



IMPROVING SCHOOL LEADERSHIP: COUNTRY BACKGROUND REPORT FOR ENGLAND

ROB HIGHAM, DAVID HOPKINS AND ELPIDA AHTARIDOU

LONDON CENTRE FOR LEADERSHIP IN LEARNING,
INSTITUTE OF EDUCATION, UNIVERSITY OF LONDON

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Chapter 1: The National Context of Schooling

1.1 Economic, social and cultural background

1.1.1. The English economy has achieved stable growth over the past 7 years culminating in 2006 in the longest continuous expansion of GDP on record of 4½ years. Following a period of high unemployment in the 1980s and early 1990s (reaching 10.6% in 1993) unemployment rates have been maintained after 2000 within a range of 4.6% to 5.7% (Office for National Statistics (ONS, 2006d). These are amongst the lowest in the European Union. Employment rates have increased gradually from 1992 and have been sustained at about 75% over the last six years (ONS, 2006d). Accordingly, the overall labour force has risen from 29.1million people in 2000 to 30.1 million in 2005 and is projected to rise above 32 million in 2020. Productivity, as measured by gross value added (GVA), also increased between 1990 and 2005. However this was very unevenly distributed across England, with the highest GVA in London and the South East and the lowest in the ex-industrial regions of the North East and East Midlands (ONS, 2006b).

1.1.2. Since 1997, there has been a significant increase in public spending from 40.9% of GDP in 2002 to 44.8% in 2005 (EuroSat, 2005). This has resulted in notable improvements in specific social policy areas with for example a 15% reduction between 1998/9 and 2004/5 in the number of children living in low-income households. However, the challenges of poverty and inequality remain pervasive. Social-economic class continues to be a powerful indicator of educational achievement (Gray, 2004). Social mobility in Britain is lower than many other advanced countries and is declining (Blanden et. al., 2005). And, with regards to young people, UNICEF's recent survey of children's wellbeing placed Britain bottom out of the world's 21 wealthiest nations (UNICEF, 2007).

1.2 Broad population trends

1.2.1. The population in England was just over 50 million in 2004. The birth rate has fallen over the last 15 years, but it has remained approximately equal to the death rate over the past 30 years. The total population is projected to rise to 52.0 million in 2011, 54.5 million in 2021 and 57.0 million by 2031 (ONS, 2006a). There will be a rapid increase in the number of people aged 50 and over during the next 15 years, fuelled by greater life expectancy that is now, at birth, 76.9 years for men and 81.2 year for women. There will also be an overall net gain from migration (ONS, 2006a). In 2005, 565,000 immigrants entered the UK as a whole and 380,000 departed (ONS, 2007b). The number of minority ethnic groups in England is substantial with many of these groups being long-standing residents whilst others have arrived and settled in UK more recently. Most of these groups tend to live in the London boroughs or other metropolitan districts (Ross and Hutchings, 2003).

1.2.2. The under-16 (school age) population accounted for 19.6% of England's overall population in 2004. This is projected to fall to 18.3% by 2011 (before rising slowly towards 2025) (ONS, 2006a). Accordingly, maintained nursery and primary school rolls are falling and are projected to fall below 4 million in 2008 for the first time since 1992. Secondary school rolls also reached a peak at 3.33 million in 2004 marking the start of several years of decline that is projected to continue until 2015. Minority ethnic groups have younger age structures than the white population, so the proportion of these groups in the school system is higher than it is in the population as a whole and has grown as a percentage of student numbers. In maintained primary schools, pupils (of compulsory school age and above) who were classified as of minority ethnic origin

increased from 18.3% in 2004 to 20.6% in 2006. Pakistani pupils were the largest minority ethnic group (3.3%), followed by White Other pupils (2.6%) and Black African pupils (2.5%). A similar trend occurred in secondary schools from 15.3% of pupils classified in a minority ethnic group in 2004 increasing to 16.8% in 2006 (DfES, 2006a).

1.2.3. Pupils for whom English is a second or additional language (EAL) include more-recently arrived migrants from East and Central Europe (Ross and Hutchings, 2003). In 2007 the percentage of EAL pupils was 13.5% in primary schools and 10.5% in secondary schools representing an increase of 36% since 1997 (ONS, 2006a). Pupils eligible for free school meals, widely-used in England as an indicator of social deprivation and poverty, has slightly decreased in recent years to 15.9% in maintained nursery and primary schools and 13.1% in maintained secondary schools in 2007 (ONS, 2007a)

1.3 Economic and labour market trends

1.3.1 The primary sector (agriculture and fishing) comprises less than 2% of the labour force. The secondary sector (manufacturing and industry) has been in steady decline since the 1960s and accounts for 13%. The tertiary sector is thus dominant within the economy of which retail, financial and creative services are the most significant (ONS, 2003).

The UK has had a shortage of skilled employees for a long period of time. A recent review of skills in the UK concluded that although the proportion of adults in the UK with high skills has risen from 21% in 1994 to 29% in 2005 and the proportion with no qualifications has fallen from 22% to 13%, the UK's skills base remains mediocre by international standards. The review identified a pressing need for the UK to build on this recent progress if it was to meet global economic challenges (Leitch, 2006). Surveys have also shown an increase in recruitment difficulties as the nature and extent of skills required by employers develops. In the Employer Skills Survey conducted in 2005 (Learning and Skills Council (LSC), 2006) employers reported:

- 571,000 vacancies;
- one in four employee's vacancies were hard to fill because of a lack of suitably skilled applicants;
- 1.3 million employees were not fully proficient at their job.

The Government's Skills for Life Survey (DfES, 2003e) reported that 5.2 million adults in England had poor literacy skills and 6.8 million had poor numeracy skills.

A substantial number of young people leave education aged 16 (the end of compulsory education, although the government has recently expressed its desire to raise the school leaving age to 18). Although participation of 16-18 year olds in education has gradually increased, it has plateaued during the past decade at about 75%. The number of 16-18 year olds not in education, employment or training (NEET) was 11% or 220,000 at the end of 2005 (ONS, 2006c). The Government has set a long term ambition of raising participation in post-16 education and training to 90% of the age cohort by 2015. Furthermore, education participation rates of 18 and 19 year olds for the UK remain comparatively low internationally (OECD, 2006) resulting to an insufficient pool of individuals with advanced qualifications.

Against this broad socio-economic and cultural background, this report outlines:

- An overall description of the English school system;
- The school governance and leadership;
- Student learning and school leadership;
- The attractiveness of school leadership roles;
- The training and professional development of school leaders;
- Future trends in school leadership and policy development.

Chapter 2: Overall description of the school system¹

2.1 The main structural features of the school system

2.1.1. There is a legal requirement for children of statutory school age to either attend school or be otherwise educated. The vast majority attend school. Compulsory schooling starts from the term following a child's fifth birthday until the end of the school year during which the pupil reaches 16 years old. Education between these ages is normally divided into a primary phase and a secondary phase, with the division generally occurring in the summer after the students' eleventh birthday. However, a few areas of England have a system of middle schools, either from 9-12, 9-13, or 10-13. Either side of compulsory school age, most children enter nursery or school provision before they are five years old and approximately 75% of 17 and 18 year olds continue in education or training post compulsory age (Ross and Hutchins, 2003).

2.1.2. England has both state and privately provided schools. 93% of pupils attend state maintained schools and 7% attend private schools.

State maintained schools in England

2.1.3. There are three main categories of state maintained schools in England (DfEE, 1998b): community, foundation (including Trusts) and voluntary, with the voluntary school category sub-divided into aided and controlled. Schools in all three categories work in partnership with other schools and with Local Authorities (LA). All state maintained schools receive the majority of their funding through the state allocation formula that is administered by each LA.

2.1.4. The three main category of state school have specific characteristics:

- Community Schools: the LA employs the school's staff and owns the school's land and buildings, although the governing body has responsibility for most employment matters and has day to day control of land and buildings. The LA has responsibility for deciding the arrangements for admitting pupils.
- Foundation and Trust schools: Foundation schools employ their own staff and set the admissions criteria. Buildings are usually owned by either the governing body or by a charitable foundation (and other land by a mix of governing body, foundation and LA). Trust schools will be introduced from summer 2007. They are foundation schools with a charitable trust drawn from outside organizations - for example, businesses or educational charities. The decision to become a Trust school will be taken by the governing body and parents.
- Voluntary Aided Schools: the governing body employs the school's staff and has primary responsibility for admission arrangements. The school's buildings are normally owned by a charitable foundation (and other land by the foundation or

¹ The OECD invitation to tender suggested that "Countries which have participated in the OECD activity 'attracting, developing and retaining effective teachers' should feel free to use and update the information already provided in the equivalent chapters of that country background report". This chapter therefore has drawn significantly in several sections, and quoted verbatim in several places, Ross and Hutchings (2003) *Attracting, Developing and Retaining Effective Teachers in the United Kingdom of Great Britain and Northern Ireland*. However, where Ross and Hutchins have been used these sections have been appropriately updated.

LA). The governing body contributes towards the capital costs of running schools.

- Voluntary Controlled Schools: the LA employs the school's staff and has primary responsibility for admission arrangements. The school's land and buildings are normally owned by a charitable foundation (and other land by the foundation or LA).

2.1.5. This structure reflects the historical development of state schools in England, in particular since the 1860s. Prior to state intervention, schools for public use (with no or token fees) were established by the Church of England, the Roman Catholic Church and, to a lesser extent, the Methodist Church and some non-religious foundations. Subsequently, various Jewish congregations and Islamic schools have been created. In 1944, religious and foundation schools were incorporated into national, state-maintained, provision. In England, those requiring a larger degree of state support became Voluntary Controlled schools, those retaining significant church or foundation support became Voluntary Aided schools.

2.1.6. A second significant historical legacy is the small number of LAs that continue to administer a selective secondary education system. This is a relic of the post-war Tripartite system in which children took the eleven plus examination in their last year of primary education and were sent to secondary modern, secondary technical or grammar schools, depending on their perceived ability (although technical schools were never widely implemented). In the majority of LAs, however, children are not now selected on the basis of academic aptitude and instead attend Comprehensive schools that teach a wide range of subjects across the academic and vocational spectrum. Comprehensive schools account for approximately 90% of all secondary students.

2.1.7. From the 1980s successive governments have experimented with alternatives to the 'local neighbourhood' comprehensive school model. The current Labour Government has committed to greater diversification. This commitment, actually initiated in 1994 under the previous Conservative government, has focused since 1997 on the creation of the Specialist Schools Programme that encourages schools to establish distinctive identities through chosen curriculum specialisms. Whilst still required to deliver the full National Curriculum, specialist schools receive additional state funding in order to: raise attainment, especially in the specialist subjects; strengthen and develop the quality of teaching and learning strategies in the specialist subjects; extend opportunities for vocational learning and enrichment in specialist subjects, including through links with sponsors, businesses, employers, further and higher education institutions and organizations related to the specialism; develop characteristics which signal its specialist ethos, reflected in the school's mission; work collaboratively with partner schools to provide or facilitate high quality learning opportunities and outcomes in the specialist subjects; and develop the capacity to provide or facilitate high quality learning opportunities and outcomes in specialist subjects, either working as an individual school or working collaboratively with other schools, within the school's wider local community, including local businesses and employers (DfES, 2007:2). All maintained secondary schools in England, apart from those that are in the official improvement categories of Serious Weaknesses or Special Measures, can apply to become specialist schools in one of following ten specialist areas: language, sports, arts (performing, visual or media), business and enterprise, technology, engineering, science, and mathematics and

computing, music and humanities. There are currently 2697 designated specialist schools in England out of a total of 3,385 secondary schools.

2.1.8. The most recent additions to the school landscape are Academies –originally called City Academies- that are an explicit central Government intervention to combat perceived school failure, most usually in inner city locations. Academies are independently managed, all-ability schools set up by sponsors from business, faith or voluntary groups in partnership with the Department for Children, Schools and Families and the Local Authority. Together they fund the land and buildings, with the Department paying the running costs. Academies usually replace an existing school. Whilst still in the fairly early stage of development, the Government is committed to 400 Academies open or in development by 2010. The programme aims to open 53 academies by 2007.

2.1.9 A challenge for all schools is to deliver the objectives of the Every Child Matters (ECM) agenda that is focused on enabling children to be healthy, stay safe, enjoy and achieve, make a positive contribution and achieve economic well-being (DfES, 2004b). All schools have the opportunity to become extended schools, with the aim of providing services and facilities for pupils, parents and the community both before and after school hours, during weekends and school holidays.

More broadly, the ECM agenda gives an opportunity to rethink the role of schools in relation to the needs of their pupil populations and to the families and communities they serve (Dyson et al, 2005). Extended Schools, working in partnership with the private and voluntary sectors give access to a 'core offer' of extended services:

- a varied range of activities, including study support
- wraparound childcare 8am-6pm, all year round for primary schools
- parenting and family support
- swift and easy access to specialist services like speech therapy
- community use of facilities including adult and family learning and ICT.

All schools are required to provide access to extended services by 2010 (in partnership with private, voluntary and independent providers).

Independent schools²

2.1.10. There are about 2,300 independent schools. The *Education Act* 1996 defines an independent school as 'any school at which full-time education is provided for five or more pupils of compulsory school age (whether or not such education is also provided for pupils over or under that age), not being a school maintained by a local education authority'. Most independent schools receive no state funding and are financed through fees and charitable donations. Just over half of all independent schools have charitable status.

2.1.11. Independent schools can set their own curriculum and admission criteria. Preparatory schools serve the primary phase, admitting pupils aged five to 12 or 13. Pupils then take the Common Entrance examination for admission to senior secondary phase schools (12 or 13 years to 18 years). There are also pre-preparatory schools or

² Though other names are used, such as private and public schools, schools that are not maintained by a LA now tend to describe themselves as independent schools (Ross and Hutchins, 2003).

departments that admit pupils below the age of seven or eight years. Some independent schools cater for the same age ranges as state schools, that is, 3-5 years, 5-11 years and 11-18 years. There are also a number of independent schools and non-maintained special schools catering wholly or mainly for pupils with special educational needs. Most non-maintained special schools are run by major charities or charitable trusts.

2.1.12. Independent schools must be registered with the Department for Children, Schools and Families and their standards are regularly monitored by either Office for Standards in Education, the English Inspectorate or by the Independent Schools Inspectorate (Ross and Hutchins, 2003).

2.2 School Personnel

2.2.1. As may be expected, teachers constitute the largest category of school personnel. In January 2006, the total number of full-time equivalent (FTE) regular teachers in the English state maintained sector totaled 435,600. There has been a steady increase in teacher numbers since 1997 (see Appendix A). Overall, a 9% increase has been achieved since 1997 (up from 399,200). In the nursery and primary phase, the total number of FTE regular teachers rose from 191,700 in 1997 to 198,200 in 2006. In the secondary phase the number rose from 189,400 in 1997 to 216,300 in 2006. In pupil referral units and education elsewhere numbers rose from 3,200 in 1997 to 6,600 in 2006. The only sector that did not increase was maintained special schools in which teacher numbers fell slightly from 14,800 in 1997 to 14,500 in 2006. This reflected the Government's broader inclusion agenda.

2.2.2. There has also been an explicit Government focus on increasing the number, range and quality of personnel other than teachers. Seven main categories of support staff now exist including Teaching Assistants, Pupil Welfare, Technicians, Facilities, Administrative, Site Management and other pupil support staff. Tasks include assisting classroom teachers with routine administrative work, supporting the implementation of school-wide behaviour management policies, and providing ICT technical support.

2.2.3. The total number of support staff has increased by more than 110% between 1997 and 2006, increasing from 133,500 to 287,500. Appendix B sets out the composition of this growth.

2.2.4. This significant increase has been a central component of the National Workforce Agreement reached in early 2003 between the Government and teacher unions and associations (DfES, 2003c). The focus is on raising school standards and tackling teacher workloads – details of which are set out later in this chapter. Overall, Workforce Reform has had a widespread impact on the nature of school organization and the practices of teachers and leaders, where for instance most teachers will now lead and be supported by other adults in the classroom and school leaders will be able to be supported by other school personnel such as bursars. A key resulting challenge for school leaders however is to ensure that support staff are effectively deployed to advance student progression and attainment.

2.2.5. It is for schools to determine how they will recruit staff and manage timetables so as to fulfill these requirements. But a national training and career pathway is being established for support staff, with three main categories of pedagogical, behavioural / guidance, and administrative / organization. There are already more than 600 different qualifications available to support staff (particularly for HLTA roles).

2.2.6. Research findings suggest that where collaboration is effective between teachers and teaching assistants, results are very positive for pupils (Lee, 2002). A recent survey (Blatchford et al, 2006) also suggests that the impact of support staff on teachers' teaching, job satisfaction, stress and workload as well as on pupil's learning and behaviour has been positive. Some teaching unions, however, have expressed concerns about classrooms being covered by non-qualified staff. Guidance has thus been provided to set out the activities for which (a) qualified teachers are required (b) staff without Qualified Teacher Status are satisfactory, subject to an appropriate degree of supervision by a qualified teacher and (c) the professional involvement of a qualified teacher is not required (Ross and Hutchins, 2003).

2.3 Overall size and composition of the school system

2.3.1. In January 2006 there were 8.2 million pupils in 25,200 maintained and independent schools in England. 91% of pupils were taught in maintained nursery, primary and secondary schools; 7% of pupils attended independent schools and 1% went to maintained and non-maintained special schools.

The distribution of schools and students across each phase and sector (in 2005) was as follows:

- 458 Nursery schools with 37,110 students
- 17,642 Primary schools with 4,148,950 students
- 3,385 Secondary with 3,306,780 students
- 1,122 Special schools with 89,390 students
- 447 Pupil referral units with 15,240 students
- 2,281 Independent schools with 580,510

2.3.2. Regionally, reflecting population density, the largest number of schools is found in the South East of England (4,067) and in London (3,045) with the lowest number of schools in the North East (1,300) and the East Midlands (2,301). Most referral units are in London (76) and in the North West (67) with the least in the North East (18) and the East Midlands (28).

2.3.3. As set out in Chapter 1, the school-age population has fluctuated in size, contracting in the 1980s, before recovering in the 1990s (but not to quite the same extent as before). Overall, a relatively stable pupil population coupled with the increase in adults working in schools (set out above) has led to a reduction in pupil –adult ratios in schools. Between 1997 and 2006 the overall pupil – teacher ratio reduced from 18.6 to 17.2. The pupil – adult ratio fell more significantly, given the rapid growth in support staff from, for example in primary schools, 17.9 to 12.8. (see Appendix C for details).

2.3.4. The percentage of pupils in maintained nursery and primary schools known to be eligible for free school meals was 16% in 2006. In maintained secondary schools the proportion was 13.6% of pupils. Regionally, the highest percentage of pupils eligible for free school meals was in London followed by the North West of England with the least in the South West.

2.3.5. In maintained primary schools 20.6% of pupils were classified as of minority ethnic origin in 2006. In maintained secondary schools this was 16.8%. Amongst teachers, 94.8% in the maintained sector were recorded in the white ethnic groups; 2.2% as Asian

or Asian British, and 1.7% as Black or Black British. The greatest concentration of teachers from minority ethnic groups was in the London region with 17.4% in 2006.

2.4 Availability of public and private resources for schooling

2.4.1. There has been a significant increase in resources in schools since 1997. The proportion of GDP spent on education in the UK increased from 4.6% in 2000-01 to 5.4% in 2004-05 in real terms, and is forecast to reach 5.6% in 2007-08. This was underpinned by an increase of 66% in central government expenditure on education in England between 2000-01 and 2005-06, from £24.8 billion to an estimated £41.1 billion. Schools have also benefited from a change to the distribution of expenditure between various sectors of education since 1995-96. The proportion of recurrent expenditure deployed in the schools sector increased from 60% of the total education expenditure by central and local government in 1995-96 to an estimated 65% in 2005-06.

2.4.2. Funding is available to state maintained schools from central government, through: (a) Core Funding, which is a simple Age Weighted Pupil Unit; and (b) funding related to a school's participation in one of the government's initiatives which have as their prime aim to raise standards and share good practice through collaboration. Schools also receive Formula Funding, often administered by LAs according to approved local formulae in response for example to social exclusion, 'disadvantage' and Special Educational Needs.

2.4.3. Spending per pupil in independent (private) schools is greater than in maintained state schools and has also increased steadily over the last 10 years. In the former, spending increased from an average of about £5,500 per pupil in 1996/7 to around £8,000 in 2005/6. In the latter, spending has increased from about £3,000 per student in 1996/7 to around £5,000 in 2005/6 (Goodman and Sibieta, 2006).

2.5 Governance of schools

2.5.1. Responsibility for education is divided between the central Government, Local Authorities and the governors of individual school. Overarching responsibility in England lies with the Secretary of State for Children, Schools and Families and the corresponding Government Department for Children, Schools and Families (DCSF)³.

2.5.2. Local Authorities and in particular the LAs Children's Services Departments have responsibility for maintaining all state schools and children's services in their local area. They distribute funding for the schools but delegate both funding and responsibility to schools so as to help them become more genuinely self-managing and able to make well informed choices. LAs have responsibility for the overall strategic management and commissioning of education and children's services in a local area including: allocating the number of places available at each school; providing school transport; organizing support for special educational needs and pupil welfare; and educating excluded pupils. On educational standards, LAs play a support and challenge role for, while the main responsibility for standards lies with schools, the role of LAs is to support schools to achieve and to tackle school failure where it exists.

³ The Department has been recently renamed. It was previously the Department for Education and Skills (DfES). It was renamed by the new Prime Minister in his second day in office. A key interpretation of this change is that the new Government will place a greater focus on the role of families in student progression and thus, a particular stress on the Every Child Matters Agenda and leadership of not only learning but also welfare and the role it plays in learning.

2.5.3. The structure of LAs reflects their complex historical development that has resulted in four different forms. Of the 150 LAs (Children's Service Authorities) in England there are:

- 34 Shire Counties that have responsibility for education, found in rural areas
- 47 Unitary Authorities, mainly in medium-sized urban areas
- 36 Metropolitan Districts
- 33 London Boroughs.

2.5.4. LAs are inspected by the Office for Standards in Education (Ofsted) and the Audit Commission. Where an inspection reveals that a LA's Children's Service Department is failing to deliver its responsibilities effectively, the Secretary of State has the power to intervene in order to secure that the quality of provision is improved (Ross and Hutchins, 2003).

2.5.5. The Governing Bodies of individual schools have a wide range of roles and responsibilities. Their key roles can be summarized under three headings:

- *Strategic decision-making*: which includes determining the school's vision and aims; sharing decisions about the school's priorities and development plans; approve school policies and the school's budget.
- *Accountability*: being responsible for their school performance to parents, pupils, staff and the wider community.
- *Be a "critical friend" to the Headteacher*: select and challenge and support the Headteacher (Pounce, 2007).

2.5.6. The Education School Governance (Constitution) (England) Regulations 2003(d) set out a new framework for the constitution of governing bodies of all schools in the maintained sector. The new regulations outlined the different categories of governors, suggested that the minimum number of governors in a school should be nine with the maximum being 20, and required governing bodies to comply with the guiding principles of their school category. The overall purpose of these new regulations is to provide schools with the option of adopting tighter, more streamlined bodies to better drive the support and challenge of school leaders.

2.5.7. There are eight categories of governors. These are: parent governors; staff governors that includes teaching and support staff; LA governors - appointed by the LA; community governors - appointed by the governing body to represent community interests; foundation governors (excludes Community Schools); partnership governors (refers only to Foundation Schools) appointed by the governing body; sponsor governors and associate members appointed by the governing body (in particular in Academies) (Governornet.co.uk).

The size of the governing body ranges, as mentioned above, between nine and 20 and the numbers of governors in each category depends on the type of school and the total number of governors. All governing bodies include parent, staff and LA governors and all apart from the ones in Voluntary Aided schools include community governors (Governornet.co.uk).

