint planning and developing the curriculum and a similar approach has been adopted in Boston.¹³³

Lesson observation

The importance of lesson observation has been well documented.¹³⁴ However, what is clear is the need for this to be bidirectional – if anything, teachers appear to benefit more from observing others than from being observed themselves. Lesson observation is a simple, effective and cheap way of constantly improving teachers’ performance through sharing of best practice.¹³⁵

“Lesson observations are absolutely key,” the head of a large comprehensive told *Reform*. He explained that the process can be formal or informal, but should include observation of each teacher’s lessons and each teacher observing their peers’ lessons, as well as feedback.

Lesson observation is a central part of effective CPD, but often schools do not view it as a constructive tool for all their teaching staff to use. One officer at a teaching union said in a *Reform* interview that many schools need to change their understanding of what effective CPD is. Often the assumption still prevails that CPD is synonymous with going on a course; that it is a box to be ticked rather than something that can really make a difference.¹³⁶ Effective CPD, he said, is collaborative and interactive. Lesson observation should be tightly focused; it is not a one-off but a process of iteration and, importantly, reflection, that can help improve a teacher’s performance in the classroom.¹³⁷

Learning from the best

The most effective teachers are those who benefit from their peers’ ideas and experience and share best practice, both within and across schools. The best schools see “collective thinking” becoming a normal part of teachers’ daily lives, as they share material, lesson plans and strategies for discipline and dealing with behaviour. Mary Bousted, General Secretary of the Association of Teachers and Lecturers, has affirmed the view that “much CPD can be done in and between schools and that there is an awful lot for the profession to learn from communities of practice”.¹³⁸

131 Ofsted (2010), *Good professional development in schools*.

132 McKinsey & Company (2007), *How the world’s best-performing school systems come out on top*.

133 Ibid.

134 Ofsted (2009), *Ofsted annual report 2008/9*. “In successful schools, senior leaders or peer observers regularly visit classrooms to evaluate the quality of teaching and help diagnose what teachers need to do to improve further ... In terms of professional development, precise observation, leading to detailed comment and professional dialogue, will build self-awareness, an appetite for progress and a culture of continuous improvement.”

135 Ibid. “In many good and outstanding providers, there is an effective whole-organisation focus on developing professional skills, supported by developmental lesson observation. Teachers undertake peer observations across departments so that good practice is shared widely.”

136 House of Commons (2010), *Training of Teachers*, Children, Schools and Families Committee. See for example the Association of Teachers and Lecturers submission to the Children, Schools and Families Committee, which reported that “many teachers still hold a traditional view of CPD as consisting of courses, conferences and INSET days.”

137 Ibid. Sarah Stephens, Director of Policy at the GTC, stated that: “One of the most disturbing findings of a recent report... is that 67% of the CPD... was still what could be described as passive learning- lecture’s and John’s ‘death by PowerPoint’.”

138 Ibid.

It is also important for teachers to benefit from the experience of schools other than their own, particularly during training and in the first years after qualification.¹³⁹ Successful initiatives such as the National College's Improving Teacher Programme (see below) acknowledge this and give teachers the opportunity to share best practice across schools – in particular allowing underperforming schools to benefit from the expertise of outstanding ones.

This has the potential to make a substantial difference to underperforming teachers. Intensive support “showing them to teach” works as long as the individuals have the potential to improve. One way to institutionalise this as a model might be for schools to arrange “exchange programmes” or to commercialise their expertise.

Case study: Inspirational Schools Partnerships

Established two years ago by public service provider Tribal, Inspirational Schools Partnerships (ISP) is a public-private partnership scheme that provides an effective and sustainable framework for schools to share expertise. Not only does this collaboration spread best practice from successful schools to struggling ones, but it does so at little or no cost to schools' budgets.

ISP facilitates this process of collaboration by commercialising educational knowledge and practice. For instance, an underperforming school may utilise the knowledge and skills base of a good school to identify areas for improvement and address them in order to raise productivity and efficiency. As a result, standards and practice improve at the underperforming school and the good school receives a fee for its services, thus keeping school funding within the system and negating the need for increased government subsidy.

The framework is further streamlined through a series of innovative online tools that allow schools to quantify exam results, teaching trends and parent and teacher opinions to better identify and address areas in need of improvement. It also creates a local, regional or national schools improvement knowledge base that is accessible and proven, enabling schools to adopt new approaches that have been successful elsewhere and draw upon the very resources that recorded the initial success.

The value of collaboration in education through programmes such as ISP is clearly demonstrated by Wakefield City High School, a founding member of the programme. In 1993, just 13 per cent of pupils at the school achieved 5 A*-C grades in their GCSEs. In 2010, 90 per cent of pupils reached this benchmark. The executive head of the school, Alan Yellup, attributes this turnaround to years of collaboration with other schools. “Like many schools, we used to be beleaguered and inward-looking,” he says, “but the moment we put our heads above the parapet and started to collaborate with other schools, that's when we were able to raise our standards with dignity.”

Creating a robust performance management regime

Formal performance management can be an essential tool in improving teachers' performance. It can identify areas for and methods of improvement and provide a mechanism for accountability. An effective regime can not only improve performance but also flag up when more serious action is needed, and where necessary build evidence for dealing with underperformance through capability procedures. The threat of sanction for failure is an important factor in performance management.

There need to be well-defined targets and clarity over what constitutes acceptable and unacceptable performance. However, as described in Chapter 2, the prescribed standards on which many schools' performance management regimes are based are too vague and focus insufficiently on the key issue of teaching quality. The “tick box” nature of the standards means that barely satisfactory teachers get promoted, according to the head of one comprehensive. If heads try to set more stringent targets, staff can “kick back”, she said.

¹³⁹ See Ofsted (2009), *Ofsted annual report 2008/9*. “The ability to look outside the organisation and share good practice across and between providers is another important facet of establishing a culture of continuous improvement.”

Case study: Performance management at David Young Community Academy

At David Young Community Academy (DYCA), each member of staff has a single document listing core competencies, role-specific objectives and targets. Everybody, from the principal to the cleaners, has the same document and is subject to the same framework, creating clear accountability for delivering outcomes. Each member of staff is rated as outstanding, successful, satisfactory or unsatisfactory against both the core competencies and their role-specific objectives and targets.

The clarity this provides means there is an explicit focus for support, CPD and performance management, and certainty over who is responsible for providing support when it is necessary. It is also clear that when these are not met to a satisfactory standard, it becomes a capability issue.

“My staff really buy in to performance management,” says Ros McMullen, the principal of DYCA. “They see it as improving themselves and making their job more enjoyable and satisfying.” The accountability makes it easy to tackle underperformance, since everyone involved is very clear about exactly what constitutes underperformance. Staff find it easier to improve and address their weaknesses, since there is clarity about exactly what those are and what needs to improve.

The performance management document used by DYCA is reproduced in Appendix 2.

The right incentives

An alternative, according to another head, is to have an ongoing and informal process, in addition to a formal process once a year. Successful schools reported to *Reform* that performance management has to be seen as a positive process, not a punitive one. Teachers are willing to change behaviour if the process is seen as developmental. Performance management then becomes a process teachers are involved in and feel they benefit from, rather than something that is “done to them”.¹⁴⁰

Performance management for teachers needs to focus on development. There is a danger that the targets set do not actually address the key issues and so teachers “can go through performance management without really solving the problem”, particularly due to the consensual nature of the process and a desire among many heads not to “let their staff down”. Many performance management regimes, claims one head, are “nothing more than a nod to pay improvement”.

Performance management targets need to be sufficiently stretching but it is also essential that they are measurable. Too often they are vague or ill-defined, but teachers and their managers need to be able to understand whether and why they have achieved. “It shouldn’t be a guessing game,” one local authority HR manager said to *Reform*. Staff members should be able to identify the resources needed to achieve their target, and should have clarity over what constitutes success or failure.¹⁴¹

Heads are responsible for determining whether a teacher can cross the “threshold” to the upper pay scale. However the criteria for assessing this are again extremely vague and difficult to assess.¹⁴² Aside from being difficult to formally assess, many of these standards would seem to be expectations that should be held for every experienced teacher.

These success factors are down to the effectiveness of schools’ leadership. In a recent report, Ofsted noted that key strengths in schools with good CPD included: “the strong commitment of senior managers to developing their staff; the close alignment of professional development with performance management, institutional self-review and priorities for improvement; the flexible use of time, resources and expertise; and the successful balancing of individual and institutional needs.”¹⁴³

140 Taylor, C. (2008), “Linking performance management to professional development can immediately improve specific sources of learning across the school”, *Teaching Expertise*, June. Carol Taylor, CPD project leader, Centre for Leadership in Learning, Institute of Education, has written about the importance of having motivated and engaged teachers in the performance management process: “A consistent and high-quality experience of performance management can thus enhance self-esteem, motivate staff, promote effective professional relationships and enhance the overall effectiveness of the school.”

141 Buck, A. (2006), *What makes a great school*. “In schools where support is provided without clear targets and where a set period for performance review is not established, the evidence suggests this lack of clarity can lead to the failure to take decisive action to remedy the situation.”

142 The post-threshold standards are listed in Appendix 1.

143 Ofsted (2010), *Good professional development in schools*.

Case study: Faculty review at Twynham School

Twynham School, an 11-18 comprehensive, uses a formal “faculty review process” to review each subject area on a three-year cycle. This extensive process involves interviewing the heads of department, reviewing relevant performance data and interviewing students. All teachers in the faculty are observed, and the senior leadership’s objective is to understand what does and does not help with learning, and exactly why a particular teaching is outstanding, good, satisfactory or unsatisfactory.

This process allows the headteacher, Terry Fish, and his senior leadership team to identify best practice within the school, as well as particular areas and teachers that require support. This depth of understanding allows them to deploy their resources, such as their excellent teachers, to improve CPD where it is most needed. It allows the senior leadership to focus on those areas and staff that need the most support, and to understand the processes and methods working well elsewhere in the school that might be applicable.

“The faculty review process allows teachers to learn from each other,” explains Dr Fish. “They understand what ‘outstanding’ teaching really looks like, and the culture of development helps to avoid negativity and ensure that all our teachers are really engaged with the process.”

SMART objectives

Performance management is about setting differentiated standards of acceptability – outstanding, good, satisfactory or unsatisfactory, for instance – and integrating them into the entire culture of the school. There is a danger that performance management can just be “an annual set of hoops to jump through”, according to one union representative, with the consequence of entrenched resistance among the staff. Equally, it can be damaging if staff believe that satisfactory performance is sufficient – as management guru Jim Collins has said, good enough is not good enough.¹⁴⁴ Performance management standards must be specific, measurable, attainable, relevant and timely; they must reflect the aspirations of school leadership; and they must be agreed by the staff.

Back to school

Where a teacher does not respond to support and performance management, and it is clear that he lacks the capability to improve, a good manager will implement capability proceedings to remove the teacher from the classroom. In cultural terms, the threat of failure can be as powerful as the actual disciplinary process, which is why it is such an important management tool.

In cases where there is severe underperformance, or where a teacher is not responding to internal CPD and performance management but the head believes that there is potential for improvement, it may be appropriate to use a more formal mechanism. In particular, some teachers may benefit from further formal training. The National College, through National Teaching Schools, has introduced an Improving Teacher Programme (ITP). This is a ten-week intensive programme (including six days out of school) that aims to bring teachers up to at least a satisfactory standard by getting underperforming teachers to observe best practice and receive coaching.¹⁴⁵ Although in its early stages, the programme appears to be extremely successful, with 50 to 60 per cent of teachers attending ITP improving by at least one Ofsted grade in early trials.¹⁴⁶

144 Collins, J. (2001), *Good to great*. This point was made by one deputy head, who told *Reform*: “Tension between schools and [LA] personnel is common because of the disparity that exists between the expectations of personnel and headteachers. Personnel met with the headteacher and me on one occasion to discuss a member of staff going through capability proceedings. The headteacher expressed frustration with the member of staff’s reluctance to reflect on their own practice and seek ways to improve. The representative from personnel explained that the headteacher had set her expectations too high and that she could not demand a good or outstanding teacher; satisfactory was good enough... It is a challenge for a member of staff going through capability proceedings to be motivated to change and drive real and meaningful improvement if they feel that satisfactory is good enough, and an even greater challenge for a school to pursue excellent outcomes for the pupils if teaching staff feel that satisfactory is good enough.”

