



# Schools

## achieving success

department for  
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creating opportunity, releasing potential, achieving excellence

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# Foreword – by Estelle Morris, Secretary of State for Education and Skills



I know from my own years of teaching and from visiting literally hundreds of schools over the last nine years that there is a real desire to bring life and meaning to the phrase, 'raising standards for every child'. I'm convinced there's a better chance of achieving that than ever before. We have the best generation of teachers, a far better understanding of what works in the classroom, more support from business and the wider community and a Government that has delivered on its commitment to invest, and will continue to do so.

Education has always had a dual purpose, offering personal fulfilment together with the skills and attitudes we need to make a success of our lives. At almost every point in our lives what

happens in schools matters to us. As learners or teachers, parents or employers and as citizens, we all have a vested interest in their success.

Now more than ever, education is the key to most of life's opportunities. We've come to realise that for most of us the 'job for life' is a thing of the past and the opportunities afforded by unskilled jobs are dwindling rapidly. That has changed our *need* to learn. And the speed and the different means of communicating facts and knowledge will change *how* we learn.

An education that teaches us the joy of learning and gives us the qualifications for employment, that builds confidence and self-esteem and gives us the skills and values to meet the demands of a fast changing world: that is the education we are seeking for all of our children. That's why those who work in our schools, unlike just about any other profession, have the chance to shape and change lives. There can be few more important tasks. But as we, quite rightly, become a society that seeks an ever higher level of achievement, it becomes a significantly more difficult task as well.

No one can deny the progress we have made. So many of us owe so much to our education and to our teachers. Yet when we look at who achieves and who doesn't there is still a huge

gap, based too often on a child's social or economic background, on their ethnic group, on where they live, or where they happened to go to school. As a country, we are still wasting an enormous amount of talent by denying some of our children the quality of education that would make a real difference to their lives.

Sometimes those who work in our schools think that we ask too much of them. We have to ask a lot – and we have to ask even more if we are to solve some of the deep-seated problems and challenges that face education. But if we ask more of our teachers we must also ask more of ourselves, and we must match our demands with more support. And we will do.

This White Paper celebrates the achievements of the last four years and outlines where we think we can get to over the next four. It builds on the best of what is happening in our schools. It acknowledges that teachers by themselves cannot deliver all we ask and in that sense it is a document that invites all of us to play a part in helping shape the future for our children. Achieving our goal will not be an easy task but it can be an immensely rewarding one. It's certainly a prize worth winning.

## Chapter 1

# Introduction

- 1.1** Education remains the Government's top priority. The success of our children at school is crucial to the economic health and social cohesion of the country as well as to their own life chances and personal fulfilment. A generation ago Britain tolerated an education system with a long tail of poor achievement because there was a plentiful supply of unskilled and semi-skilled jobs. This is no longer the case. By breaking the cycle of underachievement in education we can extend opportunity across society.
- 1.2** To prosper in the 21st century competitive global economy, Britain must transform the knowledge and skills of its population. Every child, whatever their circumstances, requires an education that equips them for work and prepares them to succeed in the wider economy and in society. We must harness to the full the commitment of teachers, parents, employers, the voluntary sector, and government – national and local – for our educational mission.
- 1.3** We have begun this transformation. A child who cannot read is denied access to so much, yet in 1997 nearly half of 11-year-olds were below standard in basic literacy. So our first term priority was to put the basics right in primary schools. The teaching of reading, writing and mathematics was radically improved across the

country, thanks to investment in the literacy and numeracy strategies and smaller infant class sizes. We also began the process of raising the rewards and recognition of the teaching profession.

- 1.4** But the basics are not enough. The talents of each individual child must be developed to the full at secondary level. To achieve this, teachers must be properly supported and rewarded; the curriculum must be modernised; and secondary schools must be given the freedom, capability and incentives to achieve success for as many of their pupils as possible. Our best schools achieve excellent results: our task is to spread this excellence nationwide.



- 1.5** This requires a decisive advance from the outdated argument about diversity versus uniformity. It was right to move away from the selective system, which divided children into achievers and non-achievers and institutionalised low aspirations for the majority. There can be no question of a two tier system for tomorrow. But an excellent secondary education, built around the needs and aptitudes of the individual, should be the right and expectation of all children and their parents. We need to hold on to the values and principles that underpin our commitment to comprehensive education – that every child is special and that all children should have the opportunity and support to develop their skills and ability to achieve their full potential – but apply them in a way that is appropriate to a 21st century world. Ours is a vision of a school system which values opportunity for all, and embraces diversity and autonomy as the means to achieve it. **Autonomy** so that well led schools take full responsibility for their mission. **Diversity** so that schools – individually and as a broader family locally and nationally – cater significantly better for the diverse requirements and aspirations of today's young people.
- 1.6** Our second term is dedicated to carrying through this reform of secondary education:
- Giving successful schools the freedom they need to excel and innovate.
  - Encouraging all schools to build a distinct ethos and centre of excellence, whether as a specialist school or by some other means.
  - Opening secondary education to a new era of engagement with the worlds of enterprise, higher education and civic responsibility.
- Building the curriculum – particularly beyond the age of 14, when the talents of pupils diversify – around the needs of each individual, with far better opportunities for vocational and academic study.
  - Intervening where necessary to tackle failure and low standards.
- 1.7** Underpinning this is a resolute commitment to our teachers and to the reform and investment required to build a world class teaching profession for tomorrow. This too requires far greater flexibility and diversity, to recruit the teachers we need and to motivate them to succeed.
- 1.8** In his speech on public service reform on 16th July 2001, the Prime Minister highlighted four key objectives for each service:
- First, a framework of national priorities, underpinned by a system of accountability, inspection, and intervention to maintain basic standards.
  - Second, devolution to front-line professionals, freeing them to innovate and develop services built around the needs of the individual citizen.
  - Third, greater choice for the consumer.
  - Fourth, reform of the public service professions so that terms and conditions of employment are better suited to the needs of staff and the service, and so that staff receive proper recognition for the work they do and better incentives for performance.



- 1.9** The education service has made considerable progress towards all four objectives. This White Paper opens the way to significant further achievements. Devolution and diversity are its hallmarks. The systematic drive for higher national standards, focused particularly on schools which are under-performing, will be extended from primary to secondary level. And further reform of the teaching profession, backed by extra investment, will give our front-line staff the extra support they need.
- 1.10** We will not rest until we have a truly world class education system that meets the needs of every child. Whatever it takes.

## Chapter 2

# Reform in progress

**2.1** The last four years have seen real progress. The education system in England today is very different from the one we inherited in 1997. As we set out our vision and our priorities for this Parliament, it is right that we take stock of our schools system – of how much has been achieved but how much more remains to be done.

**2.2** Real progress has been made in the priorities we identified in 1997: the early years, literacy and numeracy in primary schools and modernising the teaching profession. All 4-year-olds have a free place in early education. In primary schools, children are in smaller classes and are more literate and numerate than ever before. The percentage of pupils achieving 5 or more good GCSEs has risen by 5 percentage points since 1996 to 49.2% in 2000. Teachers are sharing good practice more effectively. We have put in place strategies for continuing professional development and for supporting school leaders.

**2.3** The system as a whole is more accountable – to pupils, to parents and to the wider community – and we know much more about the relative performance of schools. The ambition to raise standards in schools is widely shared. Perhaps more than in any other part of the public service, heads, governors and teachers accept accountability for performance.

Clear targets have been established and schools and teachers have better evidence available to enable them to evaluate their performance and are increasingly ready to challenge themselves to improve.

**2.4** Fewer schools are falling into failure, and those that do are being turned round more quickly. Some 778 failing schools have been turned around in the last four years and a further 138 schools closed where a better alternative existed for the pupils. But there is still more to do to tackle problems at the minority of schools – and education authorities – that are still failing pupils and parents. We must also drive up standards at those schools which, while not failing, perform well below the national average.

**2.5** Teachers are better rewarded and supported. The number of teachers in post has risen by 12,000 since 1998 to over 410,000, more than at any time since 1984. Since 1997, not only have starting salaries increased, but the pay of a good experienced teacher has risen by 25%. We have made it easier for some of our best teachers to maintain their focus in the classroom through performance-related promotion and the Advanced Skills Teacher programme. The number of support staff working in schools has risen by 44,000 to 127,000 and teachers are supported by new

technology and training better matched to their needs. However, despite these increases, it is clear that teacher shortage remains a real difficulty for too many headteachers and more needs to be done.

**2.6** Following two decades of neglect up to 1997, we have invested heavily in improving school buildings. Capital investment has been increased threefold over that period from £683 million per year to £2.2 billion this year. But there is a way to go to provide children and teachers in every community with the learning environment they deserve: Ofsted judges that almost one in four secondary schools still lacks the physical capacity to teach the basics effectively. Similarly, Information and Communications Technology (ICT) in schools has been very significantly improved, but we are yet to take full advantage of the potential of new technology.

**2.7** There has been, therefore, very significant progress in the last four years, but there is much more to do. We are determined to finish the job. The challenges that face us are different at primary and secondary levels, and with equal determination we will shape our policies to meet them.

## Primary schools

**2.8** We have a clear picture of a good primary school. It has high expectations of its pupils and delivers high standards in the basics. Its pupils enjoy school and achieve their full potential across a broad and stimulating curriculum. In every classroom, well-trained and committed teachers and teaching assistants provide high quality daily teaching in the basics of reading, writing and mathematics. The school's leadership and management are excellent and the school has

the high quality professional backup it needs to provide early diagnosis and intervention for pupils who face particular challenges. The wide range of opportunities means that all pupils experience a rounded education.

## Primary schools and teachers have achieved a great deal

**2.9** In embracing the reforms introduced by the National Literacy and Numeracy Strategies, teachers in primary schools have achieved remarkable results. Though many challenges remain, they have begun a genuine transformation of primary education in the basics. Children leave primary school more literate and more numerate – and therefore more articulate and more confident. Between 1996 and 2000, the percentage of pupils achieving Level 4 and above in Key Stage 2 tests in English rose from 57% to 75%, and in mathematics from 54% to 72%. That means an additional 150,000 pupils started secondary school last year with the basic skills they needed, compared to just four years ago. There have also been considerable gains at Key Stage 1. Case Study 2.1 illustrates what many of our best primary schools are achieving.

**2.10** Last year, even the lowest scoring local education authority (LEA) in the English and mathematics tests achieved better than the national average of four years ago. And the fastest improving areas in the country are among the most disadvantaged as long-established achievement gaps begin to be narrowed. In Tower Hamlets for example, since 1997 the proportion of children achieving Level 4 or above in the Key Stage 2 tests has risen from 47% to 67% in English and from 51% to 68% in mathematics.

## Case Study 2.1

### Evelyn Community Primary School

Evelyn Community Primary School in Merseyside is a community primary school for children aged 3–11, which has a systematic approach to identifying its pupils' strengths and weaknesses and to helping them to achieve their potential.

The rigorous use of target-setting has led to high standards and consistent year-on-year increases in the proportion of pupils who reach or exceed national expectations. Between 1997 and 2000, the proportion of pupils achieving Level 4 in Key Stage 2 tests increased in each subject, by an average of 18 percentage points. In 2000, the results were 88% in English, 94% in mathematics and 97% in science.

Partly as a result of the success of this approach, the school is twinned with two local schools, St Agnes and St Albert, to share best practice on personalised target-setting. Teachers shadow colleagues in class and Evelyn Community provides training days for teachers from the other schools.

- 2.11** Teachers and parents can see the evidence of this improvement every day. Primary teachers can see the real differences in what their pupils can achieve. Secondary school teachers can see how much better prepared their new pupils are for the challenges of secondary school. And parents can see the difference in what their children know, understand and are able to do. There are now far fewer unsatisfactory lessons in primary schools. In 1995/96 Ofsted deemed 17% of lessons to be unsatisfactory or poor. By 2000 this had been reduced to 4%. The average size of primary school classes taught by one teacher has fallen over the last three years from 27.7 in January 1998 to 26.7 in January 2001, as almost half a million infants have been removed from large classes.
- 2.12** LEAs, heads, teachers and governors are now much more effective in dealing with schools that slip into difficulty – the number of primary schools failing their Ofsted inspection and requiring special measures has been reduced from 366 at the end of the 1997/98 academic year to 233 at

the end of 2000/01. A total of 588 have successfully come out of special measures.

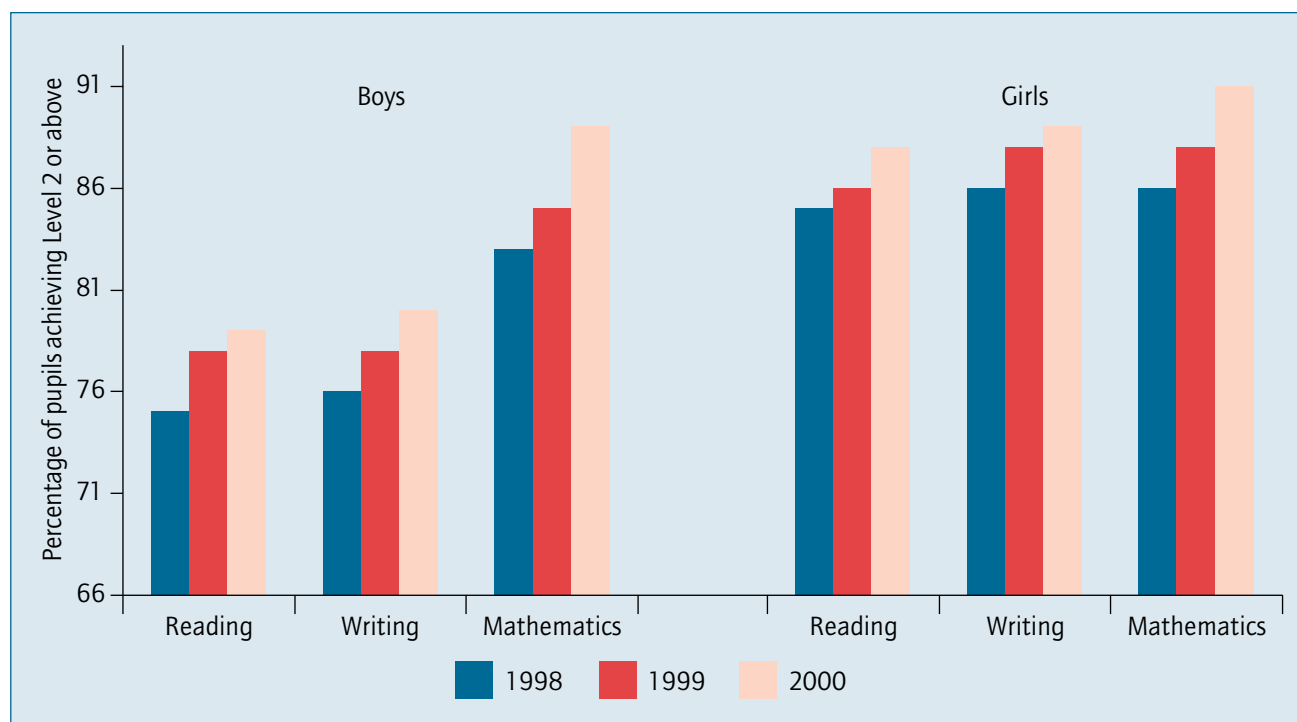
- 2.13** There is therefore real evidence that, thanks to the efforts of teachers and others, our policies to tackle the basics in primary education are paying off. We have made good progress towards our targets for 2002 – though we know that we must continue our focus through potentially the most difficult phase if we are to achieve them. Real challenges remain. While there has been some evidence of narrowing achievement gaps, there are still substantial variations in standards between different parts of the country, between girls and boys, and between different social and ethnic groups.
- We still have a serious problem of under-performance in many areas across the country. LEA performance in Key Stage 2 English varies from a minimum of 60% of pupils achieving at least Level 4 to a maximum of 84%. The figures are very similar for mathematics. Within LEAs there is

also significant variation in the performance of similar schools.

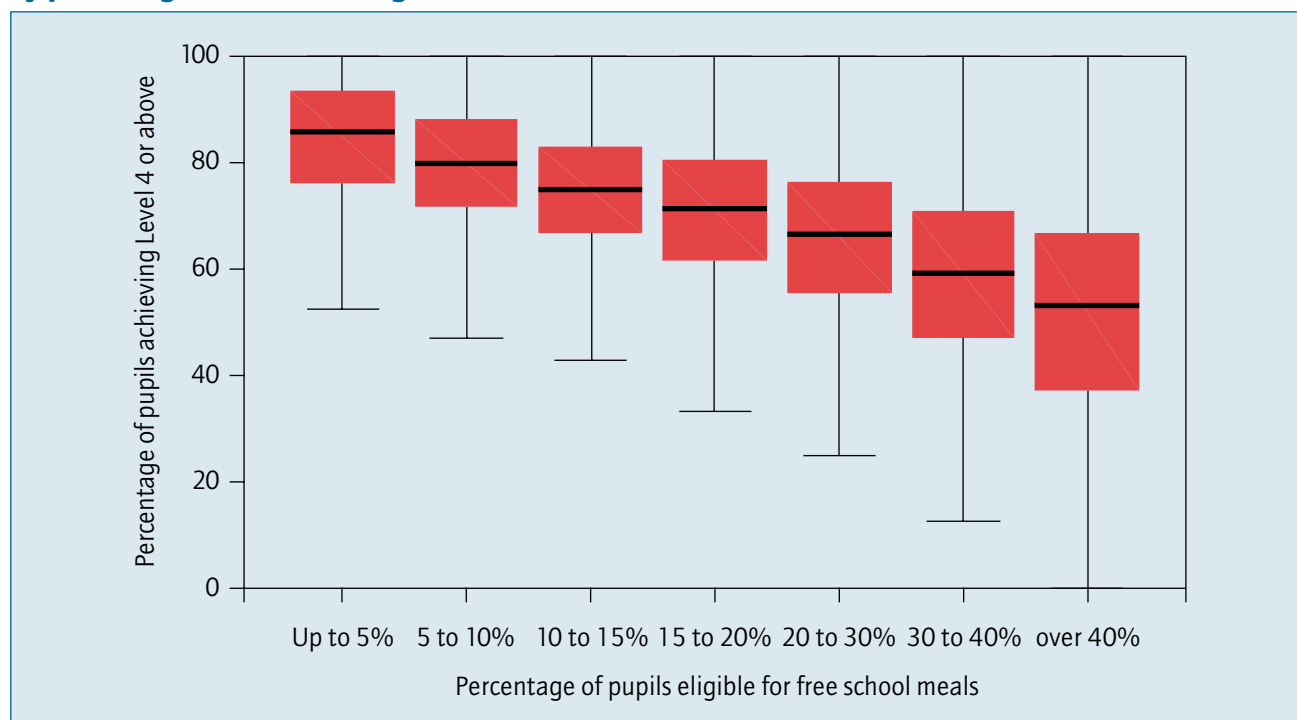
- Boys are behind girls, particularly in reading and writing (see Figure 2.1).