The Education Act 2002 allows governing bodies to hold joint meetings, or set up joint committees, with other schools to make shared decisions on matters of common interest. The Act also allows two and up to five schools to federate under a single governing body, while retaining their individual identities as separate schools.

2.5.8. There are currently around 350,000 school governors in England, which makes them the largest volunteer workforce in the country. The vacancy rate for all governor vacancies stands at around 12% although it is higher in inner city areas. The School Governors One-Stop-Shop, a charity organization that works alongside schools, LAs and employers aims to facilitate the recruitment of volunteer governors in English schools by providing information, advice and volunteering opportunities in one location

2.6 School curriculum

2.6.1. In England, a National Curriculum was established by the *Education Reform Act* (1988). It defines the minimum educational entitlement for pupils of compulsory school age. The National Curriculum is governed by broad teaching requirements that comprise:

- inclusion, providing effective learning opportunities for all pupils;
- the use of language across the curriculum;
- the use of information and communication technology (ICT) across the curriculum; and
- health and safety.

The National Curriculum includes the following subjects: English, mathematics, science, design and technology, information and communication technology, history, geography, art and design, music, physical education, and from age 11, modern foreign languages and citizenship. The content of each National Curriculum subject is defined in a statutory order. Each order consists of:

- common requirements which relate to access to the curriculum for all pupils; pupils' use of language; pupils' access to information technology; the programme of study which sets out the minimum knowledge, understanding and skills for the subject at each stage, and the breadth of study or contexts through which these will be taught;
- attainment targets and level descriptors which provide the basis for judging pupil attainment at particular stages.

2.6.2. All state schools must provide pupils with a curriculum that is balanced and broadly based, promotes their spiritual, moral, cultural, mental and physical development, prepares them for the opportunities, responsibilities and experiences of adult life and includes, in addition to the National Curriculum, religious education, and for secondary pupils, sex education and careers education from the age of 13.

The National Curriculum does not however constitute the whole teaching time or curriculum for schools. Schools have discretion to develop the curriculum to reflect their particular specialisms, needs and circumstances.

2.6.3. The Qualifications and Curriculum Authority (QCA) is responsible for monitoring, disseminating and reviewing the National Curriculum. The National Curriculum applies to all pupils aged 5–16 in maintained schools. It does not apply to independent schools although these schools may choose to follow it (Ross and Hutchins, 2003).

2.7 Trade unions / professional associations

2.7.1. There are a number of representative bodies in England. The National Union of Teachers (NUT), the Professional Association of Teachers (PAT), the Association of Teachers and Lecturers (ATL) and the National Association of Schoolmasters Union of Women Teachers (NASUWT) are the four largest teacher unions, although the latter two also represent some head teachers and other school leaders. The Association for School and College Leaders (ASCL), the National Association of Head Teachers (NAHT) represent the majority of school leaders. The majority of support staff are also unionized in for instance, Unison, GMB and Transport and General Workers' Union (T&GWU).

The level of union membership is high. Unions offer legal protection to their members and have also traditionally been highly political and mobilized on issues of teacher pay, conditions, workload, class-sizes and overall resources for education.

2.7.2. In 1992 the School Teachers' Review Body (STRB) was established under the School Teachers' Pay and Conditions Act 1991. Its remit is to examine, and report to the Secretary of State, matters relating to the statutory conditions of employment of school teachers in England and Wales. Its recommendations cover the duties and working conditions of teachers as well as their remuneration. Unless there are compelling reasons to the contrary, the government has undertaken to implement the recommendations of the Review Body. The STRB is required to take evidence from interested parties, including bodies representing teachers, the LA employers' organization, governors of community, foundation and voluntary aided schools and the Secretary of State. The chairman of the STRB is appointed by the Prime Minister, and members of the STRB are appointed by the Secretary of State. In 2007 the Secretary of State, in his remit letter, asked the STRB to look at a range of issues. In the context of school leadership: pay matters by October 2007; and wider leadership issues by March 2008.

2.7.3. In 2000, the Government created the General Teaching Council for England (GTCE) with the overarching purpose of providing professional self-governance. The GTCE is not a professional association, but has a government remit to advise the DCSF on teaching issues such as recruitment, professional development and the enhancement of professional standards.

2.7.4. In January 2003, the Government, Welsh Assembly Government, local Government employers, ATL, NASUWT, ASCL, NAHT, GMB, UNISON, T&GWU and PAT - representing the majority of school workforce unions - signed 'Raising Standards and Tackling Workload - a National Agreement'. This set out a number of measures designed to continue to raise pupil standards by tackling the workload and excessive working hours of teachers and head teachers to enable them to focus on their core roles of teaching and leading and managing teaching and learning. The measures also recognized support staff as qualified professionals in their own right, able to undertake enhanced roles as part of an education team.

The Agreement included a seven point plan for creating time for teachers and head teachers and therefore time for standards. These were:

i. A progressive reduction in teachers' overall hours over the next four years. This objective will be promoted by all the partners and progress will be monitored and audited, including at school level;

ii. Changes to teachers' contracts, to ensure all teachers, including head teachers:

- do not routinely undertake administrative and clerical tasks;
- have a reasonable work/life balance;
- have a reduced burden of providing cover for absent colleagues;
- have guaranteed planning, preparation and assessment time within the school day, to support their teaching, individually and collaboratively;
- have a reasonable allocation of time in support of their leadership and management responsibilities;
- and that head teachers have dedicated time which recognizes their significant leadership responsibilities for their school.

iii. A concerted attack on unnecessary paperwork and bureaucratic processes for teachers and head teachers, including in England through the establishment of an Implementation Review Unit;

iv. Reform of support staff roles to help teachers and support pupils. Personal administrative assistants for teachers, cover supervisors and high level teaching assistants have been introduced;

v. The recruitment of new managers, including business and personnel managers, and others with experience from outside education where they have the expertise to contribute effectively to schools' leadership teams;

vi. Additional resources and national "change management" programmes, to help school leaders achieve in their schools the necessary reforms of the teaching profession and restructuring of the school workforce; and

vii. Monitoring of progress on delivery by the Signatories to the Agreement.

The Agreement recognized that the workforce was critical to securing the highest quality of educational provision and marked the creation of a 'Social Partnership', a new way of working between government, employers and school workforce unions and led to the creation of the Workforce Agreement Monitoring Group (WAMG).

2.7.5. A further agreement on teacher pay issues was reached in 2004, which led to the creation of RIG (Rewards and Incentives Group) to discuss and seek to agree further changes to teachers pay and conditions, and usher in the implementation of the New Professionalism agenda. This seeks to build on and embed the National Agreement's achievements to deliver further improvements in teaching and learning and in teachers' motivation and morale.

And in November 2005, the Minister of State for Schools wrote to the support staff unions and employer representatives inviting them to establish the Support Staff Working Group to review the main support staff employment issues in England.

2.7.6. The Training and Development Agency for Schools (TDA) is charged by the Government and its social partners with driving forward change in England and helping English schools to take forward workforce reform. Working with and for the partners, it provides a range of support and tools to help schools remodel the workforce, release and maximize capacity, and help schools to organize in such a way as to secure the best outcomes for children.

2.7.7. Key parts of the remodeling and reform agenda are now implemented, including the three phases of contractual change for teachers and head teachers. The WAMG is taking forward a shared vision of a remodeled school workforce in which teachers and head teachers have conditions of service which enable them to focus on their core roles of teaching and leading and managing teaching and learning, and where support staff are properly recognized as qualified professionals in their own right, undertaking enhanced roles with appropriate pay, training and development.

WAMG is now leading on work which is underway to sustain, broaden and deepen these levers for change. Indeed, the Partnership's conviction is that the process and principles of remodeling, and the deep culture-change that this promotes in schools, are a pre-requisite for both raising standards and building the capacity of schools to respond effectively to the demands of new Government initiatives.

2.7.9. The 'Social Partnership' is a unique arrangement. The approach has set a new benchmark for how Government and stakeholders work together, and has led to an unprecedented period of industrial relations stability and constructive engagement at a national level. It should however be noted that the largest teaching union, the NUT, has not agreed to become a member of the 'Social Partnership' as it does not sign up to key aspects of the workforce reform agenda.

2.8 Public perceptions of education

2.8.1. Surveys have regularly shown that the English public value education. Social surveys demonstrate that the public puts education as its second highest public expenditure priority after health: in 2001 67% put education as one of their first two priorities (up from 50% in the early 1980s) (Wragg and Thomson, 2002 in Ross and Hutchins, 2003).

Annual surveys of public perceptions of education by the DCSF show an overall satisfaction with education, in particular provision pre-12 years old. In 2006, 40% and 50% of the public rated childcare / early years and primary education respectively as very good or good compared to only 31% for secondary education. However, the survey also showed that there was increasing concern about 'discipline', with over three quarters of the respondents believing that behaviour in schools was getting worse. The second most pressing issue for education concerning 13% of respondents was funding and finances.

2.8.2. The satisfaction of parents and carers with their *own* child's school for primary and secondary education is higher. A survey of parents and carers published in 2007 (Wiseman and Dent, 2007) showed:

- 86% of parents and carers of primary school children in London and 93% in the rest of England are satisfied with their child's primary school;

- 86% of both parents and carers of secondary age school children living in London and those living the rest of England were satisfied with their child's school.

2.8.3. Perceptions of Head teachers are very positive. A MORI survey in 2003 showed that over half (52%) of British adults thought head teachers provide good examples of leadership – the highest % of any leadership group, with officers in the armed forces the next best with 37%.

2.8.4. The General Teaching Council (England) commissioned a public opinion poll in 2000 to estimate public perceptions of schools and teachers; the headline findings:

- 91% of adults in England agree that teaching children is a highly-skilled job;
- 84% of parents think teachers do a good job at their child's school;
- 48% are 'very happy' with teachers' work;
- 82% of parents of school-aged children agree that they would trust teachers to take good educational decisions in the interests of a child's education; (GTC, 2000 in Ross and Hutchins, 2003).

2.8.5. The report on the *Status of Teachers and the Teaching Profession in England* (Hargreaves et. al., 2007) found that:

- Public opinion was almost evenly divided on whether teaching was an attractive career;
- Primary and secondary teachers were considered most similar in social status to social workers by 40% of the participants in 2003, and 35% in 2006, largely because they work with children or young people. Primary and Secondary headteachers were likened most often in social status to management consultants, because of the level of responsibility associated with the job, and headteachers' authority to make decisions at work;
- The activity of teaching was thought of as *educating* by 30% and *responsibility for children* and *controlling a class* by at least 20% of those with positive and with negative views of a teaching career in 2003 and 2006. In 2006, however, *dealing with difficult behaviour* had become a salient image of teaching for 26% in 2006, compared with 18 (p.10).

2.8.6. The reality of public perception is thus relatively nuanced. As the Universities Council for the Education of Teachers (UCET) suggests:

"On the one hand, parents repeatedly express confidence in the work of the schools and the impact schools make on their children's development. Year on year, national examinations demonstrate that the achievement of learners is on a trajectory of continuing improvement. In addition, the public reports by Ofsted and HM Inspectorate in general affirm that the quality of schooling is sound. On the other hand, there are three factors which leave less room for complacency. Firstly, in some areas the results of national tests are uneven, with little or limited progress being demonstrated over the years. Secondly, contingency arrangements are in place to manage failing schools, and the range of initiatives introduced by government to improve schooling suggest that existing provision is in need of significant improvement. ... Thirdly, there is evidence that the independent sector is increasing in popularity' (UCET, 2002 in Ross and Hutchins, 2003).

Summary

Responding to public and parental concerns for an improving, high quality and equitable education system there is, as we have seen, a direction of travel towards greater state school independence in the secondary phase, and extended services and curriculum reforms across both primary and secondary phases. This is occurring within a more broadly stable structure of education in England, but there are a range of specific leadership challenges including national demands for increasing school standards, new approaches to enhancing teaching and learning, the progression of particular groups of students and the planning of their own leadership succession in the face of an emerging shortage in the supply of school leaders. We now turn to these specific challenges in the chapters that follow.

Chapter 3: School governance and leadership

3.1 School leadership

3.1.1. Reviewing the broad literature on School Leadership for the NCSL, Bush and Glover (2003) propose the following definition:

Leadership is a process of influence leading to the achievement of desired purposes. Successful leaders develop a vision for their schools based on their personal and professional values. They articulate this vision at every opportunity and influence their staff and other stakeholders to share the vision. The philosophy, structures and activities of the school are geared towards the achievement of this shared vision (p.8).

3.1.2. This is a useful starting point in understanding how school leadership is conceptualized in England and draws together the focus on influence, values and vision that school leaders need to bring to the task. Given however the now two decade long focus on school standards in England, it is also important to recognize the strong link between school leadership and school improvement. Indeed, for Leithwood et al (2006):

Leadership is all about organizational improvement; more specifically, it is all about establishing widely agreed upon and worthwhile directions for the organization and doing whatever it takes to prod and support people to move in those directions. Our generic definition of leadership – not just effective leadership – is very simple, then; it is about direction and influence. Stability is the goal of what is often called “management.” Improvement is the goal of leadership. It is clear that both are very important (p.11).

3.1.3. The means by which such leadership for improvement is translated into action is, for NCSL (2001) (reporting on Ofsted inspection findings), through the vital connection between what leaders do and what happens in the classroom:

Effective headteachers provide a clear vision and sense of direction for the school. They prioritise. They focus the attention of staff on what is important and do not let them get diverted and sidetracked with initiatives that will have little impact on the work of the pupils. They know what is going on in their classrooms. They have a clear view of the strengths and weaknesses of their staff. They know how to build on the strengths and reduce the weaknesses. They can focus their programme of staff development on the real needs of their staff and school. They gain this view through a systematic programme of monitoring and evaluation. Their clarity of thought, sense of purpose and knowledge of what is going on mean that effective headteachers can get the best out of their staff, which is the key to influencing work in the classroom and to raising the standards achieved by pupils (p.1).

3.1.4. This then is an outline of the broad territory⁴ of school leadership, the central tenants of which we might best summarize as setting direction, managing teaching and learning, developing people and developing the organization (Leithwood and Riehl 2005; Hopkins and Higham 2007).

3.1.5. The responsibility for providing such leadership, as well as the related management of school policies and activities, falls ultimately to the head teacher, in

⁴ There is of course a multitude of variations on a theme that seek to capture different leadership purposes, priorities and styles. Such proliferation has been criticized by, for instance, Leithwood et al, (2006) who argue: “Leadership by adjective is a growth industry. We have instructional leadership, transformational leadership, moral leadership, constructivist leadership, servant leadership, cultural leadership, and primal leadership (Goleman, Boyatzis and McKee, 2002). A few of these qualify as leadership theories and several are actually tested leadership theories. But most are actually just slogans” (p.7)

conjunction with the governing body (see below for exact roles and statutory responsibilities). In practice, day to day school leadership is usually distributed across a range of school staff with leadership teams becoming more diversified with regards to members' background and expertise – for example 40% of secondary schools now have members in their senior teams who do not hold Qualified Teacher Status (QTS). Their composition is both reflected in and formalized by a number of hierarchical layers. Firstly, the senior leadership team that is usually comprised of the head teacher, Deputy heads, Assistant heads and, where there is a separate post, the Bursar or the School Business Manager. Secondly, the middle leadership layer that includes: Heads of Year or Key Stage Managers; Heads of Department (or Curriculum areas) and Advance Skills Teachers (ASTs). And third, a range of leadership and management duties that are recognized on the teacher pay spine, including: Curriculum Coordinators; Collaboration Coordinators; Special Educational Needs Coordinator (SENCO); Managers for the ECM agenda or extended schools.

3.1.6. Increasingly, senior school leaders are recognizing that their purpose is to develop a wide leadership team which can transform practice and outcomes and that this means a distribution of leadership roles (NCSL, 2003a). Many head teachers are now clear that they will not achieve through their own skills alone, but instead they need to orchestrate the skills of others, draw them into the decision making process and in doing so effectively build the capacity of others to take on wider leadership roles.

3.2 Regulatory framework and the distribution of responsibilities

3.2.1. The regulation and distribution of responsibilities in England are described in several key documents.

First, and perhaps most importantly, the DfEE's⁵ *Education (School Government) (Terms of Reference) Regulations 2000(a)* sets out the regulatory framework of roles and responsibilities for head teachers and governing bodies. These are set out in Appendix D. Significantly, the majority of statutory responsibilities reside with the governing body⁶. Indeed it is a distinctive feature of the English system that governing bodies, as opposed to local government (school district) and head teachers, are responsible for the conduct of the school and have a range of legal powers and duties in order to allow them to carry out this responsibility. Specific duties in relation to Budget, Staffing, Curriculum, Performance management, Target setting, Exclusions, Admissions⁷, Religious Education, Collective Worship, Premises, School Organization, Information for Parents and Governing Body procedures are set out in several separate statutory instruments. For example, the Terms of Reference Regulations mentioned above require governing bodies to formulate school aims, set policies and targets and review progress. In

⁵ The DCSF was, prior to DfES, the Department for Education and Employment (DfEE).

⁶ There are again variations between the different types of schools identified in Chapter 2. For instance, in Community and Voluntary schools the LA is legally the employer of all staff in the school, and whilst decisions are usually made at a school level, advice from the LA on leadership appointments is required. In Voluntary Aided and Foundation schools all actions and decisions lie with the governing body. An advisory role for the LA is encouraged by the DCSF, but this is not a statutory requirement.

⁷ All schools are required to abide by the national admissions code of practice and the admissions policy of the Local Authority. In practice, the different types of schools identified in Chapter 2 have different admissions powers. For example Voluntary Aided Faith schools can choose students upon grounds of religion and Specialist schools can choose up to 10% of their intake on grounds of aptitude in relation to the school's specialism(s).

practice, as set out in Appendix D, the governing body will often (a) gain advice from the head teacher and / or (b) delegate tasks to the head teacher (and senior management team). But in both cases the decisions and responsibilities rest with the latter and, as such, the head teacher has to report to the governing body at least once a year on the progress made towards achieving the aims and objectives and in particular specific targets.

Second, the School Teachers' Pay and Conditions Document (DfES, 2006d) sets out a range of responsibilities for school leaders including: formulating the school's aims; the appointment and management of staff; liaison with staff unions and associations; the determination, organization and management of the curriculum; appraising, training and inducting staff; responsibility for standards in teaching and learning; developing effective relationships with the governing body, LA and other organizations.

Third, with regards specifically to the role of the head teacher, the National Standards for Head teachers identify core professional leadership and management practices in six key areas. These apply to all phases and types of schools and are in turn subdivided into the knowledge, professional qualities (skills, dispositions and personal capabilities) and actions needed to achieve them (DfES, 2004d:4). The standards are currently being reviewed, but their existing format is as follows:

- *Shaping the Future*: creating a shared vision and strategic plan for the school (in collaboration with governing body) that motivates staff and others in the community;
- *Leading Learning and Teaching*: raising the quality of teaching and learning and for pupils' achievement. This implies setting high expectations and monitoring and evaluating the effectiveness of learning outcomes. A successful learning culture will enable pupils to become effective, enthusiastic, independent learners, committed to life-long learning (7);
- *Developing Self and Working with Others*: building effective relationships and building a professional learning community through performance management and effective professional development for staff;
- *Managing the Organization*: improving organizational structures through self evaluation, organization and management of people and resources in order to build capacity across the workforce and deploy cost effective resources;
- *Securing Accountability*: headteachers are accountable to pupils, parents, carers, governors, the LA and the whole community to provide a high quality of education for promoting collective responsibility within the whole school community and for contributing to the education service more widely (p.10);
- *Strengthening Community*: creating links and collaborating with other schools, parents, carers and other agencies to share expertise and ensure children's' well being.

3.2.2. The PwC report (2007: 10) outlines six main areas of responsibility that head teachers self-identified: Accountability (time spent fulfilling the legal and other responsibilities of heads); strategy (setting the strategic ethos of the school and improvement planning); managing teaching and learning; staffing issues (including recruitment and professional development); networking (with other schools and other appropriate organizations); and operations (the day to day management of the school). Deputy Heads described their responsibilities to include: the curriculum, timetabling, aspects of whole school provision and professional development; the day to day

management of the school; liaising between staff and the head teacher; sharing responsibilities with the head teacher; and assuming significant leadership responsibility when the head teachers is absent (p. 17). Bursars reported to spent more time on school improvement planning and business managers on accountability related activities and Key Stage Managers on curriculum planning and development followed by teaching and implementing new ideas and initiatives. The report also identified 15% of senior support staff to have an external role, including the roles of project and development managers (29%) and external support for other schools and liaison with colleges (16%) (p. 21).

3.2.3. As is apparent, many leadership and management decisions are taken at a school level. This is a direct consequence of the introduction of Local Management of Schools (LMS) in the Education Reform Act (1988) that allowed all schools to be taken out of the direct financial control of Local Authorities by devolving autonomy on resource allocation and priorities from Local Authorities to governors.

However, whilst funding, leadership and management control were flowing to schools, this new autonomy coincided with a significant centralization of decision making over curriculum, assessment and accountability. Through the Education Reform Act (1988), the Government introduced:

- the National Curriculum, which made it compulsory for schools to teach certain subjects and syllabuses. Previously the choice of subjects had been up to schools.
- National curriculum assessments at the end of Key Stages 1 to 4 (ages 7, 11, 14 and 16 respectively). At Key Stage 4 (age 16), the assessments were made from the GCSE exam. A direct consequence has been the publication in newspapers of league tables showing performance statistics for each school.
- And then later, in 1992, the creation of Ofsted and a comprehensive programme for the inspection of all schools in England.

3.2.4. Schools leaders are therefore held accountable for school performance through a highly developed national accountability framework. This framework includes individual target setting for each school, the publication of exam results and a national inspection regime where reports on the performance of individual schools are publicly available and parents are encouraged to examine these reports when choosing a school for their child. The considerable autonomy and control that school leaders have in some areas is thus linked to high levels of accountability and areas of national prescription.

3.2.5. Furthermore, the current Government's focus on education as a national priority has led to a range of central initiatives that school leaders have either been required or encouraged to implement. This 'initiative-itise' has been criticized by several teacher unions and professional associations. For instance, head teacher respondents to NUT commissioned research (Smithers and Robinson, 2007: 31) identified "58 types of externally-imposed initiatives [during their time as a head], but were hard put to think of any tasks that had been taken away from them other than those they had delegated".

3.2.6. In this context, there are ongoing debates about the freedom and flexibilities of school leaders and teachers as well as the issue of work-life balance.

For instance, specific instruction and pedagogical policies are a matter for schools, and more recently schools have been encouraged to develop more innovative and flexible programmes and curricula particularly in the drive to provide a broad and balanced primary learning experience and to improve and widen the offer in the 14-19 phase. Teacher unions however have called for greater flexibility from the national curriculum and an end to Key Stage tests and / or the publishing of school results that they argue distort the focus of classroom teaching and learning.

3.2.7. Equally, the Government has committed to a New Relationship with Schools (NRWS) to reduce bureaucracy and data collection demands, and pave the way for, on the one hand, new flexibilities and ‘inspection holidays’ for schools deemed to be outstanding whilst, on the other hand, for sharper intervention in schools judged to be unsatisfactory. However, whilst welcoming aspects of the NRWS, head teacher associations, have called for more intelligent accountability, more flexibility on staff pay and conditions and, in particular, ‘more support and less pressure’ for school leaders from national agencies, Ofsted and central Government (ASCL, 2006b).

3.2.8. Given the flow of leadership power and control towards both schools and central Government, the role of Local Authorities (local government) has diminished over the past two decades. This continues in the present. Recent legislation has given schools the power to form Education Improvement Partnerships so as to formalize the devolution of defined delivery responsibilities and resources from their Local Authority (DfES 2005a). The Government is also developing a Trust School Programme that will enable schools to achieve foundation status, supported by a charitable foundation or Trust, that will employ its own staff, and manage its own land and assets and set its own admission arrangements (in line with the national School Admissions Code). This latest move has been described as creating ‘independent state schools’ DfES 2005, *White Paper Higher Standards, Better Schools for All*.