145 Buck, A. (2010), *National Teaching Schools and Teaching and Learning programmes*, National College.

146 *Ibid.* In some schools the ITP has produced even better results: one primary headteacher reports that her school’s teaching improved from more than 50 per cent inadequate to 94 per cent satisfactory or better in one year.

Developing educational leaders

Schools that are struggling can benefit from the expertise of outstanding heads through school improvement programmes run by the National College for Leadership of Schools and Children's Services. Excellent heads are designated Local Leaders of Education (LLEs) or National Leaders of Education (NLEs), and schools led by NLEs are designated National Support Schools.¹⁴⁷ These programmes offer a way to get great headteachers into other schools, allowing the heads and staff of underperforming schools to benefit from their expertise.

This support can take many forms, depending on the nature of the problem and the type of support that is appropriate or required. NLEs and LLEs run CPD sessions between schools, advise senior leadership on management issues, or even send their best teachers on secondment to other schools to allow those schools to benefit from excellent teachers' expertise.¹⁴⁸

National Teaching Schools

In addition, so far 27 National Teaching Schools have been founded across the country. These are designed to perform a role analogous to that of teaching hospitals in the NHS.¹⁴⁹ The schools' hallmark is a strong culture of highly effective in-house CPD, linked to internal peer observation. These models of internal staff development and knowledge transfer have been validated by being tested in other schools and through adoption or adaptation by other schools. National Teaching Schools demonstrate highly developed mentoring and coaching, and role-modelling by leaders. There is a strong emphasis on the school as a learning organisation, with many staff engaged in formally accredited programmes (such as master's degrees) or school-based action-research.¹⁵⁰

Mentoring management

Role modelling and mentoring are essential to help build new heads' confidence and to provide the support to help them deal with difficult situations they may encounter during their first years of headship. As part of its Head Start scheme for new heads, the National College has recruited around 6,000 experienced heads as "professional partners" to provide mentoring and support to new heads in their first two years.¹⁵¹ Ensuring that every new head has access to an experienced peer on this kind of informal, supportive basis will help to ensure that in future all heads will be able to manage effectively and successfully tackle underperformance.

Management matters

The quality of leadership and management within a school has a significant impact on the quality of teaching that goes on within its classrooms. In a paper on leadership, the National College notes that "leadership acts as a catalyst without which other good things are quite unlikely to happen", observing that no school has ever turned itself around in the absence of good leadership.¹⁵² The best heads simply do not tolerate underperformance from their teachers. They ensure that all their teachers progress and improve – and, on the occasions where this can't happen – that consistent underperformers are removed.

This research has uncovered much evidence that good headteachers do manage their staff effectively, often working to do so despite the system. Particular examples are the capability procedures used when there are concerns over a teacher's performance. In spite of the associated problems with competency procedures, *Reform's* research has shown that it very much depends on the quality of leadership in the school, with one deputy head saying: "where a headteacher is sure of the evidence base, and where they are strong enough to hold their nerve, capability proceedings work." Both unions and headteachers have in interviews with *Reform* supported the view that there is no major problem inherent in the process.

147 National College for Leadership of Schools and Children's Services (2010), *Annual Report and Accounts 2009/10*.

148 See for example Greater Manchester Challenge Leadership Strategy 2009/10.

149 National College for Leadership of Schools and Children's Services (2010), *National Teaching Schools Explained*.

150 Buck, A. (2010), *What do we know about National Teaching Schools?*, National College.

151 www.nationalcollege.org.uk/index/professionaldevelopment/headstart/professionalpartners-2.htm.

152 National College for School Leadership (2006), *Seven strong claims about successful school leadership*.

Although these procedures seem long-winded, many heads have said in interviews with *Reform* that the main problem is not the procedures themselves. Effective heads still follow all the stages of the procedures but do not allow them to drag on. One head said she was “baffled” that some heads found it so difficult to go through competency procedures. Another said that when necessary he had completed the capability process in as little as ten weeks.

Despite these obstacles, good heads battle through. One told *Reform*: “You’ll never lose a tribunal based on your judgement – only on process”, suggesting that if the procedures are followed carefully and rigorously then heads who are in the right will always prevail. Sick leave, a common response to the initiation of capability proceedings, is dealt with successfully by good heads. One said that heads simply “have to make the culture of absence unacceptable”.

Consistently underperforming teachers applying for ill-health retirement following extended sick leave is not necessarily a bad outcome for the school – it does after all achieve the objective of removing the teacher from the classroom. However this can be extremely costly for the school, which must continue to fund the sick leave until this process is completed.

Clarity is key

Clear, well-defined expectations are a hallmark of an effective capability process. The teacher in question needs to know exactly what the problem is, the head should make sure that rules and expectations in the school are clear and, as with the rest of the performance management regime, there should be no ambiguity over what constitutes improvement.

One former head told *Reform* that senior leadership in schools need to be clear about whether they are “backing or sacking” the teacher in question every single week during a capability procedure. A process with this level of clarity and rigour is much quicker and easier to follow and also helps to minimise resentment from the teacher, since they always have clarity over where they stand. It is, said the former head, a lack of clarity – not the procedures themselves – that drags the process out.

Unions can be constructive in capability

However, at the level of individual capability proceedings, the role of the union representative is not necessarily the primary roadblock to effective handling of underperforming teachers. Of course unions do try to achieve the best outcomes for staff. When members face disciplinary proceedings unions provide representatives as caseworkers to offer advice and support. Union representatives can accompany teachers and capability hearings and interviews throughout disciplinary procedures. In particular, unions will try to achieve compromise agreements to allow for the dignified exit of teachers.

It may be true that a minority of union representatives will fight any attempt at dismissal, irrespective of the competence or potential consequence of the teacher in question. However, several heads have told *Reform* that the “incompetent teachers” are not all left in the system, but in many cases resign from their positions after union involvement.

This happens because good heads get unions on side and use this relationship to their advantage. If a union representative knows a teacher is seriously under-performing they will not fight for them to keep their job – as well as protecting members’ interests, most union representatives appreciate the importance of children’s learning and recognise the damage an incompetent teacher can do even in a relatively short space of time. Unions *Reform* spoke to supported this point and the fact that it is not in the union’s interests to keep bad teachers in the profession. John Dunford, former General Secretary of the Association of School and College Leaders, has said that “it’s in the interest of neither the pupils nor the teacher herself if an incompetent teacher is allowed to continue in a post or to move to another school”.¹⁵³

153 Shepherd, J. (2010), “Tories would give heads more power to fire weak teachers”, *The Guardian*, 8 January.

If it is clear that the individual in question is not capable of improvement to reach the necessary standards they can help to convince them to leave the profession, in cases where it is evident the career is not suited to them. Unions can also be useful for providing advice to heads on how to deal with underperforming staff and capability procedures. The advice from heads' unions can help ensure that protocol is followed correctly, making it more likely that procedures will succeed, and that unfair dismissal claims cannot be made.

With weaker headteachers, however, unions can take the upper hand and drag out the process. As one primary deputy headteacher told *Reform*: "Unions often demand an unnecessarily large evidence base. This means that headteachers have to be very sure of their case and have information to confirm that the teacher is failing to meet a number of standards before instigating capability proceedings."

More poor teachers leave the profession than it appears

An edition of *Panorama* broadcast in July 2010 caused a furore by revealing that only 18 UK teachers have been struck off for incompetence in the past 40 years.¹⁵⁴ But in 2008 the Chief Executive of the General Teaching Council for England (GTC) estimated that there could be as many as 17,000 substandard teachers among the UK's 500,000 registered teachers.¹⁵⁵ So why have they not left the profession?

In fact, lots of underperforming teachers leave the profession as a result of good performance management. The outcome will generally be resignation rather than GTC referral – often a good outcome. One headteacher said, "the most common outcome in protracted capability proceedings sees the underperforming teacher paid off and given a negotiated reference".

The GTC itself also quotes resignation as a reason for the lack of GTC referrals in competency cases.¹⁵⁶ Government figures show that many teachers leaving the profession resign: 41.3 per cent of those dealt with outside procedures and 39.7 per cent of those dealt with within procedures.¹⁵⁷

There is a risk of "passing the problem onto someone else", through negotiated compromise references which are passed on to new employers. One head said this means that "professional integrity is compromised by the law". An officer at one of the teaching unions described the process as "recycling". Receiving little if any training in matters relating to HR and employment law, many heads are ill-equipped to recognise a compromise reference.

154 BBC News Online (2010), "Incompetent teachers 'being recycled' by head teachers", 4 July.

155 *The Daily Telegraph* (2010), "Incompetent teachers avoid sack", 4 July.

156 Morrell, G. et al. (2010), *Factors contributing to the referral and non-referral of incompetence cases to the GTC*, National Centre for Social Research.

157 Earnshaw, J. et al. (2002), *Best practice in undertaking teacher capability procedures*, Manchester School of Management (UMIST).

5

A new approach?

The Government has made school reform its flagship public service project. It has announced its intention to focus on teacher quality, and this goal will flow through a number of its key reforms. Michael Gove, the Education Secretary, has announced plans to improve the calibre of teachers entering the profession. A 2:2 degree will be required for eligibility for state-funded teacher training. The successful Teach First programme will be expanded. Two new programmes, Teach Now and Troops to Teachers, are intended to bring high quality experienced professionals into teaching.

The Government plans to increase teachers' autonomy in the classroom. In order to achieve this it is undertaking a revamp of the National Curriculum, a redesign of A-levels and GCSEs to introduce more "rigour", and a review of league tables. It is reducing the regulatory burden, scrapping the GTC and slimming down Ofsted's inspection regime.

The Coalition has announced a range of policies designed to raise teacher quality, particularly focused around attracting higher calibre candidates to the profession. Michael Gove has said:

"The single most important thing in education is improving the quality of the educational experience for each child by investing in higher-quality teaching ... There is simply no way of generating educational improvement more effectively than by having the best qualified, most highly motivated and most talented teachers in the classroom. Everything should be driven by that."¹⁵⁸

The Government has announced its intention to expand the successful Teach First programme which puts top graduates into challenging schools. He also intends to introduce two new schemes: Teach Now, for high flyers in other professions to convert to teaching, and Troops to Teachers, to bring ex-service personnel into teaching.¹⁵⁹

The Government plans to raise the requirements for state-funded teacher training, insisting that all candidates have a 2:2 degree.¹⁶⁰ The Government has also suggested that it will introduce a greater focus on school-based initial teacher training. These changes will of course impact only on the quality of new teachers, not the existing workforce.

Michael Gove has also spoken of the importance of classroom observation and the need to remove restrictions in this area. He told the Education Select Committee in July 2010:

"You learn how to be a great teacher by observing already existing great teachers and, in turn, by being observed yourself. It is that process of peer review that helps drive up the quality of teaching overall. For that reason, I have asked that existing regulations that restrict the number of hours that senior leaders – head teachers – can observe other teachers are removed, so that we have as much classroom observation as possible to encourage people."¹⁶¹

158 Gove, M. (2010), Evidence to Education Select Committee, July 2010.

159 Hansard (2010), Col. 462, 2 June. The TDA has also introduced the Transition to Teaching programme to help experienced STEM graduates become teachers (see www.tda.gov.uk/get-into-teaching/transition-to-teach.aspx).

160 HM Government (2010), *The Coalition: our programme for government*.

161 Gove, M. (2010), Evidence to Education Select Committee, July 2010.

Reforming the curriculum

Michael Gove has talked of the need to increase teachers' autonomy in the classroom, with the assumption that this will lead to an improvement in the quality of teaching. In order to achieve this the Government is undertaking a revamp of the National Curriculum, and is likely to redesign A-levels and GCSEs to introduce more "rigour". The Government is strongly encouraging the use of synthetic phonics to teach reading.¹⁶²

Nick Gibb, the Schools Minister, told a *Reform* conference in July 2010:

"We will slim down the National Curriculum to ensure that pupils have the knowledge they need at each stage of their education, and restore parity between our curriculum and qualifications, and the best world has to offer."¹⁶³

The Government is also considering reforming league tables and in particular introducing an "English Baccalaureate" to measure attainment in a core of five subjects.¹⁶⁴ While this could benefit the school system by removing the incentive for schools to encourage pupils to take non-academic qualifications, it will not impact on the quality of teaching in the classroom.