- Schools with larger proportions of children who qualify for free school meals show a much wider range of performance than others (see Figure 2.2).

**Figure 2.1: Percentage of pupils achieving Level 2 or above in the Key Stage 1 tests**



**Figure 2.2: School achievement of Level 4 and above in the Key Stage 2 English test in 2000, grouped by percentage known to be eligible for free school meals**



**We will continue to pursue our strategies consistently and support primary schools in widening opportunities for their pupils**

**2.14** Sometimes our expectations are the only limitations on the achievement of children. The last four years have demonstrated that huge progress is possible and this must be the foundation for the next four years. Further radical policy innovation and new programmes are not the key to continued and increasing success in primary schools. Rather, the priority will be to embed the existing strategy in every primary school across the country, continuing to provide a comprehensive programme of professional development and support to schools, making sure that all children benefit from rising standards and closing achievement gaps by bringing those who struggle up to the standards of those who achieve the most. Every child matters – and we want every one to be on track to achieving the standards expected of their age, or to receive targeted support towards that. We will therefore be consulting shortly about raising standards still further, by setting challenging new targets for 2004.

**2.15** High standards in the basics are essential to unlocking opportunities but are not enough on their own. As resources allow, we need to widen opportunities for primary children so that they all benefit from a broad and rich curriculum and a variety of extra-curricular activities. We want all children to have more opportunities to learn music, PE, sports and a foreign language. Over time, all primary pupils who want to will be able to learn a musical instrument. As the numbers of sports colleges and sports co-ordinators are increased, they will become two important means of offering schools the support necessary to

implement our promise that all children will have two hours of high quality PE and sport each week within and beyond the timetabled curriculum. We will actively promote modern language teaching in primary schools, so that more older primary children learn a second language. The expanding network of language colleges will support this. And we will continue to promote the increases in after-school activities that more than two-thirds of schools have made in the last four years.

**2.16** Schools are an important resource for the whole community and close partnerships with other public services can bring great benefits. We will support schools to work with local providers including health and social services, to make available on their site a wide range of easily accessible support for children and their families. Where necessary, the Government will legislate to enable more schools to do this.

**2.17** The people who work in primary schools have begun a genuine transformation in the last four years. Their achievements are remarkable. These measures to extend opportunity and increase support will enable primary schools to build on their success.

## **Secondary schools**

**2.18** We also have a clear vision of the good secondary school. Like the good primary school, it offers excellent teaching in every part of a rich and diverse curriculum, by professionals committed to the attainment of the best that each child can achieve. The leadership is excellent and across the school, expectation and success grow each year. Good back-up is available to help with administration and manage the trickiest of problems. No teacher and no pupil feels he or she cannot succeed.

## Secondary school teachers face particular challenges

- 2.19** We know that the challenges in secondary schools are hugely demanding. Young people are maturing earlier physically but their emotional and social development often lags behind. A breakdown in the certainties of family life for some pupils combined with powerful peer pressures and the need to come to terms with society's expectations can be an extra challenge for teachers. For many pupils, the early years of secondary school are a time of worsening behaviour and negative attitudes to study.
- 2.20** Schools must therefore have appropriate strategies to stimulate and challenge every student: the very able as much as those at risk of disaffection and disengagement. But it is difficult to respond successfully to the needs of each individual pupil when a single secondary teacher may teach up to 200 different children each week. Making sure that there is effective teaching and learning in all lessons calls for teachers to exercise a high level of professional judgment and commitment as well as to find new ways to manage their time and new sources of support.
- 2.21** Being the head of a secondary school can also be particularly demanding. Increases in the delegation of funding and responsibility to schools and a wider mix of teachers and other adults have made them more complex organisations to manage. That is why we have placed considerable emphasis on the need to offer school leaders greater support and recognition. The National College for School Leadership will provide a focus. But there is still more to do in making sure that we support governors and middle managers, as well

as headteachers, as they manage change in their schools.

## Nonetheless, there have been improvements in secondary education

- 2.22** The evidence shows that secondary schools are moving forwards. There has been a steady improvement in the achievement of 16-year-olds. Between 1996 and 2000 the percentage of pupils achieving 5 or more good GCSEs (or equivalent) increased by almost 5 percentage points to 49.2% in 2000. There are now far fewer unsatisfactory lessons. In 1995/96 Ofsted deemed 16% of lessons in secondary schools to be unsatisfactory or poor. By 2000 this had been reduced to 6%.
- 2.23** As with primary schools, LEAs, heads, teachers and governors are better at dealing with schools that run into difficulty – the number of secondary schools in special measures has fallen from 90 at the end of the 1997/98 academic year to 65 at the end of 2000/01. Turning a school round is one of the greatest challenges facing those who work in schools and many have risen to it magnificently – 100 schools have been turned round. But we still need to do more to make sure that they sustain their improvement and to identify and support schools in danger of slipping into special measures.

## But problems remain

- 2.24** While there are clear signs of progress, this has been neither rapid nor dramatic. For too many pupils, the first year or two in secondary school can be a time of falling motivation and rising disaffection. A review of research by Galton, Gray and Ruddock found that 2 out of every 5 pupils fail to make expected progress during the year immediately following a change of school. Schools

increasingly make sure that pupils are prepared socially for the move but they have been less successful in managing the academic progression. Partly as a result, the performance of 14-year-olds has shown relatively little improvement:

**Key Stage 3: Percentage achieving Level 5 or above at 14**

	1998	1999	2000
English	65	64	64
Mathematics	59	62	65
Science	56	55	59

**2.25** In addition, we are well down the OECD international league table for pupils staying on in education beyond the age of 16. 73% of UK 17-year-olds are enrolled in education, compared with an OECD average of 82%, and participation rates of 90% or higher in countries such as France, Germany and Japan;

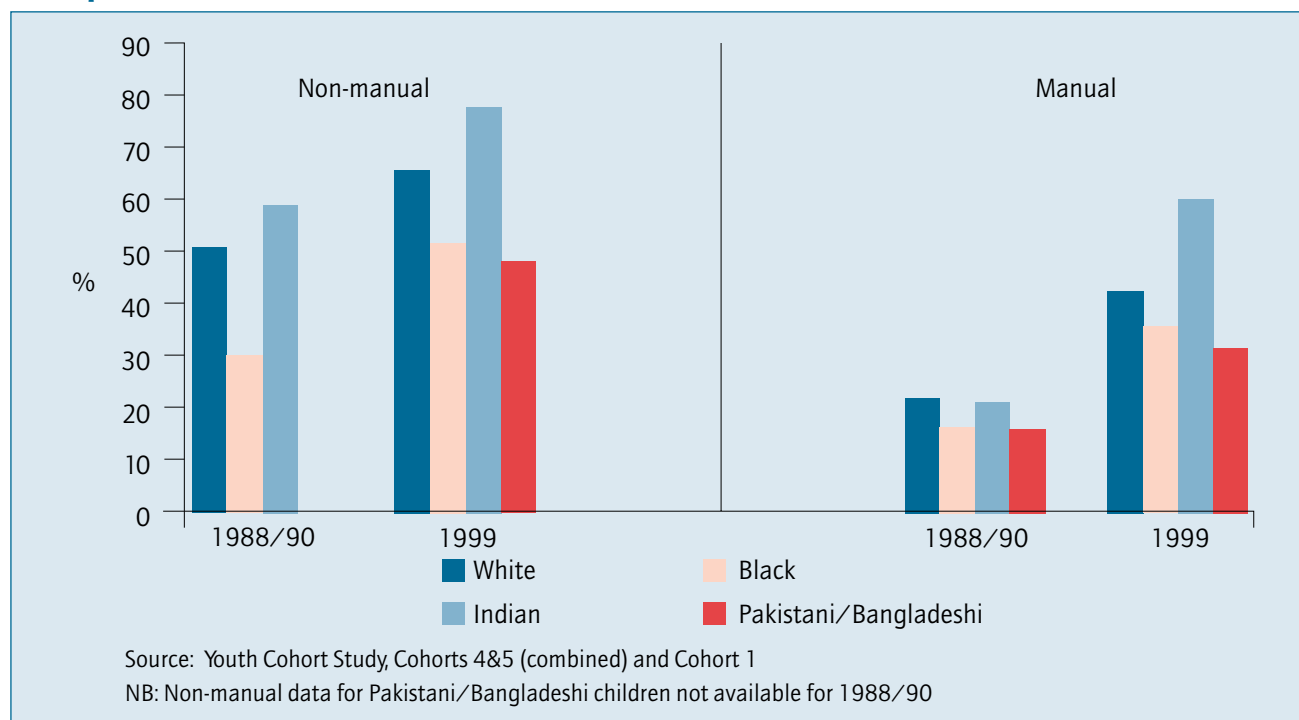
our rate is scarcely rising. The secondary curriculum, particularly post-14, can seem crowded and to some pupils lacking in interest and relevance. It is arguable that there is too little flexibility in the curriculum to meet and bring out individual aptitudes, abilities and preferences. Even the traditional shape of the school day can seem inappropriate to more flexible and individualised patterns of learning.

**2.26** Critically, too, achievement gaps are much more pronounced at secondary level.

- Only 44% of boys achieved 5 or more GCSE grades A\*–C at GCSE in 2000 compared to over 54% of girls.
- There is a very wide variation in performance between children who have parents with a manual occupation and those who come from a non-manual background.
- There is also a wide variation in achievement between ethnic groups.

This variation can be seen in Figure 2.3.

**Figure 2.3: Attainment of 5 or more GCSEs at grades A\*–C by socio-economic group and ethnic group – comparison between 1988/90 and 1999**





**2.27** The picture is even starker when we compare individual schools. Though nationally 49.2% of pupils achieve 5 GCSEs at grades A\*–C there are 480 schools (around 15% of all secondary schools) where 25% or fewer of their pupils achieve this level. And there are still 41 schools currently at or below 10%. Many of these face extremely challenging circumstances, and teachers and pupils are working very hard indeed against the odds. But the reality is nevertheless that tens of thousands of pupils are not getting the opportunity to achieve their potential.

### **We will learn the lessons of the Excellence in Cities programme**

**2.28** Secondary education faces its biggest challenge in our inner city areas where schools and the communities they serve are often under the greatest pressure. There is still a great deal to do to make sure that inner city secondary education is as good as it should be. Of the 480 schools with 25% or fewer pupils achieving 5 or more GCSEs at A\*–C, 310 (65%) are in largely urban areas.



**2.29** The challenges are numerous. Many teachers working in inner city schools, for example, teach large numbers of children for whom English is not their first language and who may have moved school, or country, several times. In some schools, teachers face endemic poor discipline and pupil disaffection. In part, this is because some pupils arrive at school with too little understanding of how they must behave.

**2.30** Teachers in these areas often have the toughest job of all in maintaining standards and motivation. Some education authorities in our urban areas have failed to deliver the support these schools need and the quality of service required. The challenges facing schools in these areas have therefore been further compounded by failure in the local infrastructure.

**2.31** Two years ago, we launched our Excellence in Cities (EiC) programme. It is designed to raise levels of achievement in all urban schools by targeting resources in areas of need and by finding new ways to solve historic problems. A key part was increasing diversity between and within schools, so that schools are better able to reflect parental preferences and develop the talents of each individual pupil to the full. We have introduced more specialist and Beacon schools. Schools are working together to share expertise and resources in a way that they have never done before. Learning Mentors give support to children who face particular obstacles to learning and Learning Support Units mean that children who disrupt the learning of others can be removed from the classroom and given appropriate support. The Gifted and Talented programme supports and challenges the most able pupils and all pupils have the opportunity to extend their learning out of school. The early results are

promising: the increase in those getting 5 or more good GCSEs was 2.3 percentage points in EiC areas in 2000, compared with 1.3 percentage points for other areas.

**2.32** Excellence in Cities has enabled many schools to do what they already knew was needed but lacked the support to achieve. It has challenged weaker schools to look critically at their approach and to learn from the more successful. Most of all it has shown that a culture of low expectations and underachievement can be transformed into one of high ambitions and improving results. The policy was designed as a direct response to the real challenges faced by secondary schools in inner city areas. We now want to learn from their success and work with all secondary schools to achieve a step-change in performance nationally.

### **The task is now the transformation of secondary education**

**2.33** The next phase of reform must focus on the transformation of secondary education. There is much to be done to build on the stronger foundations now provided at primary level, to reduce the wide disparities in performance and make sure that every secondary school offers its pupils the challenge, support and inspiration they deserve. We cannot accept, and we know that teachers do not accept, that less should be expected of some pupils or that some are destined to fail. The challenge of radical modernisation of our comprehensive schools is the challenge of meeting the needs of each and every child.

**2.34** The selective system failed to meet the needs of all children and the talents of many were not recognised. Comprehensive schools overcame the ill effects of rigid selection and have done a great deal to improve opportunity. But within comprehensive schools, too often the needs of individual pupils go unmet.

**2.35** All schools must deliver high minimum standards and constantly push up the ceiling on aspiration, ambition and achievement. In transforming standards for 11–14-year-olds we want to establish a springboard for meeting individual talents and aspirations at 14–19 in a way that has never been achieved before. We want greater choice between worthwhile options at 14, a significant increase in young people's participation in worthwhile learning and training beyond 16 and increased participation in Higher Education.

**2.36** We focus in this White Paper on achieving that transformation.

## Chapter 3

# Achieving high standards for all – supporting teaching and learning

### Summary

The quality of teaching and learning in the classroom is key to raising standards. We want to ensure high national standards throughout the system, capable of being interpreted flexibly to meet the needs of all pupils. In order to support teaching and learning, we will:

- Introduce a strategy for improving standards in the first years of secondary school, developed in partnership with expert teachers, based on ambitious standards and a high quality programme of professional development for teachers.
- Publish school results for 14-year-olds to reinforce the strategy; and improve information to parents further by publishing information about the value each school adds to its pupils' results.
- Help schools to meet the talents and aspirations of all their pupils by developing an Academy for Gifted and Talented Youth, a new strategy for supporting children with special educational needs, continuing our investment in ICT, and raising standards for children from ethnic minorities.
- We will support teachers' efforts to address poor behaviour by expanding the number of Learning Support Units, providing training for teachers, extending the use of Parenting Orders and making sure that heads can exclude violent or persistently disruptive pupils. We will make sure that by 2002 all LEAs provide full-time education for all pupils.
- We will encourage schools to help to develop rounded individuals, by supporting young people's participation in decisions affecting them, introducing citizenship into the curriculum and extending opportunities to participate in out-of-school activities.

**3.1** Our agenda is driven by our belief in the need to raise standards. The quality of classroom teaching and learning lies at the heart of school improvement and this chapter sets out policies targeted directly at classroom teaching. The greatest immediate challenge is to transform standards in the first years of secondary school.

### Raising standards for 11–14 year-olds – the Key Stage 3 strategy

**3.2** There has been growing concern about the slow progress that children make between the ages of 11 and 14 (Key Stage 3). The success of the literacy and numeracy strategies in primary schools means that we are well placed to tackle

this, but there is a risk that unless pupil motivation can be improved in the early years of secondary school, the gains will be dissipated. From this autumn, we are therefore putting in place, in partnership with teachers, a national strategy to raise standards in Key Stage 3 for all children. The first step will be to build on the success of the literacy and numeracy strategies in primary schools by improving literacy and numeracy in secondary schools, but over time we want to improve the teaching and learning of all subjects, by investing heavily in the training and development of all teachers. Our goals are to make sure that by age 14 the vast majority of pupils have:

- Reached acceptable standards (Level 5 or above in the National Curriculum) in the basics of English, mathematics, science and ICT.
- Benefited from a broad curriculum, including studying each of the National Curriculum subjects.
- Learned how to reason, think logically and creatively and to take increasing responsibility for their own learning.

**3.3** We have already consulted on ambitious targets in English, mathematics, science and ICT for 14-year-olds in 2007 with milestone targets for 2004. As a result, we have confirmed our targets for 2007, but we have responded to concerns raised in consultation by adjusting our 2004 milestone target in mathematics. The targets are:

- By 2007, 85% to achieve Level 5 or above at the end of Key Stage 3 in English, mathematics and ICT and 80% in science.
- As a milestone towards that target, 75% to achieve Level 5 in English, mathematics and ICT and 70% in science by 2004.
- As a minimum performance target, by 2004 no LEA will have fewer than 65% achieving

Level 5 or above in English or mathematics or fewer than 60% in science.

In order to reach the national targets, we will ask schools and LEAs to set targets annually for the performance of 14-year-olds in English, mathematics, science and ICT.

**3.4** It is important that we know how pupils and schools are progressing against national standards, but it is also important to know the value each school adds to its pupils' results. Some schools achieve well in the performance tables, but given their pupils' prior attainment, progress is not as much as might be expected. Others make considerable progress without it being clearly recognised. We have now developed measures that show the progress that pupils at a school make between key stage tests, and will be introducing these into the performance tables next year. Now that we can do this, we want to publish school results for 14-year-olds, including both pupil achievements against national standards and the new measures of value added that put the results in context. This will help to make sure that schools give priority to pupils' progress in the early years of secondary education.