3.2.9. In practice, however, there are a number of key strategic local leadership roles that remain within Local Authorities. The DfEE (2000b) states that:

there are a number of essential functions which cannot and should not be discharged by individual schools. Examples of this are planning the supply of school places for a given area, taking account of population trends and transport patterns across Authority boundaries – often involving contentious decisions about school closures or mergers; making sure that every child has access to a suitable school place, or has suitable provision made for him or her outside mainstream school; intervening in failing schools which have shown themselves incapable of putting their own house in order; and taking decisions, in consultation with schools, about the distribution of the schools budget to take account of schools’ differing needs.

These strategic responsibilities have been crystallized in the recent drive to join up the often disparate and uncoordinated local government responsibilities for the education, social care and health⁸ of young people. The resultant ongoing creation of Local Authority Children’s Services, under the remit of a single Director of Children’s Services, clarifies the role of local authorities as planning needs based local provision, commissioning services to meet identified need, coordinating the delivery of such

⁸ However, whilst Education and Social Care now form part of the remit of LA Children’s Service, Health remains the responsibility of Primary Care Trusts. As such, the joining up of these services still requires negotiation between different organizations.

services, championing high standards of service delivery and ensuring fair access (local admission policy) (DfES, 2006f). Regarding education, the basic principles governing the relationship between Local Authorities and schools are now that “good schools manage themselves; and that Authorities only intervene in schools’ management in inverse proportion to those schools’ success” (DfEE, 2000b).

It is important to note that private (independent) schools are not required to abide by any local or national arrangements in regards to their admission or curricular but many chose to follow the procedures laid out for the maintained sector. Independent schools are also subject to the national inspection regime.

3.3 Challenges facing school leaders

3.3.1. Given, as we have seen, the breadth and depth of roles and responsibilities, there are a set of key (almost timeless) challenges at the heart of school leadership. This includes: ensuring consistently good teaching and learning; integrating a sound grasp of basics knowledge and skills within a broad and balanced curriculum; managing behaviour and attendance; strategically managing resources and the environment; building the school as a professional learning community; and developing partnerships beyond the school to encourage parental support for learning and new learning opportunities.

3.3.2. Within this context, there is also a set of specific contemporary challenges that stem from broader social change and government led reform (PwC, 2007). These include:

- the synergy between Standards and Welfare. School leaders are now asked to retain a rigorous focus on raising pupil attainment whilst at the same time leading improvements in provision that enables children to be safe, healthy, enjoy and achieve and make a positive contribution to society. The latter ‘Welfare agenda’/ ECM agenda includes the development of extended provision (including before and after school clubs) as well as the co-organization of multi-agency children’s services. This stems not only from concerns for child safety and protection, but also as an important strand in national approaches to tackle the pervasive impact of social class on educational achievement. The creation of a new Department for Children, Schools and Families gives an increased emphasis on and voice to the every child matters agenda. Indeed, the new Secretary of State for DCSF has referred to his Department several times as “the Department for Every Child Matters).
- the drive to increasingly personalize the learning experience of students. This demands, amongst other things, that leaders embed assessment for learning and the use of data on pupil achievement as whole school professional practices in the design of learning experiences that really stretch individual pupils. According to Ofsted (2004) the use of assessment (in secondary schools) is good or better in less than four in ten schools. In both cases school leaders will also be expected to work collaboratively to deliver the entitlement for every young person to study a Diploma by 2013, and that this collaborative working will involve not just working with other schools, but with the Further Education sector, employers and Work Based Learning providers. School leaders are further expected to recognize the importance of extended schools in delivering personalisation. The challenges for improvement are both technical and cultural.

- the implementation of workforce reform. As set in Chapter 2 the national workforce agreement underpins reform to devolve administrative tasks from teachers to support staff, to limit requirements on teachers to cover absent colleagues and to achieve an overall reduction in workload and a reasonable work-life balance. The challenge for school leaders is not only to ensure that this does not undermine stability but moreover to ensure a wider range of school staff is effectively deployed to support student progression and attainment.
- the impetus for school diversity and parental choice. Particularly in the secondary phase, the current Government has encouraged schools to diversify away from a common comprehensive school model towards a wide range of school types in terms of both curriculum (Specialist status) and governance (Trusts and Federations). This has been coupled with an explicit move to provide parents with greater choice in the school(s) they send their children to in terms of both admissions procedures and the construction of new schools (Academies). Both the diversity and choice agendas are seen by Government as drivers of improvement. The challenge of school leaders is to make sense of these initiatives at their local level, engaging with the broader system in a meaningful way whilst protecting their students, staff and school ethos from uncoordinated or even unnecessary change.
- the progression of particular groups of students, including: specific minority ethnic and social economic groups (including black boys and white students on free school meals); students with English as an additional Language (EAL) particularly in urban areas; students with the potential for high attainment so as to ensure there are really stretched and engaged; children with Special Educational Needs, particularly where they are moved from special schools into mainstream schools (as part of the Governments Inclusion agenda). A range of progression pilots have been launched in LAs.

3.3.3. In addition to these specific challenges, and as also explored in other chapters, school leaders are also faced with a range of other issues including: planning their own succession in the face of a potential shortage in the supply of leaders (Chapter 5); staying abreast of and implementing curriculum and assessment changes across the Key Stages and 14-19 (Chapter 4); managing potential falls in student numbers in particular local areas (Chapter 2); and, in some contexts, deploying their expertise to help schools facing challenging circumstances.

3.4 Core competencies of school leadership

3.4.1. As set out earlier, The National Standards for school leaders clarify what is required of school leaders. However, in an attempt to understand how school leaders might best face up to these challenges in practice a range of research summaries have sought to describe the central elements or 'core practices' of successful school leadership (Leithwood and Riehl 2005; Leithwood and Jantzi 2005). Leithwood and Riehl (2005) propose four broad categories of practices that are underpinned by this research literature (also in Leithwood et al, 2006). These are: Setting Directions; Developing People; Redesigning the Organization; Managing Teaching and Learning. Table 1 below sets out these practices in detail and compares them with successful practices reflected in two other school-related research summary sources.

Core Leadership Practices	Hallinger's Model of Instructional Leadership	Waters, Marzano and McNulty
<i>Setting Directions</i>		
Vision	Developing a clear mission focused on student progress	Inspires and leads new & challenging innovations
Goals	Framing the school's goals and communicating them	Establishes clear goals and keeps them in the forefront
High performance expectations		
<i>Developing People</i>		
Individualized support/consideration. Emotional understanding	Providing incentives for teachers	Recognizes & rewards individual accomplishment Demonstrates awareness of personal aspects of staff
Intellectual stimulation	Promoting professional development	Willing to challenge status quo. Ensures staff are well informed about best practice & fosters discussion
Modeling	Maintaining high visibility	Has quality interactions with teachers and students
<i>Redesigning the Organization</i>		
Building a collaborative culture		Fosters shared beliefs, sense of community, cooperation Involves teachers in design
Structuring the organization to facilitate work	Providing incentives for learning	
Creating productive relations with families & communities		Is an advocate for school to all stakeholders
Connecting the school to its wider environment		
<i>Managing Teaching and Learning</i>		
Staffing		
Providing instructional support	Supervising & evaluating instruction Coordinating the curriculum	Establishes set of standard operating procedures & routines. Directly involved in design of curriculum, instruction and assessment.
Monitoring	Monitoring student progress	Monitors the effectiveness of school practices & their impact on student learning
Buffering staff from distractions to their core work	Protecting teaching time	Protects teachers from issues & influences that would detract them from teaching

Table 1 - Leithwood and Riehl (2005) Core Practices of Successful School Leaders.

3.4.2. Waters, Marzano and McNulty (2003) (third column of Table 1) have attempted to quantify the potential effect of these core practices. In identifying 21 leadership 'responsibilities' they conclude that there would be a 10 percentile point increase in pupil test scores resulting from the work of an average principal who improved her "demonstrated abilities in all 21 responsibilities by one standard deviation" (p. 3).

3.4.3. This is useful, but requires two important qualifications. First, these analyses do not provide evidence of what might be regarded by some as essential 'internal states' necessary to sustain success, including: commitment and resilience, passion and understandings (Hargreaves and Fink, 2006; Day et al 2006; Goleman, 1996) – which can underpin the abilities and capacities of heads to apply these core practices successfully.

3.4.4. Second, as Leithwood (2001) acknowledges, such practices "ought to be considered a 'necessary but not sufficient' part of an effective school leader's repertoire. In addition, the practices of school leaders need to acknowledge important features of the context in which they find themselves" (p.1). Indeed, the mix of core competencies required by successful leaders, and the way that they need to be applied, may vary depending on the school characteristics. For Bush and Glover (2003), these include:

- school size;
- school type; early years, primary, secondary, special etc;
- school location; inner city, suburban, rural etc;
- socio-economic factors;
- governance, including the nature and level of activity of governors, particularly the chair;
- parents; the nature and level of activity of the parent body;
- staffing; the experience and commitment of teachers and other staff.

3.5 Collaborative Networks

3.5.1. Whatever the most effective contextual mix of leadership competencies, the ability to work and lead beyond an individual school is of increasing importance. It is estimated that nearly all schools in England are involved in some form of collaborative activity or networking and many are involved in 4 or 5 partnerships (Hill, 2006). For Hill (2006:72) "the growth in collaborative work has not come about by accident. [Government] Initiatives such as Excellence in Cities and Leadership Incentives Grant have been organised around the principle of schools working together to support each other in aiming for school improvement, but perhaps the biggest drive towards collaboration has come with the development of specialist schools".

3.5.2. Indeed, a vast range of central initiatives have and continue to promote collaborative networks under the guiding theme of school improvement. These have included:

- the Excellence in Cities programme which developed school partnerships and shared responsibility for, amongst other things, opportunities for gifted and talented students, City Learning Centres and Learning Mentors;
- the Leadership Incentive Grant, introduced in 2003, to strengthen school leadership in schools facing challenges through collaborative professional development and mentoring;

- Specialist school networks that share best practice in curriculum areas;
- the Leading Edge Programme that connects 200 high performing schools with 800 partners to share innovation in teaching and learning;
- the Networked Learning Communities (introduced in 2002) that bring groups of schools, LAs, Higher Education Institutions and the wider community together with the aim of raising standards and improving learning opportunities for pupils.

And more recently:

- The ECM agenda, that is about closing the attainment gap, raising standards for all and keeping young people safe from harm. It is also a driver for schools and other agencies to collaborate so as to enhance pupil welfare. The role of extended schools is becoming increasingly important;
- The 14-19 agenda, that is encouraging schools and colleges to form Consortia capable of delivering a variety of curriculum pathways;
- the Primary Strategy Learning Networks (introduced in 2005) that encourage schools to work together in a particular area of learning aiming to improve standards in literacy and numeracy, the curriculum and performance;
- Education Improvement Partnerships, (introduced in 2005) to formalize the devolution of defined delivery responsibilities and resources from a Local Authority to groups of schools working together for improvement (DfES 2005a);
- Federations (introduced in the Education Act, 2002) which allow for the creation of a single governing body or a joint governing body committee across two and up to five schools to provide the basis for schools to work together to, amongst other things, “raise standards, promote inclusion, share approaches to teaching and learning and build capacity between schools in a coherent manner” (DfES Standards Website October 2005).

3.5.3. Yet despite these initiatives, and perhaps more importantly the significant professional collaboration that has developed in the English system, partnership working remains a complex process. It depends crucially on trust between professional institutions in the negotiation of ‘collaborative advantage’ (Huxham and Vangen, 2000). Moreover, whilst the current Government sponsors collaboration, there is a wide debate within the head teacher profession about how to reconcile this impetus for collaboration with an accountability system focused on individual schools – which has, in turn, the potential to instill competition. Indeed, this was the explicit purpose of the Education Reform Act (1988) that sought to introduce an ‘educational market’ capable of unleashing consumer driven and provider competition improvements. In the language of the Act: the national curriculum made it possible for the ‘consumer’ to compare the performance of schools; testing made a standardized measure of school performance available to ‘consumers’ to put them in a better position to choose between providers; and formula funding (on the basis of pupil numbers) created a quasi-market which would determine the viability of schools according to ‘consumer’ choice. Despite these issues,

the PwC report (2007) found that most head teachers who carry out external responsibilities report benefits for their schools and that networking can improve their strategic planning.

3.6 Innovative approaches

3.6.1. Collaboration is, therefore, at the forefront of leadership innovation. The General Secretary of the Association of School and College, in a recent address to the National Conference of the Specialist Schools and Academies Trust (SSAT, 2005) argued that:

The greatest challenge on our leadership journey is how we can bring about system improvement. How can we contribute to the raising of standards, not only in our own school, but in others and colleges too? What types of leaders are needed for this task? What style of leadership is required if we are to achieve the sea-change in performance that is demanded of us? (p. 4)

3.6.2. This implies a significantly more substantive engagement with other schools in order to bring about system transformation. This is being termed System Leadership. Specifically, a system leader may be defined as a school leader who is willing and able to shoulder wider system roles and in doing so is almost as concerned with the success and attainment of students in other schools as they are with their own (Hopkins and Higham, 2007).

3.6.3. The concept of system leadership was endorsed by the Government in the White Paper *Higher Standards, Better Schools for All* (DfES 2005c). Specifically, the White Paper set out the Government's intention to:

- “develop better career paths for: school leaders who have the talent and experience to be considered as national leaders of education; those with the ability to run our most challenging schools; and those with the talent to be school leaders of the future;
- ask the National College for School Leadership (NCSL), working in partnership with the National Strategies, to develop the leaders of our most complex schools, those facing multiple disadvantage, and federations;
- encourage the growth of federations and other partnership arrangements which ensure our most successful school leaders are used to best effect and are able to support our less successful schools.”

3.6.4. In response, the NCSL (2005) stated that:

this means the best leadership will get to the schools that need it most, more quickly. ... Complex schools include academies, federations of schools, schools with serious weaknesses and schools facing challenging circumstances. ... Pupils and staff in these schools will benefit from the influence of national leaders of education. ... NCSL will be disseminating good practice and guidance on the skills required for these complex roles, and will be commissioning development and support activities for existing, newly appointed and aspirant executive head teachers.

3.6.5. Taken together research, informed comment and government policy suggests that the concept of 'system leadership' is an idea whose time has come. One can summarize a range of stakeholder aspirations by saying that system leadership is seen to have the potential to provide:

- a wider resource for school improvement, making more of our most successful leaders' by encouraging and enabling them to: identify and transfer best practice;

- reduce the risk of innovation and change in other schools; and develop and lead partnerships that improve and diversify educational pathways for students within and across localities;
- a wider and authentic response to low attaining schools. Currently schools in special measures or serious weaknesses are responsible for approximately 300,000 pupils. Strong leadership is vital to turn these schools around. However, a central challenge is that these schools are often the least able to attract suitable leaders. Our most successful heads hold the potential to impact on these schools, which need their expertise, by working to develop and mobilize leadership capacity in the pursuit of whole school improvement; and as,
 - a potential means to resolve, in the longer term, the emerging and related challenges of a declining demographic supply of well-qualified school leaders, falling student rolls and hence increasingly non-viable schools, and yet ongoing pressures to sustain educational provision in all localities. As the NCSL (2006d) suggest, system leadership solutions may include fewer head teachers across some groups of schools, new challenges and incentives for the retention of the most experienced head teachers, as well as new development opportunities for deputies and middle leaders to experience aspects of headship at first hand before taking on full head teacher responsibilities.

3.6.6. Following research to map the emerging system leadership landscape, Hopkins and Higham (2007) propose five key categories as innovative leadership practice.

First, head teachers who are developing and *leading successful educational improvement partnerships* between several schools. These are most usually focused on a set of specific themes that have clear outcomes and reach beyond the capacity of any one single institution. Examples include partnerships on curriculum design and specialisms, including sharing curricular innovation, 14-19 consortia, and behaviour and hard to place students. Whilst such partnerships often currently remain in what is commonly referred to as 'soft' organizational collaboratives, some have moved to 'harder' more formalized arrangements in the form of (co)federations (to develop stronger mechanisms for joint governance and accountability) or Education Improvement Partnerships.

Second, head teachers who are choosing to 'change contexts' by choosing to *lead and improve low achieving schools in challenging circumstances* and then sustain them as high valued added institutions over a significant period of time. As Higham (2006) demonstrates, these leaders will be well placed to take on wider system roles in other categories by putting their knowledge, skills and experience to the task of improving other schools (in similar circumstances). Crucially, this will provide a professionally led route to achieve what Elmore (2004) defines as "the means to make sure that help gets to the right schools at the right time with the right technical expertise" (p.253). Here, the key priority for the National Leaders of Education (NLEs), that of working for the improvement of schools with serious weaknesses, will be increasingly important.

Third, head teachers who are *partnering another school facing difficulties in order to improve it*. Executive Heads provide an example. They are responsible for two or more schools that have either entered into a Federation or a local (often time bound) agreement focused on a lead school working to improve a partner. There is central government involvement. The potential for these roles is provided for in legislation (Education Act 2002) and there are 37 DCSF Pilot Federations, a few of which are run by Executive Heads. But the driving force behind these roles is predominately located

locally and as such can vary. For instance, where one partnership may be developed closely with a local authority, another may result from its perceived inertia.

Fourth, head teachers who act as a *community leader* to broker and shape partnerships or networks of wider relationships across local communities to support children's welfare and potential. Such leadership is firmly rooted within the context of both the national Every Child Matters and Extended School agendas. Matthews (2006a) conceives of four key dimensions to this work as organizing resources for learning from the community, widening learning experiences beyond the school, drawing support for child and family welfare into the school or network and providing for the lifelong learning needs of the community. As such, this will often include the leadership of multi agency work given, as Osbourne (2000:1) puts it, that some "issues are so complex and interconnected that they require the energy of a number of organizations to resolve and hence can only be tackled through organizations working together".

And fifth, head teachers who are working as a *change agent* or expert leader. The focus here is on providing practical knowledge and guidance as well as the transfer of best practice within a formalized school improvement programme. There are in England, at least three emerging change agent roles within the system whose remit is specifically school improvement – Consultant Leaders, School Improvement Partners (SIP) and the newly created National Leader of Education (NLE).

Summary

These system leadership roles are perhaps the most advanced example of a contemporary trend that complements (or perhaps counterpoises) the conventional model of state intervention. Expert school leaders, working for sustainable improvement both in their own schools and for the wider system, are at the vanguard of attempts to drive systemic improvement from within the school system. This emerging trend is towards greater responsibility *and* an expectation on experienced school leaders to work for systemic improvement. There will be differences in how this develops in different contexts, and between the secondary and primary sectors. But system leaders hold out the wider potential for a rebalancing towards professionally led reform, following several decades dominated by state prescription, the key foci of system leadership will on enhancing teaching and learning. However, achieving a shift from an era of 'prescription to an era of 'professionalism' is not straight forward. As Michael Fullan (2003:7) has said, it will itself take capacity to build capacity, and if there is insufficient capacity to begin with it is folly to announce that a move to 'professionalism' provides the basis of a new approach. The key question is 'how do we get there?', because we cannot simply move from one era to the other without self consciously building professional capacity throughout the system. To do so, there is a growing consensus that numerous central initiatives with a national consensus on a limited number of educational trends. These may coalesce around four drivers of personalised learning, professionalised teaching, networks and collaboration and intelligent accountability as core strategies for systemic improvement. These are the themes explored in Chapters 4, 5 and 6.

Chapter 4: Enhancing learning and school leadership

There has been significant change (and debate) in England over the last 20 years in approaches to enhance teaching and learning. This chapter turns first, therefore, to key developments in policy and practice before reviewing the specific roles of school leaders and teachers.

4.1 Teaching, learning and national education policy

4.1.1. As outlined in Chapter 3, the devolution of financed autonomy and a range of leadership and management responsibilities to schools in the late 1980s was coupled by a centralization and national prescription of curricula. This marked the start of a focus on school standards (of student achievement), a policy agenda that was continued and deepened by the New Labour Government elected in 1997.

The aim of this standards agenda was to significantly increase student outcomes by transforming the education system of the 1970s and 1980s that had been widely critiqued as underperforming. The focus was on increasing the quality of teaching, learning and student achievement in schools. The policy approach, that built on the already existing National Curriculum, might best be described as “*high challenge, high support*”.

4.1.2. The way in which the principles of “high challenge, high support” were turned into practical policies to drive school improvement and school standards were summarized by Barber (2001) in the diagram below.



Figure 4.1 - Barber (2001) *The high-challenge, high-support policy framework*.

The policies for each segment are set out in the following chart (again adapted from Barber, 2001).

AMBITIOUS STANDARDS <ul style="list-style-type: none"> • High standards set out in the National Curriculum • National Tests at age 7, 11, 14, 16 	ACCESS TO BEST PRACTICE AND QUALITY PROFESSIONAL DEVELOPMENT <ul style="list-style-type: none"> • Universal professional development in national priorities (literacy, numeracy, ICT) • Leadership development as an entitlement
ACCOUNTABILITY <ul style="list-style-type: none"> • National inspection system for schools and LAs • Publication annually of school/district level performance data and targets 	DEVOLVED RESPONSIBILITY <ul style="list-style-type: none"> • School as unit of accountability • Devolution of resources and employment powers to schools
GOOD DATA/CLEAR TARGETS <ul style="list-style-type: none"> • Individual pupil level data collected nationally • Statutory target-setting at district and school level 	INTERVENTION IN INVERSE PROPORTION TO SUCCESS <ul style="list-style-type: none"> • school improvement grant to assist implementation of post-inspection action plan • monitoring of performance by LA (district)

Table 4.1 – Barber (1999) *Complementary policies to drive school improvement.*

4.1.3. This policy framework set the terms for a large scale long term national reform effort to improve standards. This was initially focused on literacy and numeracy in Primary Schools with performance at age 11 (at the end of Key Stage 2 / the primary phase) used as a key indicator.

Building on the National Curriculum, the Government developed and introduced a National Strategy that summarized a range of effective pedagogic approaches and prescribed a minimum set that schools and teachers should implement.

The subsequent influence of the National Literacy and Numeracy Strategies on student performance attracted world wide attention. A graphic illustration of the impact this had on the system as a whole is set out in the following maps. The first gives an indication of the number of Local Authorities in England in 1998 where 75%+ of 11 year old students were reading at their chronological age. The striking change by 2004 is illustrated in the second map.

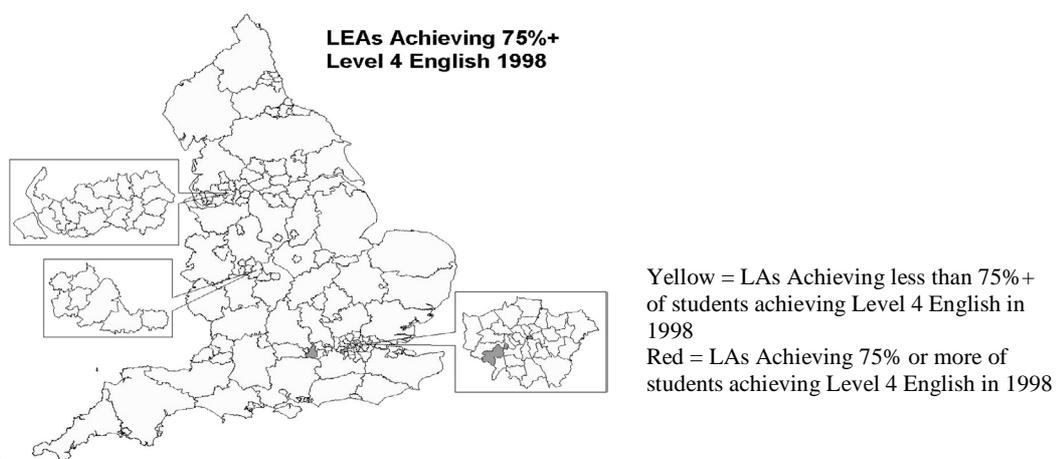


Figure 4. 2 - LAs achieving 75%+ Level 4 English, 1998.