Regulation

The Coalition has promised to tackle the excessive bureaucracy in schools and increase professionals' freedom to do their job.¹⁶⁵ Michael Gove, the Education Secretary, has said that he wants to deregulate the teaching profession and increase teachers' autonomy and responsibility. Speaking to the National College in June 2010, he said: "I believe that heads and teachers are the best people to run schools – not politicians or bureaucrats ... It is professionals, not bureaucratic strategies and initiatives, which drive school improvement".¹⁶⁶

As discussed earlier, the Government has already abolished the General Teaching Council for England that regulates teachers and the School Support Staff Negotiating Body. It has also announced plans to slim down and refocus Ofsted's inspection regime, reducing the number of inspection criteria and introducing a "light touch" regime for high-performing schools.¹⁶⁷

The future of both the TDA and the National College are currently under review, pending the publication of the Government's forthcoming White Paper later this year.¹⁶⁸

Structural reforms

The Coalition Government has two structural initiatives designed to increase school autonomy and choice: academies and free schools.

Academies have freedom over curriculum and teachers' pay and conditions, and are not required to buy services such as HR from the local authority. The Government argues that giving good schools the freedom from LA bureaucracy can in many cases improve accountability, reduce financial waste and remove the impact of local authority advice and guidance (over HR issues, for example), that may not be conducive to the successful running of the school.

142 new academies have already been approved since the Academies Act was passed in July 2010, with a total of 216 expected to open within the next year.¹⁶⁹ The Government anticipates hundreds or thousands of schools will convert, expecting academy status to become "the norm" in time.¹⁷⁰

162 Hansard (2010), Col. 18, 7 June; Hansard (2010), Col. 498, 21 June.

163 Gibb, N. (2010), Speech to *Reform's Schools for the future* conference, 1 July.

164 Hansard (2010), Col. 12, 11 October. These proposals are similar to ideas put forward by *Reform* in 2009: see Bassett, D. et al. (2009), *Core business, Reform*.

165 HM Government (2010), *The Coalition: our programme for government*. "We will promote the reform of schools in order to ensure that ... all schools are held properly to account ... We will reform the existing rigid national pay and conditions rules to give schools greater freedoms to pay good teachers more and deal with poor performance ... We will simplify the regulation of standards in education and target inspection on areas of failure."

166 Gove, M. (2010), Speech to National College, 17 June.

167 Hansard (2010), Col. 462, 2 June.

168 Department for Education (2010), *Department's plans for arm's length bodies*, press release, 14 October.

169 Department for Education (2010), *142 schools to convert to academy status weeks after Academies Act passed*, press release, 1 September.

170 Garner, R. (2010), "Gove invites every state school to bid for academy status", *The Independent*, 27 May.

The Government's free schools initiative is intended to increase parental choice, allowing charities and other groups to set up new schools. As parents have more choice between different schools (perhaps offering different types of education), schools will have an incentive to compete for pupils by making their offering the best that it can be. Given the importance of teacher quality in affecting educational outcomes, those schools that focus on quality teaching will over time be likely to attract more pupils, whose parents are seeking the best possible quality education. The Coalition has so far refused to allow profit-making companies to directly set up free schools, despite the fact that they run comparable state-funded schools in many other countries and have the capital to cover start-up costs.¹⁷¹

16 free schools have already passed the first application stage; it is anticipated that some of these will open in September 2011.¹⁷² The Government expects hundreds of free schools to open during the course of this Parliament. The New Schools Network, a charity that assists groups interested in establishing free schools, has had over 700 expressions of interest.¹⁷³

An alternative approach?

In its 2009 White Paper, the previous Government set out its strategy for structural reform to improve the quality of education.¹⁷⁴ This was based around two main ideas:

- > **Federations.** Federations are small groups of schools, run by one excellent headteacher. The idea is to spread the best headteachers throughout the system, taking advantage of their expertise to improve underperforming schools. Federations could range from two essentially separate schools sharing a headteacher to larger groups of schools sharing facilities and staff.
- > **Partnerships.** Partnerships are formal collaborative arrangements, allowing schools to share professional development and best practice. Staff could potentially take on roles across multiple schools, for example mentoring or faculty management. The DTA and National College developed a formal framework for accrediting and supporting school partnerships.

The White Paper also contained several ideas on improving the quality of teachers, including a Masters in Teaching and Learning that would eventually be available to all teachers, and a proposed "licence to teach" that would require teachers to be re-approved for practice every five years.¹⁷⁵

These proposals have been dropped by the new Government, which prefers schools to formulate their own collaboration arrangements. Academies rated outstanding by Ofsted are, however, "expected to sign up in principle to support another school to raise attainment".¹⁷⁶ The Coalition supports more teachers achieving postgraduate qualifications.¹⁷⁷ The "licence to teach" was dropped from the Children, Schools and Families Act 2010 under Conservative pressure.¹⁷⁸

171 Anders Hultin, who founded the Kunskapsskolan chain of profit-making, publicly-funded schools in Sweden, argues that the profit incentive is necessary for a "revolution" in school supply to happen quickly and on a large scale. 75 per cent of the free schools set up in Sweden are for-profit.

172 Gove, M. (2010), Written Ministerial Statement on free schools, 6 September.

173 Asthana, A. (2010), "Michael Gove accused of exaggerating interest in free schools", *The Observer*, 1 August.

174 Department for Children, Schools and Families (2009), *Your child, your schools, our future: building a 21st century schools system*.

175 Ibid.

176 Department for Education (2010), *Latest information on academies*, press release, 23 September.

177 Gove, M. (2010), Speech to National College, 17 June.

178 Curtis, P. (2010), "Sex education and primary curriculum reforms abandoned", *The Guardian*, 8 April.

6

An action plan for great teaching

While the direction of travel of the Government's reforms is welcome, they do not go far enough. Many of its proposals are focused on new teachers. But the main challenge for improving the education system in the short to medium-term is improving the quality of the 447,000 existing teachers. Michael Gove is right to remove the restrictions on classroom observation, but it should be noted that these only apply to formal performance management, and do not currently inhibit good schools from doing this well. Above all, the ineffective existing bureaucratic structure governing teaching, including Ofsted, the TDA, the National College and local authorities, is left fundamentally unchanged.

Successful reform will carry the Government's reforms to their logical conclusion. The central principle, as evidenced by this report, is that effective schools manage teacher quality themselves. The task for Ministers is to support them by removing the bureaucratic superstructure embodied in parts of the TDA, the National College and parts of Ofsted. Ministers should also remove the current workforce agreements which have driven up the number of teaching assistants in a way that the research evidence does not support. They then need to strengthen the accountability of schools to parents, in particular by removing the limits on the free schools initiative.

Government and the entire school system must shift its attention from quantity to quality. Instead of focusing on class sizes and teacher numbers, schools should focus relentlessly on the quality of teaching. Teachers will have to take their already admirable professionalism further; the best may have to work longer and harder, although schools should be free to reward them for this.

Successful public service reform does not aim simply to cut costs. But by removing inefficiency and limiting the role of government to its proper one, it does just that. The measures outlined in this paper will save over £2 billion per year, representing 6 per cent of the current Department for Education schools budget.

As this research shows, the extensive government activity that attempts to regulate teaching quality has been largely unsuccessful. The schools that do effectively focus on good teaching tend to do so in spite of, rather than because of the system. This suggests that a different kind of school system is needed, where teaching quality is the responsibility of schools rather than government. Headteachers should be responsible for enshrining a culture of improvement, feedback, CPD, performance management and accountability in their schools, reproducing the practice seen in the best schools.

The Government's reforms do not substantively alter the regulatory and bureaucratic structure that government uses to try to control and improve teacher quality. The system will still ultimately depend on existing ineffective accountability mechanisms: a central inspectorate, league tables, local authorities and governing bodies. To change the dynamics in the schools system, this structure needs to be swept away, giving schools the freedom and responsibility to innovate while allowing parents to hold them genuinely and powerfully to account.¹⁷⁹

179 One important part of this will be publishing substantially more information that is currently available about the school. In addition to Ofsted gradings and the league table measures, information might include: student destinations; percentage of teachers falling into each of the four performance categories (excellent, good, satisfactory and unsatisfactory); the percentage of pupils in each school getting A* to C in each GCSE; aggregated student surveys of teachers' capabilities; percentage of subject-specialists teaching each subject.

Reform's principal recommendations are:

- > Full, genuine parental choice in a free school system is the best means to provide real accountability. The Government should remove restrictions on free schools to substantially increase the number of new institutions and allow the effects of choice and competition to work. It is inconsistent to ban the making of profits in schools funded by the taxpayer when it allows the making of profit in publicly-funded hospitals, prisons and care homes.
- > In the shorter term, government attempts to control teacher quality should end. The Government should strip back the accountability regime: Ofsted should focus solely on the quality of teaching and management and the TDA should focus solely on teacher recruitment and initial training.
- > Local authorities should stop providing School Improvement Partners to schools. Governors should take responsibility for ensuring they are properly equipped to hold heads to account.
- > The National College should be privatised, allowing schools to pay directly for its useful services. Underperforming schools should buy in to the successful National College programmes – National Leaders of Education, Professional Partners and the Improving Teacher Programme – to benefit from the sharing of best practice across schools.
- > Universities, in conjunction with business and excellent school leaders, should develop education-focused MBA-style qualifications to replace the NPQH.
- > All schools should be given academy freedoms, taking them out of local authority control. National pay and conditions should be abolished.
- > The various government interventions into the cost and size of the teaching workforce should be removed. Heads should have the freedom to set the right balance between pay, staff numbers and quality, and should be able to demand even greater professionalism from their staff, rewarding them as appropriate. One result would be a fall in the number of teaching assistants, since the value of the rapid growth in their numbers is not supported by the research evidence.

Real reform

These recommendations are consistent with the Government's reform policies in other areas. In policing, for example, the Government is acting to increase accountability (through elected police commissioners), to reduce central bureaucracy (e.g. scrapping the National Policing Improvement Agency) and to reform police terms and conditions. These are exactly the kind of reforms which are needed for state school education.

The Government's first decisions suggest that its approach to the improvement of teacher quality is to bring new teachers into the profession, for example through the expansion of Teach First and Troops to Teachers. These initiatives will make a positive difference but the much more important task is to raise the quality of the existing teaching workforce. Michael Gove's proposal to deregulate the time spent by headteachers in lesson observation is welcome but only a first step towards the full deregulation of teaching that is required. Full deregulation requires the removal of both national working agreements and the central bureaucratic apparatus that is so significant in the English state school system.

Equally its structural reforms represent a "halfway house". Its major initiative is to increase the autonomy of schools by an expansion of the academy programme. But that autonomy is necessary but not sufficient for successful schools reform, as the OECD has also found.¹⁸⁰ Autonomy needs to be matched by greater accountability to parents. The Government's limits on the free schools initiative, in particular the ban on the making of profits, will greatly restrict the extra competition that a wave of new schools would bring.

With the existing bureaucratic prescription and accountability mechanisms removed, the pressure for improvement will come not from government but from a renewed culture of professionalism amongst teachers, and a systemic focus on the quality rather than the quantity of teachers.

The challenge for the new Government in education is to see its reforms through to their logical conclusion. The themes of the Government's reforms are right: to increase parental accountability and reduce the influence of national decision-makers over schools. These reforms will only be successful if the Government is rigorous about their implementation.

180 Pont, B. (2008), *Improving School Leadership – Volume 1: policy and practice*, OECD.

Savings

The measures outlined in this paper will generate substantial savings over time. These include:

- > The annual budget of the National College for Leadership of Schools and Children’s Services (£124 million in 2010-11).
- > A substantial part of the budget of the Training and Development Agency for Schools (total budget £713 million in 2010-11).
- > Part of the administration budget of the Department for Education (£177 million in 2010-11).
- > A reduction in the cost of teaching assistants. *Reform* has previously estimated the potential saving in teaching assistants to be £1.7 billion a year.

The implication is that Ministers should look for savings of over £2 billion a year. This would represent 6 per cent of the current Department for Education schools budget.