### **The strategy has been developed in partnership with teachers**

**3.5** The Key Stage 3 strategy is grounded in what works in schools. It seeks to strengthen and support the professional skills of teachers – not to substitute for them. In particular, it offers a programme of high quality professional development, backed by substantial new resources. Many excellent teachers have helped to develop the strategy, the preparation, piloting and refinement of the support

materials, and the delivery of training to other teachers. And of course teachers will deliver the new strategy and achieve the improved standards just as they have in primary schools.

**3.6** We have conducted a pilot programme in 205 secondary schools in 17 LEAs since September 2000 and the feedback has been encouraging. Teachers welcomed the additional resources, and the materials which were part of the professional development programme. The training and other support provided by LEA consultants was also considered very valuable. Teachers welcomed the English and mathematics frameworks, which were trialled in draft during the pilot and which they said led to more structured lessons with greater pace. These materials are now available to all schools.

**3.7** In summary, the strategy is designed to:

- Improve the teaching of English and mathematics in lower secondary education by providing excellent materials and extra, targeted support for those pupils and schools with furthest to go.
- Invest in the skills of all secondary teachers of English and mathematics, especially heads of department, through high quality professional development programmes.
- Invest in training teachers of all subjects to support the teaching of literacy and numeracy.
- Provide similar support for heads of science and science teachers.
- Offer support to all teachers of all subjects to improve their skills in providing feedback to pupils on their work, setting individual targets for pupils and teaching reasoning and logical and creative thinking through their subject.

- Promote the teaching of ICT skills and the achievement of the new national ICT targets.
- Enable pupils whose first language is not English to take full advantage of teaching across the whole curriculum.
- Encourage teachers to provide appropriate challenge and support for more able pupils.

### **We will now begin to implement the strategy nationally**

**3.8** We have learnt a great deal from the experiences of heads and teachers in the pilot. For example, it has proved difficult for teachers to embrace all of the strategy at one time. Given the quality of the programme, we expect that most schools will want to embark on it as early as possible. But schools need not seek to do everything at once and can phase the start of national implementation during the first year according to their priorities, if necessary focusing on Year 7 before turning attention to other years. We have encouraged LEAs to deliver training for Key Stage 3 flexibly to suit schools' varying needs and circumstances and in particular to make sure the training does not unnecessarily exacerbate recruitment and retention pressures, where they exist.

**3.9** In May, we published and made available to all schools the English and mathematics frameworks for Years 7 to 9, which have been developed by outstanding teachers. These will be introduced nationally from this September. The science strand will be implemented from September 2002 and we will look to make rapid progress in the teaching and use of ICT from the same time. We will continue to extend the strategy, so that the teachers of all other subjects will benefit both from professional development in their subjects and generic best practice in teaching.

**3.10** Pilot work has now started in 5 LEAs on a new framework of teaching objectives and a training programme for all ICT teachers. We are developing an online ICT test to assess pupils' ability to research, manage and evaluate information. It will pioneer a new, flexible approach to testing so that pupils can take the test as soon as they are ready. Over time, we will seek to build on this approach.

**3.11** As with the literacy and numeracy strategies, the Key Stage 3 strategy is informed by research evidence and it is critical that teachers are able to learn the pedagogy that underpins it. They will then, of course, adapt and refine it to suit their individual teaching styles and the needs of their pupils. As we have launched the strategy nationally, we have received extremely encouraging feedback.

### **Meeting the needs of all children**

**3.12** If we are serious about making the most of the potential of every child, then we must take advantage of every available resource in the community and in the classroom, from developing new technology to museums and galleries. The presence in schools of more skilled adults to support teachers' efforts and the enormous potential of ICT mean that for the first time, it is becoming possible for each child to be educated in a way and at a pace which suits them, recognising that each is different, with different abilities, interests and needs.

**3.13** To make a reality of this aim, we will need to continue to invest in teachers' professional development and offer extra support. We will continue to ensure that both the general strategies, such as the national primary and Key

Stage 3 strategies stretch all pupils (at every stage in the primary strategy, there are catch-up materials and classes to help pupils who are falling behind; the same will apply at Key Stage 3) and that targeted programmes such as those for children with special educational needs and for gifted and talented pupils focus on the needs of the individual.

### **We will help schools to meet the needs of gifted and talented children**

**3.14** All children and young people with outstanding academic ability or with particular sporting or artistic talent should be able to achieve their potential. Too often in the past, the most able have not got the targeted support they need. There has sometimes been a reluctance to recognise their particular needs and a feeling that they will do well anyway. In the past too many of our most able children have not done as well as they should, especially those from disadvantaged backgrounds. We want to explore ways of making sure we do better for these pupils.





**3.15** Our policy for gifted and talented children seeks to:

- Support the most gifted and talented in the country and in each school, particularly in disadvantaged areas.
- Build on pupils' particular strengths and tackle any weaknesses, making sure they too receive a broad and balanced education.
- Combine in-school learning with complementary opportunities out-of-school hours.
- Provide more opportunities for pupils to progress in line with their abilities, rather than their age and, where possible, achieve mastery, rather than superficial coverage of all subjects.
- Blend increased pace, depth and breadth in varying proportions according to the ability and needs of pupils. We want teachers to consider express sets, fast-tracking and more early entry to GCSE and advanced qualifications.

**3.16** We are already making progress. Many children have benefited from the intensive programme available through Excellence in Cities, which will be extended by September 2001 to pupils in over 1,000 secondary schools. From November 2001, world class tests in mathematics and problem-solving will enable gifted and talented pupils to measure their performance against the best in the world. We will also make sure that support for gifted and talented pupils is integral to all our strategies to improve teaching and learning.

**3.17** We are developing a full range of professional development materials and this term will launch:

- Working guidance on using the National Curriculum with gifted and talented pupils.
- A web-based directory of subject-specific resources.

- Exemplification material to support our guidance on teaching English and mathematics to gifted and talented children in primary schools.

**3.18** We will establish a new Academy for Gifted and Talented Youth to support and challenge gifted and talented pupils. The Academy is expected to be based in a university and will develop:

- Study support opportunities.
- Distance learning programmes.
- Mentoring programmes.
- Training and consultancy services.
- Pupil assessment centres.

Through a research and evaluation arm, it will identify, develop, adopt and disseminate best practice.

**3.19** The Academy's first task will be to pilot from September 2002 an intensive national programme for our most able pupils, concentrating initially on those aged 11 to 16. The programme will set in place a range of new learning opportunities and support, culminating in a first round of summer schools from summer 2003. These will:

- Offer fast-paced, advanced and flexible courses, including some that are not normally encountered in school and which appeal to the target group.
- Provide substantial teaching and study time over three weeks, with the first week potentially falling within term time for some, and including a residential option.
- Be run by expert teachers from schools and Higher Education.

**3.20** The new programme will be developed in the light of international experience, in the United States – most notably through the Center for Talented Youth at Johns Hopkins University –

and elsewhere, including in Ireland and Australia. We shall also want to link with the range of high quality provision already available in this country and explore opportunities for international collaboration.

### **We will help schools to meet the needs of children with special educational needs**

**3.21** Tailoring lessons to the needs of individual children means more support for those with special needs. Our policies have been twin-track: we have invested in specific measures for children with special needs; and taken action to make sure that they benefit from all our standards-raising programmes.

**3.22** To build on our achievements so far we will put in place a new strategy for delivering excellence for children with special educational needs. We will:

- Make sure that schools are aware of best practice information. Additional support will be available to schools in literacy and numeracy. Further investment will be made in training and development focusing particularly on bringing teachers, therapists and other specialists together to solve problems collectively. Further investigation into what works best will be carried out in partnership with teachers as part of our major programmes. Examples of good practice, better teaching strategies and practical materials will be made available online.
- Continue to hold schools accountable for the achievements of every child. Progress has been made through the setting and attainment of appropriate targets and challenges for schools and individual

children. Whole-school improvement targets will focus on improving achievement for all.

- Improve inspection and monitoring arrangements. A framework will be developed to measure the effectiveness of school and LEA programmes for raising standards for children with special needs. We will develop performance and benchmarking tools so that mainstream and special schools can compare attainment among children with special needs. Ofsted inspection will look at a school's development of inclusive practice.
- Develop multi-agency working. Too often, different support agencies do not work effectively together, leading to dissatisfaction and frustration among those they are meant to support. Through regional partnerships, we will link health, education, social services and the voluntary sector, recognising the part each service can play. We will look to local authority Best Value reviews to improve the co-ordination and quality of services for children with special needs. And we will make sure an ambition for better and more joined-up services features in the NHS Children's National Service Framework, which sets standards of service for children.

**3.23** Taken together, we hope these measures in support of the new SEN and Disability Act and the Code of Practice to be issued in the New Year will have a major impact on the opportunities for, and achievements of, children with special needs.

### **ICT can play a major role in meeting individual needs and aspirations**

**3.24** The evidence of the impact of ICT on standards is strengthening all the time. Research carried



out by the British Educational Communications and Technology Agency (BECTa) shows positive correlations between achievement at 11 and the quality of ICT provision in schools. A 1997 Keele University study showed how ICT in education can motivate all pupils, particularly the disaffected.



**3.25** But the potential of ICT is much greater than this. It can transform the way that education is delivered and open the way to a new pedagogy. It can make it easier for teachers to plan and to find high quality materials, and it can help pupils to find out more about the subjects they are studying. Critically, new technology can enable teachers to tailor their teaching more closely to the abilities of individual pupils. High quality online materials mean that pupils and teachers have access to good resources across the curriculum, and make it possible to deliver minority subjects effectively and more widely. Our pilots of full digital courses in mathematics, Latin and Japanese will explore the benefits of this approach. Similarly, online developments will have an important part to play in promoting collaboration between schools, in rural as well as urban areas, for example by enabling

teachers in different schools to work together or even to teach classes remotely.

**3.26** There has been heavy investment in ICT over the last four years, including some £650 million in improving the ICT infrastructure in the classroom. In 1998, there was only one computer for every 17.6 primary and every 8.7 secondary pupils: in 2000 there was one for every 12.6 primary and every 7.9 secondary pupils. By 2004, there will be one computer for every 8 primary and 5 secondary pupils. In 1998, only 6,500 schools were connected to the Internet. Now some 20,200 are: 86% of primary and 98% of secondary schools. We are committed to continuing our investment in ICT to make sure that all children are able to benefit and have already announced further funding which will mean that over the six years from 1998–2004 we will have invested a total of £1.8 billion in ICT.

**3.27** In our *Curriculum Online* consultation paper, we set out our vision of making digital materials available across the curriculum, for all subjects and age groups, catering for children of all abilities. The developing proposals for *Culture Online* will support this by increasing the range of materials to support arts and culture across the curriculum. Over time, the materials will form a coherent tool kit for use through interactive whiteboards, PCs and digital television. They will support homework and family learning and help teachers to plan their lessons more flexibly, but we must also make sure that teachers can use them as effectively as possible. To follow up the £180 million investment in ICT teacher training in England through the New Opportunities Fund, we launched a pilot competition in July 2001 to produce online professional development

materials in using ICT in subject teaching. Materials from the pilot will be made available nationally in autumn 2002. Our continued investment in all these areas will move us towards our *Curriculum Online* vision.

### **We will raise standards for pupils from ethnic minorities**

- 3.28** There are encouraging signs that standards are rising rapidly among some ethnic minority groups. The recent Youth Cohort Study shows a dramatic improvement in performance at GCSE of many ethnic minority pupils. And of course, many individual pupils from ethnic minority groups do very well at school.
- 3.29** However, many pupils from ethnic minorities are still not achieving as well as they could. It is unacceptable that, for instance, children of Caribbean, Pakistani or Bangladeshi families have been half as likely to leave school with 5 good grade GCSEs as children of some other ethnic backgrounds. The causes are complex but must be tackled. Working alongside community leaders, parents and representatives of faith communities, we will work to break down the barriers to equality of opportunity and tackle the cycle of disadvantage.
- 3.30** The new duty on public bodies, including schools and LEAs, to promote race equality will be implemented and will provide an important new impetus to race equality in education. The Ethnic Minority Achievement Grant (EMAG) worth £450 million over three years will be evaluated and targeted to do more to reinforce national strategies through mainstream classroom teaching and support schools to fulfil their objectives. We will:

- Make sure that the resources available through EMAG link with wider programmes to raise standards such as the Key Stage 3 strategy and Excellence in Cities.
- Work with schools' senior managers so that we have high expectations for ethnic minority pupils. With the National College for School Leadership we will develop training for school leaders in addressing underachievement.
- Monitor the achievement targets that LEAs set as a condition of receiving EMAG to make sure that they are demanding and focus on closing the achievement gap.
- Monitor the progress of ethnic minority pupils, as part of the focus on individual progress. Next year, a national system of monitoring will be in place.
- Work with Ofsted, the Teacher Training Agency, the Qualifications and Curriculum Authority and other agencies to share good practice and make sure that the needs of ethnic minority pupils are addressed as part of all relevant policy developments.
- Support teachers in helping children who arrive in school unable to speak English. Too many children who do not speak English at home are still lagging behind at the end of primary school. We will make sure that these pupils are able to achieve the standards expected of their age by the end of primary school.
- Seek to recruit more teachers from ethnic minority backgrounds. The Teacher Training Agency has set targets to increase the proportion of entrants to training from ethnic minority groups to 9% by 2005/06. They are funding research and information programmes to help to meet this target.

## Supporting schools in promoting good behaviour and tackling disruption

**3.31** We cannot expect to attract and retain good teachers and achieve high standards, unless schools provide a well-ordered and positive environment and teachers have the powers to tackle poor behaviour. The poor behaviour of a few children is a growing problem for teachers and creates anxiety for parents. It is an added source of pressure and a distraction from their prime focus on teaching and learning.

**3.32** We want to intervene early to prevent problems arising and make sure that teachers are supported in the classroom. If pupils are disrupting their classes, we want it to be possible for that behaviour to be tackled outside the classroom in a way that allows reintegration into mainstream classes. That is the role of the 1,000 Learning Support Units that already exist within schools. Where pupils are violent or persistently disrupting the education of other children, heads must be allowed to exclude them. But we know that if this means that the excluded pupil receives little education, then it can be the start of a downward spiral into drugs, crime and social exclusion. So we will make sure that by 2002 every excluded pupil receives a full-time education in a Pupil Referral Unit (PRU) – an out-of-school unit run by the LEA.

**3.33** Supporting teachers' efforts to address bad behaviour is a major part of our secondary school transformation strategy. We will play our part by:

- Providing training for teachers and other adults in schools in managing behaviour,

working with parents and with other services including the health service.

- Legislating to require parents to take greater responsibility for their children's behaviour and give schools powers to deal with parents who are violent or abusive.
- Making sure heads can exclude pupils who are violent and persistently disruptive.

## Early intervention prevents problems later on

**3.34** The most effective intervention is that which prevents behaviour problems arising or stops them becoming serious. Our recently published guidance on promoting children's mental health and the excellent work in many schools to promote good behaviour and positive attitudes – including the National Healthy School Standard and peer mentoring – provide a sound basis for further work. Parents are of course key and we are supporting them in establishing clear boundaries for their children's behaviour. The Sure Start and Early Excellence Centre programmes have shown how effective it can be to work with parents in tackling the problems of young children who show early signs of difficulty in concentrating, controlling their behaviour and relating to others.

**3.35** Over 1,000 Learning Support Units have already been funded to tackle indiscipline and disruption, with up to 50 more of these in-school units coming on stream this term. The Units keep students at risk of exclusion in school and working within the National Curriculum while behaviour problems are tackled, helping them to reintegrate into mainstream classes as quickly as possible with improved skills and motivation. They are cost-effective and have improved pupils' behaviour and concentration,

resulting in less low level disruption in class, leaving teachers free to teach. We will continue to expand them as resources permit.

**3.36** The highly successful Learning Mentor programme will be expanded and schools will benefit from the preventative programmes promoted through the new £450 million Children's Fund. We will also improve access to the preventative work of Pupil Referral Units and other out-of-school centres, where children cannot disrupt others' education and the problems that have led to their poor behaviour can be addressed. At the same time, we will promote the use of electronic registration systems for monitoring attendance and behaviour.

### **We will improve support for teachers in dealing with poor behaviour**

**3.37** Initial teacher training must do much more to develop the skills needed to promote good behaviour and handle disruption, so that new teachers are confident in the classroom and remain committed to the profession. The Teacher Training Agency is consulting on revised requirements for initial teacher training courses. Those requirements will emphasise behaviour management; all courses will be required to meet them from September 2002. The expertise of experienced managers of Learning Support Units will be used to develop, pilot and expand over time a programme of continuing professional development for teachers at all levels. The National College for School Leadership will offer specific programmes to help senior school staff to understand and improve the quality of behaviour and discipline for their schools.

### **Parents should be fully involved and take responsibility**

**3.38** Parents are responsible for establishing good behaviour at home, for getting their children to school and for supporting schools and teachers in setting standards for good behaviour at school. Although almost all parents do support schools in this way, some do not. We will not tolerate violent or abusive behaviour towards teachers and propose to extend the use of Parenting Orders to support and protect school staff. Parenting Orders underline parents' responsibility for their children's behaviour. They can include guidance sessions on parenting skills and can impose requirements on parents to manage their children's behaviour. For example, they may require parents to make sure that their child avoids contact with disruptive children, attends a homework club and is home at night.

**3.39** We are also consulting on whether Parenting Orders should be extended to cases where the parent's rather than the child's behaviour is the problem. We are also looking to raise the awareness and confidence of schools in using existing legal remedies where parents are abusive or violent towards teachers or other school staff.

### **Heads will always be able to exclude violent pupils**

**3.40** Headteachers must have the right to exclude pupils who are violent or persistently disruptive. Individual pupils cannot be allowed to disrupt classes, to the detriment of the teachers in the school and the education of their fellow pupils. In 1997, the number of excluded pupils was steadily rising. Having reversed this trend and met our target of reducing the number of unnecessary exclusions, we will not now set any

further targets. We will make sure that the interests of the wider school community are properly reflected in exclusion appeal hearings by clarifying the law and statutory guidance on exclusions.