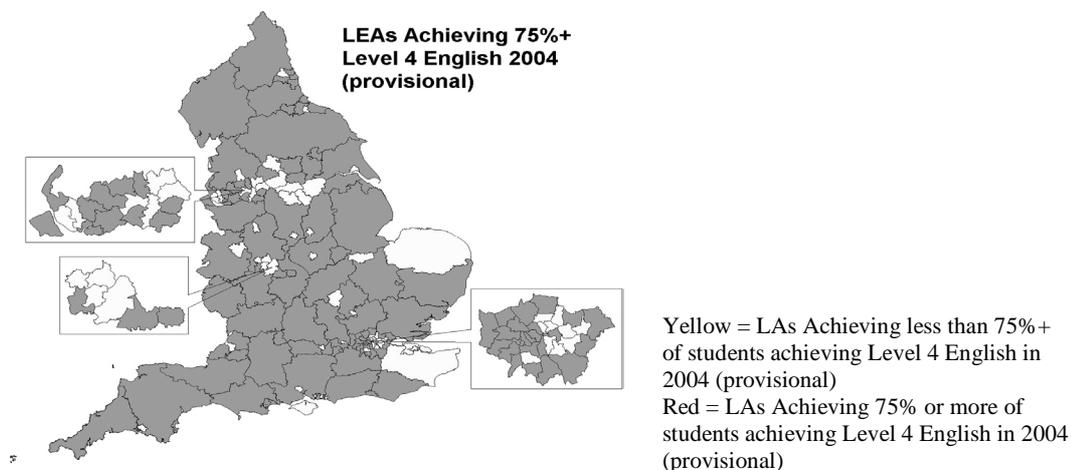


Figure 4.3 - LAs achieving 75%+ Level 4 English, 2004.

4.1.4. Analysis of this successful change is however not entirely straight forward. The percentage increase in student performance at age 11 in Literacy and Numeracy between 1997 and 2004 is illustrated in the following table.

	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006
English	63	65	71	75	75	75	75	77	79	79
Mathematics	62	59	69	72	71	73	73	74	75	76

Table 4.2 - Summary of Key Stage 2 results – percentage of pupils achieving Level 4+.

What is significant is that following an initial and significant increase over the first three years there was a leveling of performance for the next three years, and only recently has further progress been made. This is a trend that has been noted in virtually every large scale reform initiative (Elmore, 2004). What usually happens is that early success is followed by a leveling off in progress with a subsequent lack of commitment to the programme of reform.

4.1.5. This presents a serious challenge to the Government-led Standards Agenda. Indeed there is a range of issues that need to be faced up to. These include:

- Underperformance of particular students in all phases, especially amongst students eligible for Free Schools Meals and specific ethnic groups.
- Slow progress in secondary education standards, following the implementation of the Key Stage 3 (and later Secondary) National Strategy.
- A focus on management rather than leadership of learning. Whilst Ofsted judge that the quality of Leadership and Management has increased since the mid nineties in both Primary and Secondary schools, the tasks leaders are judged to be least good at include leading improvements in the quality of teaching and learning.
- Overall excellence and equity, with deprivation remaining a powerful predictor of

low attainment. A 'long tail' of performance characterizes the English educational system and underlies its performance in PISA 2001 as being one described by the OECD as 'high excellence but low equity'.

4.1.6. These challenges have fuelled interrogation of the broad policy approach to enhancing learning. Most agreed that standards were too low and too varied in the 1970s and 80s and that therefore some form of direct state intervention was necessary (Hopkins, 2007). But to move beyond the plateau in progress, it is increasingly questioned whether such a prescriptive approach can still offer a recipe for sustained large scale reform.

This implies a transition from an era of significant prescription to an era of greater professionalism – in which the balance between national prescription and schools leading learning reform will change. Of course, educational reform is neither only nationally led nor only schools led, but necessarily both supporting each other within a system committed to raising the bar and to narrowing the gap. For instance, in more dynamic policy contexts, schools will often use external standards to clarify, integrate and raise their own expectations.⁹ But equally schools, by themselves and in networks, will increasingly be enabled to lead improvements and innovations in teaching and learning with the support of accessible, but not prescribed, best practices.

4.1.7. Government recognition of the need to give greater flexibility to schools and professionals as a means of both engaging and building their capacity to improve teaching and learning, was set out by the Minister of State for School Standards. He argued:

Top down intervention is not the only way to share and develop good practice. So no longer, as the 1944 Education Act would have us believe, should we aspire to a "national system locally administered". Instead our goal should be local systems nationally led and supported (Minister of State for School Standards, Miliband, 2003).

I think it requires a new relationship between the Department, LEAs and schools, that brings a sharper focus to our work at national level, and strips out clutter and duplication through stronger alignment of all activity, in order to release greater local initiative and energy. The aim is, and I am determined that the result will be, schools with more time to focus on what really matters, more help in identifying their weaknesses, and more tailored and coherent support in putting them right. (Minister of State for School Standards, Miliband, 2004).

4.1.8. Within this context, of giving schools more flexibility and support to innovate and share best practices in the improvement of teaching and learning, a key emerging agenda in England is 'personalised learning'. The discourse of personalisation is concerned with putting citizens at the heart of public services and enabling them to have

⁹ These currently include the overarching Public Service Agreements (PSA) that in education are:

- Safeguard children and young people, improve their life outcomes and general well-being, and break cycles of deprivation
- Raise standards and tackle the attainment gap in schools
- All young people to reach age 19 ready for skilled employment or higher education.
- Tackle the adult skills gap
- Raise and widen participation in higher education.

a say in the design and improvement of the organizations that serve them (Leadbeater, 2004). In education, approaches to personalise learning can be summarized as attempts to answer enduring questions about: how can we help every child do even better to raise standards?; what teaching practices should we employ to tailor education to individual needs?

In *Personalising Learning: A National Conversation*, the DfES (2005d) set out five key elements that it proposed schools needed to develop and embed in practice. These were:

- Assessment for Learning that feeds into lesson planning and teaching strategies, sets clear targets, and clearly identifies what pupils need to do to get there;
- a wide range of teaching techniques to promote a broad range of learning strategies, facilitated by high quality ICT that promotes individual and group learning as well as teaching;
- curriculum choice, particularly from the age of 14, and the development of subject specialism;
- the organization of the school, including the structure of the day and of lessons, using workforce reform to enhance teaching and learning and to ensure consistency;
- and links to services beyond the classroom, involving the wider community and families, parents providing strong support; and the engagement of LEAs in the agenda set out in the Every Child Matters Green Paper.

4.1.9. The Government has committed £990 million (by 2007-08) specifically to help primary and secondary schools develop approaches to personalised learning. The Government also commissioned an independent report led by HMCI Christine Gilbert on how personalised teaching and learning should develop between now and 2020. The subsequent “2020 Vision: Report of the Teaching and Learning in 2020 Review Group” (2007) put forward a range of recommendations under the following headings:

- *High Quality Teaching*: schools’ policies and plans to reflect their commitment to personalised learning and strategies to be set out on how personalised learning is to be realized in each school;
- *Assessment that promotes progress*: schools to identify their own strategies for embedding assessment for learning; and the government to ensure that assessment for learning is embedded in schools;
- *Summative assessment and the National Curriculum*: A group to be set up urgently in order to review the national curriculum and its assessment and how they should develop to support the report’s vision; and schools to consider how their curriculum and assessment supports personalised learning;
- *Pupils taking ownership of their learning*: schools’ self evaluation to draw on pupils feedback, in particular on teaching and learning; all secondary schools to introduce ‘learning guides’ so that at least one person in the school monitors individual pupils’ progress and support their progress; and schools to integrate learning how to learn in their curriculum;
- *Engaging parents and carers in their children’s education*: schools to make information available to parents on individual pupils’ progress and on what they should expect from the school; and national and local government to create stronger links between schools, parents and parenting support services;
- *Designing schools for personalising learning*: Local government to encourage

- LAs to consider how schools can approach capital projects to successfully implement personalised learning; and schools to consider how best to utilize new technologies and their physical environment for personalised learning;
- *Skills for personalising learning*: the guidance and requirements for initial teacher training providers to be reviewed and the skills for personalised learning to be included to teachers' training;
- *A strategy for systemic innovation*: a group to be set up to advise how system innovation in teaching and learning can be best achieved and how knowledge can be captured and transferred; and schools to prioritise the identification and the sharing of best practices within their own school and with other schools;
- *Ensuring a strong focus on progress for all pupils*: the government to set targets for there to be no "stuck" pupil; and schools to identify those pupils and develop progress plans to support their progress;
- *Establishing an entitlement to personalising learning*: the government to consider introducing extra support for pupils that are not progressing as expected.

This is a broad agenda, rooted in best practices that are being developed in schools and networks of schools across England. For instance, Extended Schools are an important means, enabling school leaders to focus on a wider range of initiatives that meet the learning needs of children and young people. But it is early days and there are also a range of concerns (see Politics.co.uk website, 2007.) For instance there are worries about the workload implications and the potential bureaucracy of continued central government involvement (The general secretary of NASUWT, Chris Keates in Politics.co.uk, 2007) as well as those who see the current concept of personalising learning as nothing more than a 'buzzword' to repackage an existing education system (Liberal Democrat education spokeswoman, Sarah Teather in Politics.co.uk, 2007).

4.2 School accountability and student learning

It is also still early days in the development of the new relationship between Government and schools proposed by Minister of State for School Standards (see above).

4.2.1. A fairly sophisticated national framework for accountability has evolved in England since the early 1990s as in part a balance to the greater autonomy devolved to school leaders through the 1988 Education Act. As set out in Chapter 3, this framework links together standardized achievement tests and examinations, target setting, publication of performance tables and independent inspection by which schools leaders are held accountable for their school's performance. Parents are encouraged to investigate the performance tables as well as the inspection reports before choosing a school for their children.

4.2.2. Although many commentators recognize that this accountability framework has contributed to raising standards in England, many have also criticized it for being externally imposed, creating a climate of mistrust, limiting teacher professionalism, encouraging teachers to 'teach to the test' and increasing school 'competitiveness' so that schools seek to covertly adjust their admissions policy in order to boost their position in published performance tables (Ball, 2003). Moreover, an over emphasis on external accountability is also considered to have increased the degree of professional dependence on prescription with an associated lack of pedagogic innovation within the English system (Hopkins, 2007). In this vein, the NUT has highlighted, following its commissioned reports on 'Schools speak for themselves' (1996) and through

subsequent work, the role of self evaluation as a vital counterbalance to external accountability.

As, in part, a response to these critiques, and perhaps more directly a response to the 'plateauing' of student attainment at Key Stage 2, 3 and 4, the New Relationship with Schools (DfES, 2004a) has put greater emphasis on bottom up target setting, ensuring effective and ongoing self evaluation of teaching quality and student achievement in every school, combined with a sharper edged, lighter touch external inspection and an annual school profile to complement national exam performance data.

4.2.3. The new focus on self-evaluation is centred on the Self Evaluation Form (SEF) - with the head teacher charged with the responsibility of writing it and the governing body with ensuring the school completes it. The process of completing the SEF varies considerably in schools from the head doing it alone, to involving the whole staff, to buying in a consultant to do it (Bubb et al, 2007). The SEF requires schools to provide evidence on their performance, strengths and weakness, identify key priorities for improvement, and plan on how they intend to achieve them. These feed into the School Improvement Plan in which schools set specific targets for improvement. Both of these documents then form an important part of the evidence available to school inspectors. The key purpose has been to place greater emphasis on internal responsibility for evaluation and accountability.

More broadly the new relationship is paving the way for, on the one hand, new flexibilities and inspections holidays for schools deemed to be very good or outstanding whilst, on the other hand, for sharper intervention in schools judged to be unsatisfactory. This brings an important and necessary differentiated approach to the more traditional dialectic of prescription versus professionalism, centralism versus devolution, etc (Hopkins and Higham, 2007). It is also all the more poignant following Ofsted's (2006a) most recent annual review in which the overall effectiveness of 13% of secondary and 7% of primary schools were found to be 'inadequate', with a lack of leadership and poor teaching identified as the two main reasons behind their inadequacy.

4.2.4. Yet this also brings with it new challenges and complexities for policy and practice. More authentic collaboration on and transfer of school improvement intelligence and leadership best practice by schools leaders are inherently professionally led bottom up solutions. But they are solutions to problems that have traditionally been the responsibility and preserve of the central apparatus of the state. This includes the deeply ingrained workings of the accountability, funding and governance systems that place the unit of an individual school at their centre as well as the location of agency and incentives, and the focus of support and professional development. Ofsted's annual review reminds us that there are strong and enduring reasons for these designs. But it remains to be seen whether the New Relationship will do enough to create the space that teachers and schools leaders say they need to lead deep, meaningful and sustainable quality improvements in teaching, learning and the curriculum (Fullan, 2005; Hopkins, 2007). The PwC points to the importance that leaders attach to curriculum and show that its management on a day-to day basis takes up 48% of head teachers' time, 28% of deputy heads', 9% of assistant heads and 15% of other leaders' time in Primary schools. In Secondary schools this is 18% for head teachers', 57% for deputy heads', 23% for assistant heads' and 2% for other leaders.

4.2.5. Indeed, criticisms remain from the majority of teacher unions about national tests and achievement targets as a key lever of reform. For instance, a report on accountability by the Association of Teachers and Lecturers — concluded that:

“...If the pressures of testing and league tables are maintained, together with the pressures of other external accountability audit mechanisms, then these are likely to continue to have a negative impact on the processes of teaching and learning, and the well-being of teachers and their pupils.... ATL believes that we need to reclaim the professional ground that we have lost. We must also be clearer about accountability mechanisms, ensuring that teachers are accountable to those who really matter – the children and their parents, society and the profession – and for the things that really matter: children’s learning, development and well-being (Webb and Vulliamy, 2006:14;16).

4.3 Curriculum implementation and monitoring

4.3.1. National tests are dovetailed with the National Curriculum. Responsible for maintaining, monitoring and developing the national curriculum and associated assessments, tests and examinations rests with the Qualifications and Curriculum Authority (QCA). In particular the QCA:

- regulates the public examination system, so that it is responsive to the needs of learners and society and is responsible for the development, delivery and administration of high-quality national tests
- manages the National Qualifications Framework that accredit qualifications at appropriate levels to meet the needs of employers and learners.
- develops the national curriculum, which defines the knowledge, understanding and skills to which children and young people are entitled. This is kept under review, to evaluate its appropriateness and relevance to the changing needs of learners and society.

4.3.2. At a school level, school leaders are responsible for implementation of the national curriculum. For instance, the Key Stage 1, 2 and 3 (KS3) curricula set out mandatory programmes of study in all subjects of the national curriculum. Schools are free to determine their own timetables and design their own programmes of teaching. Schools that wish to disapply parts of the curriculum or make other more radical changes may apply to the Secretary of State under ‘power to innovate’ rules. This has not however been widely employed and in fact the majority of schools that have applied have found that they already had the freedom they require.

4.3.3. The KS1-3 curriculum delivers a core focus on English, Maths and Science. QCA monitoring shows that on average schools dedicate about 35-40% of curriculum time to the core. Clear levels of attainment exist in these subjects, and these relate to national SAT tests. The remaining 60 to 55% of the timetable is filled by 9 foundation subjects, plus Religious Education.

4.3.4. The clear priority on the core, and in particular functional literacy and numeracy, remains paramount. But this has been tempered slightly in recent years by Government recognition that intense pressure on standards in the core can lead schools to squeeze out a broad and balanced curricular approach. In the primary phase, for instance, the ‘Excellence and Enjoyment’ strategy set out the Government’s intention to raise standards in the core ‘hand-in-hand’ with a broader curriculum, ‘not only subjects such as history and geography, but also introducing young children to the worlds of sport, music, nature,

drama - visiting museums, playing in a team, singing in a choir, learning an instrument, acting in school plays, learning a new language'. In practice, however, a range of curriculum pressures and 'congestion' remains across the key stages.

4.4 Quality of teaching and learning

4.4.1. In delivering the national curriculum, the overall quality of teaching and learning in England is judged to be good. In her Annual Report (Ofsted, 2006a), Her Majesty's Chief Inspector of Schools stated that:

The overall picture is positive. The key messages are encouraging and speak for themselves. The overwhelming majority of childcare and nursery education settings inspected are at least satisfactory and over half are good or outstanding. More than nine in ten maintained schools inspected this year are at least satisfactory in their overall effectiveness, while almost six in 10 are good or outstanding.

However, the Chief Inspector also added a note of caution.

The challenge of dealing with some persistent weaknesses remains. Too many schools are inadequate: about one in twelve of maintained schools inspected, and a higher proportion of secondary schools than primary schools.

4.4.2. These findings are set out in the table below.

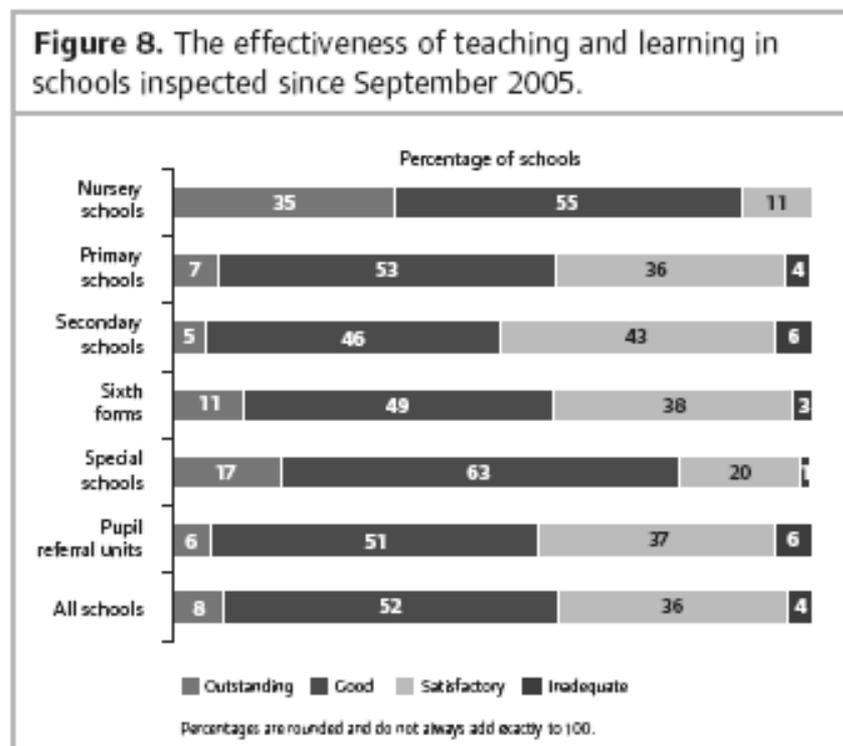


Table 4. 3 - Ofsted (2006a) *The effectiveness of teaching and learning in schools inspected since September 2005*

4.4.3. The responsibility for developing teaching and learning policies and for promoting and developing the quality of teaching and learning in schools rest with school leaders and governors. This includes, amongst other things, motivating staff, instilling an ethos of high expectations for pupils, organizing CPD activities, designing lesson planning and standard operating procedures and keeping a focus on student outcomes.

4.4.4. In fulfilling statutory responsibilities to deliver the national curriculum and prepare students for National Tests, schools leaders have a range of flexibilities in how they organize teaching and resources and internally monitor quality.

Decisions on whether school leaders in particular head teachers teach are school based. A recent study found 40% of head teachers taught less than five hours per week and 46% taught in order to cover lessons for colleagues (PwC, 2007: 14). Teachers were found to perceive the interaction of school leaders with pupils to be beneficial in terms of keeping leaders in touch with the realities of a teacher's job (ibid).

4.4.5. Observations of teaching and learning are an important part of gathering evidence for the SEF and for evaluating teaching and learning in English schools. The frequency and the processes and protocols for observations are the responsibility of senior leaders. Most schools carry out one formal observation a term for teachers (three a year), with a greater frequency for newly qualified teachers. These formal observations are conducted by a member of the senior leadership team. Many schools also practice informal peer observations as part of the school's approach to improving teaching and sharing best practice.

A recent survey conducted by the Association of Teachers and Lecturers (2006) reported that the number of observations in schools has risen with 21% of participants being observed four times or more during 2004/2005 and 10% observed six times or more. Teacher perceptions on observation vary significantly between schools. Where the process is part of an open and developmental ethos, observation is more likely to be viewed positively by staff. In less supportive contexts, however, the stress it causes can outweigh the benefits (Bubb et al, 2007).

4.4.6. Many schools have appointed Advanced Skills Teachers (AST) to their leadership teams. ASTs make a valuable contribution to raising standards of teaching and learning by sharing their skills with teachers in their own and other schools supporting professional development. They encourage collaboration between schools embedding and extending best practice. Exact roles vary but include supporting a low attaining year group, sharing best practice to specific teaching challenges, conducting formal teaching observations and supporting weaker teachers within a set time frame.

4.4.7. At a national level, the Government has paid significant attention to the professional development of teachers. The goal is to ensure that CPD makes a positive difference to teachers' and children's lives – that it changes behaviour and improves professional practice, contributing to the delivery of overarching priorities, and that teachers take responsibility for their professional development. Central to improvements in teaching and learning is excellent professional development (DfES, 2004c). Whilst there is a variety of opinions on how this can be best advanced, the government's approach is to foster professional development through a New Professionalism for Teachers. This is intended to offer a 'coherent, self reinforcing model of skills development for teachers starting with strengthened performance management

arrangements based on revised teacher standards and underpinned by improved professional development opportunities'. The new performance management arrangements in particular aim to contribute to teachers' New Professionalism by "developing a culture where teachers and head teachers feel confident and empowered to participate fully in performance management; the acknowledgment of teachers' and head teachers' professional responsibility to be engaged in effective, sustained and relevant professional development throughout their careers and to contribute to the professional development of others; and the creation of a contractual entitlement for teachers to effective, sustained and relevant professional development as part of a wider review of teachers' professional duties" (Rewards and Incentives Group, 2006: 4). New Professionalism is being developed through social partnership with employers and teacher unions and the Training and Development Agency for Schools (TDA).

4.4.6. The responsibility for choosing and organizing appropriate professional development activities of teachers and other staff lies with the school. It should provide ongoing professional development that reflects the individual needs and circumstances and the school's priorities. A recent survey by Ofsted found that where schools had designed CPD effectively and integrated it with their improvement plans teaching and learning improved and standards rose (Ofsted, 2006b:2).

4.5 Student behaviour and attendance

4.5.1. As part of the broader standards agenda, the government has prioritized improvements in pupil behaviour and a decrease in the levels of student absence, for which it has a target of an 8% reduction between 2003 and 2008.

The DCSF Behaviour and Attendance strategy aims to:

- Reduce behavioural problems,
- reduce the need for exclusion;
- provide high-quality alternative education provision for those who are excluded, or at risk of exclusion or of dropping out of the system;
- reduce persistent absence and improve attendance levels overall;
- ensure effective mechanisms are in place for identifying and re-engaging children going missing from school;
- improve perceptions of behaviour and attendance amongst school staff, parents and the community at large.

4.5.2. With regards to attendance, although the law holds parents responsible for pupils' attendance, it also requires schools and local authorities (LAs) to play an important role.

At the school level the Education Regulations (School Attendance Targets) (England) (2005) require each school to set an annual target for reducing the number of absences and to agree this with their LA. In seeking to reach targets, schools use a range of measures including: targeted truancy sweeps; mentoring, counseling, and referral to Education Welfare Services; Behaviour and Attendance Consultants; and school-based educational welfare officers connected to the Behaviour Improvement Programme (Hallam et al, 2005);

At a district level LAs have the power to prosecute and issue penalty notices to parents for their child's unauthorized absence. The 'Fast track to Attendance' case management

framework introduced in 2003, and relaunched in 2006, aims to tackle school absence (whether authorized or unauthorized) by early identification and intervention.

