TEACHING SCOTLAND'S CHILDREN

A REPORT ON PROGRESS IN IMPLEMENTING 'A TEACHING PROFESSION FOR THE 21ST CENTURY'

HMIe
improving Scottish education

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FOREWORD

Published in January 2001, *A Teaching Profession for the 21st Century* (normally referred to in this report as the Teachers' Agreement), set out arrangements for a new salary scale and conditions of employment for teachers. From 2002 to 2006 HMIE carried out a review of the implementation of the Agreement working in partnership with Audit Scotland to share research and findings. Audit Scotland produced a report[1] earlier this year which accounted for the spending related to the Teachers' Agreement. This report sets out the findings of the HMIE study which focused on the impact of the Teachers' Agreement on schools.

The staging of implementation of the Teachers' Agreement over a five-year period and inevitable lags in aspects of its full impact becoming evident mean that this report is still looking at work in progress. The sheer scope and complexity of the exercise posed major challenges to successful implementation and, as the Audit Scotland report has already recorded, the extent to which the Agreement's various components have been put in place successfully is a real achievement for all those involved. The findings in this report recognise that the impact of the Teachers' Agreement needs to be considered alongside the other major developments in Scottish education.

The Teachers' Agreement sought to address emerging concerns about teachers' salaries and aspects of their conditions of service. These concerns were contributing to problems in recruiting high quality graduates into the profession. The evidence contained in this report confirms that the Agreement has aided recruitment and helped to provide a more constructive national educational environment.

Overall, local authorities have worked well to reach local agreements, establish local negotiating committees, and involve teachers' representatives in setting up new structures. New career structures have broadened the opportunities for teachers in all sectors and at all levels to show collegiality, demonstrate leadership and take responsibility for creating a quality of learning fit for the 21st century. In particular, the introduction of new principal teacher posts in primary schools appears to be working well. Concerns remain about particular arrangements and further evaluation will be necessary to separate teething difficulties from more fundamental problems. In most schools good and improving arrangements had been put in place to manage reduced class contact time for teachers. In a small number of schools this remained a problem with senior managers too often taking classes or taking lengthy assemblies to help deliver non contact time for teachers. Overall, however, the flexibility offered by the new arrangements is allowing schools and authorities to be more responsive to local circumstances.

There is encouraging evidence of better approaches to continuing professional development for teachers. Improved arrangements for probationers have been particularly welcome. The enthusiasm and skills of these newly qualified teachers provide a sound basis for future improvement. We have identified areas which should be considered by the review of chartered teacher posts recently announced by the Executive. In particular, there is a need to ensure that more high quality teachers aspire to the new grade and that chartered teachers show leadership in mentoring colleagues, in modelling good practice in teaching and learning and in spreading good practice more widely. The provision of extra support staff in schools has also been a positive feature of the Teachers' Agreement.

[1] A mid-term report: A first stage review of the cost and implementation of the teachers' agreement *A Teaching Profession for the 21st Century, May 2006.*

In general, the wide variety of different ways in which the Teachers' Agreement has been taken forward in schools and authorities across Scotland provides a striking contrast to the relative uniformity which existed previously.

Initial concerns were expressed by some parents about the potential reduction in the number of parents' meetings. However, a survey carried out on behalf of HMIE in 2006 found that the frequency and quality of parents' meetings had remained largely unchanged though not all were at a time convenient to parents. Parents also expressed concern about reports about their children where these were too formulaic and 'tick box' in nature.

In giving full recognition to all of these achievements, it is also essential that, as it takes root, the Teachers' Agreement should increasingly make an important contribution to improving young people's learning and enhancing their achievements. Earlier this year we published *Improving Scottish Education*, in which we noted that the period 2002 to 2006 showed improvements in important areas but the need to raise further both attainment and achievement and the quality of learning remained. Examples of promising innovations are highlighted throughout this report. At the same time, it is clear that the implementation of the Teachers' Agreement has yet to improve significantly the learning of children as a whole.

Future success will require an education system which is responsive and flexible and which is open to new ideas and new approaches to learning and teaching. That, as always, will depend crucially on the quality and commitment of our teachers in all sectors. It is essential that this professionalism includes embracing innovation, taking responsibility for personal performance and development, and encouraging and supporting each young person as an individual. The focus of the Teachers' Agreement on the professional role of teachers is of critical importance in serving Scotland's children well. The task of continuing to find ways of supporting and extending that professionalism remains.

The challenge facing leaders at all levels in Scottish education is to continue to build on progress to date and to create a more flexible and outcome-focused climate in our schools and authorities. Critically, we need learning and teaching of the highest quality. The evidence in this report suggests that arrangements made under the Teachers' Agreement can provide a key component of a platform to deliver the kinds of improvement for pupils which are essential to meet future challenges. We also identify examples of effective practice which are already evident to varying degrees across Scotland. It is vital that this good practice becomes the norm and that means taking forward implementation of the Teachers' Agreement as a continuing process which is dynamic and flexible and which actively learns from success.

Graham Donaldson

HM Senior Chief Inspector of Education

January 2007

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INTRODUCTION

An independent Committee of Inquiry into Professional Conditions of Service for Teachers (the McCrone Committee) was set up by Ministers in September 1999. The establishment of the committee was a response to the breakdown in negotiations in the Scottish Joint Negotiating Committee between teaching unions and local authority employers.

The McCrone Committee's remit was to inquire widely into how teachers' pay, promotion structures and conditions of service should be changed in order to ensure a committed, professional and flexible teaching force which would secure high and improving standards of school education for all, and to advise on the future arrangements for determining teachers' pay and conditions in Scotland.