**3.41** For some children, exclusion can be a first step on a downward spiral towards criminality and social exclusion. In 1996/97, there were 12,500 permanent exclusions and excluded pupils typically received only 2 or 3 hours of often poor quality education each week. We have already reduced the number of exclusions by one third, to 8,300 and from September 2002, we will make sure that LEAs provide full-time education for all children who are excluded. We are investing over £200 million a year in order to meet this commitment. There will be a further 40 Pupil Referral Units this year. The number of staff employed in PRUs has grown by nearly 600 since 1997 and the quality of education has been transformed. A third already provide full-time education. Ofsted reports that nearly all are successful in improving pupils' behaviour and attitudes to learning.

**3.42** Too many children still miss substantial periods of schooling. Sometimes this is overt truancy; sometimes parents condone their absence; sometimes children with problems at school are encouraged not to attend. Whatever the reason, it is unacceptable. There is a proven link between truancy, educational underachievement and criminal activity. We are putting in place a range of measures to tackle truancy – from truancy sweeps by the police and education authorities, to extra funding for electronic registration systems and Learning Mentors to work with pupils who face difficulties in school.

**3.43** We will also encourage more joined-up approaches between local services to prevent children dropping out of schooling. We will help to develop a joint approach between the police, the Education Welfare Service and the Connexions Service to identify children who drop out of schooling and line up suitable alternatives. We will develop a wider range of alternatives such as *Notschool.net*, an Internet-based service aiming to re-engage in learning young people who have been out of school for long periods.

### Education with character

**3.44** In the *Building on Success* Green Paper, published in February, we set out proposals for supporting schools to play their part in giving young people the knowledge, skills and attitudes they need for adult life. Schools already promote social and moral development, for example through the place of RE in the curriculum; they seek to build self-esteem, teamwork and creativity and provide opportunities for self-expression, including through increased opportunities in PE, sport, music and the arts. Schools also make a major contribution to children's physical and mental health and to meeting the Government's objective to reduce children's health inequalities, for example through breakfast clubs and the nutritional standards we introduced for school meals.

**3.45** Approximately 85% of respondents to consultation supported or strongly supported our proposals to go further. We will now press ahead with them, to support schools to provide this 'education with character'.

**3.46** We will encourage students' active participation in the decisions that affect them, about their learning and more widely. School councils can be an important way of doing so and we have funded School Councils UK, an educational charity, to develop a school council tool kit for secondary schools building on the successful primary school version. The National Healthy School Standard involves pupils in policy development and gives them the opportunity to take responsibility for some aspects of school life and the school environment. Furthermore, Ofsted inspectors will now systematically seek the views of a school's pupils as part of its inspection. We will also find out the views of children and young people as we develop and evaluate policy.

**3.47** Secondly, from September 2002, we are introducing citizenship as a statutory part of the secondary curriculum. Citizenship will promote political literacy, understanding of the democratic process and informed discussion of topical issues. It will help young people to learn about rights and responsibilities in a democratic society and help to create opportunities to influence others through active involvement in both school and the wider community. It will play an important part in helping young people to develop into active and responsible citizens.

**3.48** Thirdly, we are extending opportunities for children to be involved in sport, adventure, art, music and drama within and outside the school day. This includes the continued development of Creative Partnerships between schools and arts organisations in deprived areas to open up a wider range of learning opportunities; increased opportunities for young people to build and demonstrate wider abilities through taking awards such as the Duke of Edinburgh Award,

or the Youth Achievement Award; and more summer activities designed to assist the transition from school to adult life. We will implement our promise of an entitlement of two hours of high quality PE and sport each week in and out of school for all children. By 2004, there will be a network of 1,000 School Sport Co-ordinators based in secondary schools and working in partnership with primary schools to provide a range of sports opportunities to develop the talents, enrich the lives and benefit the health of children right across the country. There will be 372 by September 2001 and 600 by July 2002. Every school will be expected to arrange a full programme of high quality inter- and intra-school competitive sports and activities, when it has the services of a co-ordinator. We are working closely with the Youth Sport Trust, which aims to develop quality PE and sport programmes for all young people aged between 8 months and 18 years, in schools and the community. We also want to build on the achievements of the Playing for Success out-of-school study support centres, which are based in football grounds and other sports stadia and use sport as a powerful motivator, by encouraging non-participating areas to develop provision as resources allow.

**3.49** Fourth, we believe that all young people can benefit from a period of work experience. Currently, over 95% of Key Stage 4 pupils go on some form of work experience placement and recent evaluation evidence shows that this is widely valued by young people and teachers. We want to be sure that in future it is all of a high quality. In strengthening vocational pathways, as described in the next chapter, we wish to provide broader experiences of work through more focused education business links. The Government has also established a review,



chaired by Sir Howard Davies, which will examine how young people's knowledge and understanding of business and enterprise can be developed further. The review will report in January 2002.



**3.50** Finally, for many young people the strong relationships that are established through voluntary mentoring can be an important way of building character. We will continue with a number of major initiatives to support mentoring of school age children and young people. This will include working with the National Mentoring Network and the Home Office's Active Community Mentoring Programme.

**3.51** Taken together, we believe that the proposals in this chapter will raise standards, close achievement gaps, support teachers and help to develop rounded individuals. They are at the heart of our programme for transforming teaching and learning in secondary schools.

### Box 3.1

## Science Year

September 2001 sees the start of Science Year, which builds on the success of the National Year of Reading and Maths Year 2000 and will primarily target 10–19-year-olds. It aims to stimulate creativity and generate enthusiasm for science-based learning and through longer-term initiatives, we hope that it will have a sustained impact on attitudes to science. For example, we will establish a Centre for Excellence in Science Teaching to support science teachers to develop their professional skills and enable them to use recent scientific advances as illustrations in the classroom. Over the next three years, we will invest to ensure that every child under 16 has the opportunity to participate in an appropriate science, technology, engineering or mathematics education business link activity. Science and Engineering Ambassadors will inform and enthuse pupils and their teachers about the world of science, technology, engineering and mathematics, both as a career and as a part of everyday life.

## Chapter 4

# Meeting individual talents and aspirations at 14–19

### Summary

Particularly in the upper secondary years, the education system must respond to the needs, talents and aspirations of each student. Despite serious attempts over many years to solve the challenges of upper secondary education and to raise the status of vocational education, the problems remain. We now want to begin a debate about the best way to develop a coherent phase of 14–19 education, which responds effectively to students and provides real choice. We believe that key components of a new phase include:

- Recognition of achievement in both academic and vocational subjects, perhaps through an overarching award.
- Creating space in the 14–16 curriculum to allow students to pursue their talents and aspirations, while maintaining a strong focus on the basics.
- Making high quality vocational options available to all students, which are widely recognised and offer the opportunity of entry to Higher Education.

In addition, we will examine whether there are structural barriers to a coherent phase, and will publish a consultation paper in the coming months to set out more detailed proposals.

**4.1** A well balanced 14–19 phase of learning is crucial if we are to achieve our objective of well-motivated young people playing their full part in society and in the economy. There have been many serious attempts in the past to reform this phase of education, but the problems have never been adequately resolved. For too many young people, it has been a period of falling engagement in education and rising disaffection.

**4.2** Until recently only a minority of pupils achieved good school-leaving qualifications, in part reflecting the lower demand for skills and qualifications in the economy of the past. Even today, barely half of 16-year-olds achieve 5 or more good GCSEs, while levels of drop out and the proportion achieving barely any qualifications remain unacceptably high. Too many young people perceive age 16 as the end for formal education. This is reinforced by our institutional, funding and planning structures. Vocational education has been



persistently undervalued as a route to success and policies have tended to reflect the structures that exist, not the needs of individual young people. As a result, far too many have been failed by the system.

- 4.3** This must now change. Achieving the well-qualified workforce we need in this century means meeting the goal that by 2010, 50% of young people progress to Higher Education by the age of 30. We also need radical improvements in vocational education and training. We must continue to raise standards at GCSE, increase participation in learning and training beyond 16 and raise the standards achieved by 19-year-olds. Reforms to vocational and work-based qualifications, rapidly developing technology and the Key Stage 3 strategy mean that we are well placed to begin a programme of reform that is based on higher standards and greater recognition of high quality vocational routes to success. In this chapter, we set out the broad outlines of our thinking in order to begin a debate. We will publish a further document in the coming months, setting out more detailed proposals in the light of that debate.

### **Introducing new pathways to higher standards for all**

- 4.4** Supported by effective use of ICT, young people's learning from the age of 14 will increasingly take place across a range of institutions and in the workplace, complemented by extra-curricular activities such as sport, the arts and voluntary work. The purely academic route will still of course be very important for some and available for all who want it. But there will also be more opportunities for vocational study, and we look

forward to a time when many more young people gain some experience of vocational education. And for the first time there will also be the opportunity of a predominantly vocational programme for those with the aptitude, beginning at 14 and going right through to degree level. Such a programme might include a significant element of work-related learning from 14, followed by a Modern Apprenticeship or full-time vocational study at college and then a Foundation Degree for those who have the potential.

### **Progress has already been made towards more choice and flexibility**

- 4.5** Schools are already beginning to implement significant changes that move us towards improved provision for young people from 14. The first step is of course to make sure that by 14 all pupils have a good grounding in the basics and a broad foundation of knowledge and understanding. As described in the previous chapter, the Key Stage 3 strategy, which will create this springboard, will be implemented nationally from September. In the meantime, the adult literacy and numeracy strategy *Skills for Life* will target 16-year-olds with poor basic skills.
- 4.6** Secondly, as we have already announced, we will begin the introduction of new GCSEs in vocational subjects in September 2002. By 2003, they will be available to all schools throughout the country. They will have a major part to play in expanding vocational opportunities and raising the status of the vocational route. We will make sure that the qualifications match the best international standards so that we can promote them with

confidence to parents, students, employers and the academic community.

**4.7** A third step is a £38 million programme of work-related learning placements to benefit up to 40,000 14–16-year-olds from 2002. In most cases the young people will study at a college or with a training provider for one or two days a week throughout Key Stage 4. The placements will need to be of high quality and provide opportunities to gain worthwhile qualifications. Early pilots have shown real benefits, including improved attainment and motivation.

**4.8** Schools and colleges are implementing reforms to advanced level qualifications, with the introduction of new AS Levels and vocational A Levels. The principles of the changes – to broaden the curriculum and increase flexibility – have been widely supported. But there have been acknowledged problems with their implementation in the first year. We have announced changes to the assessment arrangements, which will make the reforms more manageable for teachers and reduce the assessment burden for pupils. We will continue to work to make sure that post-16 qualifications are valued and recognised by Higher Education and employers, as well as by young people and their parents.

**4.9** Work-based provision is also being strengthened and expanded through the upgrading of Modern Apprenticeships. These work-based programmes offer young people high quality structured learning while in employment. Substantial investment of £180 million over three years has been put in place to support them. All young people who meet the standard will be entitled to an Apprenticeship place. Sir John Cassels is

currently chairing a review that will advise this autumn on the necessary entry standard for Modern Apprenticeships and on their future development.

**4.10** The establishment of the Learning and Skills Council (LSC) from April 2001 brings responsibility for all post-16 learning under a single body for the first time. The LSC has powers to fund work experience and links between the education world and employers for 14–19-year-olds. It will have a vital role in encouraging more young people to stay on in learning until at least 19.

**4.11** These reforms are being backed by substantial investment in supporting young people directly. The Connexions Service will provide advice and guidance to young people aged 13–19 and is already operational in 15 partnership areas. National coverage of all 47 areas will be complete by 2002/03. Means-tested Education Maintenance Allowances now provide direct financial support to over-16s in full-time education in a third of the country.

**4.12** These important changes mean that we are now uniquely well placed to implement our vision of a coherent and effective phase of 14–19 education. There is nonetheless much more to be done to realise that vision in full.

### **Opening up a debate**

**4.13** We want to promote a wide debate about how to implement further improvements in education for our 14–19-year-olds and achieve necessary changes to long-established structures. As we move forward we want to make sure that we do so together. We want to discuss with all involved the vision, the

challenges and how best we can overcome them, taking account of the other pressures on schools and colleges. It is important to avoid over-burdening pupils and teachers or undermining confidence in the curriculum and qualifications framework. We will work closely with all our partners in the education service and with employers to make sure that vocational and work-based learning instils the same confidence as academic courses and qualifications. We will set out the issues and our proposals in more detail in the further consultation paper. This will look at:

- How to increase choice for young people from the age of 14, so that their individual aptitudes, abilities and preferences can be met.
- How to encourage all young people to stay in education and training beyond 16.
- How to ensure – and where desirable extend – breadth in the post-16 academic curriculum.
- How to break down the traditional prejudice against vocational education as a route to success and to enable more students to pursue a mix of vocational and academic routes, which will include some that are predominantly vocational.
- How to challenge the assumption that all pupils should proceed through the system at the same pace, enabling some to accelerate, to take opportunities to broaden or deepen their studies, to spend more time on vocational options or to move on to advanced studies having taken some or all of their GCSEs early.
- How to tackle the institutional and systemic barriers to a 14–19 phase of education, encouraging schools and colleges to co-operate more closely in providing a broader range of options more suited to the individual student's needs.

- How to ensure rigorous assessment without overburdening schools, teachers and pupils.

All of this is only possible if we improve the quality of teaching and learning at Key Stage 3, as outlined in Chapter 3.



### Creating a 14–19 phase of high standards and choice for students

- 4.14** Some of the main elements of a programme of action are clear. First, we must recognise achievement for those between the ages of 14 and 19 in both academic and vocational studies. We have suggested developing an overarching award to do this, building on work already done by the Qualifications and Curriculum Authority. The award would cover challenging goals in formal qualifications, but other achievements, such as volunteering, might also be recognised. Such an award will demonstrate real achievement and commitment and will be something to which everyone can aspire.
- 4.15** Secondly, it will be necessary to create greater space at Key Stage 4 of the National Curriculum. We agree with the general view

that there is insufficient flexibility at present and that the current system of requiring the curriculum to be 'disapplied' for any significant amount of vocational work is unsatisfactory. We will make sure that there is sufficient flexibility to allow students to pursue their talents and aspirations while maintaining a strong focus on the basics. A core of subjects will remain compulsory, but there will be greater scope for variation in the rest of the curriculum. Our consultation document will encourage debate about the right way to secure flexibility without compromising standards.

**4.16** We will only get parity of esteem between vocational and academic routes if the options and qualifications available are of a high standard, benchmarked against world standards, and capable of leading to entry to Higher Education and employment. Whichever path they choose at 14 – academic, vocational or a combination – all young people must have the chance to pursue their studies at 16 in sixth forms, colleges and the workplace. All of these should encourage the key skills needed to compete effectively in the labour market of the 21st century and should allow students to pursue their studies to degree level if they reach the entrance standard for university. Not every education or training provider will be able on their own to offer the full range of opportunities between 14 and 19, so we plan to encourage more partnership working, including between the statutory and post-16 sectors and those working in them, and will remove any legislative barriers. We will continue ICT investment to support such links.

**4.17** Detailed information about how schools are performing will continue to be available at 16 and eventually at 14. Performance indicators

will be revised to reflect all the available routes. In addition to the raw data, a value added indicator will be published from 2002 as set out in paragraph 3.4.

**4.18** The consultation paper will also look at structural barriers to a coherent 14–19 phase, including organisation, funding and inspection. Schools and colleges all have vital roles to play in raising standards post-16 and the expansion of high quality provision (sixth forms and dedicated 16–19 provision) will be encouraged. We will streamline procedures for the planning and organisation of post-16 provision so that expansion can happen quickly and the LSC will be able to put forward proposals to improve 16–19 provision in localities where it is unsatisfactory. A separate consultation document will be published shortly on this proposal.

**4.19** Increasing choice for students means that we must make sure that they have the information and guidance they need. The Connexions Service will clearly have an important role here, as will a range of other advisers in the system including Learning Mentors. We would like to provide better information for young people, parents and others on the routes that pupils and students at different schools and colleges follow after leaving. To do this we will examine the feasibility of the Connexions Service gathering and publishing information on the destinations of young people in their area.

**4.20** Our more detailed proposals will set out a plan for bringing about reform to achieve the step-change in achievement and participation at 14–19 that the nation requires.

## Increasing the participation of under-represented groups in Higher Education

- 4.21** The goal that by 2010, 50% of young people should progress to Higher Education by the age of 30 will only be reached if we increase participation in HE across all social groups, but particularly among young people from disadvantaged backgrounds. At present, just 13% of 18-year-olds from the most disadvantaged backgrounds achieve 2 A Levels (or equivalent) and only 14% go on to HE before they are 21. This compares with 56% of those from professional backgrounds who achieve 2 A Levels at 18 and 75% who go on to HE by the time they are 21.
- 4.22** To widen participation, we must raise levels of attainment so that more young people reach the entry standards for university. Our policies will not include quotas or lowering standards, but will be focused resolutely on raising standards and aspirations among young pupils, particularly those from less advantaged backgrounds. Everyone who has the ability and potential to go into Higher Education should be encouraged to do so. That requires early action to target underachievement among those young people with the talent to reach university but who are in danger of failing to get there.
- 4.23** We are introducing the 'Excellence Challenge', which is the largest ever programme to extend access to HE. It is targeted at young people aged between 13 and 19 in Excellence in Cities areas and Education Action Zones. For some young people in these areas, there is no first-hand experience of HE and a lack of expectation that they could get a place at a top university. The Excellence Challenge is designed to help to

overcome these barriers of expectation, resource and experience.

- 4.24** Over three years, more than £190 million will be spent on the programme in four main areas:
- £90 million will be distributed to Excellence in Cities areas and Education Action Zones, where participation rates in Higher Education are among the lowest. Universities and other HE and FE institutions will work in these areas, and provide additional support for young people who have the ability to enter HE. There will be a programme of in- and out-of-school learning and teaching, including mentoring and master classes and there will be work with parents and families.
  - Additional funding to HE institutions so that they can reach out to more young people from disadvantaged backgrounds. Young people will be able to experience Higher Education first-hand. £48 million will be used by universities and HE colleges to recruit more admissions staff, send ambassadors to schools and colleges and run more open days; and £12 million will be used to support the HEFCE Summer Schools. This is in addition to £78 million already allocated to help universities and colleges support students from disadvantaged backgrounds.
  - A further £6 million will provide clearer information and better marketing, so that there is a strong message that Higher Education is open and accessible to all who have the ability. This will focus on reaching families and communities who do not have a tradition of entering HE, raising expectations of students and teachers alike.
  - The final strand will provide new forms of financial help for able young people from disadvantaged backgrounds. A total of £36 million will provide £2,000 Opportunity

Bursaries for up to 7,000 students entering HE in 2001. In addition, a further £258 million is set aside through HE Access and Hardship funds to provide additional targeted financial support for students who are in danger of dropping out, to encourage more to enter HE and complete their courses.