4.5.3. Truancy is however a stubborn problem. Despite hundreds of millions of pounds being spent on anti-truancy initiatives, annual figures show the highest truancy rates since 1994. Unauthorized absences rose to 1.25% in 2004-05 from 1.13% in 2003-04 - with 55,000 pupils missing lessons each day. Overall absence was recorded at 5.49% in 2003/04 but increased to 6.45% and 6.68% in 2004/05 and 2005/06 respectively (DfES, 2006c).

4.5.4. Student behaviour is also a significant concern for teacher unions and, in particular, about instances of more extreme poor behaviour. School leaders, with the governing body, have responsibility for formulating the school's behaviour policy, setting its ethos and culture, modeling expected behaviour, monitoring progress and implementing sanctions. The Government is working with the teacher unions to help improve standards of pupil behaviour. The focus is a national programme to strengthen schools' capacity to manage behaviour, including:

- giving schools access to behaviour management training materials and advice from behaviour management consultants.
- providing schools with training and curriculum materials to help develop pupils' social and emotional skills;
- providing extra funding for schools facing the greatest behaviour challenges.
- reinforcing the legal basis of school discipline by giving school staff statutory power to discipline pupils;
- reinforcing parental responsibility by enabling schools and local authorities to make parenting contracts and seek court-imposed parenting orders relating to children's behaviour.
- encouraging schools to become involved in Safer Schools Partnerships, which place police officers on school premises.
- giving head teachers the right to search pupils for weapons.

4.5.5. The latest data from Ofsted shows that behaviour is satisfactory or better in 99.95% of primary schools and 97.59% of secondary schools. In 2005/06, the proportion of secondary schools judged by Ofsted to have unsatisfactory standards of behaviour was half that in 1997/98 (3% compared with 6%). The proportion of primary schools judged to have unsatisfactory behaviour was less than half of one percent compared with 2% in 1997/98.

4.6 Relevant research studies

4.6.1. Returning to the overall theme of enhancing learning and school leadership, we now turn to relevant research studies. Building on Leithwood and Riehl's (2005) model of core leadership competencies (set out in Chapter 3) the key elements of learning centred leadership might best be summarized (Higham, 2006) as including:

- a clear vision and ethos are set and shared with staff
- a focus on consistently good teaching and learning
- the integration of basics, a broad and balanced curriculum and cognitive learning
- consistent promotion of order, purpose and respect in the student body
- the promotion of valuing of positive student attitudes to learning
- managing resources and the environment to support learning
- developing internal accountability to empower people through a framework of

- rules and clear and agreed expectations
- the nurturing of a professional learning community, with dedicated time for CPD activities and for sharing experience of improving practice
- building partnerships beyond the school to support learning.

4.6.2. This combines well with the NCSL research on learning-centred leadership which identified direct forms of leadership influence on learning (NCSL, 2007c) as:

- policies for learning, teaching and assessment and marking;
- planning process – for lesson, units of work, periods of time individuals and groups of pupils, classes and years;
- target setting -for individuals, groups, classes, years, key stages and the whole school;
- communication systems;
- monitoring systems - analyzing and using pupil learning data and observing classrooms and providing feedback;
- clear roles and responsibilities of leaders - including mentoring & coaching.

4.6.3. In addition, NCSL argues that there is an important range of indirect influences including:

- modeling: for example, exhibiting curiosity about teaching methods and classroom processes;
- monitoring: for example, monitoring pupil outcomes and teaching and learning practices;
- dialogue: for example discussing teaching and learning and the challenging of traditional practices.

Furthermore, distributing leadership appropriately within the school was found to be an important driver of learning enhancement (NCSL 2003a). On this latter point, Madison and Allison (2004) demonstrate the significant potential impact of middle leaders given their focus on a variety of components and personal relationships that surround teaching and learning.

4.6.4. More generally, the PwC report (2007) examined a range of leadership models and proposed the following key elements of highly effective leadership:

- innovative approaches to leadership to protect the 'strategic space';
- well-developed succession planning;
- carefully designed structures and distributed leadership;
- well-informed and active governing bodies;
- accurate and on-going self-evaluation;
- a holistic approach to managing diverse workforces; and
- a clear vision based on pupil need.

4.6.5. The figure below sets of these identified characteristics as they relate to primary, secondary, nursery and special schools (PwC, 2007:51).

Effectiveness of leadership

Primary: Leadership and management are of the highest quality. The school's well-planned distributed leadership system has enabled subject leaders to thrive on their increased role in leading, checking and changing what goes on. The governing body is highly active and involved; appreciating the quality of information it gets. It is both supportive and influential, and fully aware of its responsibilities, and the opportunities these bring.

Special: There is a determination and dedication at every level to draw together the different professionals within the school to provide comprehensive support for every pupil. Leadership is distributed very well and this results in all staff sharing the headteacher's very clear vision and feeling fully involved in all the decisions made. The senior leadership team work very hard together to improve the pupils' prospects through the school improvement plan which is closely focused on the needs of the pupils.

Outstanding leadership
(Ofsted)

Secondary: The combination of a principal who is a strategic thinker and a head of school who has a command of implementation is a very powerful partnership. The school successfully trains many of its own teachers and is excellent at spotting new talent and promoting good teachers to management posts.

Nursery: The staff look to the future and never become complacent. The school accurately evaluates the quality of education it provides and identifies the small steps needed for continuing improvement in the development of the newly established Children's Centre.

Figure 4.4 - PwC (2007) *Effectiveness of Leadership* (p.52).

4.6.6. The PwC survey also reported heads' views on the effectiveness of extended services (a multi agency managed leadership model) in regards to several different measures related to pupils' learning. It found that 52% and 62% of primary and secondary heads respectively believed that extended services improves pupil's achievement and 49% and 53% pupils' behaviour. This is set out in the table below.

Effectiveness of extended services in terms of...	% stating quite or very effective			
	Primary	Secondary	Offer full extended services	Offer some extended services
Improving pupils' achievement	52	62	69	54
Improving pupils' well-being	79	85	89	80
Improving pupils' motivation	57	71	75	60
Improving pupils' behaviour	49	53	63	51
Creating an effective transition from home to school and assisting parents to go to work	76	56	92	70

Table 4.4 – PwC (2007) *Effectiveness of extended services* (p. 65).

Summary

Enhancing learning and teaching is, as we have seen, a key priority for school leadership. Trends towards personalising education to individual student needs and interests, coupled with a greater responsibility for student welfare as part of the ECM agenda, represent real challenges for school leaders as they attempt to continue to raise school standards and offer a broad and balanced education. To meet these challenges, leaders will increasingly be expected to:

- build professional learning communities within and beyond schools that develop and widen learning and teaching strategies to respond to a range of student learning needs;
- use the full innovative potential of workforce reform to deploy teachers, higher learning teaching assistants and other support staff to extend curricular and learning pathways (especially in 14-19 phase) and extend services before and after the school day;
- consider new models of leadership and governance to appropriately distribute an increasing range of responsibilities to a wider and differentiated pool of leadership expertise.

These are challenges that demand sustainable leadership and high quality professional development for school leaders. We now turn to these issues in Chapter 5 and 6 respectively.

Chapter 5: The attractiveness of school leaders' role

5.1 Supply of school leaders

5.1.1 The *quality* of school leadership in England is good. The PwC report (2007) found that:

Ofsted estimates that around three quarters of school leaders in England are doing a 'good', 'very good' or 'excellent' job, at leading and managing their schools; similar figures apply to Wales. The quality of school leadership has also been improving consistently since the mid 1990s when, according to Ofsted, only around one half of school leaders were ranked as 'good', 'very good' or 'excellent'. Alongside all of this, Government has made a huge investment in maintaining and developing school leadership, through the creation of the NCSL and the associated development of the National Professional Qualification for Headship (NPQH). In general terms, therefore, there is a very positive story to tell around the quality of leadership in our schools (p.v).

The report also warned, however, that there was no room for complacency. First, because about one fifth of school leaders were judged by Ofsted to be 'unsatisfactory'¹⁰. Second, because of the rapidly changing policy and social context in which leaders will be required to work.

5.1.2 Of at least equal concern is the projected *supply* of school leaders. A recent report by the NCSL (2006a) on leadership succession argued that:

We have better head teachers than ever in this country but they are in increasingly short supply. Almost one-third of primary and secondary headships are re-advertised because no suitable candidate comes forward. Nearly a quarter of heads are aged over 55, and as they retire over the next 5 years, the profession will be deprived of a great swathe of experienced leaders. At the same time, too few new candidates are putting themselves forward for the role. Some are discouraged by what they see as the overwhelming demands of modern headship, but that is not the only deterrent. It takes a long time to become a head – around 20 years on average – and that can be off-putting to the young and ambitious. On top of this, schools have traditionally waited for talent to emerge of its own accord, rather than seeking out leaders. It's another brake on the system and is a barrier that hinders more teachers setting their sights on the top jobs (p.1).

In part the projected shortfall in the number of school leaders is a natural consequence of demographic change. There is a looming retirement bulge as the post war 'baby boomer' generation reaches retirement age, with about half of heads and deputies now aged over 50. This is coupled with lower than average teacher numbers in the following generation, from which new school leaders would normally be expected to emerge. The NCSL estimates that addressing this demographic challenge will require a 15% to 20% increase in school leaders (on 2004 figures) by 2009.

5.1.3 The DCSF annual survey collects data on the number of heads, deputies and assistant head teachers in post. This demonstrates that the total number of head teachers has fallen since 2001 (the first year for which data is available by school leadership grade) from about 23,500 to 22,700 in 2006. This however almost exactly

¹⁰ The 2005/06 Ofsted report found that the number of inadequate schools had increased, and that poor leadership was a significant contributing factor. However, it is important to note that Ofsted had 'raised the bar' on what it defined as satisfactory.

matches the decline in the number of schools during this period. The total number of deputy heads also fell from 21,600 to 19,400. But this was more that compensated for by a growth in the number of assistant heads from 7,000 in 2001 to 14,800 in 2006 which, in part, reflects a wider move to more distributed forms of leadership during that period.

The overall number of school leaders in post does not therefore suggest a looming crisis. However, the predictions of shortage outlined above are given more substance by analysis of the age of school leaders.

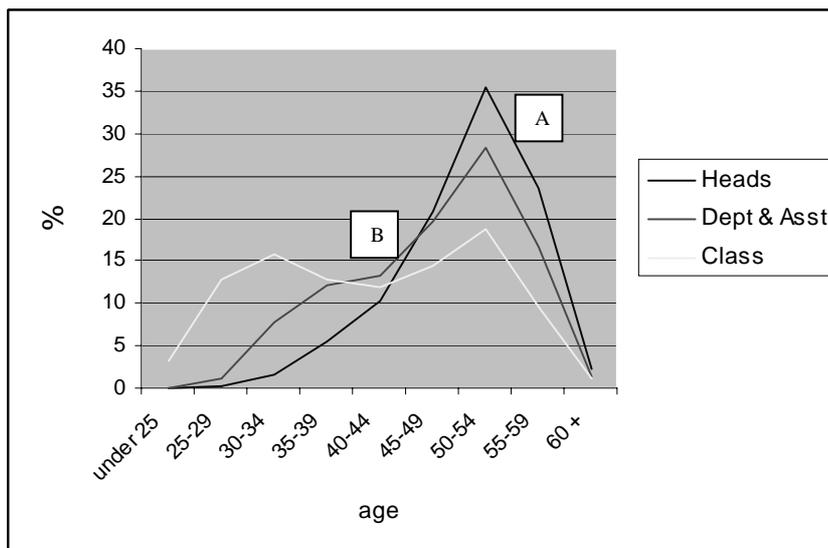


Table 5.1 –*The age distribution of Heads, Deputy and Assistant heads, and Classroom teachers.*

Source: DfES Annual 618G Survey and Database of Teacher Records

There are two key points to highlight in the Table above. First [A], estimates have been made which show that the number of school leader retirements may rise from 2,250 in 2004 to a peak of nearly 3500 in 2009. This is predicted to fall back to around 2500 in 2016 (NCSL 2006a). Second [B], demographically there is a lack of deputies, assistant heads and even classroom teachers that could naturally be expected to take up leadership position.

5.1.4 There are two other measures commonly used in England to monitor the supply versus the demand for school leaders. First, the head teacher vacancy rate. Whilst at present this remains at less than 1% for England as a whole there are some areas and sectors, for example Inner London, where vacancies rates can be significantly higher (NCSL 2006a)". Second, the re-advertising rate for head teachers. The annual survey of senior staff appointments in schools in 2006 carried out by Howson (2007) for NAHT and ASCL reported 2,682 head teacher advertisements in England and Wales, a figure above average for the past ten years. The survey concluded that the number of applications for head teacher posts is unlikely to increase during the next few years. The survey also found church schools, schools in London and some small schools in rural areas most likely to re-advertise for senior staff posts.

Smithers and Robinson (2007) argue that this evidence of shortage is surprising in secondary schools given that, notwithstanding a changing age structure, the average teacher / head teacher ratio is 60:1 (in primary schools the ratio is 10:1 and hence shortage is seen as more likely). The ratio analysis leads Smithers and Robinson to propose factors beyond demography. These include: increased workload and too many Government initiatives that require implementation; excessive accountability and vulnerability to sacking through poor Ofsted reports; and an insufficient pay differential for the extra responsibility (especially in the Primary sector). This leads Smithers and Robinson to conclude that “our evidence suggests that any current difficulty in recruiting headteachers for maintained schools does not demand a massive change in the nature of headship. The government should look to itself and ask whether its reforming zeal and policy of pressure from the centre is in the best interests of our schools. The crisis, if there be one, seems to us to be government made” (p.7).

Whilst not concurring with Smithers and Robinson’s analysis, NCSL’s (2005) recent advice to the Secretary of State on leadership succession planning recognized that factors affecting supply included the stress, workload, accountability, management of significant change and reduction in teaching and student contact that leaders were perceived to experience. However, the NCSL were also keen to stress that recent opinion surveys have found that heads are overwhelmingly positive about their role. Whilst the complexity and demands of the role had inevitable heightened, many heads did not see this negatively. As such, the NCSL argue, common perceptions held by teachers about the experience of leaders failed to recognize the positive rewards of the role which are reported by school leaders. It concludes that: “the system as a whole needs to look at the rewards and challenges of headship, needs to communicate the satisfactions and achievements more effectively and needs to consistently identify, nurture and guide leadership talent from the very earliest stages of teaching careers” (p.5).

5.1.5 Whatever the exact mix of reasons for the projected shortage of supply, there is clear evidence that a significant proportion of teachers and school leaders do not aspire to senior leadership positions. The GTC’s 2006 survey found that although 23% of teachers considered it likely or highly likely that they would move into leadership roles, only 4% thought it likely or highly likely that they would become head teachers in the next 5 years (when the shortage will become most acute). Of greater concern was the GTC’s finding that little appetite for headship existed among experienced class or subject teachers. Of those with 15 or more years’ service, 64% indicated that they intended to stay in the same role for the next five years. Similarly, the NSCL (2006c) report that 43% of deputy heads and 70% of middle leaders express a desire not to move in to headship. This is coupled with the fact that over recent years only about a third of retirements have been at the normal retirement age of 60 or above, and a growing number have been early retirements at or after 55.

Smithers and Robinson (2007) provide a slightly more nuanced analysis of potential between the primary and secondary sectors. Whilst, all schools in their research sample reported having staff who they thought would make good head teachers, three-quarters of the primary schools said some or all of the likely candidates were not interested in senior leadership. In contrast, only about one in eight of the secondary heads said that their potential head teachers were reluctant to apply for promotion.

5.2 Recruitment

5.2.1 The governing body of a school has the overall responsibility for staffing matters at a school and decides the number of staff (both teaching and support staff) and when to appoint them. The normal expectation is for the head teacher to lead the process of making staff appointments outside the leadership group. The governing body delegates this function to the head teacher unless there are good grounds not to do so. But, it is governors that must lead the process of making appointments to the leadership group.

The governing body must set up a selection panel for appointing a head teacher or deputy head teacher. The decision on whom to appoint rests with the governing body following recommendation from the appointment panel. In most instances the local authority or diocese will have or be assigned advisory rights. Where the local authority is the employer, the governing body should seek the agreement of the local authority to appoint its chosen candidate. Very occasionally the governors will wish to appoint a person to whom the local authority has objected. In such instances, the reasons for this decision will need to be stated in writing and may be subject to challenge.

All headship posts must be advertised nationally, and the majority of advertisements are placed in the Times Educational Supplement (TES). In the case of church schools, the diocese will advise on which papers should be used. Advertising is costly and governors are encouraged to weigh up whether there is any advantage in using the local press. Most local authorities have vacancy bulletins or web pages that are used as many candidates apply within their own authorities.

For governors, recruiting and appointing a head teacher will be one of the most important and significant roles that they have to fulfill. The NSCL encourages governors when appointing new leaders to take the opportunity to think deeply about the challenges facing the school, their aspirations for the future and the changes that may occur in their community and the education system more generally. Such analysis can then be used to create a demanding but realistic description of the role and the head teacher required.

Governing bodies are also encouraged to offer candidates the chance to show their full capabilities and personality. This may mean a two-day selection process with visits, interviews, presentations and/or an assessment of the specific skills required in the job description

5.2.2 In reviewing that capability of governing bodies to adequately fulfill this range of tasks the NSCL (2006c) found:

that the skills and process for understanding context and strategy, analyzing roles and translating them into assessment criteria are not sufficiently widespread within the system. This exemplifies a more general point that, for this most important decision, governing bodies are well-intentioned, dedicated, but essentially amateur bodies. In most cases, the process is successful and the decision reached appropriate; governors seek and obtain the professional advice they need. This is not always the case, however. The recruitment process for heads is sometimes characterised by variable rigour, the application of instinct and “gut feel”, a lack of foresight to future needs, a lack of knowledge about statutory requirements and standards, and a rush to advertise spurred by fear of delays in appointment (p.4)

Nationally, there is no explicit system to ensure an equitable distribution of school leaders among schools. As such, inequalities exist that relate to both supply and quality. In terms of the former, we have already outlined a variation in head teacher vacancies between less than 1% nationally but significantly higher in for instance some inner London boroughs (NCSL, 2006a). In terms of quality, the NSCL (2005) advice to the Secretary of State on Complex Schools argued that whilst:

Ofsted rates 62% of all secondary head teachers and 48 percent of all primary head teachers as very good or excellent [...] not enough of these leaders are in these schools. In fact, the schools with the greatest problems are often the least likely to attract our best leaders. So the children and young people who most need their learning and life chances transformed are missing out, and we are not using our best leaders where they are most needed to transform the system (p.2).

There are a range of both generic and specific policies to address these inequities. Generically, new regulations came into force in 2004 that required all teachers who were taking up their first headship post to hold the National Professional Qualification for Headship (NPQH) or be working towards it. By 2009, all new head teachers will be required to have attained NPQH. Specific initiatives to build the leadership capacity of schools in serious weaknesses include the Urban Leaders programme, London Challenge Consultant Leaders, the National Leaders of Education and the Academies Principal Designate Programme.

5.3 Performance Management

5.3.1 The responsibility for carrying out the performance management of the head teacher remains with the school's governing body and is set out in statutory guidance. This determines that the governing body should appoint between two and three governors to be reviewers of the head teacher. No governor who is a teacher or other member of staff at the school can be appointed as a reviewer. The governing body should also appoint an external adviser for the purposes of providing it with advice in relation to the management and review of the performance of the head teacher. Where a local authority has already appointed a school improvement partner (SIP) for a school, the governing body should use the SIP for the purposes of providing such advice. A performance review should take place every school year.

The statutory guidance sets out that at the beginning of each performance cycle, the reviewer or, in the case where the reviewee is the head teacher, all the reviewers and the external adviser, shall arrange a meeting with the reviewee to consider and determine:

- the reviewee's objectives;
- the arrangements for observing the reviewee's performance in the classroom, where appropriate;
- any other evidence which will be taken into account in judging the reviewee's performance;
- the support that will be provided to the reviewee;
- the performance criteria;
- the timescales for the achievement of the objectives and within which support will be provided, where these differ from the length of the cycle of the reviewee; and
- the reviewee's training and development needs and the actions which may be taken to address them.

At the end of the performance cycle, these criteria will be reviewed with regard to:

- the reviewee's job description;
- any relevant pay progression criteria.

Where the governing body determines that any person employed or engaged by the school should cease to work there, it must notify the local authority in writing of its determination and the reasons for it. If the person concerned is employed or engaged to work solely at the school (and does not resign), the authority must, before the end of the period of fourteen days, either: (a) give notice terminating the contract as is required under that contract, or (b) terminate that contract without notice if the circumstances are such that it is entitled to do so by reason of his/her conduct.

5.3.2 Whilst these regulations have not substantially changed over the last 5 years, the General Secretary of the ASCL argues that head teachers, in particular, have become much more vulnerable. "It remains a long process to sack an under-performing teacher, but sacking the head can be a swift and ruthless process. With the government constantly anticipating media headlines and local authorities looking over their shoulders at their next Ofsted inspection, both central and local government are under pressure to deal with under-performing schools. One poor Ofsted inspection - or even the prospect of it - and the head is at risk. This is particularly the case in challenging schools, where heads who have been successful in a different context can find the circumstances beyond their control; the support weak or non-existent; and an early exit the only option offered to them" (ASCL website, February 2007).

5.4 Leadership salary scale

5.4.1 For the purpose of salary scales, the leadership group comprises the head teacher, deputy head and assistant heads. Each is given their own pay range drawn from the leadership group scale. There are 43 spine points on this scale, with pay initially determined by the size of the school. The school group size places head teachers on a seven point range, and other leaders on a five point range. The larger and more challenging the school, the higher up the pay scale a head teacher's salary will be.

The system allows progression up the pay scale based on performance, and it is the school's (governors) responsibility to determine the way this should be measured (PwC ,2007). PwC's analysis demonstrated that most head teachers in primary schools earn between £40-60k and in secondary schools between £60-80k per annum. Most deputy head teachers in primary schools earn between £30-50k and in secondary schools between £40-60k per annum. Most assistant head teachers in primary schools earn between £30-40k and in secondary schools between £40-50k per annum.

PwC's analysis also demonstrates that the earnings of school leaders grew by 19% in real terms between 1997 and 2003. This compared favourably with overall average earnings of public and private sector workers that grew by 12% over the same period.

Teachers pay has also increased in real terms, with the exact amount depending on progression up the pay spine. However, a teacher at the top of the main scale earned about £28K in September 2005 compared to £21,591 in September 1997, a real terms increase of 7.5% (STRB Fifteenth Report, 2005 and Seventh Report, 1998).

5.4.2 Despite the greater rise in school leader pay both PwC (2007) and Smithers and Robinson (2007) found that there was insufficient pay differential between leadership and teaching given the extra responsibility. PwC reported that “stakeholders commonly cited the inadequate differentials between heads and deputies as well as between the school leadership team and the highest paid teachers in schools“(p.132). It also suggested that ‘improved levels of classroom pay have clearly deterred some classroom teachers from aspiring to move to leadership roles ... [and that] differentials could be an issue where the salary of a deputy in a large school is compared with that of a head teacher in another smaller school [which is a common career path] (p.133)

However, whilst suggesting that this has implications for the recruitment and retention of school leaders, PwC does not conclude that differentials should be primarily addressed through pay, but rather in the way that responsibilities are distributed amongst the leadership team. This view is not shared by the ASCL (2006a) that, in its evidence to the PwC review, argued that: “it is time once again, after a gap of several years, for school leaders to be awarded a differentially higher percentage increase than that for the generality of classroom teachers ... [particularly given] ... the increasing complexity of remuneration for heads and other members of the leadership group ... including: the additional payments for heads working as school improvement partners (SIPs); heads and other leaders taking responsibility in another school in addition to his/her own for a period of time” (p.4).