Following wide consultation and the commissioning of independent research into teachers' pay, the committee produced its report (the McCrone Report) in May 2000. It found that teaching was a profession under pressure. Teachers felt under-rewarded. They perceived that there was too much unnecessary bureaucracy and felt that the growing range of policy initiatives was becoming overwhelming. The committee also discerned possible signs of a developing negative impact upon the number of high-quality graduates entering and remaining in teaching. The committee felt that the profession needed a more flexible and collegial framework. It also concluded that the profession required to be better supported and to be able to count upon the provision of high quality training and development, and on a salary structure which recognised and rewarded excellence.

In September 2000, following a series of meetings with teacher organisations and the convention of Scottish local authorities (COSLA), Ministers established a tri-partite Implementation Group involving these bodies and the Scottish Executive Education Department (SEED) to examine the recommendations in the McCrone Report and to consider detailed proposals for the implementation of those recommendations. The group was also asked to agree key principles which would underpin the further work to be taken forward after the group had ceased to exist, and to make recommendations to the three stakeholders (employers, teacher organisations and the Scottish Executive) on these and any related matters.

The Implementation Group reached its conclusions and reported in January 2001 in a document entitled *A Teaching Profession for the 21st Century* (referred to as the Teachers' Agreement in this report). The document set out a shared understanding on a number of key areas, including the following.

- The central role teachers play in the quality and effectiveness of learning in school, the importance of the critical relationship between teacher and pupil, and an appreciation that teachers are committed and talented professionals who aim to develop and realise the potential of every child.
- Acknowledgement that this important work is carried out within the framework of social inclusion which seeks to engage every child in learning and personal development to secure achievement and the promotion of confidence and ambition in all young people.
- An understanding that the current conditions of service for teachers were no longer fully able to support and develop the profession.
- A recognition that the circumstances provided a unique opportunity to address the questions of teachers' esteem, professional autonomy and public accountability in a way which would enhance the capacity of school education to meet the challenges of the 21st century.

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The structure of this report reflects those key ideas. Apart from these general points, the Teachers' Agreement said little about the intended outcomes of the agreement, and concerned itself mainly with details about the processes for moving to the new structures. It set out a number of commitments for SEED, COSLA and teachers under the following headings – New Career Structure, Conditions of Service, Support Staff Arrangements, Professional Development, New Probation Arrangements, and National and Local Negotiating Arrangements. (Information about the new pay scales can be found in Appendix 1. A summary of milestones and timescales for their implementation can be found in Appendix 2.)

HMIE Task – Evaluate the implementation of the Teachers' Agreement

In 2002, HMIE began an evaluation of the implementation of the Teachers' Agreement. HM Inspectors visited a range of education authorities and schools to meet groups of staff and to explore all aspects of the agreement. A list of schools visited can be found in Appendix 3. This report also draws on questionnaires which were completed by all education authorities and subsequently discussed with HMIE District Inspectors. Inspectors attended seminars organised by the Teachers' Agreement Communication Team (TACT). As part of a follow-up to the *Time for Teaching* report which was jointly produced by HMIE and the Accounts Commission in January 1999, HMI worked in partnership with Audit Scotland on the task in 2005 and 2006. In 2006 Audit Scotland produced its report, *A mid-term report: A first stage review of the cost and implementation of the teachers' agreement A Teaching Profession for the 21st Century.* Some financial and other references in this report are based on that partnership work and Audit Scotland's findings as expressed in its report, and data provided by SEED and the General Teaching Council Scotland (GTCS) on the number of teachers on salary scale points. HMIE will discuss with Audit Scotland how to take forward this joint work.

HMIE also commissioned a survey of parents' views on implementation of the Teachers' Agreement which was carried out by an independent consultant between June and August 2006 to inform this report.

This report identifies the benefits and progress to date in implementing the Teachers' Agreement. It identifies good practice and highlights where there has been an impact on pupils' learning and achievement. It also describes areas for further development needed to ensure that the full benefits of the Agreement are realised for pupils.

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A key element of professionalism is the ability to serve our children well and to ensure that they meet their potential. If Scotland's children are to succeed educationally, socially and economically we need to deliver an education system which is not only of the highest quality to meet the learning needs of today but which is flexible and responsive enough to equip our children with an education which will serve them well in an uncertain future. Of critical importance to learning is the quality of teaching and the professional skills, attitudes and attributes that successful teachers bring to the learning process. This, coupled with the particular skills of support and ancillary staff, is key to developing and realising the potential of every child. The Teachers' Agreement was seen to be a significant step in the pursuit of innovation and improvement in Scottish education and started a process which, as it develops, should create the right conditions for an inclusive and highly effective learning environment. This section sets out the effects of the Teachers' Agreement on the working conditions of staff and the impact of that in schools.

THE 35-HOUR WORKING WEEK

A key objective of the Teachers' Agreement was the introduction of a 35-hour working week for all teachers from 1 August 2001. A revised outline of teacher duties was agreed and set out in Annex B to the agreement. This list was not to be seen as prescriptive but was intended as guidance for the development of specific job descriptions in local authorities. Annex E listed tasks that should not routinely be carried out by teachers. Copies of Annexes B and E are in Appendices 4 and 5 of this report. It was agreed that from August 2006, at the earliest, the contractual obligations of teachers would be expressed in relation to a 35-hour week within which a maximum of 22.5 hours would be devoted to class contact. This was to be achieved by a phased reduction in maximum class contact time to be equalised across the primary, secondary and special school sectors. Annex D of the agreement set out a Code of Practice on Working Time Arrangements.