**4.25** A range of mentoring initiatives is an important part of the programme. The National Mentoring Pilot Project (NMPP) supports 11–18-year-olds in secondary schools in deprived areas. It targets those at risk or in need of additional encouragement and promotes the benefits of entering Higher Education. University students are trained and remunerated through the NMPP to provide support. Currently some 840 mentors from 15 universities are providing mentoring in schools in 22 Education Action Zones. By the end of 2001, there will be 900 mentors. From September 2002, the Project will be expanded into the areas covered by Excellence in Cities as part of the Excellence Challenge strategy. As the scheme expands, we expect to have 1,250 trained mentors nationally supporting around 5,000 students a year.

## Chapter 5

# Excellence, innovation and diversity

### Summary

We want to build a flexible and diverse system in which every school is excellent and plays to its strengths; where schools learn from each other; are freed to innovate; and where the best schools lead the system.

We will do so by:

- Making sure that all schools that are ready will be able to become specialist schools, with a milestone of at least 1,500 by 2005.
- Expanding the number of Beacon schools, faith schools and City Academies.
- Introducing a new 'working towards' status, for schools not yet fully meeting the criteria, which will then be supported to achieve a new status.
- Basing our policies for the next phase of school improvement and curriculum development on what successful schools do: we will work with some of our best schools to develop advanced Beacon, specialist and training schools to take a leading role in the next wave of education reform.
- Allowing the best schools to earn greater autonomy within the framework of national accountability, so that they can innovate, for example to lead thinking about the curriculum for 14–16-year-olds. We will establish a schools innovation unit to initiate and support such innovative thinking.
- Introducing new ways for external partners to work with schools. Where a new school is needed, LEAs will advertise this, so that any interested party can make proposals.

**5.1** The previous two chapters have been about the transformation of teaching and learning in secondary schools and the creation of an education system which responds to and encourages individual talents and aspirations. This chapter is about the creation of excellent secondary schools, capable of furthering and supporting the transformation of teaching and learning.

**5.2** To develop an education system that is more tailored to the needs of the individual, we want to develop the strengths of every school. We have many good secondary schools and many excellent teachers. We want to build on this and invite staff to work with us to lead the programme of innovation and transformation we need. We want to free the energies, talents and professional creativity of heads, governors and teachers and to create the conditions in



which schools are freer to innovate and the best schools can gain greater autonomy.

- 5.3** At the heart of our vision for transforming secondary education is the ambition for every school to create or develop its distinct mission and ethos, including a mission to raise standards and enlarge opportunities for all its pupils. A school's main priority is to serve its pupils, their families and their community, but we also want schools to contribute to the family of schools and to the development of the education system. Successful headteachers build the strength of their school by defining a clear sense of purpose for it and by developing its distinctive character. Schools with a positive ethos and strong sense of purpose, focused on high standards of behaviour and achievement, develop these same qualities in their pupils and staff. The debate that takes place when a good school defines its character can itself be a powerful catalyst and focus for school improvement. The evidence shows that schools with a distinct identity perform best, with the ethos acting to motivate staff and pupils across a wide range of subjects and activities, improving teaching and learning.

### **Providing new opportunities for schools**

- 5.4** We know that many schools already have a long-held sense of mission and ethos of which staff, pupils and parents are proud. We want to make sure that every school is like that. Our goal is a more diverse secondary system, with every school supported and encouraged to be distinctive, excellent and to work alongside other schools.



- 5.5** The diverse system we want to build will be one where schools differ markedly from each other in the particular contribution they choose to make but where all are equally excellent in giving their students a broad curriculum and the opportunity to achieve high standards. Far from concentrating success in a few schools, diversity is about motivating individual schools, spreading excellence, sharing success and working collaboratively. This is at the heart of specialist schools.
- 5.6** Over the last four years we have moved a long way from a system in which each school was left to fend for itself to one in which networks of schools open to all, constantly learn from each other. Many of the programmes we have already developed, such as Beacon and specialist schools, and Excellence in Cities, enable schools to share best practice and learn from each other. The Government provides additional resources to enable them to do so. All the evidence, reinforced by responses to *Building on Success*, suggests that heads and teachers know that they can learn from each other and want to take these opportunities because they share a wider responsibility –



they want success for all pupils. Case Study 5.1 illustrates the potential benefits of effective partnerships.

- 5.7** As the system becomes more diverse, we want it to become more capable of responding to individual needs and to different groups in society. It is not only those pupils who attend a school with a centre of excellence who should be able to benefit from it. We expect to see the benefits spread, for example by sharing facilities, sharing best practice or making joint appointments of teachers. Advancing digital technology means that schools that are distant from one another can also collaborate.

### **We will extend the Beacon schools programme**

- 5.8** Schools become Beacon schools as a recognition that they are among the best in the system. Their excellence is recognised by the programme and they are given additional

resources to work closely with other schools and share practice. Evaluation evidence shows just how valuable this joint working has been both to the Beacon schools and to their partner schools. By September 2001 there will be some 1,000 Beacons, including 250 secondary schools. We have streamlined the processes for becoming a Beacon school, and now invite the best performing schools, taking account of their circumstances, to take up the challenge. We will recognise as Beacons some schools that demonstrate excellence in providing services for their families and communities. We are committed to expanding the number of secondary Beacons to 400 and will do so by 2005.

### **We will develop and extend the specialist school model**

- 5.9** Specialist schools are a key part of our proposals for a more diverse system because of their proven success in raising standards, as

## **Case Study 5.1**

### **Philip Morant School, Colchester**

The Philip Morant Specialist and Beacon School demonstrates how successful partnerships can help pupils. The school has close links with local companies through a business forum. All Year 11 students have a two-week work experience placement in the community and some have organised international placements in Ireland, France and Germany. The school also holds an annual careers convention in close conjunction with local employers and schools. The focus of this year's convention was the European Year of Languages. The 'learning@yourfingertips' project, a unique partnership with major IT companies, is exploring how handheld PCs can improve students' learning, ICT skills and results.

The school has close links with its feeder schools to make the transition to secondary school as smooth as possible and to develop curriculum continuity. The school's website is linked to its feeder primaries and enables pupils to use the latest online learning materials at school and from home. Year 6 primary pupils have weekly ICT lessons at Philip Morant. Teachers from the school visit primary schools to assist with specialist teaching.

demonstrated by research by Professor David Jesson (see Box 5.1) which shows specialist schools adding more value to their pupils' achievements. Case Study 5.2 illustrates what is possible. Following the comments we have received on the Green Paper, we want to clarify and extend our original proposals for specialist schools in a number of areas.

**5.10** Firstly, all maintained specialist schools must abide by the same curriculum legislation as other schools and by the law and Code of Practice on Admissions. That will not change.

**5.11** There are those who have said that specialist schools will create a two tier system. They won't. We intend to expand the number of specialist

### Box 5.1

## Educational outcomes of specialist schools – the Jesson research

Research carried out by Professor David Jesson for the Technology Colleges Trust considered the performance in 2000 at GCSE level of specialist schools compared to other schools. It found that:

- The 391 specialist schools operating in the summer of 2000 (excluding selective schools) averaged 53% of their pupils attaining 5 GCSEs at grades A\*–C, compared to 43% in other non-selective schools in England, even though attainment of the specialist school pupils at age 11 had been similar to that at the other schools.
- Specialist schools add more value between 11 and 16 and also between 14 and 16 than other schools.
- Specialist schools improved more quickly in 2000 than other schools.
- The longer a school has been a specialist school, the greater has been its improvement.

### Case Study 5.2

## St Thomas More School, Gateshead

St Thomas More School is a Technology College playing a leading part in working with industry. The school is a member of TDR, an autonomous company, which counts as members many manufacturing companies on Tyneside and was established to improve the quality of training and recruitment. The school has strong links with the local community and is held in high esteem. It was one of the first specialist schools to establish its own family of schools for sharing good practice. This work now involves a group of 20 primary and 7 secondary schools (including 1 special school) to develop technology teaching.

Through videoconferencing, the family of schools has access to St Thomas More's Computer Aided Design and Manufacturing (CAD/CAM) facilities. The school acts as a source of technological expertise and a manufacturing base for designs developed at schools without the specialist equipment to produce them. The school itself has benefited from the partnerships – the percentage of pupils achieving 5 or more GCSEs at grades A\*–C increased from 66% in 1997 to 87% in 2000.

schools more rapidly than originally proposed. There will be at least 1,000 specialist schools by 2003 and at least 1,500 by 2005 as a staging post for specialist status for all schools that are ready for it. But we want to do more to make sure that all schools that are ready to do so can achieve a new status. We would like all schools to identify the direction in which they want to move and to work towards it. Each school will be able to choose for itself, and we set out in paragraph 5.34 our proposals for supporting every school to work towards a new role.

- 5.12** Thirdly, we can confirm our proposals to introduce new specialisms in science; engineering; and business and enterprise. To these we will add a further specialism: mathematics and computing. Schools have said that they want to be able to combine specialisms, where the combinations work sensibly together. We will make sure that can happen. And we will allow schools to work together, so that nearby schools can jointly develop a centre of excellence or combination of complementary specialisms.
- 5.13** Fourthly, it is imperative that the next phase of school improvement and curriculum development is based on what successful schools do. In *Building on Success*, we said that we wanted to develop advanced specialist colleges as a leading edge of innovative schools. This opportunity will be open to high-performing and successful specialist schools and the first will be designated in September 2002. These schools will work with us to develop the role and to see how they can play a greater role in training teachers.
- 5.14** But we do not want to restrict this opportunity to specialist schools. We also want to develop

the concept of advanced Beacon and training schools, which will be schools that have demonstrated real success in their respective roles. Together, these schools will take responsibility for leading the next wave of education reform. They will link to Higher Education institutions and to each other and will be given a responsibility to spread their good practice widely.

### **Learning from innovation, creating flexibility**

- 5.15** We know that there is much good practice in our schools and the challenge is to spread that to all schools. Good schools and good teachers are in the best position to do this. Over the last four years, we have encouraged and provided incentives for schools to work together. Advanced Skills Teachers are already helping to spread best classroom practice across a wider range of schools and the National College for School Leadership has established a strong network of heads and school leaders sharing and solving leadership challenges together. Our Key Stage 3 strategy has been developed in partnership with heads and teachers. And of course Beacon and specialist schools and Excellence in Cities bring schools together to raise standards as Case Study 5.3 illustrates.

### **The best schools will earn greater autonomy**

- 5.16** We now have an accountable schools system where we can monitor individual school performance and intervene in inverse proportion to success. Within that framework we can now allow schools more autonomy so that well-led schools take more responsibility for themselves. Already every school enjoys

### Case Study 5.3

## Selly Park Technology College, Birmingham

Selly Park has achieved excellent results over the past four years while educating a high percentage of pupils with English as a second language. The percentage of pupils achieving 5 or more GCSEs at A\*–C has increased from 42% in 1996 to 62% in 2000.

The school is working in partnership with 5 local secondary schools as a School Improvement Group. The heads of the schools share information on approaches to teaching and learning, including revision techniques, extended learning opportunities, the use of ICT and the importance of raising self-esteem. Other shared ideas have included strategies to deal with truancy and punctuality.

Opportunities have been found to give extra help to pupils before and after school, at lunch times and on Saturdays. The Saturday morning revision club has been particularly successful. Pupils have taken an accelerated learning course to develop their study skills, including speed-reading techniques. A significant number of teaching staff were involved so that they could reinforce the study techniques in their own subject areas.

almost all the freedoms that were previously available only to a few, but retains its responsibilities to the wider system. But the time is right to move further to extend the scope for our best schools and our best teachers to innovate and so to lead the way in transforming secondary education.

**5.17** Where schools are successful, well-led and have a record of school improvement, we want to free them from those conditions and regulatory requirements which they tell us stand in the way of yet higher standards and further innovation. The framework of performance targets and accountability, including Ofsted inspection, must remain in place; every school must continue to teach the basics and offer a broad and balanced curriculum; and effective performance management arrangements must stay.

**5.18** Nonetheless, we believe that there is potential for greater flexibility in allowing successful schools to opt out of elements of the National

Curriculum, for example to lead the development of thinking about greater flexibility in Key Stage 4. We will allow schools flexibility over some elements of teachers' pay and conditions, for example to provide even greater recruitment and retention incentives, or to allow schools to agree with their staff a more flexible working day or year in return for some reward. But important elements of teachers' pay and conditions will remain common to all teachers: this will not lead to individual contracts.

**5.19** We will set out clear criteria for deciding which schools should have this extra autonomy and as the school system improves, we would expect the proportion of eligible schools to grow. Because secondary schools are larger, with greater management capacity, we believe that they are the sensible place to begin, but over time and in the light of experience, we will want to extend these freedoms to excellent primary schools as well. The Secretary of State will

identify the areas where schools will have extra flexibility on the advice of Ofsted.



### **We will make it easier for the best schools to expand**

**5.20** We also want to enable successful and popular schools to expand more easily. We will amend our statutory guidance to School Organisation Committees and Adjudicators to favour the expansion of schools that provide an excellent standard of education. We will give successful schools a right to appeal to the Adjudicator if their proposals to expand are rejected by the School Organisation Committee, even though they have the resources to implement the proposals. We will also streamline the decision-making process so that it operates as effectively as possible and proposals can be dealt with as quickly as possible, while retaining local consultation. LEAs will continue to have responsibility for the supply of school places and we will continue to ensure that decisions are taken in the best interests of all the children in an area.

### **We will introduce a new innovation unit to support schools to develop and spread new ideas**

**5.21** As we have already made clear, we want to be able to encourage and respond to innovative approaches to teaching and learning and school management from across the secondary system. To make sure we can do this, we intend to establish a schools innovation unit with the task of initiating and supporting new ways for schools to do their jobs more effectively. For example, we would like the system to be able to learn from schools, which have radically rethought the traditional timetable and the use of teachers' time. The unit will act as a powerhouse and an 'incubator' for new approaches, which might not fit the rules as they currently exist, but could be developed as prototypes and tested for their effectiveness. It will work with a network of some of our best heads and teachers and with the National College of School Leadership.

### **Creating a diverse range of partners and providers**

**5.22** We think that developing new partnerships and allowing new providers to work with schools can raise standards further. They can be an important stimulus for new thinking, particularly in tackling some of the most intractable problems that remain unresolved. New providers can benefit pupils by bringing fresh ideas and perspectives and particular skills and expertise to schools. Similarly, the stimulus and competitive pressure that new entrants can bring to the sector can have the benefit of driving up performance more widely.

## **We will extend the City Academy programme**

**5.23** Our City Academy programme means that sponsors from private, voluntary and faith groups can establish new schools whose running costs are fully met by the state. They bring a distinctive approach to school management and governance and offer a radical option to raise standards in areas of disadvantage. Thirteen partnerships are working now to set up City Academies and we will expand this programme year on year to set up Academies across the country. Our aim is that by 2005 at least 20 City Academies will be open. We will legislate to allow for all-age Academies and for schools on the City Academy model in rural as well as urban areas. And we will examine the potential for developing PFI City Academies. All such schools will share their specialist expertise and facilities with other schools and the wider community and will of course conform to the law and Code of Practice on admissions.

## **We will encourage wider innovation in the provision of new schools**

**5.24** As well as City Academies we want to develop new ways of encouraging innovative schools within the state sector. We therefore propose that where an LEA identifies a need for a new maintained school, it should advertise this fact and invite interested parties to bring forward proposals to establish the school by a specified date. Any interested party, including a community or faith group, an LEA or another public, private or voluntary body, will be able to publish proposals. Proposals may be brought forward for a City Academy as part of the competition.

**5.25** In order to make sure that all promoters are treated equally, we will expect the LEA to secure a site for the new school and arrange for any necessary planning permission to be sought. The LEA will also secure the Secretary of State's agreement in principle to a case for new provision.

**5.26** The proposals will be published alongside one another for local consultation, and the School Organisation Committee will have a full opportunity to assess the proposals, comment on their pros and cons and express a preference. The Secretary of State will then consider all proposals submitted and decide between them. All promoters will be treated fairly on the merits of their case. Criteria for decisions will include the educational merits of the proposals, the value for money that they provide and the outcome of the consultation.

## **Establishing new partnerships**

**5.27** We also want to encourage schools to choose to establish new partnerships with other successful schools, the voluntary sector, faith groups or the private sector, where they believe this will contribute to raising standards. Where schools wish to involve external partners, we will make sure that it is straightforward for them to do so, while keeping appropriate safeguards and clear lines of accountability in place. We would anticipate that a range of partnerships would be possible. For example, successful schools might share the benefits of particularly strong subject departments, FE colleges with a vocational specialism might work with schools in that area, faith groups might help to build a school's ethos and the private sector could provide strong management support for schools, which are increasingly complex



organisations to manage. We will not stand in the way of any arrangements which will raise standards for pupils.

**5.28** Where a school chooses to work with an external partner, staff would remain employed by the LEA or governing body, as now. They will not be required or expected to leave the public sector. However, at present, staffing provisions make it difficult for heads to bring in additional teachers employed for example by other schools or FE colleges, even if that would be a sensible way to provide lessons in a minority subject or in the event of staff shortages, for instance. We will amend legislation to enable heads to bring in additional teachers employed by others and develop innovative approaches to educating their pupils, including distance learning backed by effective use of ICT.

**5.29** We are supporting new partnerships in a variety of circumstances, including in areas with a selective admissions system where we are encouraging grammar and non-selective schools to share expertise and learn from each other. We will invite more such partnerships to apply for funding of up to £20,000 for joint projects between two or more schools, perhaps alongside other partners including the LEA. They might involve sharing facilities, direct interchange of pupils for specific subjects, post-16 collaboration and shared professional development of teachers. We are also continuing to discuss the scope for public funding of schools offering alternative curricula.