5.5 Retention of school leaders

5.5.1 The numbers of school leaders who leave the profession each year, exemplified here by data from 2004/05, are set out in the table below by age, gender and reason for leaving.

Leadership Group Flows (outflow)

Maintained Nursery, Primary and Secondary schools:
full-time heads, deputy and assistant heads wastage by age¹, sex and type of flow, 31
March 2004 to 31 March 2005²

ENGLAND

		Under 40	40-49	50-59	60 and over	Total
Men	<i>Out of service</i> ³	90	200	330	10	630
	<i>Retired</i>	-	10	680	310	1,000
	Total wastage	90	200	1,010	320	1,620
Women	<i>Out of service</i> ³	170	260	450	20	900
	<i>Retired</i>	-	10	620	410	1,040
	Total wastage	170	270	1,070	420	1,940
All	<i>Out of service</i> ³	260	460	780	30	1,530
	<i>Retired</i>	-	20	1,310	710	2,040
	Total wastage	260	480	2,090	740	3,560

Table 2 DfES (2007) *Leadership group flows* (prepared by DCSF, Schools Analysis and Research Division).

1. Age at 31 March 2005
2. Provisional data

3. Teacher is not in service in the English maintained sector and is not receiving a pension. May be teaching in FE/HE or independent sectors or Wales.
4. – nil or negligible

Note: Figures may not sum to totals due to rounding

5.6 Policy initiatives

5.6.1 As the lead Non-Departmental Public Body with responsibility for school leadership, the NCSL is at the heart of national policy initiatives aimed at increasing both the quality and supply of school leaders.

The NCSL's (2007h) Leadership Development Framework provides a pathway of programmes and standards that extend across a leader's career. This framework sets out five stages of school leadership. These are:

- emergent leadership, when a teacher is beginning to take on management and leadership responsibilities and perhaps forms an aspiration to become a Headteacher;
- established leadership, comprising assistant and deputy heads who are experienced leaders but who do not intend to pursue headship
- entry to headship, including a teacher's preparation for and induction into the senior post in a school;
- advanced leadership, the stage at which school leaders mature in their role, look to widen their experience, to refresh themselves and to update their skills;
- consultant leadership, when an able and experienced leader is ready to put something back into the profession by taking on training, mentoring, inspection or other responsibilities.

5.6.2 Each stage of the pathway has a range of related development opportunities. For instance, at the fifth stage, the NCSL's Development Programme for Consultant Leadership is: aimed at experienced head teachers with [at least five years' headship experience and] a proven track record of success ... to encourage school leaders to take a prominent role in facilitating the learning of others in school leadership positions and senior management teams, by responding to their professional needs. The programme is focused around client-centered consultancy and is based around a framework of competencies which form the cornerstone of NCSL's quality assurance strategy (NCSL, 2006). In evaluating the Consultant Leader Programme, Earley and Weindling (2006) found that it was effective in creating roles that "provide the support ... for what is generally recognized as a demanding and lonely [head teacher] job ... together with the challenge needed to encourage [its] development" (p.46).

These programmes also map on to wider leadership initiatives. For instance, since 2003 the leadership strand of the Primary National Strategy has employed consultant leaders as part of its improvement programme covering schools in all Local Authorities. The consultant leaders advise leadership teams, target external support, share best practice and help sustain action to advance teaching quality and higher standards, especially in English and mathematics (DfES, 2003b). Building on these practices, the London Challenge is piloting 20 new consultant leader posts as a means to develop the leadership capacity of London's most challenged primary schools. The consultant leaders will share responsibility with each leadership team for a school's performance. Following this pilot, London Challenge will seek to offer a permanent London-wide brokerage service of consultant leaders for all London boroughs (DfES, 2006b).

5.6.3 In addition to these development programmes, the NCSL's publication *Leadership succession: securing the next generation of school leaders* (2006a) sets out five key areas focused on building an increasing supply of school leaders.

First, opportunities for aspirant leaders to experience aspects of leadership prior to taking on such roles so as to give them both the enthusiasm and experience to help them succeed. Existing initiatives includes the Trainee Heads scheme and the Future Leaders programme the latter of which provides mentoring, coaching and on-the-job training to prepare participants to become senior leaders after a year and a headteacher within four years. It is open to serving teachers, people returning to the profession and qualified teachers currently working in other areas of education.

Second, a commitment to widening the talent pool both in terms of women and leaders from minority ethnic groups.

Third, an explicit focus on talent-spotting, including the Fast Track programme for the most talented teachers early in their careers, with the aim of developing their classroom expertise and their leadership skill.

Fourth, retaining talented leaders by encouraging governing bodies to work with their current head teachers to provide experiences that keep them invigorated in their post and, at the same time, provide opportunities for growing other leadership talent in the school. Proposals being put forward by NCSL include support for heads to take on part time responsibilities beyond the school, including becoming a school improvement partner (SIP), supporting another school in difficulties, or becoming a tutor on a leadership development. All of these activities are seen by NCSL to bring multiple benefits of stimulus and challenge for the head, new insights for the school, support for the wider system, and opportunities for other members of the school's leadership team to take on acting senior responsibilities.

Fifth, opportunities presented by the new models of headship that are already emerging in response to the demands of modern school leadership. These include federations, executive headship and co-headship. Sometimes these evolve explicitly because of headteacher shortages, but NCSL also sees these new models as a way to open up career development opportunities and pathways for other staff to respond to the challenges of modern school leadership.

5.6.4 In the most recent Government initiative on succession planning and building leadership capacity, following recommendations of the PwC report, the schools minister announced in January 2007 an additional £10 million for the NSCL. The priority is for the early identification of future head teachers and a reduction in the time it takes those identified to qualify. There are 10 LA pilot currently exploring new approaches.

The challenge of improving succession, recruitment and retention does not however rest solely with NCSL and Government. There are a range of best practices that schools and governors are encouraged to develop and take responsibility for.

NSCL reports that schools that offer talented staff opportunities to develop leadership skills have found that staff turnover decreases and that it creates a ready-made pool of potential leaders from which the school can draw when a senior vacancy arises.

Any changes that a head intends to make in order to create leadership opportunities for staff, such as devolving responsibility for key strategic areas, secondments to other schools or international visits, need the support of governors, even though the direct benefit to their own school is not immediately obvious and it may mean taking some risks.

5.6.5 The creation of a school succession plan within the context of a school leadership development strategy is therefore imperative. Hargreaves and Fink (2006: 72) suggest that good succession plans:

- are prepared long before the leader's anticipated departure or even from the outset of their appointment;
- give other people proper time to prepare;
- are incorporated in all school improvement plans;
- are the responsibility of many, rather than the prerogative of lone leaders who tend to want to clone themselves;
- are based on a clear diagnosis of the school's existing stage of development and future needs for improvement;
- are transparently linked to clearly defined leadership standards and competencies that are needed for the next phase of improvement.

Summary

Leadership succession and sustainability are, as we have seen, significant contemporary challenges for schools in England. The implications of a retiring 'baby-boomer' generation during the next 10 years, coupled with evidence that some deputy and assistant leaders are not attracted to head teacher posts, will increase senior leadership recruitment and retention pressures in schools. However, it is important to remember that head teachers themselves find their roles highly fulfilling. For instance, 97% of 1000 head teachers at NCSL's annual conference in June 2007 voted that 'being a head teacher is one of the most worthwhile and rewarding jobs you can have'. There are also a range of strategies, as set out in this chapter, that Government, national agencies and schools themselves are engaged in. These include: developing potential leaders for the future faster; retaining experienced leaders for longer through new opportunities; and exploring new leadership and governance models to share and build leadership capacity across schools. These strategies must not however distract us from the need for reduced bureaucratic demands and pressures on school leaders (as significant inhibitors to effective leadership and a turn-off for some deputy and assistant heads contemplating headship). It also focuses the need, as we set out in the next chapter, for highly effectively professional development opportunities for school leaders.

Chapter 6: Training and professional development of school leaders

6.1 Policy Concerns

6.1.1. Policy concerns about the preparation, development and certification of school leaders have arisen in conjunction with a growing research and policy literature identifying the (indirect) impact of school leadership on pupil outcomes. These concerns have been given particular impetus by the drive since the mid 1990s on improving educational standards, the recognition of the growing challenges facing school leaders and the emerging succession and retention issues explored in Chapter 5. In 1998(b), the Government's Green Paper drew attention to the importance of leadership to a school's success and highlighted training for head teachers and other school leaders as one of the key contributors to such success. The Green Paper also set out plans for establishing an independent National College for School Leadership (NCSL) that would be responsible for all national preparatory and development programmes. Subsequently, the government's White Paper 'Schools Achieving Success' (2001), the 'Five Year Strategy for Children and Learners' (2004c), 'Higher Standards: Better Schools for All' (2005c) and 'The Five Year Strategy for Children and Learners: Maintaining the Excellent Progress' (2006f) have all expressed the government's commitment to give school leaders the best possible preparation and development.

6.1.2. Central to these developments has been research on the impact of school leadership upon pupil outcomes (Leithwood et al, 2006; Leithwood et al; 2004). This literature has demonstrated the direct influence of leadership upon teachers, the school culture and organization, and, in turn, pupil outcomes (Leithwood et al, 2006; Leithwood et al; 2004). Recognition of the importance of effective school leadership as a vital component to pupil success, and the drive to improve standards and decrease the variability of school performance, have led to the development of leadership programmes that have as their focus to expand leaders' understanding and knowledge in leading and improving teaching and learning - i.e. in 'instructional leadership' (see Hopkins and Reynolds, 2001; Hopkins, 2001).

6.1.3. Governmental and societal expectations that schools should become more effective in preparing pupils to achieve economic and social well-being in a fast changing world have also crystallized the need for effective leadership training programmes. In particular, recently, the introduction of the Every Child Matters agenda (DfES, 2003a; 2004b), has highlighted the key role schools can play in children's well-being, and places demands on schools leaders to become proficient at building community and multi-agency partnerships so as to engage pupils and parents and provide access to extended school services by 2010. This is all in the context of a continued drive on school standards, with the related leadership challenge of creating a combined focus on standards and welfare appropriate to each school's particular context. Thus, the findings of a recent survey that many school leaders were struggling to respond to the above challenges and that they identified the development and management of extended services as the most important future training requirement (PwC, 2007) are not surprising.

6.1.4. These challenges also exist, as set out in Chapter 5, in a context of emerging leadership supply shortages, recruitment difficulties and a reluctance of potential leader to apply for promotion. Leadership programmes thus have an important role to play in identifying and developing potential leaders.

6.2 Leadership Programmes

6.2.1.. From 1995 there has been a rapid development in the leadership programmes. The responsibility for these programmes lay with the Teacher Training Agency (TTA) until 1998, shortly with the DfES in 1999, before becoming part of the remit of the NCSL in 2000. The NCSL is currently responsible for all national leadership programmes and aims to:

- transform children's achievement and well-being through excellent school leadership
- develop leadership within and beyond the school
- identify and grow tomorrow's leaders
- create a fit for purpose, national College (NCSL, 2006b).

6.2.2. NCSL provides national coordination of residential courses for school leaders that are delivered through a range of registered local providers. Quality assurance lies with the NCSL and the provider. The NCSL provides quality assurance by piloting all its programmes and adjusting them according to findings; using feedback from participants' 'endpoint' evaluations; externally evaluating its new programmes usually by research teams from universities or research institutes (Bush, 2005); and requesting from its providers to conduct their own internal evaluations the results of which are reported back to the NCSL.

The NCSL is funded by and is accountable to the DfES. As such, although the NCSL is seen positively by many as serving the needs of school leaders, it has also received criticism for promoting the governments' educational policy agenda rather than retaining independence (Earley and Evans, 2004). This challenge for the NCSL of 'responding to DfES demands and also maintaining credibility with the profession' (DfES/NCSL Review Team, 2004e:7) is recognized by the Government.

6.2.3. As set out in Chapter 5, the NCSL's *Leadership Development Framework* outlines five stages of leadership development, based around preparatory, induction and further training for head teachers and other school leaders.

NCSL also provides support through its Leadership Network whose members are able to access the most recent research and policy initiatives. It also offers online support through an online forum where new and experienced head teachers have the opportunity to discuss issues of concern and make connections with colleagues. Furthermore, the college makes available a series of publications related to school leadership online and in hard copies.

6.2.4. A widely accepted understanding of school leadership in England recognizes both the formal leadership and managerial responsibilities of head teachers as well as the distributed form of school leadership (Gronn 2002; 2003). Although this concept of distributed leadership is central to the NCSL's *Leadership Development Framework* it has been criticized for not embracing forms of distributed leadership that exist outside formal management structures. Hatcher (2004) for example points out that four of the five areas of the framework refer to senior leaders and the fifth, emergent leadership is defined in terms of taking on management responsibilities.

6.3 Preparation for school leaders

6.3.1. In England there is a key gateway qualification into headship. This is the National Professional Qualification for Headship (NPQH). NPQH was introduced in 1997 and it was centrally controlled but regionally delivered with an allied but separate system of assessment (Brundrett, 2001). After criticisms over, amongst other things, curricular context, assessment, lack of focus in different leadership contexts (Ofsted, 2002¹¹; also see Bush, 1998), a revised scheme was offered from 2001. This new scheme is more competency based and focused on school improvement (Tomlinson, 2004:231). The programme is currently under further review following a request from the Secretary of State to do so (Kelly, 2004).

6.3.2. NPQH, and its mission to ensure new head teachers are competent in a set of identified core skills, is underpinned by the National Standards for Head teachers (DfES, 2004d). These have themselves been revised in 2004 and have been developed in consultation with teachers, head teachers, professional and subject associations, local authorities, higher education institutions and other stakeholders. The key components of the National Standards are: Shaping the Future; Leading Learning and Teaching; Developing Self and Working with Others; Managing the Organization; Securing Accountability; and Strengthening the Community (see Chapter 3 for more details).

6.3.3. Since April 2004, it has been mandatory for all first-time head teachers appointed to a post in the maintained sector (or a non-maintained special school) to hold or be 'working towards' NPQH. From 2009, it will become mandatory to have completed NPQH prior to appointment. Proposals for the mandatory status have not been wholly welcomed. The National Union of Teachers (2003:1) argued that "NPQH will not necessarily guarantee high quality entrants to headship, but could be a disincentive for potential applicants" and that the course's "high standard and positive reputation should be the main rationale for aspiring head teachers to enroll, rather than compulsion". However, 83% of existing primary and 67% of secondary head teachers agree that NPQH should be mandatory (Smithers and Robinson, 2007). It is important to note that the mandatory competency based approach to the preparation of school leaders in England has also been critiqued in research literature. Gronn (2003) in his book *The New Work of Educational Leaders* refers to such assessment and accreditation as 'designer leadership'. This, he argues, requires the customization of leadership programmes to fit national standards with a range of negative consequences. For Gronn, these include the problems of: (a) aspirant head teachers becoming more concerned with accreditation rather than with critically appraising what is being taught, (b) the possibility that standards based leadership programmes could narrow the range of people who aspire to become head teachers and (c) that standards overlook context and tend to be generic rather than evidence based.

6.3.4. Currently, anyone with leadership experience at a school level is eligible to apply for a place on NPQH. Entry is also open to people who work in education but also outside the education system - hence with no QTS or teaching experience-, with the prerequisite that they will be able to meet and demonstrate that they have experience in

¹¹ HMI carried out inspections of the first seven cohorts of NPQH between 1998 and 2000. It continually fed its findings to both the DCSF and to the NCSL. So, although the report was published after the revision of NPQH, its findings had influenced the formation of the new scheme.

all six areas of the National Standards for Headteachers. Staff in further education are not encouraged to take NPQH and are usually referred to the Centre for Excellence in Leadership that provides leadership programmes suitable to those working within the post 16 sector. Depending on relevant experience and achievement, applicants follow one of two routes through NPQH as described in Table 6.1.

Application and assessment of eligibility	
Standard route	Accelerated route
<p>Development stage (with training)</p> <p>Pre-induction activities</p> <p>Induction sessions</p> <p>Contract visit</p> <p>Training and development activities:</p> <ul style="list-style-type: none"> • face-to-face events • visits to other schools • online learning <p>School-based assessment</p>	<p>Development stage (without training)</p> <p>Pre-induction activities</p> <p>Induction sessions</p> <p>Contract visit</p> <p>School-based assessment</p>
<p>Final stage</p> <p>48-hour residential programme</p> <p>Final skills assessment</p> <p>Award of NPQH</p>	
Approximately 15 months	Approximately six months

Table 6.1 – NCSL (2007f) *NPQH Programme Structure*.

NCSL subsidizes 80% of the programme fees for all candidates in the maintained sector as well as for those working for a LA. The remaining 20% is paid by the participant's school or the LA. Candidates from small schools with 100 or fewer pupils of statutory school age have 100% of the fee subsidized. The course is delivered through nine regional providers (NCSL, 2007f).

6.3.5. Although access to NPQH is open to people that work outside the education system, as mentioned above, it is unusual for an appointed head teacher in the country not to hold Qualified Teacher Status (QTS). However, the PwC report (2007:109) into school leadership recommended that in the future schools could be run by individuals with no QTS or classroom experience but pointed out that in such circumstances 'it will be crucial that there is also a senior qualified teaching post on the senior leadership team to provide professional leadership and act as head of teaching and learning'. This proposition for alternative experiential preparation of head teachers has divided school leader associations. Whilst ASCL is open to such change, NAHT has argued that the

'direction should still come from someone who has got deep understanding of how schools work, how children learn and those skills of teaching which you can only get by doing the job' (BBC Radio 4, 2007). A recent study reported that head teachers unanimously agreed that their post should be held by someone with classroom experience; they believed that the special features of schools outweighed any of the common characteristics with other organizations (Smithers and Robinson, 2007).

6.3.6. Several evaluations have been conducted on the features and impact of NPQH. In 2005, 79% of NPQH candidates reported feeling well prepared prior to and 77% on taking up the role of head teacher. A recent study showed that 44% of NPQH candidates had found it useful but also reported a lack of programme flexibility, personalisation and quality assurance (PwC, 2007:96). Smithers and Robinson (2007:57-58) found that although participants reported that aspects of the programme such as reflection and mentoring were useful to their own personal development, they felt NPQH was too paper based rather than practically applied. Brundrett (2006:482) found that some NPQH participants, although they welcomed the practical orientation of the programme, they felt that it was lacking in intellectual rigour in comparison to their academic studies. Also, Matthews (2006b) after evaluating NPQH's assessment regime recommended that it should be more reaching (raising the bar) and less of a compliance model. Participants from independent schools were reported to feel that NPQH was indicative of a government top-down box ticking culture of control in the state sector (Smithers and Robinson, 2007:78). Significantly, around 84% of respondents were ambivalent when asked if the programme was the best way for training future heads (ibid.).

6.3.7. The NCSL (2007g) summarized the programme's strengths and areas for improvement as follows:

Strengths:

- the Programme is linked to schools, with a focus on improvement priorities;
- the structure promotes support and coaching from candidates' head teachers;
- the final stage residential and face-to-face days;
- the programme's up-to-date materials with national policy initiatives and international research findings;
- the assessment activities reflect the role of head teacher and the work of schools;
- networking through learning circles, tutor groups, face-to-face and online.

Areas for improvement:

- the application stage needs more rigour to take better account of prior learning and motivation to headship;
- more account should be taken of individual's personal, professional development needs;
- there are insufficient opportunities to explore diverse school contexts;
- the development of interpersonal skills and relationship building should be a priority;
- graduation from NPQH should signal immediate readiness for headship.

In the light of the above it proposed that NPQH should include the following features (see Figure 6.1 for a summary of the NPQH proposed model):

- *A pre-entry stage to:* create an appetite for headship and enable individuals to make decisions about readiness for headship.
- *A more robust and rigorous entry assessment and development process to:* take more account of individual's prior learning (APL); allow those not currently in schools or in education to access NPQH, including non QTS; recruit only those genuinely seeking headship and who demonstrate capability and readiness for headship; identify a personalised development pathway for successful applicants as "trainee head teachers"; provide developmental feedback to unsuccessful applicants.
- *A more personalised approach for trainee head teachers:* improve and further develop strategic leadership expertise; develop key management skills; engage creatively in leadership learning to meet contextualized development needs; focus on particular areas of need.
- *A core offering of key experiences critical for future head teachers through:* access to leadership and management materials; learning in self directed peer groups promoting collaborative, distributed leadership; placements or work shadowing in different educational or work contexts; access to master classes; engagement with the national policy and international research evidence.
- *A streamlined graduation process to:* enable individuals to demonstrate their professional knowledge, understanding and leadership effectiveness; confirm immediate readiness for headship; provide governing bodies with sufficient high quality applicants; link to leadership development provision in early headship; offer mentoring support, where appropriate, prior to headship; provide work at masters level to accredit to higher degrees.
- *A capacity-building approach that:* requires serving head teachers to give NPQH colleagues support, challenge and feedback through the NPQH process; draws on the expertise of highly effective head teachers by engaging them with:
 - providing placements and work shadowing for other trainee heads
 - coaching trainees beyond their own school
 - serving on the graduation panel.

NPQH redesign: Proposed model

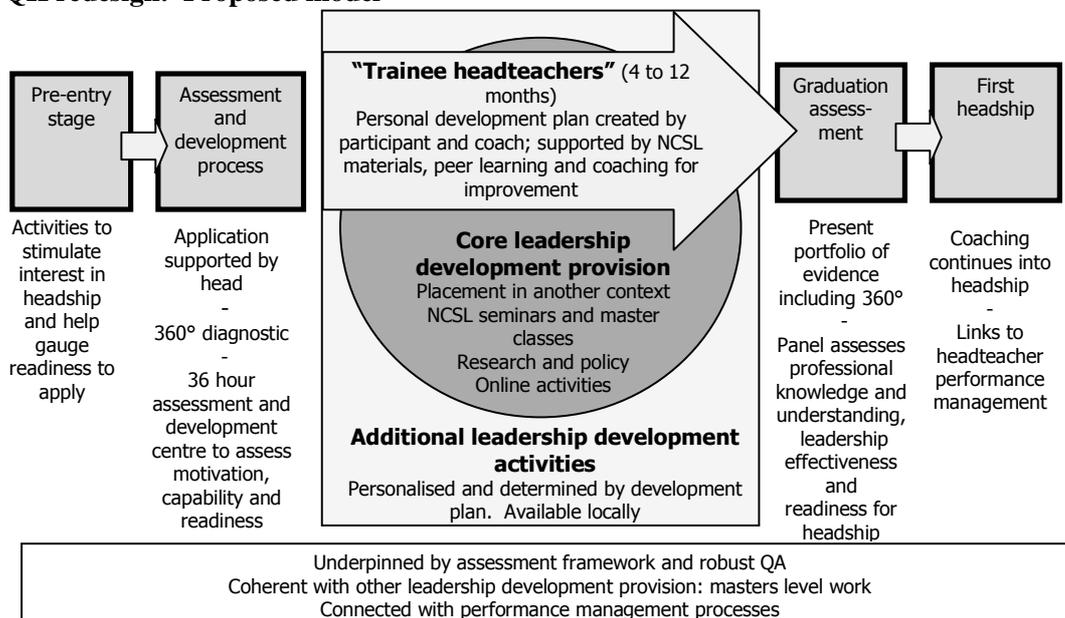


Figure 6.1 - NCSL (2007g) *NPQH redesign: Proposed model*

6.3.8 Further support for newly appointed head teachers was introduced in 1995 through the Headlamp programme. A review carried out on the programme found that there was insufficient focus on leadership in context, weak mentoring for newly appointed head teachers and variability in the quality of programmes (Ofsted, 2003). This led to a new scheme, the Head teacher Induction Programme (HIP). HIP began in September 2003 and was replaced in 2006 with the Early Headship Provision (EHP). Currently, NCSL offers EHP as an entitlement for all new head teachers with a grant of £2,500 (plus £500 from the school governors) for training and development to be spent with registered providers. At the core of the EHP is the New Visions Programme which aims to:

- enable head teachers to generate new understandings about themselves and their schools, and develop enduring leadership learning skills - through study, problem solving and peer support
- offer a forum for new head teachers to engage in professional dialogue, encouraging an exchange of perspectives and challenge within a safe and supportive environment draw on the best national and international research, focusing on powerful approaches to learning and leadership which will have direct impact on head teacher's schools
- provide the opportunity for new head teachers to learn from and with each other (NCSL, 2007d).