Education authority and school agreements on the 35-hour working week

While many headteachers initially found the process of reaching agreement with staff on how the 35-hour week was to be allocated to different tasks to be very time-consuming, this process became more streamlined in subsequent years. Some education authorities gave central guidance on school agreements, sometimes with an outline or draft agreement which had been reached by the local negotiating committee for teachers (LNCT). In others, agreement on the allocation of hours within the 35-hour working week was left entirely to the school, with a potential benefit that this encouraged school collegiality and enabled schools to meet local needs more effectively. However, in some cases this led to wide and at times inappropriate variations in the relative time allocated to such tasks as writing reports on pupils' progress and time for curriculum development work. For example, in one authority, the time allocated in each primary school for writing reports to parents ranged from 15 hours to 50 hours. For the two schools at the extremes of this range, the time allocated to curriculum development and staff discussion was, in the first school, more than three times the amount available for that purpose in the second school. In general though, the process of reaching agreement through discussion between senior managers and teachers had generated a more positive, collegiate atmosphere in schools and had given teachers more ownership of their development time.

Many teachers had difficulty in carrying out all of their teaching, lesson preparation, assessment and

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other tasks, including curriculum development and report writing, within the 35-hour working week, although most regarded meeting this commitment as an aspect of their professionalism. Those in senior promoted posts often had particular difficulties in carrying out all of their work in this time, and some were struggling to find time to deal with discipline issues and liaison with parents and others among all the other tasks they had to undertake. Apart from teaching, teachers spent most of their time on planning, preparation and assessment. As part of the agreement, teachers were allowed to carry out preparation and correction at a place and time of their choosing. Initial concerns about this which were held by headteachers, for example that emergency cover would be compromised, had been largely unfounded.

The Teachers' Agreement set out a list of teachers' duties in Annex B. Included in this list was a responsibility for developing the school curriculum, and a responsibility for providing advice and guidance to pupils on issues related to their education. The Annex therefore set out an expectation that teachers would have a responsibility for improving teaching programmes and the way in which they were delivered, and for aspects of pastoral care. In doing this it provided a platform for collegiate responsibility for improvement. Comments on how this responsibility was being exercised are recorded in this report in the section on new career structures in secondary schools.

35-hour week – impact on parents' evenings and reports to parents on their child's progress

The survey of parents' views carried out on behalf of HMIE found that parents believed that the frequency and quality of parents' meetings had remained unchanged in most cases. Overall, the meetings were thought by parents to be useful. Some parents of pupils with additional support needs were appreciative of better information which was coming to them as a result of implementation of the Education (Additional Support for Learning) (Scotland) Act 2004 and individualised educational plans or co-ordinated support plans for their children. When schools had reduced the number of parents' evenings, usually from two to one, they had sometimes offered additional opportunities for parents to meet with staff, but parents felt disappointed about the reduction in those cases. In general, schools had introduced more flexibility into their arrangements for parents' evenings, including having them at the end of the pupil day, or arranging opportunities for parents to meet with their child's teacher during the school day. This type of arrangement did not always meet the needs of all parents.

Many education authorities were continuing to review their arrangements for reporting to parents on their child's progress, especially with respect to the use of information and communications technology (ICT) to save time and to improve the quality of reports. Some parents surveyed, particularly those with children in primary school, had concerns about computer-based systems or streamlined forms of reporting involving 'tick-box' approaches. They felt that the reports produced were formulaic and impersonal, and generally less useful than former reports which had been in the form of extended commentaries on their children's strengths and weaknesses.

The HMIE parental survey showed that, while most parents felt that implementation of the Teachers' Agreement was a matter for schools and education authorities, some parents would have liked more involvement in important decisions and more

communication and explanation about the impact of the Teachers' Agreement on their child's learning. In best practice, some schools and authorities had prepared informative leaflets for parents on the Teachers' Agreement. Overall though, there was little evidence that schools or authorities had engaged parents in discussions about its impact.

Reduction of maximum class contact time

All authorities had been successful in reducing the maximum class contact time of primary teachers to 23.5 hours in line with secondary teachers by the deadline of the start of session 2004-2005. There had been two clear approaches to doing this, fairly evenly split between authorities, with some adopting a hybrid model. Some of these approaches, which are described below, had involved employing supply teachers to provide cover for classes. In some schools, the employment of an additional probationer teacher allowed another member of staff to operate as a mentor for probationers and a relief teacher for other staff. The recruitment required to meet the reduction in time had absorbed large numbers of supply teachers. Education authorities found that covering for absent specialist teachers often caused significant difficulties in schools, with senior managers sometimes having to carry out this task. A few were having extreme difficulties in obtaining supply cover generally. At least one education authority had increased its pool of permanent supply staff to cope with this situation. A few schools or centres for pupils with social, emotional or behavioural difficulties, where pupils required continuous supervision by qualified staff, including at intervals and lunchtime, had not always managed to reduce teacher contact time in a satisfactory way that met the needs of the pupils as well as staff.

Some authorities had reviewed their staffing formula and allocated additional staff, sometimes including probationers, to schools. Headteachers were then required to manage this enhanced staffing in order to meet the requirements of the agreement. The most common approach adopted by headteachers had been to develop members of staff within the school as specialist teachers of particular areas of the curriculum, including science, technology, problem-solving in mathematics, and ICT. When this approach was well managed, for example by including provision for liaison and discussion between class teachers and the specialists, this was working well and there were signs of improvement in pupils' experiences.

The other main arrangement for reducing class contact time was based around a centrally planned increase in the use of visiting specialist teachers. Three authorities were doing this in physical education, which was also helping them to deliver the provision of two hours per week set out in national advice as a target to be achieved by 2008. Other authorities employed a wider range, including specialists in music, art and design, ICT and technology. In some authorities, there was a combination of additional staff and additional input from visiting specialists. In some cases, specialists from associated secondary schools were spending time teaching in primary schools.

The potential advantages in these arrangements included widened opportunities for pupils, and an improved, consistent and progressive learning experience in key curricular areas. Some evidence of positive impact was starting to emerge. However, managing these arrangements was proving difficult for some headteachers. Some authorities were supporting their schools by offering advice and giving training to staff on managing the curriculum. A few authorities believed that

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timetabling would be easier, and longer and more useful blocks of teaching time could be created, if some non-class-contact time could be aggregated over a two-week period. This would be particularly useful in rural areas, especially island authorities, where significant time and money was lost to travel for supply teachers. These authorities had not yet managed to secure agreements within their local negotiating committees to this type of arrangement.