### **We will support inclusive faith schools**

**5.30** Faith schools have a significant history as part of the state education system, and play an important role in its diversity. Over the last

four years, we have increased the range of faith schools in the maintained sector, including the first Muslim, Sikh and Greek Orthodox schools. There are also many independent faith schools and we know that some faith groups are interested in extending their contribution to state education. We wish to welcome faith schools, with their distinctive ethos and character, into the maintained sector where there is clear local agreement. Guidance to School Organisation Committees will require them to give proposals from faith groups to establish schools the same consideration as those from others, including LEAs. Decisions to establish faith schools should take account of the interests of all sections of the community.

**5.31** We note that Lord Dearing's report to the Archbishops' Council recommends that the Church of England increase significantly the number of secondary school places it supports. Where there is local support, we will welcome that. We want these schools to be inclusive, and welcome the recommendation that Church of England schools should serve the whole community, not confining admission to Anglicans. We want faith schools that come into the maintained sector to add to the inclusiveness and diversity of the school system and to be ready to work with non-denominational schools and those of other faiths.

### **Achieving diversity**

**5.32** Only if we can build on the commitment and enthusiasm of all those who work in schools will we succeed in implementing a truly diverse secondary system. This is a strategy for all schools in every area. We want to create the opportunity for every school to develop its



distinctive ethos and excellence. But we will not force schools to take on a role that they do not wish to have. Nor will we add requirements that schools do not feel they have the capacity to manage. We know that diversity is not something that can or should be imposed.

### **We will support all schools to work towards a new role**

**5.33** We want to make it as simple as possible for schools to play to their strengths. In the past some schools had to go through successive approval processes and meet a range of different criteria to qualify for different roles. We will review and streamline applications procedures, establishing a single process, to make it simple and unbureaucratic to take on different roles. We will bring the criteria for approval into line with one another wherever possible. In addition, we will make sure that the funding and incentives for each role fully reflect the responsibilities that go with them.

**5.34** We have already said that we want to encourage all schools to identify a role to which they aspire, whether they are ready to take it on immediately or not. In order to help all schools consider how they might develop a distinct specialism, we will publish a 'prospectus' of the various opportunities available. We will establish an advice unit to work with and support schools to achieve their ambitions. Where schools do not yet fully meet the criteria, but are able to demonstrate real commitment and progress towards them, we will be prepared to recognise them as 'working towards' a role. This 'working towards' status will give them a clear idea of what they need to do, provide a target date and offer support to help them to

achieve their aims. It will be open in principle to every secondary school.

**5.35** We want to move quickly to develop and demonstrate the benefits of greater secondary specialisation and diversity. We will therefore establish a small number of areas to act as pathfinders for the policy, so that their experiences can inform the policy as it develops.



### **The secondary sector in 2005**

**5.36** This chapter sets out a vision for transforming the whole secondary sector. As our proposals are implemented, we intend that they should touch every secondary school, raising standards for every pupil. Our aim is that by 2005:

- Successful schools will be developing new ideas for leading the rest of the system and benefiting from greater autonomy.
- Successful specialist, Beacon and training schools will be seeking 'advanced' status and receiving support to test out the next generation of ideas.
- The majority of secondary schools will have achieved specialist, Beacon or training school status or be working towards such status.

- There will be a wider range of sponsors of new schools, including more City Academies and more faith schools.
- As described in the next chapter, there will be a wider range of solutions for turning round failing schools and extra support for schools in challenging circumstances.

## Chapter 6

# Decisive intervention to ensure high standards

### Summary

Our policies are for every child. Every school is expected to meet high national standards and is accountable for its performance. Where schools are not achieving highly, we will intervene to ensure that they do more.

We will:

- Put in place a programme that will challenge and support schools in difficult circumstances to improve, so that in every school at least 25% of children will obtain 5 GCSEs at grades A\*–C by 2006. We will pilot a programme of even more intensive support for schools that face the most difficult circumstances.
- Take a power to replace the governing body of a weak or failing school with an Interim Executive Board while the school is turned round, if the governing body is part of the problem.
- Make it easier for good schools to support failing schools.
- Introduce new ways for external partners to support the weakest schools. We will expect LEAs to invite proposals from external partners to help to turn around failing schools. We will take a power for the Secretary of State to require a private sector partner to be involved if necessary.

**6.1** Two clear principles underpin our approach to LEA and school performance. We will combine challenge with support and continue to intervene decisively where necessary. Where an LEA or a school is succeeding, setting and meeting challenging objectives, and securing continued improvement in performance it should be encouraged to carry on doing so without hindrance. But in case of failure, we will take decisive steps to secure rapid and irreversible improvement.

### Building on our experience of LEA intervention

**6.2** LEAs have a key role to play in the school system, not least in challenging and supporting schools, and in intervening in cases of failure. Many LEAs are performing well, and evidence from Ofsted shows that standards are rising. But there are still too many cases of poor and unsatisfactory performance. Poor performing LEAs are letting down pupils, schools and local communities.

- 6.3** We have already intervened in 20 LEAs where Ofsted reported performance as unsatisfactory or worse. Our approach has been pragmatic, targeting the main weaknesses identified by Ofsted, and taking account of key local factors including the capacity of the LEA to improve itself. The solutions vary widely. In some cases, there has been full or partial outsourcing of LEA services or strategic management to a private sector provider, or joint venture delivery in an equal partnership with the private sector. In others, the solution has involved restructuring internal strategic management, partnerships with other LEAs or strengthened arrangements for involving local stakeholders and independent expertise in decision-making.
- 6.4** This approach has brought real improvements. Islington moved from an Ofsted 'very poor' rating to 'satisfactory' in two years. Leicester City made a similar improvement over 18 months, with an effective partnership board and an innovative brokerage service for schools. In Liverpool, where Government provided intensive support for the new management team brought in by the local authority itself, a dramatic turn round was achieved in less than two years.
- 6.5** The same principles and pragmatic approach should apply to intervention in schools. The smaller number of schools going into special measures provides us with the opportunity to focus more attention on them and to work for innovative solutions to turn them round. This, and the variable capacity of LEAs described above, leads us to believe that we should extend further the armoury of measures for tackling failure, particularly for the few very difficult cases where existing strategies are proving slow to deliver.

## Supporting schools facing challenging circumstances to achieve national standards

- 6.6** Our policies for secondary education are for every school and every child. Where schools fail to provide their pupils with the quality of education they deserve, our objective is to give them extra attention and support. In these cases, the Secretary of State challenges LEAs and schools to secure rapid improvement and provides specific financial support. There has been huge progress, but despite everything that has been tried, some schools have still not been turned around. We need to intensify our work with these schools.
- 6.7** Many, but not all, struggling schools are situated in the most deprived areas, or have a disproportionate number of pupils where social and family problems get in the way of effective learning. In some cases, teachers' expectations of what children can achieve may be too low. The school may be poorly led and managed or have difficulties in recruiting or retaining an effective supply of good teachers. Or there may be a combination of these and other factors. The Excellence in Cities programme will continue to provide funds to support schools in challenging circumstances and will be steadily expanded to smaller areas of deprivation. By 2003, some £300 million will be used to provide targeted support to include Learning Mentors and Learning Support Units.
- 6.8** We have set 'floor targets' – minimum performance levels to be achieved by all schools over the next few years. By 2004, all schools should have at least 20% of their students achieving 5 or more A\*–C grade GCSEs, and by 2006, at least 25%. There are 480 secondary

schools where 25% or fewer pupils gained 5 A\*–C grades at GCSE in summer 2000. Many of these schools are situated in challenging areas, often have more than 35% of their pupils eligible for free school meals and draw their pupils from communities where education is often not given a high priority. We have therefore put in place a programme of challenge and support, focused on these schools, in order to help them to drive up standards.

- 6.9** First, all such schools will continue to receive additional funding and all will receive access to good practice information and advice.
- 6.10** Second, from September 2001, there will be Trainee Heads working alongside the head and senior management in some good schools that face challenging circumstances so that they can gain the extra skills that they will need to succeed in headship in such schools. In addition, pilot partnership projects have demonstrated how consultant heads, who work with the head of a school in difficulties, can help schools to make rapid improvements, through sharing of good practice.
- 6.11** Third, the Teacher Training Agency will appoint three additional Specialist Recruitment Managers, to support headteachers of schools facing challenging circumstances to recruit and retain the staff they need.
- 6.12** Finally, we want to make sure that more Fast Track and Advanced Skills Teachers work in challenging schools, so that our very best teachers work in the schools where they are most needed. We also want to make sure that teachers who work in challenging circumstances are properly recognised and supported. In particular, we want to improve professional

development opportunities for these teachers. We have already introduced a programme of sabbaticals and want to work with the London Institute of Education on their Master of Teaching initiative, which will give talented teachers in urban areas support in their professional development and accredited successful performance.

- 6.13** In return for participating in this programme, these schools must make sustainable improvements. Ofsted is monitoring the progress the schools are making in raising attainment and will help them to focus on the issues that are important. The Ofsted monitoring visits that have taken place so far have been welcomed by the schools and have proved practical and beneficial. Where, despite these efforts, schools consistently fall below acceptable levels, we will consider whether they should be closed, or replaced by a City Academy. We will also be ready to use the intervention powers described below, should we decide that they offer the best option for turning the school round.

### **We will support schools in the most challenging circumstances**

- 6.14** In addition, a few schools face such challenging circumstances that even this level of targeted help may be insufficient to help them to overcome their problems. Some schools, for instance, face very high levels of deprivation combined with very high pupil turnover and have a large proportion of pupils who speak English as a second language. They may need more support than schools in less severely challenging circumstances. From September 2001 we are funding a pilot project with 8 well-managed secondary schools that face some

combination of these circumstances. We want the schools to find new ways to use the skills of their teachers and other adults so that they have the capacity to turn themselves around and raise the attainment of their pupils. For example, the project will support teachers to plan together and observe each other's teaching, so that they learn and develop together; it will test the effect of radically reduced class sizes. The schools will work with parents and the community to integrate activities where appropriate with programmes for community regeneration. The project will be evaluated and evidence of good practice will be developed in other schools facing similar circumstances.

### **We will support children to overcome disadvantage**

- 6.15** We also want to support children in disadvantaged areas through our new pupil learning credits, which are intended to enable schools to provide additional learning opportunities for their pupils. From September 2001, we will run a £35 million pilot scheme, benefiting 63,000 pupils in 24 Excellence in Cities areas and 6 Excellence Clusters. The 260 schools in these areas with at least 35% of their pupils eligible for free school meals will receive additional funding for each eligible Key Stage 3 pupil.
- 6.16** Schools will have considerable flexibility in how they use the credits. For example, they could use them for educational visits to museums, galleries and the theatre; to offer extra tuition in art, music and other performing arts; to supply books for pupils to read in the home; to offer outdoor learning opportunities; or to provide specialist sports coaching. We would

expect schools to involve pupils in decisions about the use of the funding.

- 6.17** We want to evaluate the pilots so that we can look at the way the credits are used in different schools, and critically, at how effectively they target funding on those pupils most in need of support.

### **Tackling school failure**

- 6.18** A small number of schools each year are judged by Ofsted to be failing their pupils. Over the last four years, existing policy for schools in special measures has resulted in some 778 failing schools being turned round, and a further 138 closed where a better alternative existed for the pupils. Since May 1997, the average time taken to bring a school out of special measures has been reduced from 25 to 18 months. And as the system becomes better at preventing failure, fewer schools are now being identified as requiring special measures – only 138 in 2000/01, compared to 234 in 1999/2000.
- 6.19** We must never turn our backs on a school or pupil that is failing to achieve. If existing measures are not working, we need to add to the measures available both to address and to prevent failure.
- 6.20** First, we will continue to encourage LEAs to consider the widest range of solutions for tackling failure, including the closure of the failing school where there are better performing schools locally, support from the LEA to turn the school round or setting up a City Academy with new sponsorship.
- 6.21** Secondly, where a governing body is part of the problem at a school, we will take a power to

replace it if necessary with a new, more focused, Interim Executive Board for the period of the turn around. A wholly new governing body would be constituted when the turn around is complete.

**6.22** Thirdly, we will make it easier for weak or failing schools to benefit from the leadership and management of good schools. This might include enabling the head or some of the management team of the successful school to support or take responsibility for the failing school; allowing the governing body of the successful school to support the governance of the failing school; or sharing staff and facilities.

**6.23** Finally, whenever a failing school needs to be turned around, we will expect the LEA, as now, to draw up an action plan to submit to Ofsted and the Secretary of State. In parallel, they will also invite proposals from external partners – including successful schools and partners from the public, voluntary and private sector – to help to turn around the school. We will revise our guidance to set out this process in more detail.

**6.24** Where the LEA decides that proposals received from an external partner or partners offer the best way forward, it will submit an action plan incorporating its plans for involving external support and continue with the tender process. Where it does not, it will submit an action plan setting out the direct support and intervention proposed, but the Secretary of State will have a reserve power to require a partner to be involved if necessary. This power could also be used later in the process, for example if it becomes clear that the recovery plan is not working; and it could be used if inspection

identifies a school as weak. Where an external partner is involved, it will have a performance agreement with the LEA and the governing body describing the contribution each will make to the school, including where and how consultancy advice will be offered.

**6.25** Our purpose in taking these powers is to make sure we can take whatever steps are necessary to tackle schools which persistently fail their pupils. We also wish to make sure that our proposals balance the need to improve the school quickly with the legitimate interests of the parents of the children at the school, the wider community and the school staff. Four principles will guide our approach:

- Any external partner would need to meet clear and demanding performance targets.
- The LEA will retain its responsibility for school improvement and for holding the school accountable for delivering the specified outcomes.
- The governing body will remain the accountable body, responsible as now for the overall management of the school. The head will remain in full day-to-day control.
- Staff at the school will not be required to enter the employment of the external partner.

**6.26** Our overarching principle is that we should consider any solution that offers the prospect of turning round a failing school. We must do whatever is necessary to offer children whose school is failing them the quality of education which is their right.



## Chapter 7

# Valuing and supporting teachers in schools

### Summary

We recognise the huge contribution that teachers have made to raising standards in schools. We will continue our programme of modernising the teaching profession, which has already increased flexibility and reward in the teaching profession. We will:

- Take seriously the findings of the major independent review of teacher workload currently underway and examine the potential for providing more time for preparation, development and management.
- Provide 10,000 more teachers, 20,000 more support staff and 1,000 more trained bursars over the lifetime of this Parliament and free schools to develop innovative ways of using their resources.
- Run pilots to test how different flexibilities and additional support can help to create a more manageable job while maintaining the drive to raise standards.

**7.1** This White Paper is about achieving success in schools. At its heart are proposals for improving teaching and learning. And at the heart of teaching and learning are those who work in schools – heads, teachers, classroom support staff, technicians, administrators and all who shape a school. They have been central to what has been achieved so far in raising standards – we recognise and are grateful for the huge contribution they have made. And as we all strive to raise standards still further it is essential that we support them all as they educate our children.

**7.2** Our 1998 Green Paper *Teachers: Meeting the Challenge of Change* laid out our strategy for modernising the teaching profession. The key

themes described there – leadership, rewards, training, support – have underpinned our work since then, and they will remain at the centre of our thinking. Much has been achieved, and more is planned. In this chapter we set out our proposals for helping teachers and others working in schools to raise standards and meet the challenges that face our education service.

### **Progress has been made to modernise the profession and increase reward**

**7.3** There remains a great deal to do to implement in full the vision set out in the 1998 Green Paper, but there has nonetheless been considerable progress.



**7.4** We know that effective training can have a huge impact on standards. The National Literacy and Numeracy Strategies have involved very heavy investment in professional development, as will the Key Stage 3 Strategy. In addition, we have set out the first ever strategy to support individual teachers' continuing professional development, backed by £92 million over three years. Investment in new technology also supports teachers to raise standards, and TeacherNet (which receives an average of over 40,000 hits per day) has been developed to provide online help, including lesson plans and lesson planning tools. There is a new focus on leadership through the establishment of the National College for School Leadership, and the development of new training programmes for subject and specialist leaders. And for the first time, the whole teaching profession has the power of self-regulation through the independent General Teaching Council (GTC).

**7.5** Pay has been improved, too. We have increased starting salaries, and raised the pay of good experienced teachers by 25% since 1997. The

new threshold assessments allow over 190,000 teachers to receive pay increases totalling £400 million a year. We made available dedicated funding for performance pay and the new Advanced Skills Teacher grade gives more rewards to our best classroom teachers, and helps them to pass their skills on to other schools.

**7.6** We have taken important steps to tackle recruitment and retention, building up the package of recruitment incentives, such as Training Bursaries and Golden Hellos, and making it easier both for overseas trained teachers to work in English schools, and for retired teachers to return to teaching for substantial periods without any detriment to their pensions. We now plan to legislate to allow us to pay off, over time, the student loans of new teachers in shortage subjects from September 2002 and we will introduce a pilot scheme to allow students to gain credits towards Qualified Teacher Status while studying for their first degree. And we are introducing further measures to encourage returners, such as new 'Welcome Back' bonuses for those who return to the profession this year, with additional bonuses for those returning to headships or to teach shortage subjects; and a continued expansion of returners courses, including funding for childcare costs. We have expanded the Graduate Teacher Programme, which enables experienced people to make a career move into teaching and will now make it more flexible. We will also continue work to open up alternative routes to qualification – to include those working in schools as teaching assistants or support staff. We will monitor closely the impact of all these changes. We have

considered further the case for extending the payment of training bursaries to fourth year undergraduate trainees but have concluded that this is not the most effective way to meet our recruitment and retention objectives.

**7.7** These and other initiatives have begun to attract more people into teaching, and into schools:

- There are more teachers employed in the classroom than at any time since 1984 – an increase of over 12,000 since 1998.
- There are 44,000 more support staff.
- Around 1,750 more people entered initial teacher training last year than the year before; the first increase in eight years.

**7.8** It remains a priority to encourage good teachers to stay in the profession and we believe that the proposals in this chapter should help to do so.