The programme includes one to one and group coaching, activities designed by the NCSL, the providers as well as activities designed collaboratively between the new head teachers and their provider, which aim to contextualize and personalise the participants' learning experience.

External evaluations funded by the NCSL on the impact of the New Visions' first and second pilots have shown that the programme had positively impacted on the participants' knowledge, skills and leadership practices, it increased their confidence and developed their reflective skills, but had a more limited effect on pupil outcomes and classroom practice (Bush et al, 2003; Bush et al, 2004; see also Bush and Glover, 2005; Briggs et al, 2006; Bush et al, 2006).

6.3.9. Support for newly appointed head teachers is also provided by professional associations, private consultants and other organizations. However, LAs, in contrast to any other provider, have a responsibility to support newly appointed head teachers. Types of such support include:

- needs assessment;
- induction training programmes;
- mentoring;
- networking;
- link adviser support (Ofsted, 2002:12).

In 2002 Ofsted, after inspecting the quality of provision for new head teachers of 43 LAs, concluded that quality varied considerably. Hobson et al, (2003), after reviewing the research evidence concerning new head teachers, similarly concluded that the quality of LA provision for new head teachers varied and also reported that some head teachers were receiving minimal support from their LA .

6.4 Continuous professional development (CPD) of school leaders

6.4.1. A variety of professional development opportunities are offered by LAs, Higher Education Institutions (HEIs), the NCSL, professional associations, private consultants, governors, and other head teachers. Between 2000 and 2004 it was reported that 74% of head teachers had undertaken training delivered by their LA, 48% from education consultants, 47% by the NCSL and 46% had been mentored by another head teacher (Stevens et al, 2005). The PwC survey also found that, between 2004-2007, most school leaders in both the primary and secondary sector (62% and 45% respectively) had undertaken training by their LA. The same survey showed the Leadership Programme for serving heads second with 29% of head teachers participating in the programme and head teacher induction third with 27% (ibid. see Figure 6.2).

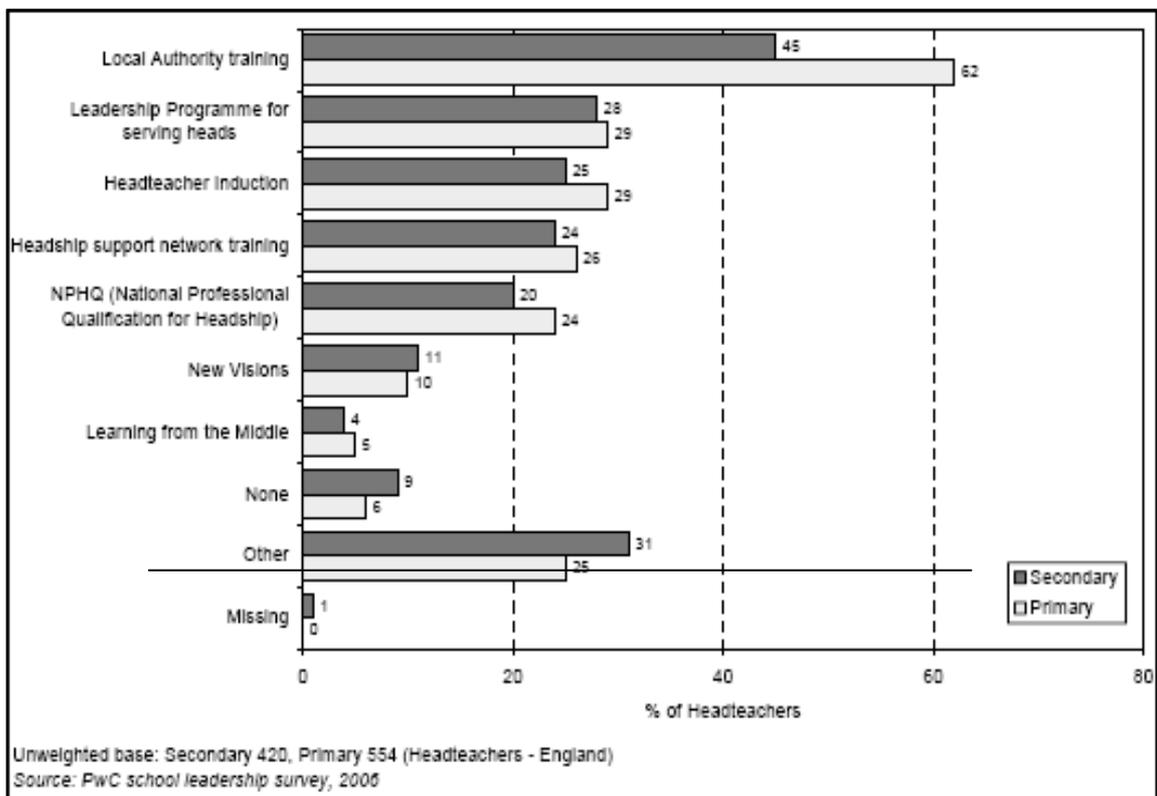


Figure 6.2 - PwC (2007) *Professional development in the last three years* (p.96).

6.4.2. Participating in CPD is voluntary. Decisions on the professional development are tailored according to the school leader's sector, context and individual needs. This is predominantly achieved through performance management. Interestingly, the PwC study (2007) found that 7% of head teachers had not undertaken any professional development in the last three years. Whilst acknowledging that head teachers may have only recorded formal CPD, PwC pointed out that "there is a clear contrast with other professions where there is a requirement to undertake a certain amount of annual CPD and the responsibility for doing so rests with the individual (and is enforced by professional institutes)" (PwC, 2007:95) and suggested that stakeholders should consider if some CPD activities for those in leadership positions should become compulsory.

6.4.3. LAs are the most significant provider when it comes to school leaders' CPD. They, amongst others:

- provide a variety of programmes for both primary and secondary sectors as well as special schools;
- become the locus for disseminating good practice;
- develop networks and support groups for school leaders as well as support them in participating in such activities;
- offer guidance and advice (Earley and Bubb, 2007).

However, LAs are increasingly using external actors in delivering CPD to school leaders - particularly the NCSL (Earley and Bubb, 2007) and individual consultants (Stevens et al, 2005). Also, several professional associations, and mainly the head teachers associations, offer professional development opportunities in leadership and management that include courses, seminars and conferences. The baseline studies in school leadership in England pointed out that over one third of head teachers had participated and rated highly such professional development opportunities (Earley and Bubb, 2007). Furthermore, HEIs also provide professional development opportunities in leadership and management for school leaders. In 2005 only 13% of head teachers and 21% of deputy heads were recorded to have taken advantage of such CPD (Stevens et al, 2005). Significantly, ten HEIs are currently working closely with the NCSL to support progression between the national programmes and higher degrees as MAs and MBAs.

6.4.4. Currently, the NCSL offers the 'Head for the Future' programme for head teachers that have had three years experience in headship or more and wish to update their skills. This is a revised version of the Leadership Programme for Serving Head teachers (LPSH) scheme introduced in 1998 and is underpinned by the Leadership Effectiveness Model developed by the Hay Group. This comprises four circles of: job requirements; individual characteristics; leadership styles; and the context for school improvement. The revised version puts emphasis in the emerging challenges of headship, particularly the need to collaborate with other schools and agencies. 'Head of the future' aims to assist head teachers to become more effective leaders by enabling them to:

- draw on the best leadership practice and relevant research;
- develop a deeper awareness of self as a leader and a learner;
- understand professional characteristics, leadership styles and;
- their effect on school climate and apply this learning;
- explore the future roles of school leaders across a diverse system; and it
- will enable head teachers to raise standards by leading innovation change in the context of their organisation (NCSL, 2007a).

A recent study reported 38% of head teachers to have attended LPSH and 87% of them to have found the course useful (Stevens et al, 2005). In 2007 28% of head teachers were reported to have undertaken the course and more than one half (55%) rated it as the most useful training course that they had completed in the past three years (PwC, 2007:95).

6.4.5. 'Leading from the Middle' (LftM) is aimed at middle leaders. It aims to deepen their knowledge and understanding of leading learning and teaching and to increase their confidence and skills and ability to lead innovation and change. The coaching quality of the programme was identified as the most important factor of its efficacy whilst face-to-face days, in-school components and on-line and interactive materials related to leadership as the most valuable parts of it (Simkins et al, 2005). Interestingly, 68% of participants felt more confident in their role as a team leader after completing the programme and 57% felt more effective at influencing classroom practice (ibid.).

6.4.6. 'Leadership pathways' is the link between 'Leading from the Middle' and NPQH and is aimed at experienced middle leaders and senior leaders. It is described as a blended learning programme that focuses on change and development. Participants have access to the online materials, an orientation and three core days, learning needs

analysis and a choice of two from four skills workshops (NCSL, 2007b). An evaluation of Leadership Pathways pilot found that the large majority of participants and coaches were able to identify positive outcomes such as increased confidence, and reflectiveness both about self and leadership, enhanced knowledge and understanding, a wider perspective on school improvement and the development of new strategies and skills (Simkins et al, 2006).

6.4.7. Future Leaders is a two year programme designed for teachers that have leadership potential to take up senior leadership posts in challenging urban schools. The programme is a 'fast track' to leadership and participants are expected to become senior leaders within 18 months and head teachers within four. The programme includes an apprenticeship system, coaching and mentoring.

6.4.8. The Trainee Head teacher Programme aims to create a pool of secondary school head teachers to work in schools facing challenges. The programme recruits secondary deputy heads with two years experience and has at its core a one year placement in a challenging school. It also includes mentoring, hands-on experience and 10 one day training sessions during the year provided by the NCSL. The programme is currently piloted in primary schools.

6.5 Relevant research studies

6.5.1. As referenced above, there is a wide research literature on the effectiveness of school leadership preparation and development programmes. These evaluations are predominantly commissioned by the NCSL and have led directly to revisions of programme content, method and structure. Research and evaluation was given continued impetus by the Secretary of State for Education who, in her annual remit letter to the Chair of NCSL, stated that all College activity should be subject to 'rigorous evaluation and impact assessment, as part of a strong research and evidence-based approach' (Kelly, 2004: 4). However, many have raised concerns on whether such evaluations are constrained by the NCSL (see for example Bush, 2004).

6.5.2. Evidence based research suggests that effective development programmes share the following characteristics: curricular coherence and priority given to participants' needs and context; realistic settings that offer experience based opportunities; use of cohort groupings and mentors; collaborative activity between the program and schools (PwC, 2007). The PwC report (2007) has also highlighted the need for leadership development programmes to include a new set of skills that relate to softer skills such as relationship-building and team-working, self-awareness and resilience. It also emphasized the importance of more personalized programmes that include career assignments, individual coaching and formal in-house training as opposed to off-the-shelf packages (ibid.:46). Furthermore, the report made some important recommendations on improving key aspects of existing leadership programmes, in particular with regards to NPQH and Head of the Future. It asked key stakeholders to give prominence to the needs of school leaders and include elements as change and financial management, extended services and the implications of team working and managing people in the programmes' content; recommended modernizing their delivery by including for example e-learning solutions, a greater element of modularisation and personalization and cross-sectoral inputs and participation; pointed out the importance of recognizing and using several CPD activities such as secondments and exchanges and professional qualifications such as MAs and MBAs for accreditation towards modules of NPQH; emphasized the need for both programmes to be viewed across the sector as

part of an ongoing development process and for leadership training for all support staff to be promoted as important as leadership training for teachers; and encouraged mentoring and support programmes as mechanisms to increase the number of candidates that successfully complete NPQH. Smithers and Robinson (2007) report that when head teachers were asked to suggest alternatives to NPQH as a means to enter headship they suggested the following four routes: school-based training; alternative qualifications such as MAs, MBAs and doctorates; residential courses; and systematic mentoring.

6.5.3. Effective CPD activities are vital to the development of school leaders. Traditional CPD activities do not seem to respond to the needs of today's leaders and the need for more innovative approaches is being highlighted (PwC, 2007; NASUWT, 2006). Innovative approaches to CPD for school leaders include secondments into business and other sectors, cross-sectoral mentoring programmes, international exchanges, and study or research opportunities, work-shadowing other school leaders in different contexts and tailoring CPD to sector specific needs (PwC, 2007). Also, peer support networks or mutual support groups (Weindling and Earley, 1987) and mentoring by experienced practitioners were identified as the most recommended support mechanisms for new head teachers (Hobson et al, 2003).

6.6 Policy initiatives

6.6.1. The establishment of NCSL represents the major policy initiative in leadership development since 1997. The NCSL budget grew significantly from 2001-02 to 2004-05 and 2006-07; from £29.2 million to £111.3million and £103 million respectively (DfES/NCSL, 2004e; NCSL, 2006b) but was considerably reduced to £65 million in 2007-2008. A major review of the NCSL was carried out in 2004 (DfES/NCSL, 2004e). It stated that:

In its short history, NCSL has made a substantial contribution to school leadership development, and can point to very significant, even remarkable, achievements. There is strong awareness of the College and its activities, its reach and engagement have become significant, and its programmes generate high levels of participant satisfaction. It has had a high impact on participants, exploited the potentials of ICT and e-delivery and achieved national and international recognition.

6.7 Innovative approaches

6.7.1. The NCSL in partnership with the Innovation Unit have developed the Next Practice in System Leadership project that provides contextualized provision and personalised leadership pathways. Between September 2006 and March 2008 17 field trial sites are set up to explore innovative forms of collaborative leadership, with many currently creating formal structures such as federations and networks, and the delivery of 'joined up' services across local systems by addressing a particular issue such as meeting the ECM agenda, join up 14-19 provision, support a school in challenges circumstances or support the development of new leaders. The aims of the project are to develop:

- concrete examples of 'next practice' in system leadership and early evidence of its impact on people's behaviour, responses and effectiveness
- new models of system leadership emerging from this practice to inform wider adoption and policy change
- increased understanding of: how to support innovative system leaders; the

process of innovation in the public sector; what facilitates scaling-up of innovation (NCSL, 2007e).

Part of the offer to the sites is the provision of bespoke leadership development through telephone coaching in order to provide sites with greater ownership of how they can move forwards.

Summary

Considerable investment on CPD for school leaders has been made in England from 1998 onwards. The link between school leadership and pupil achievement, in conjunction with the leadership challenges posed by amongst others the ECM agenda and head teacher shortages, have highlighted the importance of effective training and development for school leaders. The creation of a National College for School Leadership and a rapid expansion of leadership programmes and CPD opportunities offered by the NCSL, LAs, HEIs, professional organizations and others, has provided a wider range of professional development opportunities for school leaders to select according to their career stage, their personal and professional needs and the needs of their school and the wider system. However, recent evaluations and research on the effectiveness of such programmes have pointed to the need for a more contextualized, personalised and innovative approach to training a new generation of school leaders. Secondments into business and other sectors, cross-sectoral mentoring programmes, international exchanges, and study or research opportunities, work-shadowing other school leaders in different contexts (PwC, 2007) are examples of innovative approaches proposed. Above all, the challenge is to ensure that training programmes and national standards are and remain responsive to emerging leadership roles, models and policy agendas.

Chapter 7: Conclusions

In this review we have set out the broad forces impacting on school leaders over the past twenty years, the specific challenges these create and the ways in which school leaders and the education system more generally have responded. It is also important to note that there is a very clear narrative about the way in which school leadership in England has evolved over this period of time.

- The somewhat *laissez faire* and paternalistic culture of leadership in the 1980s changed radically as a direct consequence of the introduction of Local Management of Schools (LMS) in the Education Reform Act (1988) that allowed all schools to be taken out of the direct financial control of Local Authorities.
- By devolving resource allocation and priorities from Local Authorities to governors, head teachers *de facto* became considerably more autonomous. This autonomy however was tempered by the highly developed national accountability framework that held them accountable for school performance and to significant areas of national prescription.
- The publication of exam results and a national inspection regime where reports on the performance of individual schools became publicly available put considerable pressure on head teachers and served to encourage the high degree of competitiveness between schools in the mid nineteen nineties.
- This competitive environment was mitigated somewhat by the establishment of National College for School Leadership and the increasing professionalism with which school leadership was being regarded. This trend was enhanced by the significant commitment to collaboration incentivised by a wide range of government initiatives such as Excellence in Cities, the Leadership Incentive Grant and Primary Networks.
- The 'New Relationship with Schools' was a further attempt by government to develop a more mature and equal balance between the centre and the front line and to streamline accountability and bureaucratic processes to ensure a more personalised education for students.
- But inevitably the challenges for school leaders as has been so clearly seen in this report have increased dramatically over this period. Two critical examples are the balance between standards and welfare and the impetus for school diversity and parental choice.
- But whatever the general and specific challenges facing the contemporary school leader, the ability to work and lead beyond an individual school is being regarded as of increasing importance. As has already been noted, it is estimated that nearly all schools in England are involved in some form of collaborative activity or networking.
- This in turn is leading to a more collaborative approach to schooling where school leaders are having a significantly more substantive engagement with other schools in order to bring about system transformation. This is currently termed System Leadership, where school leaders, in a variety of roles, are now playing both an active and explicit role in system reform.

In short, the past twenty years has seen a remarkable movement from schooling as a 'secret garden' to significantly increased levels of accountability and autonomy that led to overt competition. This is now rapidly being replaced by sophisticated forms of collaboration that is leading in turn to a transformation of the landscape of school

education, all in the pursuit of higher standards of learning and achievement of students. And it is the school leader who is increasingly in the vanguard of this movement.

Keeping this narrative in mind, we turn in this concluding chapter to a consideration of the future. In particular, to review anticipated trends in education, policy development and school leadership. The chapter has been informed by discussion with DfES officials, evidence presented by social partners on the future of school leadership and other relevant sources, including STRB evidence. On the basis of this we have identified the six key trends that are considered below.

1. School Improvement: School standards will continue to be a central focus for Government and school leaders in terms of both overall increases in student attainment and the narrowing of achievement gaps between specific social groups. Several trends are anticipated.

- Accountability pressures on school leaders for student examination performance are likely to remain and in specific instances intensified. For instance, where examination floor targets are not met, there will be sharper intervention in schools judged to be unsatisfactory. The government has signaled that this may include a strengthening of Government, LA and potentially even parental power to close 'failing' schools permanently and / or re-open them as Academies.
- Refinement of this conventional model of state intervention will be complemented (or perhaps counterpoised) by attempts to drive improvement from within the school system. Greater responsibility *and* expectation will be placed on expert leaders to work for systemic improvement. Such 'system leadership roles' already includes, amongst others: National Leaders of Education; School Improvement Partners; Consultant leaders; Leading Edge school leaders. These roles are likely to become increasingly numerous and influential.

A key challenge at all levels of the system is the extent to which these two trends can be harnessed together rather than remaining separate and potentially divergent forces. For instance, will a greater cadre of system leaders receive more incentives (or fewer disincentives) to deploy their experience and their school's capacity to lead improvements in partner schools deemed to have serious weaknesses? Even more crucially, will school leaders not only measure their success in terms of improving student learning and increasing achievement, but are they also willing to continue to shoulder system leadership roles in the belief that in order to transform the larger system you have to engage with it in a meaningful way?

2. Succession Planning: The implications of a retiring 'baby-boomer' generation during the next 10 years, coupled with evidence that some deputy and assistant leaders are not attracted to head teacher posts, will increase the impact of senior leadership recruitment and retention pressures in schools. These pressures will also be felt at middle leadership level in shortage teacher curriculum areas, and in particular the heads of maths departments. Several trends are anticipated.

- Schools will need to specifically nurture and plan for sustainable leadership succession. In part this work is aided by growing recognition of the importance of distributed leadership – where senior leaders recognize that they do not achieve through their own skills alone, but instead that they orchestrate the skills of others, draw them into the decision making process and in doing so build the capacity of others to take on wider leadership roles. Building on this distribution of leadership, and in light of the recent modernization of the workforce, schools will need to view the progression of potential future leaders as a central part of

their school development plan. In addition, existing leaders will increasingly need to view a seamless transfer to an appropriately prepared replacement as a key and final criterion of their own success.

- The wider system will also need to improve overall recruitment and in particular retention rates of school leaders. It is clear that increasing bureaucratization remains a significant deterrent. The 'New Relationship with Schools' policy was developed to streamline data requests and reduce bureaucratic demands on leaders, but clearly more remains to be done.

In this context, a key challenge for the system will be how Government can work with its social partners, LAs and national agencies to support school leaders better and reduce the pressures upon them. For instance, how can harnessing the skills and experience of the whole workforce help develop sustainable approaches to leadership at the local level? What is the role of and incentives for experienced school leaders to develop future leaders both in their own school and for the system? How can social partners work to raise the public profile of and respect for the work of the school workforce generally and school leaders more specifically?

3. Governance: The Governing Body will remain a vitally important element of school leadership. School governing bodies are now legally responsible for providing - or for arranging for there to be provided - extended services. They must first consult the local community on those services, so that the services reflect their needs. As all schools become extended schools, this will be an increasingly important role for governing bodies to fulfill. There are concerns about the size and effectiveness of some bodies. In response, central Government has legislated to provide schools with the option of adopting tighter, more streamlined bodies to better drive the support and challenge of school leaders. There will also be a wider range of new governance structures. Several trends are anticipated.

- There will be an increasing distance between the governance of some schools and the influence of LAs. For instance, a growing number of Academies will be chaired by sponsors or their appointees. Trust arrangements will be adopted by some schools so as to gain independent state school status and freedom from local control. Federations of schools, as well as Educational Improvement Partnerships, will formalize the devolution of defined delivery and governance responsibilities and resources from their LAs.
- There will also be a trend towards governing bodies partnering, joining or amalgamating together so as to accept responsibility for the education of all the students within their geographic area. This will be led by Federations. But equally the freedoms associated with Trust status (or Trusts within a Trust) could be used to promote collaboration and inclusion to directly address the needs of all students in a locality and bring together a range of policy initiatives including Extended Schooling, Personalized Learning, 14-19 reforms, High Performing Schools.

A key challenge will be in interpreting how these governance changes impact on school leaders, local Government and the system more generally. So for example how can the role of the School Improvement Partner (SIP) that was originally designed to be an agent of system transformation fulfill that original purpose and not become merely the agent of a bureaucratic system. In particular, how will strategic leadership across a locality (for efficiency, effectiveness and equity) be assured across increasingly independent (groups of) state schools? This leads to the broader question of whether such an increasingly lateral system of school governance and inter-dependence can be taken to scale?

4. Personalised Learning: The ultimate purpose of leadership will remain a broad and balanced education for every child and the creation of the school and classroom level conditions where every young person can feel secure and reach their potential. The system will thus need to ensure governance and structural changes do not divert that focus. Leadership of quality teaching and learning will need to remain the bedrock of large-scale long term systemic improvement. In particular, there will be a continuing and increasing demand for schools to tailor education to the needs and interests of every child. Several 'personalisation' trends are anticipated.

- For children and young people, personalised learning will increasingly mean clear learning pathways through the education system and the motivation to become independent, e-literate, fulfilled, lifelong learners. This will demand whole school leadership of assessment for learning and metacognition, with a framework of learning skills being taught coherently across the curriculum.
- For teachers and school leaders, personalised learning will mean a professional ethos that accepts and assumes every child comes to the classroom with a different knowledge base and skill set, as well as varying aptitudes and aspirations and that, as a result, there will need to be a determination for every young person's needs to be assessed and their talents developed through diverse teaching strategies and appropriate curricular and assessment.
- For school leaders, personalised learning will involve providing or giving access to the wide range of extended services. School leaders will be faced with ensuring access to extended services for all their pupils, and need to consider how they chose to do this: for example through contracting with the private, voluntary and independent sector to provide these services, or thorough having a contractor to manage the extended services and sub-contract their delivery.