Table 4: Summary of existing arrangements, Government plans and *Reform* proposals

	Current arrangements	Government plans	<i>Reform</i> proposals
Improving quality of teachers entering profession	Teach First programme for high-flying graduates; teacher training funded for all with degree	Extend Teach First; introduce Teach Now and Troops to Teachers; fund training for 2:2s and higher only	Programmes to get more high-quality recruits are right but insufficient; also need to address quality of existing workforce
Reforming the curriculum	Comprehensive national curriculum; four “pathways” available to all pupils	Slimmed-down knowledge-based curriculum; English Baccalaureate of five core subjects	Curriculum determined by academic and subject experts; league tables should measure five core subjects
Regulation	Ofsted and GTC to regulate schools and teachers	Ofsted inspection criteria to be slimmed down; GTC abolished	Ofsted inspection criteria to focus solely on teaching and management
CPD, performance management and headteacher training	TDA-dictated core standards; minimal “tick box” CPD requirement; National College runs compulsory NPQH	Remove restrictions on classroom observation	TDA’s remit to cover recruitment and training of teachers only; National College privatised and NPQH replaced with education-focused MBA-style qualification
Structural reform	Academy conversions mandated by government in exceptional cases; most schools under local authority jurisdiction, subject to national pay and conditions	Outstanding schools allowed to convert to academy status; charities allowed to set up new “free schools”	All schools to be given academy freedoms; national pay and conditions abolished; per-pupil funding system offering genuine choice; profit-making providers allowed to set up free schools
Classroom staff	Teacher and teaching assistant numbers and staff-to-pupil ratios at record levels	Higher Level Teaching Assistant training funding suspended; SSSNB abolished	National agreements on teaching terms and conditions to end; number of teaching assistants reduced

References

Academies Act 2010.

Asthana, A. (2010), “Michael Gove accused of exaggerating interest in free schools”, *The Observer*, 1 August.

Audit Commission (2009), *Valuable lessons: improving economy and efficiency in schools*.

Balls, E. (2009), Oral evidence to the Children, Schools and Families Select Committee, 21 October.

Balls, E. (2010), *The National College Priorities: 2010-11*, DCSF National College remit letter.

Barker, I. (2008), “The Issue: The revised NPQH - A qualification for those who really want to get ahead”, *Times Educational Supplement*, 4 April.

Bassett, D. et al. (2009), *Core business, Reform*.

Bassett, D. (2010), *Education: briefing note, Reform*.

Bassett, D. et al. (2010), Budget 2010: *Taking the tough choices, Reform*.

BBC News Online (2010), “Incompetent teachers ‘being recycled’ by head teachers”, 4 July.

Bell, M. (2010), Revised TDA Remit 2010-11, Department for Education TDA remit letter.

Blatchford P, et al. (2009), *Deployment and Impact of Support Staff in Schools: The Impact of Support Staff in Schools (Results from Strand 2, Wave 2)*, Department for Children, Schools and Families.

Blatchford, P. et al. (2003), ‘Are Class Size Differences Related to Pupils’ Educational Progress and Classroom Processes? Findings from the Institute of Education Class Size Study of Children Aged 5-7 Years’, *British Educational Research Journal*, Vol. 29 No. 5.

Blatchford, P. et al. (2004), *The effects of class size on attainment and classroom processes in English primary schools (Years 4 to 6) 2000-2003*, Department for Education and Skills.

Bradshaw, J. et al. (2007), *Achievement of 15-year-olds in England: PISA 2006 National Report*, National Foundation for Educational Research.

Buck, A. (2009), *What makes a great school*.

Buck, A. (2010), *National Teaching Schools and Teaching and Learning programmes*, National College.

Buck, A. (2010), *What do we know about National Teaching Schools?*, National College.

Burgess, S. et al. (2009), *Do teachers matter? Measuring the variation in teacher effectiveness in England*, Centre for Market and Public Organisation, University of Bristol.

Cambridge Education @ Islington (2010), <http://islington.camb-ed.com>.

Collins, J. (2001), *Good to great*.

Conboy, S. (2010), *Supplementary Grant to the National College FY2010-11: School Business Managers – Creating Primary Clusters*, Department for Children, Schools and Families National College remit letter.

Cooper, L. (2009), Oral evidence to the Children, Schools and Families Select Committee, 21 October.

Cordingley, P. et al. (2005), *The impact of collaborative CPD on classroom teaching and learning*.

Curtis, P. (2010), “Sex education and primary curriculum reforms abandoned”, *The Guardian*, 8 April.

Department for Children, Schools and Families (2009), *Departmental Report 2009*.

Department for Children, Schools and Families (2009), *Your child, your schools, our future: building a 21st century schools system*.

- Department for Children, Schools and Families (2010), *21st Century Schools: Implications and Challenges for Governing Bodies: A report from the Ministerial Working Group on School Governance*.
- Department for Education (2010), *142 schools to convert to academy status weeks after Academies Act passed*, press release, 1 September.
- Department for Education (2010), *Announcement on the future of the General Teaching Council for England*, press release, 2 June.
- Department for Education (2010), *BSF sample projects get go-ahead and further confirmation given to academies*, press release, 6 August. Updated 14 September.
- Department for Education (2010), *Department's plans for arm's length bodies*, press release, 14 October.
- Department for Education (2010), *Latest information on academies*, press release, 23 September.
- Department for Education (2010), *School Teachers' Pay and Conditions Document 2010*.
- Department for Education (2010), *School Workforce in England*.
- Department for Education and Employment (2000), *Capability procedures for teachers*.
- DirectGov (2010), www.directgov.gov.uk, *Becoming a School Governor*.
- Earnshaw, J. et al. (2002), *Best practice in undertaking teacher capability procedures*, Manchester School of Management (UMIST).
- Education (School Teachers' Qualifications) (England) Regulations 2003.
- Education Act 2002.
- Education and Inspections Act 2006.
- Garner, R. (2010), "Gove invites every state school to bid for academy status", *The Independent*, 27 May.
- General Teaching Council for England (2010), *Annual Digest of Statistics, 2009-10*.
- General Teaching Council for England (2010), *Annual Report and Financial Statement 2009-10*.
- Gibb, N. (2010), Speech to *Reform's Schools for the future* conference, 1 July.
- Gove, M. (2010), Evidence to Education Select Committee, July 2010.
- Gove, M. (2010), Speech to National College, 17 June.
- Gove, M. (2010), Speech to Westminster Academy, 6 September.
- Gove, M. (2010), Written Ministerial Statement on free schools, 6 September.
- GovernorNet (2010), *Governing Body Decision Planner*.
- Hansard (2010), Col. 12, 11 October.
- Hansard (2010), Col. 18, 7 June.
- Hansard (2010), Col. 462, 2 June.
- Hansard (2010), Col. 498, 21 June.
- Hansard (2010), Written Answers, 9 September.
- Hanushek, E. (1998), *The Evidence on Class Size*, W. Allen Wallis Institute of Political Economy, University of Rochester.
- Hanushek, E. et al. (2005), *The Market for Teacher Quality*, National Bureau of Economic Research.
- Harrison, A. (2010), "Schools inspections slimmed down", BBC News Online, 23 September.
- HM Government (2010), *The Coalition: our programme for government*.
- House of Commons (2009), *Building schools for the future: Renewing the secondary school estate*, Public Accounts Committee.

- House of Commons (2009), *Public Expenditure: Government Response to the Committee's First Report of Session 2008–09 (Second Special Report of Session 2008–09)*, Children, Schools and Families Committee.
- House of Commons (2010), *School Accountability*, Children, Schools and Families Committee.
- House of Commons (2010), *Training of Teachers*, Children, Schools and Families Committee.
- Hutchings, M. et al. (2009), *Aspects of School Workforce Remodelling*, Department for Children, Schools and Families.
- KIPP (2009), *Commitment to Excellence*.
- Lord Hill of Oareford (2010), Letter to The Times, 14 June.
- Margo, J. et al. (2008), *Those who can?*, IPPR.
- McFarlane, A. (2010), "End of term. Already?", BBC News Online, 25 October.
- McKinsey & Company (2007), *How the world's best-performing school systems come out on top*.
- Modern Governor (2010), www.moderngovernor.com.
- Morrell, G. et al. (2010), *Factors contributing to the referral and non-referral of incompetence cases to the GTC*, National Centre for Social Research.
- Munby, S. (2010), Speech to the National College Annual Leadership Conference 2010, 17 June.
- National Audit Office (2006), *Improving poorly performing schools in England*.
- National Audit Office (2009), *Partnering for School Improvement*.
- National College for Leadership for Schools and Children's Services (2010), *Annual Report and Accounts 2009-10*.
- National College for Leadership of Schools and Children's Services (2009), *A new relationship with schools: the school improvement partner's brief*.
- National College for Leadership of Schools and Children's Services (2010), *National Teaching Schools Explained*.
- National College for Leadership of Schools and Children's Services (2010), www.nationalcollege.org.uk/index/professionaldevelopment/headstart/professionalpartners-2.htm.
- National College for Leadership of Schools and Children's Services (2010), www.nationalcollege.org.uk/index/professional-development/npqh/npqh-programme-details.htm.
- National College for Leadership of Schools and Children's Services (2010), *NPQH intake 9 – lessons learned*.
- National College for School Leadership (2006), *Seven strong claims about successful school leadership*.
- National Union of Teachers (2010), *Classroom Observation Guidance*, October 2010.
- Nelson, F. (2010), "Revealed: The secret school wars", *Spectator Coffee House*, 26 August.
- OECD (2008), *Education at a Glance 2008*.
- OECD (2009), *Education at a Glance 2009*.
- Ofsted (2006), *Inclusion: does it matter where pupils are taught?*
- Ofsted (2006), *The logical chain: continuing professional development in effective schools*.
- Ofsted (2008), *The deployment, training and development of the wider school workforce*.
- Ofsted (2009), *Ofsted annual report 2008/9*.
- Ofsted (2010), *Good professional development in schools*.
- Ofsted (2010), *The framework for school inspection*.
- Passmore, B. (1995), "Small is best, but not for everyone", *Times Educational Supplement*, 17 November.

Pont, B. (2008), *Improving School Leadership – Volume 1: policy and practice*, OECD.

Reform (2010), *The first hundred days*.

Shepherd, J. (2010), “Tories would give heads more power to fire weak teachers”, *The Guardian*, 8 January.

Storey, A. et al (2008), *Schools and continuing professional development (CPD) in England – State of the nation research project*, Cambridge University/Open University.

Taylor, C. (2008), “Linking performance management to professional development can immediately improve specific sources of learning across the school”, *Teaching Expertise*, June.

Teachernet (2010), www.teachernet.gov.uk/management/professionaldevelopment/npqh.

The Daily Telegraph (2010), “Incompetent teachers avoid sack”, 4 July.

The Learning Trust, Hackney (2010), *Hackney Governor Training Programme 2010-11*.

Tower Hamlets Council (2010), www.towerhamlets.gov.uk/lgs/1-50/29_school_governors/training.aspx.

Training and Development Agency for Schools (2007), *Professional Standards for Teachers*. See Appendix 1 for a full list of these standards.

Training and Development Agency for Schools (2008), *Strategic Plan 2008-13*.

Training and Development Agency for Schools (2010), *Annual Report and Accounts 2009-10*.

Vasagar, J. and Stratton, A. (2010), “Geoffrey Canada warns Michael Gove teaching unions ‘kill’ innovation”, *The Guardian*, 5 October.

Wragg, E. et al. (2000), *Failing Teachers?*.

Appendix 1: Statutory teaching standards

Source: TDA (2007), *Professional Standards for Teachers*

Core standards

Professional attributes

Relationships with children and young people	Core Standard 1	Have high expectations of children and young people including a commitment to ensuring that they can achieve their full educational potential and to establishing fair, respectful, trusting, supportive and constructive relationships with them.
	Core Standard 2	Hold positive values and attitudes and adopt high standards of behaviour in their professional role.
Frameworks	Core Standard 3	Maintain an up-to-date knowledge and understanding of the professional duties of teachers and the statutory framework within which they work and contribute to the development, implementation and evaluation of the policies and practice of their workplace, including those designed to promote equality of opportunity.
Communicating with others	Core Standard 4	<ul style="list-style-type: none"> a) Communicate effectively with children, young people and colleagues. b) Communicate effectively with parents and carers, conveying timely and relevant information about attainment, objectives, progress and well being. c) Recognise that communication is a two-way process and encourage parents and carers to participate in discussions about the progress, development and well being of children and young people.
	Core Standard 5	Recognise and respect the contributions that colleagues, parents and carers can make to the development and well being of children and young people, and to raising their levels of attainment.
	Core Standard 6	Have a commitment to collaboration and co-operative working where appropriate.
Personal professional development	Core Standard 7	Evaluate their performance and be committed to improving their practice through appropriate professional development.
	Core Standard 8	Have a creative and constructively critical approach towards innovation; being prepared to adapt their practice where benefits and improvements are identified.
	Core Standard 9	Act upon advice and feedback and be open to coaching and mentoring.