When specialists were used to provide non-class-contact time (NCCT) for teachers, there was a danger that class teachers would lose their expertise in delivering parts of the curriculum. Some teachers were using a portion of their CPD time to join specialist lessons and keep their experience up-to-date by learning from the specialist's approaches. One authority had arrangements in place for the specialist teachers to lead in-service training for other staff. Absences of visiting specialist teachers who were deployed to provide cover caused major difficulties for schools, and when this happened senior managers were sometimes obliged to cover classes themselves. One authority had reached an agreement that staff could go over their maximum of 23.5 hours in a particular week in cases of absence, and receive the time back at a later date. In a few schools, aspects of the arrangements were inappropriate. Senior managers were too often taking classes, or taking lengthy assemblies which teachers did not attend, to deliver NCCT to teachers.

Overall, primary staff were benefiting from the reduction in teaching time. They had more time for preparation, and there were more opportunities for joint planning with stage partners, for discussions with managers, for peer classroom observation, and for other improvement activities. The reduction in teaching time in primary schools had allowed for more collegiate and development time. It had reduced pressure on staff and allowed for more effective reflection about their teaching.

Reduction in maximum class contact time to 22.5 hours from the start of session 2006-2007

All authorities had generally planned well for the reduction of class contact time in primary and secondary schools to 22.5 hours in line with special schools and had implemented it successfully. To achieve the reduction in primary schools, most authorities had extended their existing arrangements by increasing staffing or employing more visiting teachers. A few who had enhanced staffing to achieve the initial phase of reduction used visiting teachers of expressive arts to give the further reduction in contact time. In secondary schools, education authorities had, in general, allocated additional staffing to implement the reduction in class contact time to 22.5 hours. Two education authorities had set up new timetable structures which led to more efficient use of teachers' time. Some education authorities had calculated that a number of their schools already had sufficient staff to meet the reduction in class contact time. This had led in some of these schools to a rebalancing of time across staff, with at times an increase in the teaching commitment of some pastoral care staff.

NEW CAREER STRUCTURE

A key aim of the Teachers' Agreement was to provide an improved salary structure for teachers and a simplified career structure for them in primary, secondary and special schools. The new structure, which was implemented from April 2002, consisted of four posts – classroom teacher (including probationer teachers), principal teacher, deputy headteacher and headteacher. The posts of assistant headteacher, assistant principal teacher and senior teacher were removed from the structure. The structure also provided for teachers who had

reached the top of the classroom teacher scale to become chartered teachers. This required them to take courses to qualify and make progression through six points of the salary scale for chartered teachers. The Teachers' Agreement did not specify in detail how the new structures might impact upon the quality of curriculum or learning in schools.

Job-sizing, assimilation and the new career structure

After experiencing difficulties in the early stages of implementation, all education authorities made significant progress in implementing the required new structures and completing the job-sizing of all promoted posts. Evidence of some very good education authority practice emerged, for example in careful evaluations of the need for management capacity in schools and the related costs, and through the provision for schools of detailed implementation plans.

Assistant headteachers and depute headteachers (DHT) generally took over job-sized DHT posts. Within reviews of staffing formulae there was often a slight reduction in the number of DHTs employed in schools. This was in line with a general trend, initiated by implementation of the agreement, towards having lower numbers of teachers in promoted posts but with greater non-class-contact-time (NCCT) in which to carry out leadership and management tasks. Assistant principal teachers (APT) and senior teachers (ST) either moved to scale point 3 on the chartered teacher (CT) scale, or to posts at point 1 on the principal teacher (PT) scale (which carried the same salary as point 3 on the CT scale). Some schools were successful in reaching agreement with those APTs and STs who chose the former option that they would continue to carry out certain duties. This was particularly useful in relatively large departments in secondary schools, where these colleagues supported the principal teacher in aspects of running the department. Other schools were not successful in achieving this, or did not try, and therefore received no direct return for the conserved salary enjoyed by the former APTs and STs. Those who took the latter route and moved to scale point 1 on the PT scale were part of the formal career structure and carried out appropriate duties, contributing to the overall leadership and management of the school.

In the early stages of implementation, the job-sizing process had a negative impact on the morale of some teachers. A significant number of promoted staff, particularly in secondary schools, found that their posts had been sized at a scale point which was lower than their current salary. While salary conservation arrangements applied for many of these teachers, they reported that there was a negative impact on their morale. Lack of access to the weightings employed in the job-sizing process caused concern and hampered schools in modelling and costing a range of new management structures. Teachers often complained about perceived anomalies in the job-sizing process, although these anomalies were often easily explicable and related to salary conservation. In addition, promoted staff whose posts had been scored at a level just below a threshold on the revised scale, and had therefore narrowly missed being placed on the next higher scale point, felt that they had been treated unfairly.

Despite these complaints about the process and outcomes of job-sizing, EAs were continuing to provide sufficient leadership and management capacity in their schools, and there was little or no evidence that aspects of provision had been impaired as a result of the claimed drop in some teachers' morale. However, evidence emerged of

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some promoted staff on conserved salaries, particularly DHTs and especially in the primary sector, being unwilling to apply for posts at the next level.