A key challenge will be how different elements of personalisation can be joined-up for individual children. For instance, how will the link between pedagogy, curriculum and assessment be redesigned, including through ICT? Do school leaders have the capability and capacity to lead the required improvements in teaching and learning? Will schools demand / require greater freedoms to personalise education in specific localities and at specific phases, in for example the 14-19 sector? How will innovation be spread throughout the system? And how can the whole workforce be mobilized to contribute to this overriding goal? Specifically, the leadership challenge will be to ensure collaboration between and within schools actually delivers the sharing and refinement of best practices, disciplined innovation, and ultimately improvements in student learning that it promises.

5. Professionalism: Delivering an increasingly personalised education to raise standards and improve student progression will in turn demand the continuing development of professional leadership and teaching skills. Leaders will need to be increasingly strategic in clarifying their school's priorities and working towards them, in ensuring value for money, and in leading a more diverse workforce. Several 'professionalization' trends are anticipated.

- Leaders will increasingly be expected to build professional learning communities within and beyond schools. These will play a key role in enhancing teachers' repertoires of learning & teaching strategies. The leadership of learning communities will include encouraging evidence based practice with time for collective inquiry, facilitating collegial and coaching relationships, ensuring that

performance management is effectively implemented and designing professional development to tackle within-school variation and share internal best practice.

- The leadership of professional learning will also include the development, management and strategic alignment to school priorities of networking and collaboration with other schools. There will also be a wider range of professionalisms in schools as part of both the ongoing workforce reform, ECM and 14-19 agendas. For instance, extended schooling, multi-agency co-sited approaches to welfare and inclusion, financial management across federations, and widening 14-19 pathways will all bring new leadership challenges.

A key challenge will be how the system generally, and Government in particular, seek to build the capacity for such professionalism following several decades of state prescription. It is crucial that capacity is built at the same time as standards continue to rise; this is why the four drivers noted at the end of Chapter Three are so important. This means that there needs to be a major focus on the development of those professional skills across the workforce needed for the personalisation of learning rather than just structural changes. For example, besides the necessary teaching and learning skills noted previously, will school leadership be encouraged to develop a more 'intelligent accountability' system that rebalances external with more internal accountability and assessment - for instance with more curriculum innovation, rigorous self-evaluation linked to improvement strategies, moderated teacher assessment at more levels to develop assessment for learning and/or the primary use of contextual value added data to help identify strengths/weaknesses?

6. Training and Standards: In responding to these challenges, the initial and continuous professional development of school leaders will remain a key priority for central Government and the National College of School Leadership. By 2009, all newly appointed head teachers will be required to have completed NPQH. Academy Principals are already undertaking the Academies Principals Designate Programme. Advanced leadership programmes are being developed to cater for experienced leaders contemplating system leadership roles. Several trends are anticipated to guide leadership training and standards.

- First, a focus on problem-based learning. Evaluations of leadership development efforts have found that exposure to new knowledge via training can bear only a small relationship to change in practice at the school. In accord, there will be demands for future development to be based on (a) more active learning, with opportunities for practice, and to engage in tasks carrying the responsibility, complexity and emotion of leadership, (b) more self-directed learning, that can be responsive to school context and specific capacity building needs and (c) more effective transitions into new leadership roles / practice, with on-the-job experience supported by coaching, reflective practice and feedback.
- Second, a focus on a wider repertoire of practice. We have seen earlier that there is an impressive array of evidence that individual leaders actually behave quite differently (and productively) depending on the circumstances they are facing and the people with whom they are working. This calls into question the belief in habitual leadership 'styles' and the search for a single best model of style. There is an important paradox here that needs to be recognized. In fact almost all successful school leaders draw on the same repertoire of basic leadership practices. It is the enactment of the same basic leadership practices – not the practices themselves – that is responsive to the context. The task of leadership therefore is to self consciously adapting the repertoire of practices to the context of their individual school.

A Final Word

The challenge, however, will be to ensure that training programmes and national standards are and remain responsive to emerging leadership roles, models and policy agendas. For instance, as discussed in Chapter 6, NPQH is currently undergoing a wide-ranging reviewing following substantial critique. It will also be a challenge to ensure that training programmes and opportunities are a) sufficiently differentiated for the increasing range of leadership roles emerging within the system; and b) be sufficiently sensitive to the learning needs of an increasingly sophisticated profession.

So in concluding this final brief chapter, it is clear that these trends represent a wide and deep agenda for school leadership development in England. The agenda implicit in these trends is both practical and realizable. It is one that will demand a new compact between school leaders, local government, national agencies and central Government. In particular, it demands a rebalancing from challenge towards support for school leaders, with more effective leadership of learning in schools, a greater focus on a smaller number of priorities encouraged and supported in individual schools and fewer short term initiatives and bureaucratic demands from the centre.

But even this may not be enough. Perversely these trends are also at times contradictory both within the themes themselves and between them. The future as seen at the end of Chapter Three is nothing if it is not about solving problems and meeting challenges for which there is no immediate solution and then to build the capacity for sustaining this capacity into the medium and long term. This however requires leadership of a different order.

It was Ron Heifetz who focused attention on the concept of an adaptive challenge. An adaptive challenge is a problem situation for which solutions lie outside current ways of operating. This is in stark contrast to a technical problem for which the know-how already exists. This distinction has resonance for school leadership in England. Put simply, resolving a technical problem is a management issue; tackling adaptive challenges requires leadership.

Almost by definition, adaptive challenges demand learning as progress requires new ways of thinking and operating. Mobilizing people to meet adaptive challenges is at the heart of leadership practice. In the short term leadership helps people meet an immediate challenge. In the medium to long term leadership generates capacity to enable people to meet an ongoing stream of adaptive challenges. Ultimately, adaptive work requires us to reflect on the moral purpose by which we seek to thrive, and demands diagnostic enquiry into the realities we face that threaten the realization of those purposes. We began this chapter by reflecting on the development of the narrative of school leadership in England over the past twenty years. Tackling adaptive challenges represents the next phase of the journey.

8. Appendices

Appendix A: Teachers in local authority maintained schools (Full time equivalent)

Table 1: Full time equivalent teacher numbers in service in the local authority maintained sector in England by type of contract: January of each year.

	(thousands)									
	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006
Nursery and primary										
Qualified regular teachers	190.7	189.0	189.9	191.6	192.6	193.1	191.9	190.4	189.9	192.0
Full-time	175.8	173.9	173.9	174.7	174.6	173.9	171.5	168.7	166.9	166.7
Part-time	14.8	15.0	15.9	16.8	17.9	19.1	20.3	21.8	23.0	25.3
On secondment ¹	0.1	0.1	0.1	0.2	0.1	0.1	0.1	.	.	.
In occasional service ²	8.3	8.3	8.9	10.5	12.0	10.1	8.4	8.0	8.6	7.4
Overseas trained teachers and instructors without QTS	0.8	0.9	1.0	1.2	1.8	2.9	3.9	3.9	4.0	3.9
Teachers on employment based routes to QTS ³	0.2	0.2	0.2	0.3	0.6	1.3	1.6	2.3	2.4	2.3
Total teachers	200.0	198.4	200.0	203.6	206.9	207.5	205.8	204.6	204.8	205.6
All regular teachers ⁴	191.7	190.1	191.1	193.1	195.0	197.4	197.4	196.6	196.3	198.2
Secondary										
Qualified regular teachers	187.7	187.7	189.7	191.1	193.8	196.6	197.9	200.6	204.1	205.9
Full-time	174.2	173.8	175.6	176.5	179.1	181.2	182.2	183.9	186.5	187.5
Part-time	13.4	13.8	14.1	14.5	14.6	15.3	15.7	16.7	17.5	18.3
On secondment ¹	.	.	.	0.1	0.1	0.1	0.1	.	.	.
In occasional service ²	4.4	4.0	4.5	5.3	6.6	6.4	5.5	5.5	5.7	4.6
Overseas trained teachers and instructors without QTS	1.5	1.6	1.9	1.8	2.3	4.7	6.4	6.9	7.1	6.8
Teachers on employment based routes to QTS ³	0.3	0.3	0.2	0.3	0.6	1.9	2.5	3.6	3.9	3.6
Total teachers	193.8	193.6	196.2	198.5	203.2	209.6	212.4	216.5	220.8	220.9
All regular teachers ⁴	189.4	189.6	191.6	193.2	196.7	203.2	208.9	211.0	215.1	216.3
Special schools										
Qualified regular teachers	14.7	14.3	14.2	14.1	14.0	13.9	13.6	13.8	13.3	13.5
Full-time	13.5	13.1	12.9	12.8	12.7	12.4	12.2	12.2	11.8	11.8
Part-time	1.2	1.2	1.3	1.3	1.3	1.5	1.5	1.6	1.5	1.7
On secondment ¹	.	.	.	.	.	.	.	.	.	.
In occasional service ²	0.7	0.7	0.6	0.7	0.8	0.7	0.7	0.7	0.6	0.6
Overseas trained teachers and instructors without QTS	0.1	0.1	0.2	0.2	0.3	0.4	0.5	0.6	0.8	0.8
Teachers on employment based routes to QTS ³	.	.	.	.	0.1	0.1	0.1	0.2	0.2	0.2
Total teachers	15.5	15.1	15.0	15.0	15.1	15.0	14.9	15.2	14.9	15.1
All regular teachers ⁴	14.8	14.4	14.4	14.3	14.3	14.3	14.2	14.6	14.3	14.5
PRUs and education elsewhere										
Qualified regular teachers	3.2	3.5	3.9	4.0	4.2	4.7	4.9	5.2	6.0	6.3
Full-time	2.6	2.8	3.1	3.1	3.3	3.7	3.8	4.1	4.6	4.9
Part-time	0.7	0.7	0.8	0.9	0.9	0.9	1.1	1.1	1.3	1.4
On secondment ¹	.	.	.	.	.	.	.	.	.	.
In occasional service ²	0.2	0.2	0.1	0.1	0.3	0.3	0.3	0.3	0.3	0.3
Overseas trained teachers and instructors without QTS	.	.	.	.	0.1	0.1	0.2	0.2	0.2	0.3
Teachers on employment based routes to QTS ³	.	.	.	.	.	.	.	.	.	.
Total teachers	3.5	3.7	4.0	4.1	4.5	5.1	5.3	5.7	6.5	6.9
All regular teachers ⁴	3.2	3.6	3.9	4.0	4.2	4.8	5.1	5.5	6.2	6.6
Total										
Qualified regular teachers	396.2	394.5	397.6	400.8	404.6	408.2	408.4	410.0	413.3	417.6
Full-time	366.0	363.6	365.5	367.2	369.7	371.1	369.7	368.9	369.9	371.0
Part-time	30.0	30.7	32.0	33.4	34.7	36.9	38.5	41.1	43.4	46.7
On secondment ¹	0.2	0.1	0.2	0.3	0.2	0.2	0.2	.	.	.
In occasional service ²	13.6	13.1	14.1	16.7	19.6	17.5	14.8	14.5	15.1	12.9
Overseas trained teachers and instructors without QTS	2.5	2.6	3.1	3.2	4.3	8.1	11.0	11.6	12.1	11.8
Teachers on employment based routes to QTS ³	0.5	0.6	0.5	0.6	1.3	3.3	4.2	6.0	6.4	6.1
Total teachers	412.8	410.8	415.3	421.3	429.8	437.1	438.4	442.1	447.0	448.4
All regular teachers ⁴	399.2	397.7	401.2	404.6	410.2	419.6	423.6	427.7	431.9	435.6

Source: 618g survey

1. Seconded for one term or more. Secondees collected as full or part-time teachers from 2004 onwards.

2. 2001 includes occasional teachers without QTS from outside the European Economic Area. Since 2002 all occasional teachers without QTS are included.

3. Those on the Graduate Teacher Programme, the Registered Teachers Programme, the Overseas Trained Teachers Programme or the Teach First scheme.

4. Excludes occasional teachers.

Totals may not appear equal to the sum of the component parts because of rounding.

Appendix B: Support Staff in local authority maintained schools (Full time equivalent)

Table 10: Full-time equivalent support staff in the local authority maintained sector in England: January of each year

	(thousands)									
	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006
Teaching assistants										
Teaching assistants ¹	34.8	38.0	38.6	44.5	54.8	56.3	72.4	83.2	96.5	102.9
Special needs support staff	24.5	26.0	29.5	32.4	37.7	46.6	46.3	46.4	48.0	47.5
Minority ethnic pupil support staff	1.2	1.5	1.5	2.1	2.5	2.4	2.5	2.5	2.5	2.7
Total	60.6	65.5	69.6	79.0	95.0	105.4	121.2	132.1	147.0	153.1
Administrative staff										
Secretaries	27.4	28.3	28.9	30.0	30.4	25.4	24.5	28.4	28.3	31.4
Bursars	4.0	4.2	4.4	4.7	5.0	4.8	5.1	5.6	6.3	6.8
Other admin/ clerical staff	7.5	7.3	7.7	8.2	10.7	19.3	20.7	20.1	24.1	24.3
Total	38.9	39.8	41.0	42.9	46.0	49.5	50.3	54.2	58.7	62.5
Technicians^{2,3}										
Total	12.7	13.0	13.5	14.1	15.0	16.5	17.9	19.6	21.6	23.0
Other Support Staff										
Matrons/nurses/medical staff ⁴	1.0	1.0	1.0	1.0	1.0	1.6	1.5	1.6	1.7	1.7
Child care staff ^{5,6}	1.7	1.7	1.7	1.6	1.5	1.3	0.1	1.3	1.8	1.6
Other education support staff ^{7,8}	18.6	19.6	22.0	23.0	27.3	39.1	32.1	31.8	34.0	45.6
Total	21.3	22.3	24.7	25.5	29.8	42.0	33.8	34.8	37.5	48.9
Total support staff	133.5	140.7	148.7	161.6	185.8	213.4	223.2	240.7	264.8	287.5

Source: Annual School Census

Appendix C: Pupil: Teacher and Pupil: Adult ratios in local authority maintained schools

Table 11: Pupil:teacher ratios and pupil:adult ratios in local authority maintained nursery, primary and secondary schools in England by phase: January of each year

	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006
Nursery schools										
PTR within-schools ^{1, 2}	18.9	18.6	18.4	18.1	17.7	16.6	16.4	16.2	16.5	16.3
PAR within-schools ^{2, 3}	7.9	7.7	7.4	7.1	6.8	6.1	5.9	5.7	5.5	5.3
Primary schools										
PTR within-schools ^{1, 2}	23.4	23.7	23.5	23.3	22.9	22.5	22.6	22.7	22.5	22.0
PAR within-schools ^{2, 3}	17.9	17.8	17.5	16.8	15.7	14.6	14.3	14.0	13.4	12.8
Secondary schools										
PTR within-schools ^{1, 2}	16.7	16.9	17.0	17.2	17.1	16.9	17.0	17.0	16.7	16.6
PAR within-schools ^{2, 3}	14.5	14.6	14.5	14.5	14.0	13.3	13.1	12.8	12.2	11.7
Overall										
Overall PTR ^{2, 4}	18.6	18.9	18.8	18.6	18.3	18.0	17.9	17.7	17.4	17.2

Source: Annual School Census

1. The within-school PTR is calculated by dividing the total FTE number of pupils on roll in schools by the total FTE number of qualified teachers regularly employed in schools. Source: ASC. See note to editors 6 for further details.

2. For statistical purposes only, pupils who do not attend both morning and afternoon at least five days a week are regarded as part-time. Each part-time pupil is treated as 0.5 FTE.

3. The PAR is calculated by dividing the total FTE number of pupils on roll in schools by the total FTE number of all teachers and support staff employed in schools, excluding administrative and clerical staff. Source: ASC.

4. The overall PTR is based on the total FTE number of pupils on roll in schools and the FTE of all teachers employed (including: centrally employed; occasional teachers; those on employment based routes to QTS; others without QTS, those on paid absence and any replacements). The teacher numbers are from the 618g survey, see notes to editors for further details.

Appendix D: Allocation of Major responsibilities between Governing Bodies and Head Teachers

KEY

Level 1 = decisions made by GB; Level 2 = decisions made by GB with advice from head;
Level 3 = decisions delegated to head; Level 4= decisions made by head.

Column blocked off: Function cannot legally be carried out at this level.

Tick: Recommended level(s) or where law assigns specific responsibility.

Blank: Action could be carried out at this level if governing body so decide, but is not generally recommended.

Asterisk: Functions which the whole governing body must consider.

Key Function	No	Action Sheet Tasks	Decision Level			
			LEVEL 1	LEVE L 2	LEVE L 3	LEVEL 4
School Budgets	1	To approve the first formal budget plan each financial year*		✓	X	X
	2	To monitor monthly expenditure			✓	
	3	Miscellaneous financial decisions (e.g. write-offs)		✓	✓	
	4	To investigate financial irregularities (head suspected)	✓	X	X	X
	5	To investigate irregularities (other suspected)		✓	✓	
	6	To enter into contracts (above set financial limit)		✓		
	7	To enter into contracts (below set financial limit)			✓	
Staffing	8	To make payments		✓	✓	
	9	Head teacher appointments (selection panel)*	✓	X	X	X
	10	Deputy appointments (selection panel)*	X	✓	X	X
	11	Appoint other teachers (GB may, if they wish, be involved in the selection panel)		✓	✓	X
	12	Appoint non teaching staff (GB may, if they wish, be involved in the selection panel)		✓	✓	X
	13	Pay discretions (the head should not advise on his/her own pay)		✓		X
	14	Establishing disciplinary /capability procedures		✓		X
	15	Dismissal (head) NB GB must act through Dismissal Committee*	✓	X	X	X
	16	Dismissal (other staff) NB GB must act through Dismissal Committee	X	✓	X	X
	17	Suspending head	✓	X	X	X
	18	Suspending staff (except head)		✓		✓
Curriculum	19	Ending suspension (head)	✓	X	X	X
	20	Ending a suspension (except head)		✓	X	X
	21	Determining dismissal payments / early retirement		✓		
	22	Determining staff complement		✓		
	23	In VA and foundation schools to agree whether or not the Chief Education Officer /diocesan authority should have advisory rights	✓		X	
	24	Ensure National Curriculum (NC) taught to all pupils and to consider any disapplication for pupil(s)		✓		✓
	25	To draft curriculum policy			✓	
	26	To implement curriculum policy				✓
	27	To agree or reject and review curriculum policy		✓	X	X
	28	Responsible for standards of teaching				✓

	29	To decide which subject options should be taught having regard to resources, and implement provision for flexibility in the curriculum (including activities outside school day)				✓
	30	Responsibility for individual child's education				✓
	31	Provision of sex education - make and keep up to date a written policy*	✓	X	X	
	32	To prohibit political indoctrination and ensuring the balanced treatment of political issues*	✓			✓
	33	To draw up a charging and remissions policy for activities (non NC based) in consultation with the LEA*	✓			
Performance Management	34	To establish a performance management policy	✓	X	X	
	35	To implement the performance management policy	✓			✓
Target Setting	36	To review annually the performance management policy	✓	X	X	
Exclusions	37	To set and publish targets for pupil achievement	✓	X	X	
	38	To decide a discipline policy*	✓	X	X	
	39	To exclude a pupil for one or more fixed terms (not exceeding 45 days in total in a year) or permanently	X	X	X	✓
	40	To review the use of exclusion and to decide whether or not to confirm all permanent exclusions and fixed term exclusions where the pupil is either excluded for more than 5 days in total in a term or would lose the opportunity to sit a public examination. NB. The GB must act through their pupil discipline committee	✓		X	X
	41	To direct reinstatement of excluded pupils	✓	X	X	X
Admissions	42	To consult annually before setting an admissions policy (but in community & controlled schools only where the LEA has delegated this power to the governing body)*	✓		X	X
	43	To consult annually before setting an admissions policy (VA and foundation schools)*	✓		X	X
	44	To set an admissions policy (special schools where pupils do not have a statement) acting with LEA*	✓		X	X
	45	To set an admissions policy (special schools where pupils have statements) - for LEA after consultation with the governing body*	✓		X	X
	46	Admissions: application decisions (but in community & controlled schools only where the LEA has delegated this power to the governing body)	✓		X	X
	47	Admissions: application decisions (VA, foundation & special schools)	✓		X	X
	48	To appeal against LEA directions to admit pupil(s) (VA, foundation and special schools; also community and VC schools where LEA is the admissions authority)	✓		X	X
Religious Education	49	Responsibility for ensuring provision of RE in line with school's basic curriculum (all schools)	✓		X	✓
	50	Decision to revert to previous RE syllabus (former GM schools except VA of religious character)	✓			
	51	Decision to provide RE according to trust deed / specified denomination in VA schools with religious character (foundation & VC schools of religious character at request of parents)	✓			
	52	Decision to provide RE in line with locally agreed syllabus (VA schools - only if parents request it. All other schools not covered in 51 above)	✓			
Collective	53	In all maintained schools the LEA and head teacher shall	✓		X	✓

Worship		ensure that all pupils take part in a daily act of collective worship. The governing body also has similar duties.					
	54	To make application to the advisory councils, SACRE, concerning requirements for collective worship (schools without a religious character) to disapply. Head must consult GB	X	X	X		✓
	55	Arrangements for collective worship (schools without religious character). Head teacher must consult GB	X	X	X		✓
	56	Arrangements for collective worship (foundation schools of religious character, VC or VA schools)*	X	✓	X	X	
Premises	57	Buildings insurance - GB to seek advice from LEA, diocese or trustees where appropriate		✓			
	58	Strategy (including budgeting for repairs etc.) and Asset Management Plans		✓			
	59	To ensure health and safety issues are met		✓			✓
School Organization	60	To set a charging and remissions policy*		✓	X	X	
	61	To draw up instrument of government and any amendments thereafter*	✓		X	X	
	62	To publish proposals to change category of school*		✓	X	X	
	63	Proposal to alter or discontinue voluntary, foundation or foundation special school*		✓	X	X	
	64	To draft a school Action Plan following OFSTED inspection and distribute copies to parents		✓			
	65	To set the times of school sessions and the dates of school terms and holidays except in community and VC schools where it is the LEA*		✓	X	X	
Information for Parents	66	To hold an Annual Parents' Meeting		✓	X	X	
	67	To approve & distribute the Annual Parents' Report		✓	X	X	
	68	To provide information to be published by governing bodies (in so far as approval of the school prospectus)*		✓	X	X	
GB Procedures	69	To ensure provision of free school meals to those pupils meeting criteria			✓	X	
	70	Adoption and review of home-school agreements		✓	X	X	
	71	To appoint (and remove) the chair and vice-chair of a permanent or a temporary governing body*	✓	X	X	X	
	72	To appoint and dismiss the clerk to the governors	✓	X	X	X	
	73	To hold a governing body meeting once a term, or a meeting of the temporary governing body as often as occasion may require*	✓		X	X	
	74	To appoint and remove co-opted, including temporary additional co-opted, governors*	✓		X	X	
	75	To set up a Register of Governors' Business Interests		✓	X	X	
	76	To approve and set up an Expenses scheme		✓	X	X	
	77	To discharge duties in respect of pupils with special needs by appointing a "responsible person" in community, voluntary and foundation schools		✓	X	X	
	78	To consider whether or not to exercise delegation of functions to individuals or committees*	✓		X	X	
	79	To regulate the GB's procedures (where not set out in law)*	✓		X	X	
	80	To review at least once a year the establishment, terms of reference and membership of committees, including selection panels*	✓		X	X	
	81	To consider and take a decision on whether or not to delegate functions to an EAZ Forum*		✓	X	X	

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