Professional knowledge and understanding

Teaching and learning	Core Standard 10	Have a good, up-to-date working knowledge and understanding of a range of teaching, learning and behaviour management strategies and know how to use and adapt them, including how to personalise learning to provide opportunities for all learners to achieve their potential.
Assessment and monitoring	Core Standard 11	Know the assessment requirements and arrangements for the subjects/curriculum areas they teach, including those relating to public examinations and qualifications.
	Core Standard 12	Know a range of approaches to assessment, including the importance of formative assessment.
	Core Standard 13	Know how to use local and national statistical information to evaluate the effectiveness of their teaching, to monitor the progress of those they teach and to raise levels of attainment.
	Core Standard 14	Know how to use reports and other sources of external information related to assessment in order to provide learners with accurate and constructive feedback on their strengths, weaknesses, attainment, progress and areas for development, including action plans for improvement.
Subjects and curriculum	Core Standard 15	Have a secure knowledge and understanding of their subjects /curriculum areas and related pedagogy including: the contribution that their subjects/ curriculum areas can make to cross-curricular learning and recent relevant developments.
	Core Standard 16	Know and understand the relevant statutory and non-statutory curricula and frameworks, including those provided through the National Strategies, for their subjects/curriculum areas and other relevant initiatives across the age and ability range they teach.
Literacy, numeracy and ICT	Core Standard 17	Know how to use skills in literacy, numeracy and ICT to support their teaching and wider professional activities.

Achievement and diversity	Core Standard 18	Understand how children and young people develop and how the progress, rate of development and well-being of learners are affected by a range of developmental, social, religious, ethnic, cultural and linguistic influences.
	Core Standard 19	Know how to make effective personalised provision for those they teach, including those for whom English is an additional language or who have special educational needs or disabilities, and how to take practical account of diversity and promote equality and inclusion in their teaching.
	Core Standard 20	Understand the roles of colleagues such as those having specific responsibilities for learners with special educational needs, disabilities and other individual learning needs, and the contributions they can make to the learning, development and well being of children and young people.
	Core Standard 21	Know when to draw on the expertise of colleagues, such as those with responsibility for the safeguarding of children and young people and special educational needs and disabilities, and to refer to sources of information, advice and support from external agencies.
Health and well-being	Core Standard 22	Know the current legal requirements, national policies and guidance on the safeguarding and promotion of the well being of children and young people.
	Core Standard 23	Know the local arrangements concerning the safeguarding of children and young people.
	Core Standard 24	Know how to identify potential child abuse or neglect and follow safeguarding procedures.
	Core Standard 25	Know how to identify and support children and young people whose progress, development or well-being is affected by changes or difficulties in their personal circumstances, and when to refer them to colleagues for specialist support.

Professional skills

Planning	Core Standard 26	Plan for progression across the age and ability range they teach, designing effective learning sequences within lessons and across series of lessons informed by secure subject/curriculum knowledge.
	Core Standard 27	Design opportunities for learners to develop their literacy, numeracy, ICT and thinking and learning skills appropriate within their phase and context.
	Core Standard 28	Plan, set and assess homework, other out-of-class assignments and coursework for examinations, where appropriate, to sustain learners' progress and to extend and consolidate their learning.
Teaching	Core Standard 29	<p>Teach challenging, well-organised lessons and sequences of lessons across the age and ability range they teach in which they:</p> <ul style="list-style-type: none"> a) Use an appropriate range of teaching strategies and resources, including e-learning, which meet learners' needs and take practical account of diversity and promote equality and inclusion. b) Build on the prior knowledge and attainment of those they teach in order that learners meet learning objectives and make sustained progress. c) Develop concepts and processes, which enable learners to apply new knowledge, understanding and skills. d) Adapt their language to suit the learners they teach, introducing new ideas and concepts clearly, and using explanations, questions, discussions and plenaries effectively. e) Manage the learning of individuals, groups and whole classes effectively, modifying their teaching appropriately to suit the stage of the lesson and the needs of the learners.
	Core Standard 30	Teach engaging and motivating lessons informed by well-grounded expectations of learners and designed to raise levels of attainment.
Assessing, monitoring and giving feedback	Core Standard 31	Make effective use of an appropriate range of observation, assessment, monitoring and recording strategies as a basis for setting challenging learning objectives and monitoring learners' progress and levels of attainment.
	Core Standard 32	Provide learners, colleagues, parents and carers with timely, accurate and constructive feedback on learners' attainment, progress and areas for development.
	Core Standard 33	Support and guide learners so that they can reflect on their learning, identify the progress they have made, set positive targets for improvement and become successful independent learners.
	Core Standard 34	Use assessment as part of their teaching to diagnose learners' needs, set realistic and challenging targets for improvement and plan future teaching.

Review teaching and learning	Core Standard 35	Review the effectiveness of their teaching and its impact on learners' progress, attainment and well being, refining their approaches where necessary.
	Core Standard 36	Review the impact of the feedback provided to learners and guide learners on how to improve their attainment.
	Core Standard 37	<p>a) Establish a purposeful and safe learning environment, which complies with current legal requirements, national policies and guidance on the safeguarding and well being of children and young people so that learners feel secure and sufficiently confident to make an active contribution to learning and to the school.</p> <p>b) Make use of the local arrangements concerning the safeguarding of children and young people.</p> <p>c) Identify and use opportunities to personalise and extend learning through out-of-school contexts where possible making links between in-school learning and learning in out-of-school contexts.</p>
	Core Standard 38	<p>a) Manage learners' behaviour constructively by establishing and maintaining a clear and positive framework for discipline, in line with the school's behaviour policy.</p> <p>b) Use a range of behaviour management techniques and strategies, adapting them as necessary to promote the self-control and independence of learners.</p>
	Core Standard 39	Promote learners' self-control, independence and cooperation through developing their social, emotional and behavioural skills.
Team working and collaboration	Core Standard 40	Work as a team member and identify opportunities for working with colleagues, managing their work where appropriate and sharing the development of effective practice with them.
	Core Standard 41	Ensure that colleagues working with them are appropriately involved in supporting learning and understand the roles they are expected to fulfill.

Post-threshold standards

Professional attributes

Frameworks	Post Threshold Standard 1	Contribute significantly, where appropriate, to implementing workplace policies and practice and to promoting collective responsibility for their implementation.
-------------------	---------------------------	---

Professional knowledge and understanding

Teaching and learning	Post Threshold Standard 2	Have an extensive knowledge and understanding of how to use and adapt a range of teaching, learning and behaviour management strategies, including how to personalize learning to provide opportunities for all learners to achieve their potential.
------------------------------	---------------------------	--

Assessment and monitoring	Post Threshold Standard 3	Have an extensive knowledge and well-informed understanding of the assessment requirements and arrangements for the subjects/curriculum areas they teach, including those related to public examinations and qualifications.
----------------------------------	---------------------------	--

	Post Threshold Standard 4	Have up to date knowledge and understanding of the different types of qualifications and specifications and their suitability for meeting learners' needs.
--	---------------------------	--

Subjects and curriculum	Post Threshold Standard 5	Have a more developed knowledge and understanding of their subjects/curriculum areas and related pedagogy including how learning progresses with them.
--------------------------------	---------------------------	--

Health and well-being	Post Threshold Standard 6	Have sufficient depth of knowledge and experience to be able to give advice on the development and well being of children and young people.
------------------------------	---------------------------	---

Professional skills

Planning	Post Threshold Standard 7	Be flexible, creative and adept at designing learning sequences within lessons and across lessons that are effective and consistently well matched to learning objectives and the needs of the learners and which integrate recent developments, including those relating to subject/curriculum knowledge.
-----------------	---------------------------	--

Teaching	Post Threshold Standard 8	Have teaching skills, which lead to learners achieving well relative to their prior attainment, making progress as good as, or better than, similar learners nationally.
-----------------	---------------------------	--

Team working and collaboration	Post Threshold Standard 9	Promote collaboration and work effectively as a team member.
---------------------------------------	---------------------------	--

	Post Threshold Standard 10	Contribute to the professional development of colleagues through coaching and mentoring, demonstrating effective practice, and providing advice and feedback.
--	----------------------------	---

Appendix 2: David Young Community Academy performance management regime

Performance Review

Name	Post
------	------

Year End Assessment

Your Performance	Outstanding Performance achieved and completed well above any expectation within role.	Successful Targets and performance are achieved and completed to standards above initial expectations.	Satisfactory Targets and performance have been achieved to expectations within role.	Unsatisfactory Targets and performance have not been achieved and completed according to expectation within role.
Knowledge Skills Framework (Core Competencies)				
Role Specific Objectivities and Targets				
Reviewer Comments			Initials	Date
Reviewee's Comments			Initials	Date

DYCA Knowledge Skill Framework (Core Competencies)

Core Competencies	Key Performance Indicators Identify those activities and tasks which will demonstrate the effective performance of the core competencies identified.	Comments and Evidence Include comments on areas which have been performed very well during the review period and those areas where things have not gone so well and why.
Show respect for DYCA and all in our community through approach to individuals and work.	<ul style="list-style-type: none"> > Following DYCA Code > Having High expectations of all > Taking personal pride in the quality of your exchanges with others 	
Constantly strive to improve the quality of service through your own work and your support for the work of others.	<ul style="list-style-type: none"> > Recognising and valuing your own contribution > Sharing ideas for service improvement within your team > Willingness to learn from the practice of others 	
Reflect the mission and ethos of DYCA through commitment to your own learning and the learning of all those in our community.	<ul style="list-style-type: none"> > Always putting learning as the key priority in your work > Examining how you have impacted on the achievements of others > Learning from your mistakes 	
To represent DYCA and its students positively in the community	<ul style="list-style-type: none"> > Talking about the students' achievements and acknowledging that all young people have strengths > Promoting the DYCA facilities and resources available to the community 	

THIS SECTION ONLY APPLICABLE TO GRADES 1 - 6

To be responsive at all times to the needs of learners and teachers	<ul style="list-style-type: none"> > Recognising and responding to urgent situations > Prioritising your work effectively > Recognising your role as a "teacher" and role model 	
---	---	--

THIS SECTION ONLY APPLICABLE TO GRADES 1 - 5

To deliver quality learning through teamwork	<ul style="list-style-type: none"> > Response to student requests and needs > Improved learning conditions and learning resources within your area 	
--	--	--

THIS SECTION ONLY APPLICABLE TO GRADES 1 - 3

<p>To deploy and merge resources to deliver improved learning outcomes for young people</p>	<p>For Teacher Managers:</p> <ul style="list-style-type: none"> > Student attainment in external assessments, including value-added measures > Student participating and enjoyment of learning <p>For Other Managers:</p> <ul style="list-style-type: none"> > Prioritise resource allocation to maximise learning outcomes > Ensure resource allocations are clearly linked to whole school priorities <p>For All Managers:</p> <ul style="list-style-type: none"> > Evaluation and monitor impact of resource deployment 	
---	--	--

THIS SECTION ONLY APPLICABLE TO GRADES 1 - 2

<p>To inspire and lead</p>	<ul style="list-style-type: none"> > Supportive challenge to yourself and colleagues > Creating security and commitment during innovation > Improving the performance of others 	
----------------------------	---	--

THIS SECTION ONLY APPLICABLE TO GRADE 1

<p>To shape the future of DYCA according to it's mission and ethos, enabling it to achieve its short, medium and long term goals</p>	<ul style="list-style-type: none"> > DYCA being the centre of its community with increasing community usage > Rising standards of educational attainment progression to HE and employment of young people 	
--	---	--

Role Specific Objectivities and Targets

Specific Specific targets for the year (Between 3 – 6)	Key Performance Indicators How will we know the target has been achieved? What will be measured?	Comments and Evidence Include comments on areas, which have been performed very well during the review period, and those areas where things have not gone so well and why.	Identified Development Needs?

Personal Development

Development needs identified during this process	Targets relating to development needs to be set during the next Performance Management cycle.	Responsibility & Priority

Appendix 3: Transcription of ‘Supporting quality teaching’

The following is a transcript of a panel discussion at *Reform*’s conference Schools for the future, held on 1 July 2010. The panel debate, chaired by Nick Seddon, Deputy Director of *Reform*, featured the following speakers:

- > Rt Hon Lord Knight of Weymouth, Former Minister of State for Schools and Learners
- > Rod Bristow, President, Pearson UK
- > Professor Sir John Holman, Director, National Science Learning Centre
- > Professor Judy Sebba, School of Education and Social Work, University of Sussex

Nick Seddon:

Thank you for joining us again for the next session. Before I start, I’m told that Cambridge Assessment want to tell you that you shouldn’t worry too much about ethics and they want you to steal stuff from the stand over there. So we’re going to talk about quality in this session, and of course we’ve already started, we’ve already done a fair amount of talking about quality in the first session and hopefully we’ll be able to continue and develop the thinking that’s happened there, but I was just remembering as I was sitting watching, in the spirit of erudition, that there’s a line in Hamlet when he says ‘come, show us a taste of your quality,’ and that I hope what we’ll get a chance to do today.