### Issues that remain

**7.9** We recognise that some major issues remain so far unresolved, and that some of these loom larger than they did in 1998. They include:

- Shortages. Despite the extra teachers in the classroom, there remain shortages of competent teachers in some parts of the country and some subjects and this can be a particular issue for schools facing challenging circumstances. In schools that are affected, this adds to the pressure on existing staff. The teaching profession is competing for graduates in a very tight market at a time of economic growth, so retaining teachers within the profession is vital.

- Workload. There is evidence, both in research and feedback from schools, that many teachers, including heads and senior managers, work long hours. They feel that they often have inadequate time in the normal working day to prepare lessons, review pupil progress or undertake professional development.
- Pupil behaviour. Behaviour in some schools has worsened. Teachers need to feel properly supported in managing poor behaviour. We set out in Chapter 3 our proposals for helping schools to tackle behaviour problems.

**7.10** We are clear that teaching must be, and feel, a manageable job as well as a valued and important profession. Teachers are at the heart of the continuing drive to raise standards described in this White Paper and the issues that hold back the work to raise standards must therefore be addressed.

**7.11** The solutions must be practical and sustainable, and must not endanger the progress on standards that has already been made. Recruiting more staff is part of the answer, and we refer below to targets we have already set. However, especially taking into account the current state of the labour market, recruitment cannot be the whole solution. Instead we are looking for an approach, which will help retention as well as recruitment, by tackling issues such as workload, continuing professional development and pupil behaviour. We are convinced that new thinking is needed about the use of all the resources available in the school – teachers, support and administrative staff and ICT – and that part of the solution must lie in making better use of teachers' time and releasing teachers to concentrate on the job of teaching.

## **Reducing workload and increasing flexibility**

**7.12** We have already established a major independent study of teachers' working practices and workload, which began at the end of May. It is being conducted by PricewaterhouseCoopers (PwC), and overseen by a steering group comprising all the teaching unions, the employers, the DfES and others. It is investigating the full range of teachers' and headteachers' jobs in over 100 primary, secondary, nursery and special schools across England and Wales. The full report is due in November, but it produced some initial findings in August, which we have taken into account.

### **We will examine the potential for providing more time for planning, preparation and management**

**7.13** We know, and the initial findings of the review confirm, that a teacher's job is changing, partly due to the new emphasis on pupil level target-setting, and on tailoring teaching to individual children's needs. We believe that this more individualised approach is an important element in raising standards, as teachers strive to help every child reach his or her potential. But it does make significant demands of teachers. Teachers report a need for more time during the working week to plan, train and prepare, so that they can be as effective as possible in the classroom. Heads, deputies and other teachers with management responsibilities need more time to spend on these duties. We will work with teacher representatives to examine the detailed possibilities for securing this, and the timescales involved, in the light of the final findings from the review. We will then make proposals to the School Teachers Review Body (STRB).

**7.14** We have seen through the national strategies how high quality professional development for teachers can make a significant impact on pupil performance. We believe that teachers need more explicit time to spend on their own professional development. The PwC findings show that teachers share this view. When asked what they would like more time to do, professional development was the activity teachers mentioned most often. The General Teaching Council's professional development framework outlines a range of possibilities, which could include national training, school-based activities or individual priorities. Schools and teachers will set their own priorities, bearing in mind the need for training on national initiatives such as Key Stage 3. The important thing is that teachers have enough time for professional development so that it actually happens rather than remaining an aspiration.

**7.15** Making a reality of extra planning, preparation and management time, and time for professional development, will need careful planning. Increasing flexibility in the way schools work is a vital component.



## We are increasing resources

**7.16** The Government promised in its manifesto to recruit at least 10,000 more teachers, 20,000 support staff and train 1,000 more bursars by 2006. Used carefully and imaginatively, these extra resources offer a good foundation for further progress in relieving the pressure on teachers. We do not rule out some increase in these targets, where that proves both necessary and practical, but this cannot be the whole solution. The PwC evidence highlights the variation in how resources are used and workload is managed at school level. The next phase of the study will identify more good practice and develop proposals for action. We will want to test further in pilots what mixture of investment will work, when set alongside the other flexibilities described below.

**7.17** Consultation and piloting have been an integral part of our approach. In the light of the PwC findings, we will take more specific account of the impact of our policy proposals on teacher workload. We are working with the Cabinet Office to develop a new tool, the Policy Effects Framework, to assess the impact of new policies and ensure the most efficient implementation. Measures in the forthcoming Education Bill will be assessed against the key principles during the development of the tool. Our approach to raising standards for all children will remain absolutely rigorous. But we know that the next phase of improvements will come from supporting schools to develop a strong mission to succeed, a culture of collaboration between schools and from freeing schools from constraints so that they can innovate and learn from each other. This White Paper is about raising standards in partnership with the

profession, trusting teachers' informed professional judgement.

## We will help schools to develop greater flexibility

**7.18** Schools will need freedom to rethink the teacher's role. It is widely agreed that, particularly by using new technology, schools have the potential to help pupils learn in new ways, and that the possibilities are only starting to be explored. At present, outdated legislation restricts schools' ability to experiment with changes to managing education. Qualified teachers need to be allowed to concentrate on their core responsibilities – using their professional skills to raise standards of pupil attainment.

**7.19** We will therefore legislate to make clear that directly employing teachers is not the only way in which schools can provide education. We will give schools more freedom to share good teachers with other schools, or with local FE or Sixth Form Colleges. They will also be able to bring in contract teachers or provide more ICT-delivered courses. Some schools have already successfully introduced cover supervisors and Case Study 7.1 illustrates that this can have a major impact.

## Case Study 7.1

### **Davison High School, Worthing**

Davison High School for Girls in Worthing is a specialist technology college and Beacon school, achieving well. Three years ago, to support its programme of professional development, and to control teachers' workloads a system of cover supervisors was introduced. The system has minimised the need for teachers to cover for absent colleagues, sharply reduced the school's use of supply teachers, and the school believes that it also minimises the disruption to pupil learning resulting from the absence of their normal teacher.

Cover supervisors are used to being in positions of authority and have good interpersonal and organisational skills. They cover periods of planned leave, supervising the work set for the class by the absent teacher. They also invigilate examinations and, where practicable, accompany teaching staff on school trips. The team includes the Vice-chair of Governors, an ex-Education Welfare Officer, parents and retired police officers.

Trained in school matters, they are paid on an incremental pay scale to reflect their increasing knowledge and experience. They always have a named teacher nearby that they can call on. They are managed by one of the school leadership team.

**7.20** Flexibility depends as much on effective and imaginative management of resources as on the resources themselves. In teaching, as in other professions, important tasks can be delegated to key workers who are not qualified teachers, provided the task is done well. The PwC study shows that teachers are often undertaking tasks that could be carried out by other trained staff and in a number of schools, what is needed is not more teachers, but better administrators to take on work that teachers have not been trained for, or does not make good use of their time. We see the 1,000 trained bursars that we have promised as having an important role in helping with school administration, freeing school leaders to concentrate on quality of learning and teaching in the school. We will consider further proposals for developing the role in the light of the final report of the study.

**7.21** In some schools we also see scope for greater use of part-time or job share arrangements. Many heads already operate these successfully; others are more doubtful, and fear that parents will be more doubtful too. We are clear that, in the 21st century, it is questionable to suggest that a full-time teacher is the only option for filling a vacancy. We want to make teaching a truly family-friendly occupation and will make more examples of good practice available, but the lead must come from heads and governing bodies who are ready and willing to try them out.

**7.22** The wish to make more continuing development opportunities available to teachers is making a significant contribution to raising standards. In the light of the final study results, we will consider making further proposals on professional development to the STRB.



## We will test the impact of innovative approaches

- 7.23** The first phase of the PwC study has already identified examples of schools using their resources innovatively. These include:
- Team teaching strategies to share the work involved in planning.
  - Floating teachers employed to release other colleagues from lessons and create more non-contact time.
  - Trained learning support assistants leading part of a lesson, so that the teacher has more time to plan and prepare.
  - Online curriculum resources used to give pupils more flexibility as well as reducing teaching contact time.
- 7.24** We expect PwC's final report to identify good practice and propose a range of solutions. Wherever possible, we will look to take early action to introduce changes where the evidence of practical benefits is immediately apparent. Where recommendations need more testing to establish how they will work in practice, we will draw on the findings to design pilots. We will want to test what combination of flexibilities and investment works most effectively to create a more manageable teaching job, while maintaining the drive to raise school standards. We propose to run these pilots in 2002/03, in consultation with teacher representatives and employers, developing and evaluating models for improvement, which – if successful – could support change more widely.
- 7.25** The workload study provides an important opportunity to take stock of what teachers do and how their professional expertise can best be deployed in schools of the future. We have a basis of evidence for proposals which, taken as a

whole, will better support teachers to meet the demands and expectations that society now places on them and offer a real chance to make teaching a manageable job. We hope that all others who share this goal will join us constructively in this exploration. Success here will lay the foundations of a long-term strategy to reduce some of the key workload and retention issues in the teaching profession.

## Improving continuing professional development and support

- 7.26** We want to build on our widely welcomed investment in continuing professional development for teachers. Teachers have spoken highly of the professional development delivered through the National Literacy and Numeracy Strategies and of the Key Stage 3 pilot material and have been very supportive of our strategy for professional development. It is clear that effective professional development can make a significant impact in helping teachers to raise standards. Our strategy includes:
- Early professional development programmes for teachers in their second and third years of teaching.
  - Professional bursaries of £500 or £700 for individual teachers, which have already been taken up by more than 5,000 teachers.
  - Placement and exchange opportunities for teachers at certain points in their career such as passing the threshold, opportunities to spend time in another school, or with a business providing educational materials or training in a specific subject or theme area.



- Improved ICT support: this can not only simplify the necessary processes of planning, data collection and administration, but also help with lesson delivery. Pilot online course materials for mathematics, Latin and Japanese have been well received, and we want to move to a coherent set of materials covering the whole curriculum, as envisaged in our *Curriculum Online* consultation paper.

**7.27** An important part of professional development programmes are those targeted on teachers who are leaders and managers, or hope to move to such positions. We will continue to support the National College for School Leadership as a beacon to make sure that all school leaders can learn from innovative practice and draw on the experience of others.



**7.28** Advanced Skills Teachers (ASTs) are already playing a significant role in the drive to raise standards in their own school and in other schools, through their role in sharing and promoting best practice. We intend to give them a key role in a range of different standards-raising programmes – including for example the Key Stage 3 Strategy and will support them

through effective induction and by briefing them on the latest developments in teaching and learning. Over the next three years we are funding a substantial expansion in the number of ASTs to 5,000 by September 2002.

**7.29** From this autumn, the new Fast Track programme will identify existing teachers with the greatest ambition and potential, and attract into teaching the highest quality new graduates and career changers. It focuses on rapid development of professional excellence in the classroom as well as school leadership, and offers attractive incentives in exchange for high ability and levels of commitment.

**7.30** The creation of the GTC marks an important step in strengthening teachers' professional status. The GTC has already started to offer authoritative and independent policy advice, drawing on the expertise of Council members and broader networks across the profession. Their views have greatly influenced proposals in this chapter and will contribute to the next steps. We want the GTC to be proactive; to continue to consult with and speak up for teachers and others involved in education, and to play a significant part in celebrating success and identifying what works well in different schools and circumstances. Through its power to regulate the profession the GTC will contribute towards raising teacher morale and work with us in redefining with the profession what it means to be a teacher in the future. We will strengthen the GTC's powers to take this type of action and initiative.

**7.31** We consider that, in line with the powers of other equivalent professional bodies, the GTC should take over the responsibility of checking new entrants' employment record, character

and criminal record before they are registered, to ensure that they are suitable people to enter the profession. The GTC should also be able to carry out similar screening of returning, overseas and trainee teachers, through extension of registration to these groups. By making a single body responsible for screening, these reforms will reduce the burdens on employers that result from multiple checking.

**7.32** Supply teachers have long made a recognised and valuable contribution to children's education. Our drive to increase teaching standards must also cover them. We are discussing the development of a Quality Mark for employers of supply teachers. We will also consider how supply teachers can best be trained and prepared to teach in a classroom and make sure that pupils' educational progress is maintained.

### Determining pay and reward

**7.33** We believe that the School Teachers Review Body, supported by the Office of Manpower Economics, remains the right mechanism for discussing and recommending teacher pay levels. When the STRB was set up, it was a recognition that a Review Body was the appropriate way to set pay for a major public sector profession such as teaching, providing the same mechanism as was in use for the armed forces, doctors and dentists, nurses and senior government employees. We are very grateful to the STRB for the independent advice it has given over the years.

**7.34** However, both we and the STRB believe that some adjustment to its role is needed. The STRB has told us that in recent years it has been increasingly asked to take a view on second and

third order pay issues, often in great detail. Its members feel, and we agree, that their function should be to take a broad, independent overview of pay and conditions within the teaching profession.

**7.35** We therefore intend to take powers to allow the Secretary of State to set standards relating to pay, such as threshold standards; make any necessary administrative arrangements for teachers' pay provisions, such as threshold arrangements; and make minor or consequential changes to pay arrangements. All these powers would be exercised subject to consultation but without requiring reference to the STRB.

**7.36** The current STRB requirements give teacher representatives an opportunity to comment on such proposals at draft stage. We see this as a valuable role. We will reflect further on how best to feed consultees' views into exercises conducted below STRB level.



**7.37** As part of taking a more strategic overview on pay it makes sense for the STRB to look beyond a single year. That would present difficulties for this year's discussions, because long-term

forward expenditure plans will not be settled until next year. In summer 2002 we will invite the STRB to advise on the case for a teachers' pay settlement that runs beyond a single year, as has been agreed in Scotland.

**7.38** For this year, pay naturally remains extremely important in underpinning teacher recruitment and retention. We have already indicated that we will increase the money available to fund performance pay awards. Our evidence to the STRB will give our views on other desirable developments in teachers' pay. In particular we have invited the STRB to consider the case for making current restrictions on pay ranges for heads more flexible and in introducing flexibility for schools to pay allowances for teachers undertaking extensive cover responsibilities.

**7.39** Taken as a whole, this chapter sets out our commitment to respond to concerns that teachers and schools have been expressing. We are very conscious that the agenda in this White Paper creates new challenges, especially in secondary schools. We are seeking to emphasise an approach, which trusts teachers' informed professional judgement, and stimulates school-led innovation. We believe this will raise standards further in our schools, while making the teacher's job a manageable and a fulfilling one.

## Chapter 8

# Modernising our structures

### Summary

The framework of accountability and the structures that support schools play an important part in raising standards. Within this framework, we want to deregulate to increase flexibility where possible, to reduce burdens, enable schools to innovate and find new ways to raise standards. In doing so, we want to build on the strengths of our system. We will:

- Continue to support governors, who play a crucial role in the system, improving training and deregulating governance, so that schools can choose models of governance that suit their circumstances while safeguarding the interests of all stakeholders.
- Continue to help schools to find new ways to involve and respond to parents.
- Legislate to remove barriers to schools providing wider support to families and the community, and establish pilots to test out such 'extended schools'.
- Continue to increase investment in schools, modernising funding systems.

**8.1** Central to achieving higher standards is the confident, well-managed school, running its own budget, setting its own targets and accountable for its performance. Within the framework of accountability we have established we want to give schools as much freedom as possible. We have extended delegation of funding: a far greater proportion of funding goes into school budgets than ever before, including for the first time devolved capital funding to help schools improve their buildings. This chapter sets out our proposals for extending the freedoms and flexibilities available to schools and for modernising the structures and systems that support them.

### Deregulating the system

**8.2** A considerable volume of legislation regulates the school framework, some of it setting out very detailed arrangements for the organisation and governance of schools. Some of it contains essential safeguards, which will be protected – for example, making sure that parents, teachers and the community are represented on governing bodies, or guaranteeing that schools can maintain their religious character. Equally, where decisions can have an impact on more than one school, we do not wish to remove rules that ensure fairness.

**8.3** We do, though, want to reduce and simplify where possible any regulations that schools find burdensome. Extensive consultation has identified a number of areas where there are unnecessary burdens. In particular, we will make it easier for governors to provide childcare, simplify funding for premises work at Voluntary Aided schools and cut the red tape involved in approving curriculum complaints procedures. Where legislative constraints prevent schools from sharing resources and expertise, we will loosen them so that schools can more easily work together, for example sharing an excellent team of subject teachers. Box 8.1 illustrates the extent of deregulation we propose.

**8.4** In addition, we are seeking other ways to make things easier for schools. We are working with the Cabinet Office and a wide range of other

organisations that communicate with schools in England to develop an Information Classification System that will enable school staff to identify, at a glance, key characteristics of any communication they receive. The system will help school staff to prioritise communications more effectively.

## **Reforming governance**

**8.5** We want to build on the commitment of the 370,000 school governors, all of whom give their time freely, often in substantial quantities. Their advice and support are invaluable to the smooth and effective running of schools. Training and support available to governors will be improved and work to increase the supply of effective school governors, for example through the One-Stop Shop currently operating in Excellence in Cities areas, will be extended.

### **Box 8.1**

## **Deregulatory proposals**

Taken together, the proposals in this White Paper for deregulation will make a significant contribution to freeing up schools. Key deregulatory measures include:

- Removing current restrictions on the usage of schools for non-educational purposes.
- Removing barriers to FE lecturers teaching in schools and to sharing staff.
- Allowing pupils to be based in colleges and with training providers during compulsory education.
- Removing barriers to a more flexible curriculum.
- Removing legislation that prevents implementation of the new 14–19 strategy.
- Removing obstacles to partnership working – organisation, funding and inspection.
- Extending autonomy for the best secondary schools.
- Encouraging successful schools to expand.
- Enabling new partners and sponsors to come into the system.
- Removing barriers that prevent schools sharing expertise.
- Allowing greater flexibility for governance of all schools.
- Removing bureaucracy associated with funding premises work at Voluntary Aided schools.
- Reducing burdens on early years and childcare providers.