Primary schools

In primary schools the main development in new management structures was the introduction of principal teachers. In the early stages of implementation, some authorities had encountered difficulties in securing agreement on their proposals for introducing principal teachers. By 2006, most education authorities had introduced posts in some or all of their primary schools and special schools for primary-aged pupils. A few education authorities were consulting further with staff, or were looking at a range of alternative or complementary options, particularly for small schools. In one large education authority, at least two-thirds of its special schools and more than 60% of its primary schools now had at least one principal teacher. In at least one education authority the principal teacher posts were in small primary schools which hitherto had not had any management capacity beyond the headteacher. In contrast, another education authority had appointed a principal teacher to all primary schools except the smallest, in which it had increased the management time for teaching heads. Overall, the introduction of principal teachers in primary schools had been a positive move which, along with review of staffing structures at depute headteacher level, had generally increased leadership and management capacity and was beginning to have an impact on key aspects of the schools' work.

While principal teachers in primary schools generally had a substantial class commitment (for example, they usually had 0.1 or 0.2 NCCT) they were often making a good or very good contribution to distributed leadership and collegiality in their schools. They were often contributing at a strategic level, for example in monitoring, evaluating and improving key aspects such as learning and teaching. In some schools they were helping to ensure that certain aspects of the curriculum were delivered consistently at all stages. Some had responsibility for cross-curricular themes and were ensuring that environmental issues, health promotion, education for enterprise, citizenship and links with the community were being taken forward systematically. In a few cases principal teacher remits in primary schools included formal pastoral care responsibilities.

Overall, there were signs of increasing positive impact from this development in primary schools. Many schools and education authorities felt that the pace of development and improvement had been given a boost by the new structures. Many education authorities had reviewed the overall provision of staff and depute headteachers to ensure that they stayed within staffing budgets. A small number of education authorities had not allocated sufficient management time to principal teachers in primary schools and in some secondary schools.

CHARTERED TEACHERS

Initially, some education authorities had set high expectations (25-30%) for the proportion of non-promoted staff who would enter and move up the six points of the charted teacher scale. However, uptake of the chartered teacher programme was significantly lower than these figures in all authorities. In 2004-05, only half of the money estimated by the Scottish Executive as being needed to fund pay rises for teachers progressing through the chartered teacher scale was needed.[1] While there were signs of increase

[1] Source – Audit Scotland 2006 'A mid-term report: A first stage review of the cost and implementation of the Teachers' Agreement'.

over the period of implementation of the Teachers' Agreement, overall numbers were very low in relation to the numbers of Scottish schools. This meant that the ability of chartered teachers to make a positive impact on the overall quality of learning and teaching in schools was as yet limited. For example, one large education authority with around 200 schools had around 70 teachers undertaking the programme and only around 20 who had fully qualified. By Autumn 2006 there were only 335 chartered teachers in Scotland. Of these, 282 had gained the qualification through accreditation of prior learning and 53 had completed a course of modules offered by approved providers.

Encouragingly, a further 2000 teachers were on various points of the chartered teacher scale, although almost 1400 of these had as yet only achieved 1 or 2 modules and therefore had some time to go before becoming chartered teachers. In addition to the low numbers of teachers joining the scheme, another weakness was that teachers were able to self select for the programme. Headteachers and education authorities had no opportunity to influence the selection process and were therefore unable to ensure that the best teachers were participating. Education authorities generally provided effective support for teachers who were undertaking the programme.

Some education authorities were keen to capitalise on the skills of chartered teachers, for example by giving them leadership roles in demonstrating and spreading good practice in learning and teaching. In one education authority, fully chartered teachers were being used in schools to lead as role models for high quality learning and teaching, to advise colleagues and senior managers on best practice in learning and teaching, and to lead and develop curricular and extra-curricular areas. In this way they were able to 'stay in the classroom', that is, have teaching a class as their main responsibility, but also drive improvements. For example, in one primary school, the chartered teacher was the ICT co-ordinator and also delivered in-service training for other teachers in the authority. She led working parties, piloted new initiatives and supported colleagues with the delivery of ICT across the school and the curriculum. Other chartered teachers were taking the lead in a range of areas, including supporting bi-lingual pupils. In her authority, the projects undertaken by chartered teachers had been compiled in a booklet for dissemination of good practice across the authority. Examples of this good practice of capitalising on the skills of chartered teachers were not widespread across education authorities.

Many teachers did not regard the chartered teacher programme as an attractive proposition. The reasons given included money and time costs for individual teachers. Few teachers appeared to accept the argument that the cost of qualifying through the stages would be balanced by salary increases as they moved up the scale, or that relatively young teachers could enjoy up to 25 years of enhanced salary once they had reached the top of the chartered teacher scale. Few teachers agreed that the chartered teacher route had the potential to provide fulfilment in their careers.

Overall impact on the quality of learning in schools

It is difficult to ascribe direct cause and effect between the implementation of the Teachers' Agreement and the overall quality of learning in Scottish schools. The quality of learning in individual classrooms and schools depends on a wide range of factors. However, it is appropriate to look at developments in learning in the period of implementation of the Teachers' Agreement. In addition to setting out the conditions for teachers' work, the Agreement made clear a shared

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understanding about the main aims of that work, including the central role teachers play in the quality and effectiveness of learning in school, the importance of the critical relationship between teacher and pupil, and an appreciation that teachers are committed and talented professionals who aim to develop and realise the potential of every child.

As noted above, there were signs of positive impact on the quality of provision in primary schools arising from the implementation of principal teachers. Reduction in class contact time in that sector was also helping teachers to have time for reflection and improvement of their practice. HMIE inspection findings over the 2002-2005, as reported in *Improving Scottish Education*,[2] found that many primary teachers had a growing range of effective teaching approaches which they could adapt to meet pupils' learning needs. These included direct interactive teaching and learning in mathematics, collaborative work in writing and drama, and an increasing use of technologies such as interactive whiteboards. Schools were not always clear about how best to develop pupils as learners and effectiveness in meeting the learning needs of all pupils was variable. As a result, many pupils had not developed high-level and independent learning skills by the time they left P7.