There are lots of issues to talk about, and some of those were started off this morning, the question of the quality of teaching and quality and quantity, and what the most important factors are, and Dylan Wiliam of course made it very clear that it was about the quality of the teaching not the quantity. But we’re also going to talk about technology and about innovation, and about the kinds of tools that will help teaching to become more effective and help schools to deliver teaching in a more effective way, and of course I’m sure we’ll also talk about accountability and the different accountability measures that we were talking about this morning and develop some of our thinking there. I’m joined by a superb panel of speakers and each will speak for five minutes, and then we’ll go to the same kind of Q&A that we had this morning. We have the recently lauded, I don’t know what the phrase is?

Jim Knight:

Ennobled is the term.

Nick Seddon:

Ennobled, there we go, ennobled Jim Knight, for which should go many congratulations, who is going to have to leave slightly early because he is going to give his maiden speech today in the House of Lords, which is very exciting. As many of you will know, Jim spent nine years as an MP and five of those as a Minister with portfolios across a number of different departments, Environment, Education, Employment and Digital Technology, so he knows what he’s talking about. As do, indeed, the other people that are on the panel, many of whom, I think all of whom, have spent their entire lives in education one way or another. We have Rod Bristow, who has certainly spent his entire time in education, and he’s the President of Pearson UK. We have Sir John Holman, who has spent his life in science and particularly chemistry as far as I understand it, in both the school and the university context, and is now the Director of The National Science Learning Centre at the University of York. And we have Professor Judy Sebba, who has been both a teacher and a senior civil servant, and researcher at Cambridge and Manchester Universities. She is now Professor of Education and Director of Research and Knowledge Exchange at the University of Sussex. So we will, Jim Knight, Lord Knight, sorry, I’m terrible.

Jim Knight:

Call me Jim.

Nick Seddon:

Lord Knight is not going to start the speaking.

Jim Knight:

I can if you like?

Nick Seddon:

Let's start with Rod and we'll go down, and then we'll come to Jim last. So, Rod, thank you.

Rod Bristow:

Okay, thank you. Well I feel quite privileged to work for Pearson, not just because Pearson is one of the UK's leading education companies at a time when education is more important than it has ever been, but also because of the diversity of things that we get the opportunity to get involved in, whether it be with publishing, through technology or through our awarding body, Edexcel. I often get asked 'what is it, you know, of all the things that you're involved in, what are the things that make the most difference, what are the things that improve learning more than anything?', and my answer is invariably: 'I'm afraid it is not great publishing, it is not great textbooks, it's not the great curriculum that we've devised, it's not even the great technology that we've got, it is actually great teachers.' It is great teaching that really does make the biggest difference in education, and I know that not just through my experience, I still do remember when I was at school, but I know it as a parent, and I know how important the teachers are to my kids, and I know what a difference it makes having really great teachers. I do think a lot about what it is about a teacher that really does make that difference, and I wouldn't like to actually come up with just a list of characteristics because I actually think that there are many. There's real value in diversity and I think there are lots of different teachers, who are quite different than each other, that can be great teachers. But I do think that all great teachers have the ability to get the very most out of the students, the kids that are in their charge: if you like they get their kids to really work hard. You can express that in terms of they're really well engaged or they knuckle down, whichever way you want to put it, they really do have the ability, and I think really, really great teachers have the ability to get the kids to actually want to do it without being made to.

So I think that having great teachers, of course, is central to our ability to improve learning. But, I think as we look forward the pressures that teachers are under and thinking about the fact that education is more important than it has ever been, that the expectations of education are more important, that we're constantly looking for improvements, improvements in learning outcomes: we're in an environment where everybody is demanding more, whether it be employers, parents, indeed politicians, are looking for more to come out, rightly to come out of the education system. And it is not just looking at our improvement year-on-year, I think increasingly we're looking at how we as a country are doing when we compare ourselves with other countries in the world.

So even though great teachers in their own right are crucially important, it seems to me that great teachers are going to need more help as time goes on, for them to do it on their own as time goes on, it's unlikely to be enough. And when I think about what great teachers have to do, it is about getting kids to work hard, to really, truly engage, to engage in something that's not just engaging but is also worthwhile, stretching if you like that is meaningful, that really does take the learner to a different place, a different level of understanding. So they've got to do that on the one hand, but the other thing that a teacher has to do is to have a pretty good understanding of the needs of the students in front of them, to know where they are in their learning, for the whole class but for the individual learner as well, to really understand what it is for that particular student that they may be struggling with, what they may have mastered particularly well. So that engagement and that understanding, if you like, the data, are the two really important things that teachers have to do. On the data point, I think it's something that Michael Gove calls 'intelligent accountability,' and increasingly we are bound to be looking more and more to an evidence based approach to education. How well are our kids really doing and what can we learn from how well they're really doing? That data is crucially important.

Now, as an industry, in education, we've made a lot of progress. There's a lot more data available now than there's ever been. It's true of Edexcel. But it's not only true of Edexcel, other exam boards have also implemented systems of on-screen marking, whereby a huge amount of data, as a result of the technology that's been used to do the marking, is now available to schools. They can see how well individual cohorts have done in an exam, they can compare their performance with other schools, other similar schools, and they can look in a very, very granular way down as well into individual papers, into individual questions, individual students on individual questions, and as a result of that are able to form conclusions about where maybe for the next cohort they could improve, what types of learning did they perhaps fall down on in that

last paper. So there's a huge amount of data available. Not all that data is being used, I have to say. There is the take-up of it, it's patchy, and when I talk to teachers about it they often tell me, 'well yeah, actually we haven't got round to it, we didn't know about it.' There are many reasons why they're not using it, but it's not all being used as much as it could be.

The other thing that is afforded through technology is this idea of engagement. The thing that technology can really bring is this idea of learning-by-doing, and we know that this is not just about vocational learning, even for academic subjects the learning-by-doing approach makes an enormous difference. If you take mathematics, most teachers, and indeed mathematics professors that I talk to, all talk about the importance of learning-by-doing in terms of really getting to understand those concepts. Learning-by-doing is a lot harder when you're sitting down with a blank bit of paper and textbook than it is when you're sitting with a piece of technology, a sophisticated homework system that can tell you where you've gone wrong, not just that you've gone wrong but where you've gone wrong. And in my case, when I've been trying to help my son, who's doing his GCSE maths, or has just done his GCSE maths, I've been trying to help him do his homework and every now and then I might stumble across a question that I actually get right and I don't know why I've got it right, it tells you, it might tell you why you've got it right as well.

You can click on a button and you can find out, you can get a lot more 'try this,' 'try that,' you can get an infinite number of worked examples which a textbook can never give you, and it gives you a lot of data as well, it gives you the data as a learner as to where you're going wrong and it can create a personalised learning plan for you, and it gives that data back to the teacher. But it's very much learning-by-doing, and the nature of it being relatively impersonal because it is computer-based, there's no threat to you as a learner, it really does improve, it really does improve that engagement and that idea of learning-by-doing, and we know that the kids actually work harder when they've got these systems than they do when they've got to sit down with a pen and paper, they do more work.

Now the interesting thing about all these fantastic technologies that are out there is they're not yet really being used. There is that old analogy that if you were to bring a doctor from a 100 years ago into the future and bring them into a hospital and they were surrounded by computer screens and medical equipment and scanners and the like, they really wouldn't know where they were or what to do. If you do the same thing for a teacher, bring a teacher from 100 years ago to today, they'd pretty much know where they were. They'd be standing in front of a class, they might have an electronic whiteboard but they'd still have something at the front, they'd be standing there and they'd be doing whole class teaching. The environment hasn't yet been really transformed in education, but it seems to me that it is just a question of time. Why would education be immune from the progress that technology has brought to every other sphere of life? But it is about the commitment, the belief in that technology, and I think we're at a very important point in our development in that regard.

Nick Seddon:

Thank you very much. John, would you like to?

John Holman:

I think we're all implicitly assuming that what we're talking here today about is England, but I'd just like to remind everyone that the UK includes three other education systems as well.

[Really?]

Where are you from? I actually want to talk about something that you will think is blindingly obvious, but I think it's so important that I'm going to say it and spend five minutes developing it, and that is that the really important thing about what goes on in schools is teaching subjects well, and good teaching and learning in schools is about good teaching of a particular subject by a person who really knows that subject well. So that's my thesis. Now, as I said, this may seem blindingly obvious, but it's quite easy to take your eye off that particular ball. When you're a head teacher, for example, you have many other agendas going on; obesity, healthy schools, teenage pregnancy, we can think of many, many other things which schools are often expected to deal with. And in handling all of those agendas head teachers and their management teams often tend to take away what should be a relentless focus on people, teachers in classrooms teaching subjects very well, because that's what goes on day in, day out in schools. Subject teaching is what defines the agenda in schools, and what children take home from schools is about what happened in a particular subject with a particular teacher; that's particularly true in secondary schools, but it's true in primary

schools as well. And for teachers, being an expert in teaching your subject is, for most teachers, the definition of their professionalism. It's how they feel about themselves, about their position in that school, and about whether they're doing their job well or not, it's at the heart of their professionalism. And by the way, that is also true in primary schools, despite the fact that teachers have to be specialist across more than one subject.

Why is this so important? Well it's important because, firstly, there is very clear evidence that teachers who are specialist in their subject teach that subject more successfully than those who aren't, as evidenced from Ofsted and elsewhere about that. Now we can all think of examples. For example, a physics teacher who has a PhD, knew everything there was to know about physics: terrible teacher. We can all think of opposite examples, of a PE teacher who didn't know much history but was a superb history teacher. But those cases don't prove that the rule is not generally true, that when other things are equal subject specialist are more effective, and particularly if they are up-to-date with their subject and the ways of teaching it.

I have to say that head teachers don't always have that at the top of their mind when appointing. I know that, and I've been a head teacher, and I know that when faced with a vacancy for a mathematics teacher at the end of May, what you really want to do is to get someone in front of those kids, who will be able to control them and get some kind of learning going on. Those sorts of considerations often drive head teachers to make compromises, which in the long-term are not in the best interest of high quality subject teaching.

So there's a lot here about school management and about the behaviour of head teachers and leadership teams and governors around celebrating really good subject knowledge and subject teaching, and publicly celebrating it and publicly prioritising it, and helping teachers to see that that is where they should focus and to help them to navigate their way through all the many other agendas that go on in schools during the day, for example, behaviour management.

Just to develop once more why subject knowledge is so important, if a teacher is teaching a mixed ability class, he or she will often have a situation where they need to explain in depth a complex idea. If their knowledge is in depth, if their understanding of that complex idea is secure, they can think around how to explain it. Now I know that that physicist PhD who knows everything there is to know about physics may not have a clear feeling for where the class' sense lies, but that's about training and that's about professional development. The rule still applies. And another point about subject knowledge and depth of subject knowledge is that if bright youngsters, youngsters who are very much ahead of things, they're miles ahead of where the class is, keep asking questions, a teacher with good, rich, deep subject knowledge can respond and stimulate.

So that's the thesis, now what do we do about it? It's about, as always with issues around teacher quality, it's about recruiting and about training those who are already in place. So it's about recruiting subject specialists into teaching who have the best possible qualifications we have, so we've heard earlier about the importance of teacher quality. There is some good news around there, the Training and Development Agency has just reported very significant increases in applications to train as teachers; 40 per cent, for example, increase in science, 33 per cent increase in mathematics. They've also reported an increase in the quality, so 5 per cent increase in the numbers of teachers who have Firsts or 2.1s. Of course this is a result of all sorts of things, many of them economic. We have a spike we should take advantage of, keep recruiting, get them into the schools, and give them great experiences so that those teachers stay in schools.

So that's about the recruitment. The second part of it is about up-to-date subject knowledge, and here continuing professional development, there's still a long, long way to go in bedding in schools with head teachers a culture that says 'continuing professional development is important for teachers,' and that the most important part of it is around their subject knowledge. Much professional development in schools tends to be generic, whole school issues. I'm not saying that these aren't important, but this can take the eye off the really important part of keeping a teacher up-to-date with his or her subject knowledge and skills in how to teach it.