**8.6** We want to reduce the burdens on governors, who will benefit, like heads, from the reduction in the amount of paper sent to schools, from the streamlining of the Standards Fund and from the additional administrative support we are providing for schools. We shall establish, as proposed in our consultation document of autumn 2000, a gate-keeping function to scrutinise any proposals to give additional responsibilities to governing bodies.

**8.7** Representatives of governors and others have been working with us to develop proposals to modernise the existing legislative requirements on school governance. We are publishing alongside this paper a separate detailed consultation paper, which will include proposals to give greater flexibility to all schools. In brief, we propose to replace the current prescriptive models on governing body size and constitution with a set of principles. These will recognise, as now, the need for balanced representation of the key stakeholder groups: parents, the community, school staff, the LEA, and where relevant, the Church or foundation. The principles will make clear the proportion of places to be available to each group and the overall parameters of governing body size, but beyond that, will leave each school free to choose the size and makeup of its governing body that best matches its needs.

**8.8** We also propose to deregulate many of the current prescriptive provisions in primary legislation relating to governors' role in staff appointments. A framework of enabling powers would replace them, supported by statutory guidance encouraging delegation of the responsibility for most appointments to the head. We propose further to restrict governors' involvement in dismissal cases to hearing

appeals, in line with their current role on discipline, grievance and capability. We shall provide for governing bodies to group and work together where they wish to, for example bringing small schools together or enabling a successful school to ally with a weaker one. And we shall remove much of the legislative prescription for how governing bodies should go about their work, replacing it with statutory guidance.

## Involving parents

**8.9** Parents are of course key partners in their children's learning. It is critical that a modern school system involves and responds to them. We have given parents a more effective voice, by increasing the number of parent governors and creating parent governor representatives on local authority committees dealing with education. However, we know that some parents may be unsure about how to help their children, may lack confidence, or may even be afraid of doing harm. Our *Learning Journey* guides to the curriculum, which were made freely available to all parents last autumn, were particularly aimed at this group. They have proved highly popular, with over four and a half million copies distributed.

**8.10** We also want to enable parents to be more involved in some of the key moments of their children's education – such as transfer between primary and secondary school. We will provide information through, for example, *Parents + Schools* magazine and the Parents' Website ([www.dfes.gov.uk/parents](http://www.dfes.gov.uk/parents)) to support them to do so and will work with schools to make sure that good practice examples relating to the transition from primary to secondary school are shared between them.



**8.11** Parents with poor literacy and numeracy skills often find it difficult to help their children. Some may, as a result of their own experiences when young, be actively hostile to school and to education. Family learning can prove particularly valuable for adults who were failed by the education system in their youth and find that their child's education offers them another opportunity. It can often be very effective as well in bringing families together, in giving parents the confidence to return to more formal learning on their own account and in helping them to support their children's education. There is a considerable amount of effective and often innovative activity already taking place around the country, in particular through local education authorities and their partners. We are spending £7 million on our family literacy and numeracy programmes to reach 20,000 families in 2001–02. But there is the potential here for further development and we are working with the Learning and Skills Council and others to expand the work.

**8.12** Of course, it is equally important that parents have good information about the schools in their area and their admissions arrangements, including the criteria for allocating places when schools are over-subscribed. Parents need this information to help them decide on the best school or schools for their child.

**8.13** The new admissions framework we introduced in 1998/99 has made a real difference, but on the basis of recently published research into parents' experiences of secondary admissions and other evidence of how the new framework is working for parents and children around the country, we still see scope for improvement. We plan to clarify and simplify key aspects of admissions law and guidance. In particular, we

will require LEAs to co-ordinate arrangements in their area so that all parents in an area receive a school place offer on the same day taking account of their stated preferences.

**8.14** Admissions Forums, recommended by the School Admissions Code of Practice, have where they exist, played a valuable role in making sure existing and proposed admission arrangements serve the interests of local children and parents, and brokering agreements between admission authorities on difficult local issues, such as arrangements for vulnerable and challenging children. We propose to make Forums mandatory, so that all areas benefit, and to give them a key role in advising on and monitoring local co-ordinated arrangements.

**8.15** A separate consultation document is being published alongside this White Paper detailing all the changes we propose to make to the admissions framework with the aim of improving fairness and transparency for all parents.

## **Serving families and communities**

**8.16** Many schools already recognise the benefits for them and their communities of providing additional services to their pupils, pupils' families and the wider community. Most schools already provide some before or after-school study support; some provide space for sports or arts activities, community groups or Internet access; others work closely with other public bodies to provide integrated services such as health services, childcare or adult education. We shall legislate to make sure that there are no barriers to schools developing these innovative approaches. We will establish pilots to test out such 'extended schools' and generate



examples of good practice. And where schools have already demonstrated the advantages of this approach we will help them develop further to become Centres of Excellence, and celebrate their achievements.

## Modernising local education authorities

- 8.17** We made clear in our policy paper last autumn *The role of the Local Education Authority in school education* that LEAs have an essential role in securing the framework of support, challenge and cost-effective services within which schools can concentrate on their task of raising standards. If schools are to improve continuously, it is critical that a body with good local knowledge of a school's performance can apply our principle of intervention in inverse proportion to success: challenging underachieving and low-attaining schools to improve and tackling failure swiftly and decisively, but leaving successful schools free to innovate. We are continuing to emphasise this role, and have asked each LEA to draw up a second Education Development Plan for approval in the New Year, setting out its planned actions in this area.
- 8.18** We continue to believe that LEAs have a core role, not just in school improvement, but in assessing special educational needs, school place supply, admissions co-ordination and school transport, educating excluded pupils, pupil welfare and the strategic management and leadership needed to underpin those functions. LEAs will also continue to have a key role in helping to deliver national initiatives and in building the capacity in schools to deliver the demanding agenda set out in this document. We know that education authorities are

critically aware too of their role in working with local partners to tackle deprivation through planned and co-ordinated cross-cutting initiatives, involving schools, neighbourhoods and all service providers.

- 8.19** We remain committed to our proposals in last autumn's paper for LEAs to develop new ways of providing key services, and are encouraged by the very positive response we have received from LEAs. There is tremendous interest in the idea of sharing school improvement and other responsibilities with schools. Local Public Service Agreements provide an opportunity for local authorities to engage with central Government to negotiate additional resources, freedoms and flexibilities in the delivery of public services, in exchange for setting new higher targets in priority areas. Work is also going forward on the idea of developing national professional standards and recognition for school improvement service providers. A great deal of work is under way both as part of our New Models pilots and independently to investigate new ways of discharging LEA responsibilities in partnership with others in the public, private and voluntary sectors. We shall disseminate information and good practice from these as time goes on and will seek to remove any legislative barriers that exist to any of the innovative ideas now coming forward.

## Modernising school buildings

- 8.20** A crucially important aspect of the Government's responsibilities for supporting schools is to make sure that they have the funds they need to do their job. In particular, schools need investment to repair, refurbish and modernise their buildings, which had been allowed, in the two decades up to 1997, to

deteriorate into an appalling condition. We have increased capital investment in schools from £683 million in 1996–97 to £2.2 billion this year – a three-fold increase. By 2003–04 the level of investment will have increased to £3.5 billion. All schools have already benefited from this increased capital investment, including the £1.3 billion capital, which is being devolved directly to them from 2001–02 to 2003–04.

**8.21** Research shows clear links between capital investment in schools and educational standards. Investment in modern facilities is one of the most powerful levers on teacher and pupil motivation. Over the next three years, 650 schools will either be replaced or substantially remodelled as a result of this investment, in addition to major building work at 7,000 schools. The extra funding now being provided will enable us to move away from the patch and mend thinking of the past towards the full modernisation of our schools so that they provide the very best learning environments for the communities they serve.



**8.22** Many schools are also benefiting from the Private Finance Initiative (PFI). Thirty-one deals have been signed so far, and funding for a further 53 has been agreed in principle, bringing benefits to around 800 schools. Private finance deals can provide schools with modern learning environments, fully maintained over 25–30 years. They enable teachers to focus on teaching, using well-equipped classrooms and without the many distractions from maintaining school buildings. All PFI deals are subject to vigorous value for money tests before they are approved.

**8.23** We are determined to deploy all our capital resources as effectively as possible to make sure we use them to raise standards. We have introduced Asset Management Plans so that every LEA must demonstrate that resources are being deployed effectively to make the biggest impact on the ground. This includes the opportunity for funds to be joined-up locally and invested in larger and more inclusive capital projects. We are reforming and simplifying the way that capital funding is provided for new school places and we will streamline the way that Voluntary Aided schools receive funding for work on their premises. As part of this, we are reducing the statutory contribution made by governing bodies to the costs of building work at these schools from 15% to 10% for capital items, and removing it altogether for revenue items.

**8.24** We are also working to make sure that school buildings meet the needs of the future. Schools must be a focus for learning for the whole community, accessible to all, with modern and attractive learning facilities for families and people of all ages. We are developing ideas for new types of classroom to improve the learning

experience and to harness the full potential of ICT. Our major investment in ICT in schools is paying significant dividends, with virtually all schools now online, and far better computer: pupil ratios. We will achieve our target that by 2004 there will be one computer for every 8 children in primary schools and one for every 5 in secondary schools. Investment in ICT will continue to make sure that all schools are able to take advantage of the potential of new technology. We want to design and create school buildings suitable for a transformed and diversified education service.

### Modernising the revenue funding system

- 8.25** Over the past four years the Government has delivered very significant real term increases in the revenue investment made in our schools – £540 per pupil on average. In addition, we are freeing up revenue funding systems. Reforms introduced this year to the Standards Fund give schools almost complete discretion over the use of these allocations, which on average now represent some 10% of their total revenue funding. Headteachers are also free to carry forward Standards Fund allocations to the end of the academic year.
- 8.26** We are looking at the balance between earmarked, specific grant support for schools and general, non-earmarked support for schools' core activities. Where there are good reasons for activities to be funded through the Standards Fund, they will continue to be. Where activities might in principle be funded through general grant, we shall consider the possibility of doing so.
- 8.27** In parallel, we are taking steps to deliver a fairer and more transparent approach to education Standard Spending Assessments (SSAs), which determine the distribution of general support for education between local authorities. We consulted on ways of achieving this through the *Local Government Finance* Green Paper and we intend to implement the proposals set out there from the 2003–04 financial year. The reformed education SSAs will separately identify the overall funding intended for schools, at national and local level. That will allow parents, teachers, heads and governors to see how much funding the Government has planned for the year ahead. And we will require local authorities to send all their Council Tax payers and schools a full and transparent account of their spending on schools each year, with a breakdown of how it is funded through grants from the Government and locally raised taxes and charges.
- 8.28** We believe that this greater transparency will put pressure on local authorities to pass on increases in schools' funding. However, we need to guard against the risk that it will not lead to enough progress in some authorities. To that end, we will also take a reserve power to enable us, in exceptional circumstances to direct a local authority to set a budget for expenditure on schools at a level determined by the Secretary of State, having regard to all relevant circumstances.

**8.29** We want to see greater involvement for schools in decisions on the distribution of funding within LEAs. Practice on consultation with schools varies widely between LEAs and we want all authorities to meet the standards of the best. Legislation will be introduced to require all LEAs to set up a Schools Forum, to represent schools in local discussions alongside statutory consultation with schools. The Forum will also advise the LEA on other resource issues. Detailed arrangements for membership of the Forum will be for local decision.

**8.30** Finally, we shall also take the opportunity of legislation to simplify and consolidate the Secretary of State's grant-making powers, in particular, so as to facilitate this White Paper's proposals. The current powers have required us to use a mixture of specific and special grants, each with their own returns and audit arrangements.

## Chapter 9

# Legislative proposals

**9.1** We plan to legislate in the first session of this Parliament to achieve the goals set out in this White Paper. Many of our proposals have been described earlier and a summary of proposed legislative changes is set out below. Taken together, they constitute a major reform of our education system, driving up standards for all, enhancing the diversity of secondary education and increasing its ability to respond to the talents and aspirations of each individual student.

**9.2** Furthermore, we want to use this opportunity to undertake a wider reform of education law, to deregulate the system, and increase the ability of schools to innovate and to respond to innovation. In the longer term, this freeing of the system will support higher standards for all as schools are empowered to develop new ideas.

### Wales

**9.3** The Bill will cover both England and Wales. Many of the provisions will be enabling in character and, in accordance with the principles of the devolution settlement, the National Assembly for Wales will have discretion as to the extent of their application to Wales. The policy objectives set out in this White Paper are those for England, and the Assembly will be consulting shortly on how the Bill's provisions might be applied in Wales.

### Modernising education law

**9.4** Education law is a highly complex area, where a great deal of detail is set out in primary legislation, restricting the ability of the education system to innovate and to respond to innovation. Many legal concepts, which served their time extremely well are now outdated. Our view of education itself has evolved over time – Early Years education and Modern Apprenticeships, for example, are just two of the things we are promoting, which could not have been foreseen in earlier Education Acts.



**9.5** In addition, much administrative detail is now written into primary education legislation. Compared to other areas of law, this means that there is much greater need to legislate to achieve comparatively minor administrative changes. We believe that much of this detail could more appropriately be placed in secondary legislation – not outside the control of Parliament, but more easily adjusted without extensive legislative change. We will also look to rationalise existing powers, for example to spend money, so that rather than a large range of powers, which apply in narrow circumstances, there will be fewer, broader powers.

**9.6** A summary of our legislative proposals is set out below.

### **High minimum standards for all**

- We will amend legislation to enable many more students to take Key Stage 3, GCSE and advanced qualifications earlier in their school lives to allow them to broaden or deepen their studies, spend more time on vocational options, undertake voluntary activity or move on to advanced level study early.
- We will amend existing legislation to promote greater rigour in tackling poor behaviour, in parallel with policies to encourage children, their parents and their schools to contribute to improved behaviour while learning.

### **Deregulation and diversity**

- We will introduce legislation that allows schools greater freedom to establish governance arrangements that suit them. We are consulting on the details of this, in a separate document published alongside this one.

- Where legislative constraints prevent schools from sharing resources and expertise, we will loosen them so that schools can more easily work together, for example sharing an excellent team of subject teachers.
- We will legislate to allow for all-age City Academies and for schools on the City Academy model in disadvantaged rural as well as urban areas.
- We will take powers to allow successful schools greater freedoms to innovate, for example greater flexibility within clearly defined limits on pay and conditions and the curriculum, if this would support them to raise standards.
- We will introduce a right of appeal to the Adjudicator where a successful school's proposals for expansion are rejected by the School Organisation Committee.

### **New partners**

- We will legislate to enable excellent schools to support and partner weak or failing schools in new ways.
- We will legislate to require LEAs to advertise widely when a new school is required, and for decisions on these competitions to be taken by the Secretary of State.
- We intend to provide a reserve power for the Secretary of State to require an LEA to involve an external partner in turning round a failing school.
- In cases of school weakness or failure, we will allow for a governing body to be replaced by an Interim Executive Board as part of a turn around solution.

## Meeting individual talents and aspirations at 14–19

- We will legislate to make sure that there is sufficient curricular flexibility at Key Stage 4 to implement our proposals for 14–19 education.
- We will remove any legislative barriers to collaboration between schools and between schools and FE Colleges so that, for example, there may be greater sharing of teaching staff.
- We will take legislative powers to remove any structural barriers to the creation of the 14–19 phase, including in its organisation, funding and inspection.
- We want to make sure that students have access to high quality advice and guidance at key points of choice in order that they are better placed to take charge of their own decisions. We will legislate to secure this if necessary.

## Building for excellence

- We will legislate to assist new teachers, working in shortage subjects in both schools and Further Education, who enter and remain in employment in the state sector, to pay off their student loans over a set period of time.
- We will take powers to enable certain groups of teachers, for example trainees and teachers qualified abroad, to be registered with the General Teaching Council as well as strengthening the GTC's powers more generally.
- We will take powers to require school place allocation to be co-ordinated by LEAs and all areas to have Admissions Forums. We will also clarify and simplify key aspects of admissions law and guidance.

- We will legislate to refine powers that tackle failure and under-performance in LEAs.
- We will legislate to define separate budgets for schools and LEA central functions, and for a Schools Forum to exercise functions in relation to the schools budget.
- We will take a reserve power to allow the Secretary of State, in exceptional circumstances, to direct a local authority to set a budget for expenditure on schools at a level determined by the Secretary of State, having regard to all the relevant circumstances.
- We will simplify and consolidate the Secretary of State's grant-making powers.

## Early Years and childcare

- We will legislate to free school governors to run a wide range of family and community facilities and services, including childcare.
- We will amend legislation for Early Years Partnerships to reflect their responsibilities for childcare.
- We will take powers to make the status of nursery schools more like that of other schools, for example as regards their governance and funding and to consolidate the Foundation Stage.
- We will legislate to replace the current baseline assessment arrangements with a single national end of Foundation Stage Profile based on the Early Learning Goals.





## **Deregulating teacher employment provisions**

- We will enable co-operative approaches with other schools and institutions in Further and Higher Education by removing the assumption that schools provide education only through employing teachers.
- We will increase flexibility for permitting innovative approaches by providing for the main staffing provisions to be in secondary legislation and guidance.
- Deregulation will allow more responsibility for staffing decisions in schools to shift from the governing body to the head, in line with the proposals of the Way Forward Group on governance.
- We will take forward the Way Forward Group proposal that the head should take decisions to dismiss staff, with an appeal to a committee of governors.

## **Teachers' pay**

- We will take power to set by order any standards to be attained by teachers at certain stages of their careers, subject to consultation but not to the pay machinery. This would take threshold, AST and Fast Track teacher standards out of the STRB machinery. We will take power to put into force, again subject to consultation, any administrative arrangements or procedures necessary to give effect to provisions relating to statutory pay and conditions.
- We will clarify the existing 'fast-track' procedure of consulting the Chair of the STRB to bring into force minor or consequential pay and conditions provisions, without formal reference to the STRB.
- We will update the 1986 Act provision empowering the Secretary of State to make teacher appraisal regulations so that there is an explicit power for schools to use appraisal data in pay decisions, as well as technical updating.
- We will make sure that headteachers can assess teachers' performance for pay purposes within the overall budgetary framework set by the governing body.
- We will correct the removal of point 0 from the teachers' pay spine in 1999.