Teachers in secondary schools were increasingly using well-focused direct teaching with clearly explained learning outcomes, sound questioning and discussion, and ICT. Too often, however, readily available ICT resources were not being used effectively. Teachers needed to ensure that they encouraged pupils to take more responsibility for their own learning, for example through independent tasks and collaborative work. Most teachers had a broad level of knowledge of the strengths of their pupils and how their learning was progressing. However, some teachers still did not make sufficient use of information about individuals' performances and rates of progress to provide appropriate learning experiences.

In special schools, teachers generally created positive learning environments to help pupils learn. They too used good quality direct teaching and gave pupils clear explanations and instructions. Use of ICT to enhance pupils' learning was too limited in this sector, and pupils were not sufficiently active in their learning. There was scope for better work with parents to develop home learning opportunities.

Education authorities and schools should continue to use the opportunities offered by chartered teachers, the new career structure, and the 35-hour working week, to build on these strengths in learning and address aspects in need of improvement.

[2] *Improving Scottish Education* – HMIE 2006.

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PROVIDING FLEXIBILITY AND SUPPORT FOR PUPILS

NEW CAREER STRUCTURES IN SECONDARY SCHOOLS

As they started to implement the new arrangements in the Teachers' Agreement, a majority of education authorities also embarked on the additional process of reducing the number of middle managers in secondary schools. These education authorities were introducing principal teacher posts of faculty groupings which were usually based on broadly cognate subjects. Structures for special schools were generally being worked out in a flexible manner to take account of the individual nature of each school. A number of education authorities were taking a cautious approach to changing middle management provision in their secondary schools, and had devolved the decision to individual schools. In these education authorities, while there were at times significant developments in certain aspects, including support for pupils, the subject department status quo had been retained by most departments in most schools. A few education authorities were sceptical about the benefits of new faculty approaches.

Faculty groupings were intended to address a number of issues. The tasks carried out by former APTs, including in some cases running small departments on their own, now had to be reallocated. Such groupings provided an opportunity to even out workload and spread NCCT among principal teachers in larger and more efficient blocks of time. The new management structures aimed to deliver a modernised, flexible and inclusive curriculum. Authorities intended that the new faculty structures would help schools to:

- improve the quality of learning, teaching, attainment and achievement;
- enable learners to make links between areas of study and apply skills more widely;
- support continuity across sectors;
- promote social inclusion, and provide flexibility and adaptability in the curriculum; and
- implement more effective quality assurance, CPD, and collegiality.

Many education authorities recognised that the new posts were well remunerated and argued that this would allow them to get high quality leaders into these key positions. By 2006 there was evidence of some progress in meeting these aims. High-calibre faculty principal teachers were being appointed and these new principal teachers were giving a greater impetus to leadership and quality assurance in their schools. In a number of education authorities and schools, an increasing focus on improving the quality of learning and teaching and taking a holistic view of each pupil's needs was emerging. There were encouraging examples of better involvement of unpromoted staff in course planning and in auditing aspects of provision.

An extended management team was proving beneficial in some schools. There were signs of an enhanced principal teacher emphasis on quality assurance, a more strategic approach, or closer involvement in promoting positive behaviour. Typically the NCCT for new principal teachers was around 0.5. In schools which had new faculty principal teachers and a group of former principal teachers remaining in post there were sometimes difficulties in ensuring that all had sufficient management time.

Some education authorities had taken advantage of the new structures to create principal teacher posts in cross-curricular areas such as enterprise, health education or citizenship, or in leading whole-school projects such as study support or overseeing the organisation and use of learning resources. One education authority had created principal teachers of social justice who worked to promote and implement inclusive policies in their schools.

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Principal teacher posts with whole-school responsibility sometimes took the form of short-term secondments to allow temporary promoted staff to undertake project work.

Other useful initiatives included some teachers taking pupil tutor responsibilities, which contributed to the overall provision of pastoral care. These secondments and initiatives provided teachers with useful continuing professional development in preparation for future promotion. This helped alleviate, to some extent, the concerns of staff that the new structures in the Teachers' Agreement and the additional new faculty structures reduced their career progression opportunities. These initiatives also helped schools to respond to circumstances flexibly.

A significant number of teachers remained unconvinced of the benefits of the new faculty approaches. They had concerns about the arrangements for organising and carrying out curriculum development and dealing with pupil indiscipline. Education authorities needed to continue to discuss in local negotiating committees for teachers how collegiality, including not only the involvement of all teachers in decision-making processes, but also the responsibility of all teachers for effecting improvements, was to be developed. These discussions should also address issues around how teachers could best be supported to be flexible and show leadership at all levels.

On the whole, it is likely that the success of these initiatives will depend upon a range of factors, including whether education authorities and schools can achieve their aim of putting high quality leaders in post at faculty or department level. It will also be essential for education authorities and schools to ensure a fully effective professional and collegiate response from classroom teachers to tasks involving the improvement of the curriculum, the quality of learning and teaching, and the promotion of positive pupil behaviour. A number of education authorities had carried out appropriate evaluations of their new faculty structures. One education authority had concluded that it had reduced management and leadership capacity too much in some of its secondary schools and was taking action to redress the balance. Others had analysed Scottish Qualifications Authority attainment results in the context of new structures. While acknowledging that the data had to be interpreted carefully, they had decided that there was no evidence of overall decrease and signs of increased attainment in some departments which were part of a faculty structure.

The experience of these changing structures and the emerging benefits and drawbacks of each now need to be kept under constant review. As the curriculum develops and schools increasingly focus on the quality of learning and teaching, these structures are likely to evolve and change with new arrangements being put in place to suit the needs of pupils in the school over time. Headteachers and education authority staff should critically evaluate what works best to serve the needs of children and young people and be prepared to adapt and develop their approaches accordingly.