So this isn't a call for back to basics, let me be very clear about that. I've deliberately not defined what subjects are, haven't said anything about skills and facts and learning and any of those issues. It's not about going back to a particular type of subject or type of curriculum, it's about focusing on subjects for the benefit of teacher and for the pupils that they teach. Subject teaching is part of the rhythm of school life, it defines the experience for pupils and teachers, and if you get subject teaching right most of the other whole school thing such as behaviour will follow.

Nick Seddon:

Thank you very much, Judy? We're still going to squeeze in I think.

Judy Sebba:

Okay. Right, well thank you very much, it's always a challenge to squeeze 35 years of research in education into five minutes, so it's no different to what I had to do in my six years in the Department.

Okay, in the current climate nothing I'm going to say is going to imply extra funding. That won't surprise you. I really am concerned to build on a point actually that Rod has made, that we have a great deal more evidence than we use and a great deal more data than we use, and therefore how we jig things so that people can make better use of it is what underlies what I want to say.

We have two major factors which we know impact on pupils' learning – school leadership and the quality of teaching. Today, this session is about specifically the quality of teaching, but therefore I'd like to see the school leaders alongside the policy makers as facilitators and supporters of that quality of teaching, and so I want to make four points. The first is not in the little written bit in there I'm afraid, that a recent study on teacher effectiveness defined in terms of pupil outcomes concluded that, first of all, teachers in the later phases of their careers were more vulnerable to pressures of various sorts, such as illness or family circumstances or whatever, even professional pressures within the school. Yet we very understandably, given the early dropout rate, sorry, the high dropout rate from early teachers, we focus our investment I think at the moment predominantly in the early years of teaching, and I think this is a bit of a problem that we need to reconsider. I'm not saying we don't need to do that, to invest in the early years, I'm simply saying we need to look at that balance.

Secondly, that teachers who are on an upward trajectory, and we don't have time in this session to define what that is, or a stable trajectory, in other words they are developing and that is well explained in the research, have better outcomes for pupils, which merely goes to confirm what other speakers have already said this morning, that while schools matter, teaching matters more, and that is regardless of either levels of deprivation or school context. My second main point is to say that we all learn better when we get feedback on our performance that identifies the next steps we need to take to improve, and teachers are no different, but one of the main ways in which we've implemented support for teachers on this, and are continuing to do so and I'm delighted about this, is through teacher coaching of one another. However, the way in which we've implemented teacher coaching, and continue to do so, is actually not the way that the research suggests is most effective, and that's because the research findings in this area are counter intuitive. The person who learns most in the coaching situation is the observer, not the person being observed, and yet we continue to persist in implementing a coaching policy, and I'm delighted that it is being implemented but let's try and get it right, which works the other way round.

Thirdly, pupils are ongoing consumers of teaching. There has been a small but very vocal proportion of the teaching profession who have regarded pupils' evaluation of teaching as a threat, and that has been rather highly publicised in the press. Schools that seek pupils' evaluation of teaching on a regular basis, train pupils to evaluate sensitively and feedback sensitively, manage to improve the quality of their teaching considerably, and we have excellent examples of this from the UNICEF UK's Rights Respecting Schools Programme, which now has a thousand schools in it, one of the best examples actually is in your area of Dorset. So I would argue here that we need to reconsider this, it can't be right for us to say 'we can't have pupils evaluating teaching,' they do so every day of their school life, it's just that we don't ask them for the feedback.

Fourthly, and finally, dictating to teachers every step that they must take has been a misinterpretation of developing an evidence-informed profession. We need to provide accessible, synthesised, robust evidence for teachers. We've made some progress on this but nowhere near enough, and, more problematically, we need to create an expectation and space in their busy days for them to use it, which comes back to your data use problem, because at the moment some other professions, not many have expectation to use research and to use evidence in their professional standards, and teaching does not in the regular standard, and then to let teachers experiment, or what some colleagues have called 'tinker', in order to improve the quality of teaching for all pupils for whom they're responsible.

So, in conclusion, I would say accessible evidence and a licence to experiment, with ongoing feedback from pupils and properly implemented coaching, the quality of teaching will improve. It is now up to the policy makers and the school leaders to implement it.

Nick Seddon:

Thank you. Jim? I'm sorry we've overrun.

Jim Knight:

That's fine, but I will magically disappear in six minutes. It's really good to be back in front of an education audience again after a year's break in the world of employment. It was slightly challenging to see all of the problems that we didn't fix in education then coming home to roost for me in employment, but it is generally good to be back and I've chosen to be here rather than being told to be here by my diary secretary, and that's also a good thing because it is an area where I want to dwell on as a member now in the House of Lords.

In respect of high quality teaching I almost choked on my muesli a couple of weeks ago when the new Secretary of State, my good friend, Michael, talked about what a good generation of new teachers we've got. It's about the first time he's paid tribute to the legacy that he's received, and in many ways I think he does have a good legacy in respect of the quality of the teaching profession, and as the introduction to this in the *Reform* brochure says, we've got many more teachers and support staff, and in many ways that is why I think we've seen the steady improvement in educational performance over the last 10-15 years. It's because we have invested in the workforce and they've got better, so it shouldn't really be a great surprise. The challenge now is of course that there probably isn't going to be any more growth in the numbers of teachers because of funding constraints, and we've got to get their productivity up and keep that improvement. But, alongside it, if we are going to make the big step changes in improvement, you've also got to look at leadership, because whilst the biggest determinants of success in a classroom is teaching, success for a school is more down to the quality of leadership, and of course the success of the child, him or herself, is down to the quality of the parenting. So this isn't just about teaching, so that's a bit of a warning shot around the subject for discussion, but I'll just leave that aside.

In terms of recruitment, as we've heard, recession helps, and my recent background in employment makes me worry somewhat that unemployment will go back up again. So I think we will have a nice window over a period of time where people will want to go into teaching as long as public servants aren't ridiculed too much in the popular press, and so that's a good opportunity with things like Teach First, with things like the Graduate Teacher Programme, Transition to Teaching as well as the traditional routes in, to bring in a really good swathe of new and enthusiastic teachers, particularly in the shortage subjects like science that John looks after, and then continue I hope with some of the CPD, like a Masters in Teaching and Learning I think, from what Judy's been saying, around making sure we get that collaborative coaching right, but I think we've got some really good practice to build on there.

Similarly, I hope that, in a time of funding constraint, that it's the support staff and the teaching assistants who don't then pay the price and that we lose those in classrooms again, because I think they're a fantastic resource in supporting high quality teaching. I have my worries about how they're being deployed in some cases, that they've been used as the place to park the difficult children, those with special needs, those who are just struggling to be with the majority that the teaching is being aimed at, and that in the end you therefore get the more highly qualified teacher in the classroom focusing on those that need the help less than the minority, who get parked with the less qualified. I think that's something that we need to have the confidence to address within schools and within classrooms, and that requires flexibility.

Some of you may remember that the moment when I got into the most trouble I think, apart from my spelling as Schools Minister, was when I had an ATL conference, someone asked me about class size, and I said I'd seen a fantastic maths class I think it was in a class size of 70. Now what I went on to say was that there was more than one teacher in that class, but the headline was good so they ran with it, but that kind of practice, of having more than one teacher in larger, more flexible spaces, it goes back to what was said about getting the design right, has the opportunity to create much more engaging, much more personalised learning. If you then are also using technology and you're using the possibility of collaboration between pupils as well as between teachers, teachers learning from each other in a classroom, that is an opportunity that we should grasp more, alongside a more flexible curriculum. And I have to say I regret the Rose Primary Curriculum being abandoned because I think that was offering much more flexibility within the curriculum for teachers to be able to use their professionalism better, but there are new tools now that then we can use to increase the productivity and the success of teaching further.

We've talked a bit about accountability, I share some of my friends and the unions' concerns about something as crude as Rate My Teacher, but I absolutely agree around pupil evaluation, and we should systematise that and roll that out as widely and as rapidly as we can, done sensitively, with proper training for pupils, and technology and data does allow better accountability. There is a problem around measurability and what is measurable, because I think we focus too much in this country and in many educational jurisdictions on the academic. We have a system that's still designed around creating professors rather than necessarily meeting the skills needs of the wider economy, and again, as a former Employment Minister, I'm a little bit more conscious of that. So we need a system of accountability that also measures things that are much more difficult to measure. Creativity is something that employers tell me all the time they want to see; collaboration, leadership, communication, all of those things that are somewhat more challenging than whether or not you're good at maths, perhaps. Technology also allows us better parental engagement and allows us to develop new pedagogy, it allows us true subject associations and brings subject teachers together online to develop more collaboration and to extend and deepen that subject specialism and share what works in the classroom better.

So I think there are plenty of things we can use the new tools for. We've got to be cautious about the market. I was very concerned around school management systems, that there was a market that was pretty much dominated by one or two players, and bringing in new products, new flexibilities within that market is something that needs to be managed. But in the end what I'd say to you about the future is, we have to grasp, particularly with the demise of BECTA, there's a challenge for us now to make sure that we've got good enough engagement and good enough collaboration across the system to really use these tools, because the future, and education is about that, the future workplace that people are going into, the future world and leisure world that people are going into, is about collaboration and creativity. These technology tools allow us to do that, they allow us to do education in a more engaging and exciting way, and if we don't grasp that opportunity and learn from each other and collaborate with each other on how we do that best then we miss a massive trick for the country as a whole, as well as for all the children who live here. Thank you, I must go.

Nick Seddon:

Thank you. Thank you very much. Right, I've lots and lots to chew on here. Clearly a very, very strong stress on the importance of teaching across each of the speakers, with also an emphasis on the importance of tools that can help transform the way that they teach and support teaching. John put a particularly strong emphasis on the importance of teaching subjects and subject specialism, and also you expressed some optimism about the quality and specialism of teachers, which is also something that Jim Knight did. And Judy, you put a very strong stress not only on the quality of teaching but also on the accessibility of evidence and evaluation, and also the way that teachers are managed, that school leaders deploy teachers. And then Jim talked about the connection between employment and education quite a lot, and the way that education feeds into the wider economy. I mean, that was a lovely phrase, 'the problems we didn't fix in education are coming home to roost in employment.' So there are all sorts of things for us to feed on, so if questions come I'll take them in clutches and then we can go through them. Okay, yes, gentleman here?

Robert Butler:

Name's Robert Butler, I come from deepest Devon, and that's enough said really. My question is about leadership, and in a way it's not really a question, it's the hope that you might have dealt with it before I asked, and I know Professor Sebba chose between two choices, to talk about quality rather than leadership, and so I'm afraid we might get to Mr Gibb without ever bringing it up as a question he should consider, because it is in the end now I think a politician's problem. Michael Gove has dropped us a bundle of spillikins on the table with this academy programme, and down in Devon it's a huge problem, its unsettling everybody, we're taking it on all frightened of it, as we might be, and the local authority is not going to be able to cope with the problem and shows us they don't really know what to do about it, so everyone's on the back foot. Leadership is the core there, but in any case it's a core problem, and Professor Sebba herself used the commercial expression of a school leader and I'm sure didn't mean it as such, leadership is a very tricky, difficult thing, school management is usually what you get. I was in the services, so I know a system where leadership is terribly important, it's getting people to do something they don't want to do, and that's the teachers. What I wonder is whether Michael Gove and Mr Gibb will find a way to project leadership right down to those teachers, through the rest of us, in order to wake them up to do what at the moment they don't want to do.

Nick Seddon:

Okay, thank you, thank you. There was a question further, gentleman over there, and then we'll take one more, the lady.

David Daniels:

Yes, good morning, David Daniels, Principal of the Petchey Academy in Hackney. I'm a bit puzzled by the emphasis on the word 'teaching' here, because five years ago when we planned and opened the new Academy, we determined that all our staff were going to be educators, not just as teaching staff. At the moment 95 per cent of my staff are in some way implicitly involved in the educational progress of children, we are predicting 86 per cent five A* to C, including English and maths next year, and I put that down to the fact that the team work of all the educators is actually part of that success rate. I'll give you one example, one of the most effective people I employ is a man who has done time at Her Majesty's pleasure and in dealing with some of our more challenging children he has an amazing impact on their motivation, their self worth and so on. Not to call him an educator and to actually talk about the quality of education would be a total mistake in my view. Thank you.