SUPPORT FOR PUPILS

While some new principal teachers in primary schools were taking on a formal responsibility for overseeing the quality of pastoral care, individual teachers continued to have a major part to play in ensuring the care and welfare of their pupils. Reductions in class contact time in primary schools were helping teachers to liaise and discuss the learning and other needs of individual pupils.

While many schools and education authorities expressed specific concerns about the impact of job-sizing and the new career structures on guidance staff in secondary schools, they were, on the whole, continuing to provide good quality

pastoral care and support for pupils. A common pattern in guidance departments was that the overall number of teachers involved in delivering guidance had decreased, but the number of principal teachers had increased, and they often had greater NCCT than formerly. Some education authorities had removed subject teaching tasks from guidance staff to allow them to focus on teaching personal and social education (PSE) and providing pastoral support to individual pupils. For example, in one large school, five principal teachers of guidance each taught only PSE for 10 periods in a 30-period week, to pupils on their own caseload. A guidance base was staffed at all times for drop-in support to pupils. Overall, pastoral care had improved in this school.

Many schools were implementing integrated approaches to providing pastoral, learning and behaviour support, and there were encouraging signs of improved joint planning and collegiate working. Some schools had used flexibility to create principal teacher posts for behaviour support staff or those in charge of meeting pupils' additional support needs. Some education authorities were placing an increased emphasis on first-line pastoral care structures which sometimes involved smaller and/or mixed-age register classes. Overall, there were improvements in the way in which pastoral and other forms of support were being provided in secondary schools. These improvements were often largely based upon the implementation of a range of national and local initiatives, but the increased flexibility offered by the Teachers' Agreement was a contributory factor.

Evidence from HMIE school inspections over the period of implementation of the Teachers' Agreement, as reported in *Improving Scottish Education* found that pastoral care continued to be a major strength in primary schools. However, a very small number of pupils needed better care, and a few pupils needed better support to improve their behaviour. Links with staff from a range of agencies were improving, but partnerships within schools and with parents for meeting the broad range of pupils' learning needs were not yet sufficiently well developed. The learning needs of pupils with additional support needs were well met. The learning needs of particular groups, for example under-achieving or vulnerable pupils, were not always met as well as their pastoral needs.

The majority of secondary schools provided appropriate personal and social education programmes, and these programmes had improved in most schools. The increasing emphasis on health education was a strength, although learning and teaching approaches to this topic were not always suitable. Many schools needed to place more emphasis on helping young people to be self-aware, to develop their values and beliefs, and to make informed choices and decisions. Some schools needed to do more to encourage all staff and pupils in establishing appropriate values for learning, such as positive behaviour, mutual respect and teamwork. Most secondary schools were improving inter-agency working to help meet the needs of individuals and groups. Support for learning continued to be good or very good in most schools, with an increasing focus on developing approaches to include more pupils in mainstream activities. In most special schools pastoral care was very good, and partnerships to meet pupils' learning and other needs were a positive feature of almost all. In a small number of these schools there was a need to ensure that all staff were trained in child protection procedures.

THE 35-HOUR WEEK – IN RELATION TO BROADER ACHIEVEMENTS AND OUT-OF-SCHOOL-HOURS LEARNING

Few education authorities had undertaken a formal audit of the extent of opportunities for pupils to gain achievements over a broad range of out-of-class activities. Most did not, therefore, have

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enough evidence to judge how the requirement for teachers to work a 35-hour week had impacted on the willingness or availability of teachers to lead or be involved in these activities. HMIE evidence from monitoring the impact of the Teachers' Agreement found a number of teachers who said that they might become unwilling to continue these activities, but few, if any, who had actually given them up as a result of overall workload. Some parents reported that the range and accessibility of activities such as lunch clubs, sports, educational visits and study forums had increased. The majority of others who reported no change felt nevertheless that provision was satisfactory or better.

Alongside the Teachers' Agreement there had also been a growth in the provision of separate funding for sports coordinators, out-of-school-hours learning and arts and culture support staff. These initiatives were having an overall positive impact on the range of opportunities available to pupils. The HMIE survey of parents' views found that parents saw the leadership of senior promoted staff and the commitment of individual teachers as critical factors in developing a good range of out-of-school-hours learning activities. In at least one education authority, some primary schools had increased extra-curricular activities through recognising them formally in their agreements on the 35-hour week. In general though, these activities had not been formalised and secured through implementation of the agreement. They continued to depend largely on the goodwill of teachers.

Evidence from HMIE school inspections over the period of implementation of the Teachers' Agreement, as reported in *Improving Scottish Education*, showed that pupils in primary schools were increasingly engaging successfully in enterprise activities and had a growing awareness of sustainability issues. They were developing good social skills and a good understanding of citizenship issues and the need to live healthily. They showed skills in the expressive arts. Almost all primary schools offered opportunities for pupils to develop their interests and aptitudes through a range of extra-curricular clubs and activities. While pupils were developing a variety of skills in areas such as citizenship and enterprise, there was still room for further improvement. Most secondary schools offered a broad range of activities beyond the formal curriculum. Uptake of The Duke of Edinburgh's Award Scheme, eco-school activities, initiatives such as the Prince's Trust and youth programmes accredited by the Award Scheme Development and Accreditation Network (ASDAN) had increased, and these initiatives were having a positive impact. Enterprise, education for work, and community service activities were helping pupils to develop self-confidence, ambition and citizenship. In special schools, pupils' achievements in aspects of personal and social development were a strength. More needed to be done in that sector to ensure that pupils were successful learners achieving well across the curriculum.