Nick Seddon:

Thank you and the lady down here as well, third row. We've got about 10 minutes, so if we can keep the questions as short as possible, sorry.

Irina Tyk:

There was a perception this morning I felt of a chasm that exists between the state and the independent sector. I would just like to add a word of caution. Both, if you like, are beholden to Ofsted, to the education establishment, and one of the tragedies I think that has come through in the last however many years is the emphasis on child-centred education. Now it's a lovely word, of course children matter, but what matters is the teacher in the classroom. Now we have had a suggestion of subject knowledge, subject knowledge is extremely important because it allows a teacher to improvise on the spot, so to speak, with a wider subject knowledge. Teachers have to be able to communicate, that is important. This all comes in something that has been lost, the art of whole class teaching. This is not in the schools because you have to tutor, you have to go on a one-to-one, and I think this is a tragedy. Lastly, accountability, a lot of the accountability stresses through Ofsted that we must do health and safety, that we are not doing something incorrect in the classroom, that we have to prove everything but the intellectual development of the child. So if I can just throw that in. Thank you very much.

Nick Seddon:

Thank you very much. So we have three questions here. One is that of leadership, one is the idea that educational progress is about more than just teachers, and the other is about the particular techniques of teaching, child-centred, and the accountability structures around them. John, would you like to start us off?

John Holman:

Could I just say something about leadership, it's a very interesting and important question. I think often the question focuses almost exclusively on head teachers and their leadership teams, and I think there are important questions to be asked about governing bodies, particularly when we're talking about the difficulties that are caused if the accountability systems aren't right. Governing bodies are a very important part of holding schools to account, and I think we need some very clear thinking about the quality of governing bodies, their ability to hold schools to account, thinking about the quality of governing bodies that brings you to thoughts about particularly Chairs of Governors, they're crucial, and have we simply got too many governing bodies, with so many primary schools each having a governing body? Can we have some wins about quality of governing bodies, their ability to hold schools to account and help the leaders to lead by thinking creatively about governing bodies? Maybe we should be paying Chairs for example.

Nick Seddon:

Thank you. Judy?

Judy Sebba:

Yes. Well thank you for the question about leadership. The reason I focused on quality of teaching was simply because of the nature of this particular session, but I certainly wouldn't want to have given the impression I didn't think the school leadership was important. Also, you're quite right, I did slip into making it sound as if we were only talking about head teachers, and certainly that was not intentional. Interestingly we've seen, not many, but a few schools improve dramatically despite the head teacher rather

than because of the head teacher. I have to say, I think the head teacher usually helps, but there are exceptions, there have been exceptions in some of the school improvement work I've been involved with in the past. The key thing we know now, and it's only relatively recently, that we've been able to link pupil outcomes to the quality of school leadership successfully. There were many attempts to do this for many years, where people have been unable to demonstrate the relationship, and it's only just beginning to be a bit better established. One thing we do know is that we need those school leaders to focus on teaching and learning issues, that's quite problematic given the very large number of other problems and issues which they face. So I'll leave it at that.

Nick Seddon:

Thank you, that's great. Rod, do you want to pick up on any of this?

Rod Bristow:

Perhaps a couple of points. On the leadership point I wholeheartedly agree with the point about the school leaders being critically important, and just an example of it, relating it to my theme around technology, in London we have the London Grid For Learning, and the Chief Executive of the London Grid For Learning, Brian Durrant, who's done an excellent job in encouraging schools in London to adopt these sort of communication and collaboration technologies, a lot of proactivity tools as well as learning technologies that Jim Knight was talking about. His focus in doing that, and he's made huge progress, we've worked with him and he's made much more progress than I thought he ever would I have to say, but the approach that he's taken is very much one of focusing on school leadership and on the leaders and engaging the leaders of the schools in the technology, realising that if you just sort of put it out there and hope that the teachers will pick it up it will not happen, it does require leadership, it does require a sense of purpose in setting these objectives. So I think leadership is crucially important when it comes to technology, and, perhaps related to the leadership point, this issue of the gentleman who was talking about having a lot more, you know, 85 per cent educators or whatever, more people who are on the front line of doing the teaching if you like. I also think that's very, very important, but I wonder if it also says that those people who perhaps aren't every day on that front line in teaching, that they also, if there are fewer of them, in themselves they become much more important too. It's much more important that the quality of the people that are in those roles is also upgraded, especially if there are fewer of them, it's important the contribution they make is even more. I was thinking, within our own company, and it's true for any company, we have a lot of data about how we're doing on lots and lots of different measures, that data would never get picked up by the managers that need to pick it up in our organisation were it not for a very few people, very talented people who get to grips with it and understand how to interpret it for the managers in the company, these are really high quality people. Do we have enough high quality people in these kinds of roles in schools?

Nick Seddon:

Thank you. I'm slightly in two minds. We've got about two minutes left because we overran slightly. I just wonder whether or not we can take questions, if anybody can make quick-stab questions rather than statements, and then quick responses from each of the panel, that would be fantastic. Yes, gentleman here? Yes, here.

Mark Dale-Emberton:

Mark Dale-Emberton, Charlton School, special school, secondary. With the demise of local authorities school improvement teams in effect, how can we collectively, as a head teacher and others, support high quality teaching so that our high quality teachers that are already there can share their best practice with their colleagues? Those mechanisms are going to be extremely difficult for head teachers and their teams to manage, but clearly that's a real big task upon us. Where do we purchase and procure the high quality support from? Who will they be? How much will it cost us if the local authorities are no longer there?

Nick Seddon:

Thank you. We've had a hand that's stayed up over there?

Daniel Cremin:

Daniel Cremin, Bellenden. Do you see the concept of chain schools, of multi-area providers, being a good thing for CPD? Do you see there being innovative things we could do with their Continued Professional Development and subject knowledge as a result of having across large swathes of the country different schools operating over the similar ethos in a more diverse curriculum? And, how can we get teachers in different parts of the country to meet and collaborate more effectively? Thanks.

Nick Seddon:

Thank you, and whoever puts up their hand fastest? There's actually somebody at the back there. Sorry, I know this is very unfair.

Catherine Holston:

It's a very quick question. Catherine Holston from One Plus One, my history is in research in education. I think what's really important is to cut across all of the speakers and really try and understand how we're defining education and what the role of the school is? So that's just a quick question.

Nick Seddon:

Thank you very much. So we have three small statements. The question of the demise of local authorities and how mechanisms will be instituted to replace or support quality, how the chain schools might work and the role of Continuous Professional Development and what is education. In five seconds each. Rob, do you want to go first?

Rod Bristow:

Five seconds, okay. I'm going to link the first two, how do we get more access, better access to school improvement, and this issue of innovating in CPD collaboration. Perhaps they're linked actually, you know, there is going to be a need for capturing the best, you know, the best practice if you like around the country, and I think that it's a really big need, I think it's a huge need. I think it is a need that will get bigger of course with the advent of more independent, if you like, free, schools. I can certainly say, as an organisation, we are thinking very hard about the role that we can play to help facilitate that, but I think it's a huge issue. What is education? Well I'm going to give a personal, and its highly personal, view, it is about giving young people confidence to engage in society and make real progress in their lives, make a contribution, and it links into the employability agenda as well, and I think education is therefore much more than about just an academic learning, it also includes this idea of skills and employability, and we must make sure that our education system embraces both of those ideas going forwards.

John Holman:

Well I'll duck the third question and join the first two together, because they are very linked. One is that it's about support and professional development, and those are essentially the same thing. I think we can do more for less where professional development is concerned, schools are already often in some places working extremely well together, you need to have more of that, schools supporting each other in professional development. But we've got to remember that it's possible to share bad practice as well as good practice, so you do need to have, in some sense, a kind of external validation and the feeding in of external expertise. So we can't do without, for example, science learning centres, support specialists, we can probably do more though with less of them, and I think we're going to have to.

Judy Sebba:

I'll just make a quick comment about mainly the first one, it links to the second one, and that is that I think your particular challenge as a special school is that local authorities have been good about trying to bring together special schools who are sometimes quite isolated because there isn't another one like them nearby, and so that's a particular challenge. More broadly, local authorities have worked hard to bring schools together in different ways, and what I think we mustn't lose out of this, what other people have talked about in terms of getting schools to help each other on CPD, is the challenge aspect. The problem, as you said, John, I think, is that you can be regurgitating less effective practice, you do need an external challenge there. I don't see that actually that necessarily requires again more money, it's about a different use of expenditure.

Thank you all very, very much. So we've heard quite clearly I think today that teaching quality is axiomatic, about the importance of subject knowledge for teachers, but also that teachers need to be very well managed and that the leadership in schools and perhaps more generally locally is important. We've also heard something about the importance of accountability, whether that be the use of information or of pupil feedback and evaluation, and the importance of accessible evidence has come through as a theme and much of what's been said, and also the importance of tools to support, that while teaching is absolutely important, teachers can be aided with good support. And finally we also did quite well to get a good stab at what education is, and I was very glad to hear from John that we can do more for less. Thank you very, very much indeed. Please can we thank all the speakers in the usual way.

Appendix 4: Model capability procedure

Source: Department for Education and Employment (2000), *Capability procedures for teachers*

If a teacher is underperforming then a headteacher or line manager will investigate and gather evidence. When the case has been looked into, there are three initial options:

- > Drop the case
- > Arrange counselling
- > Arrange a formal interview (for more serious cases)

Counselling and coaching are part of an informal stage during which the teacher should be encouraged and helped to improve performance. A review period is set, the length of which must be clear to the teacher. The teacher must understand the expectations during the period, and know that a formal procedure will begin if there is no improvement.

If the teacher improves during this stage then the matter can be dropped. However, if this period is deemed ineffective then a formal capability procedure is invoked.

The formal stage of the capability procedure begins with a formal meeting. At this meeting the teacher can respond to the claims regarding his/her performance and can attend with a union representative or colleague. At least five days notice must be given to the teacher.

At the formal interview stage there are four options to proceed with:

- > Drop the matter
- > Counselling (except where this has already been used and there has been no improvement)
- > Oral or written warning
- > Final written warning

The first two of these options are normally only appropriate where there has been new information made available or the matter is not as serious as initially thought.

If a teacher's performance is unsatisfactory then a written warning would normally be the outcome. This commences an assessment period of up to two terms. The final written warning (which allows an assessment period of four weeks to be invoked) is used in serious cases, for example where the education of children is at risk.

The outcome of the meeting should be reported to the teacher orally after the meeting. This is also set out in a letter, which should detail the main areas discussed at the meeting, confirming the decision made and setting out the next stage where relevant. Appeals against decisions made at this stage must be made within five working days and heard within ten working days of notification of appeal.

After the outcome of the meeting has been announced, the remainder of the time is used to:

- > Identify where the teacher is underperforming
- > Clarify the improvement necessary to end the procedure
- > Describe the available support and how performance will be reviewed during the assessment period
- > Set the timetable for improvement
- > Explain that lack of improvement may lead to dismissal

The first assessment stage following a written warning can last up to 20 weeks and should include regular observation, monitoring and evaluation of performance and support. At the end of this stage there is an evaluation meeting. Five working days notice must be given for this meeting and as with the formal stage interview, the teacher can be accompanied by a union representative or a colleague.

If performance has improved during the period of review then the procedure can be ended with a letter from the headteacher/line manager. If performance is still judged to be unsatisfactory then a final written warning is issued. Over a period of up to four weeks there will be further monitoring, evaluation, guidance and support. It should be made clear to the teacher that if there is no satisfactory improvement within this stage, the outcome may be dismissal. This information should also be set out in a letter to the teacher. As with the formal interview, any appeals must be made within five working days and heard within ten working days of notification of appeal.

At the end of the second assessment stage there is a final evaluation meeting, for which five days notice must be given. If the teacher's performance has reached a satisfactory level and is expected to remain there then the capability procedure can be drawn to a close. If performance is still unsatisfactory then the matter will be referred to a Staff Dismissal Committee. The outcome of the meeting should again be set out in a letter to the teacher.

The Staff Dismissal Committee will be set up by the governing body and consist of at least three governors. The head or line manager gives their representations as does the teacher. The governing body should also set up a Staff Appeal Committee to hear appeals against the dismissal decision, with different governors than on the dismissal committee.

£20.00

Reform
45 Great Peter Street
London
SW1P 3LT

T 020 7799 6699
info@reform.co.uk
www.reform.co.uk

ISBN: 978-1-905730-32-2