THE TEACHERS' AGREEMENT AND PUPIL PERFORMANCE

In addition to setting out the conditions for teachers' work, the Teachers' Agreement included a shared understanding about the need to realise the potential of all pupils, secure high achievement, and develop confidence and ambition. The Agreement was a phased programme, introduced over 5 years. Whilst the benefits to pupils in the classroom and in pastoral and out-of-school learning activities are more immediately apparent, it may take some time for the impact on pupils' attainment to emerge. However, the overall level of investment in the Teachers' Agreement should have a significant impact on achievement and attainment over time. It is important, therefore, to

recognise the benchmarks against which this impact should be measured, including the performance of pupils described in the report on progress against national priorities and in *Improving Scottish Education*, both published by HMIE in 2006. This section summarises the attainment of learners in the period of implementation of the Agreement and these findings should be used by schools, local authorities and the Scottish Executive as a basis from which to chart improvement against future arrangements made under the Teachers' Agreement.

In primary schools, there were signs of improvement in attainment in English language and mathematics. Most pupils attained very well in English language from P1 to P4, but this strong attainment overall was not sustained through to P7. Attainment in English language was weak in around one-quarter of schools inspected, and in mathematics was weak in around one-fifth of schools. In S1/S2, standards in reading, writing and mathematics rose steadily over the period 2001-2004. However, overall, the quality of attainment at S1/S2 was variable across schools and subjects.

Pupils' performance at SCQF[3] levels 3-5 by the end of S4 had remained static over the period 2002-2005. Performance in S5/S6 at levels 6 and 7 had not yet showed signs of improvement. While the average attainment of the highest attaining group had increased slightly over the period, the performance of the lowest 20% as measured against national levels and examinations had remained static.

In residential special and day special schools, which made provision for pupils with more severe and complex learning difficulties, pupils generally achieved well in communication and understanding and relating to the environment. However, important weaknesses existed in pupils' attainment in English language in around a third of day special schools and in mathematics in around a quarter of those schools.

[3] Scottish Credit and Qualifications Framework (SCQF) levels:
7: Advanced Higher at A-C/CSYS at A-C
6: Higher at A-C
5: Intermediate 2 at A-C; Standard Grade at 1-2
4: Intermediate 1 at A-C; Standard Grade at 3-4
3: Access 3 cluster; Standard Grade at 5-6

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SUPPORTING AND DEVELOPING THE PROFESSION

SUPPORT STAFF

The Teachers' Agreement acknowledged that the deployment of additional support staff across a wide range of tasks and functions was important in addressing teachers' workload and in ensuring professional skills appropriate to the range of activities required. Funding was to be provided to enable the equivalent of an additional 3,500 support staff, to be phased in by March 2004. One of the aims in developing and supporting the profession was to minimise the incidence of teachers undertaking work which was not directly related to their key role in teaching and learning, and thereby to create more time for teaching.

At the initial stage of implementing the Teachers' Agreement, most education authorities had been prompt in improving levels of support. Almost all schools had received extra support, such as additional clerical or administration hours, extra supervisory staff, or additional ICT technician support. In determining the number and categories of posts, some education authorities had taken account of earlier initiatives prior to the Teachers' Agreement which had already funded an increase in support staff. In such cases the appointment of additional support staff following the agreement was intended to fill gaps and reflect the balance within existing provision. Schools were beginning to see a positive impact, particularly primary schools. However, by March 2004, the milestone had not been met, with only 2,446 equivalent support staff in place.

A number of further improvements had taken place by 2006, particularly in the secondary sector. By July 2005, 3125 equivalent staff had been recruited, and the total number was just short of 3,500 by April 2006.[4] These improvements, however, had not taken place across all authorities and there remained room for further development in some. Overall though, while there had been limited progress in some schools in meeting the proposals,[5] in most education authorities there had been benefits, and in some cases, significant benefits. In schools in these education authorities, the principal aims of the deployment of additional support staff as set out in the Teachers' Agreement were being met. In some schools no additional support staff had been appointed. In others, support staff had been appointed but their allocation to whole-school tasks had not impacted directly on the non-teaching task load of class teachers. Where the number of additional support staff was limited or had to be spread across a large number of staff, for example in secondary schools, their impact on individual teachers was at times marginal.

Business managers and clerical assistants

Some education authorities had appointed business managers at a senior level in schools. Such staff were often part of the senior management team and were regarded as highly qualified professionals, often with degree-level qualifications in areas such as finance or human resources. These managers took responsibility for facilities and budget management, overseeing support staff and other administrative duties. They often were in charge of health and safety matters, arranging supply teachers and sometimes class cover, preparation of documents including the school handbook, or running the school's management information systems. These appointments had made a significant improvement to the ability of senior promoted staff in schools to spend more time on key tasks such as monitoring, evaluating and driving improvement in the quality of learning,

[4] Source – Audit Scotland 2006 'A mid-term report: A first stage review of the cost and implementation of the Teachers' Agreement

[5] Annex E of the Agreement set out a list of administrative tasks which teachers should not undertake.

teaching and the curriculum. In one authority, business managers met monthly and had, as a group, effected improvements in liaison between and among schools and other council services, in sharing of ideas, in securing greater purchasing power, and in service level agreements to provide best value.

In some authorities, administrative staff had been appointed to support a cluster of schools, for example primary and special schools which were conveniently adjacent, or a secondary school and its associated primary schools. Preliminary evaluation of this approach in one authority suggested that there had been an immediate and significant increase in headteacher time for leadership on key aspects including learning and teaching, and a fairer and more systematic distribution of resources across clusters.

Clerical and administrative staff carrying out office work or directly supporting class teachers or departments had been deployed to cover a wide range of non-teaching tasks including reception duties, data inputting or handling parental enquiries. Their work also included administrative tasks for out-of-school activities, work experience placements and parents' evenings, school meals, and, in some cases, following up pupil absence with parents. In addition to carrying out some of these tasks, school support assistants also helped with pupil welfare, supervision during breaks, display of pupils' work, and providing first aid cover at all pupil contact times. In secondary schools they had also been allocated dedicated tasks in support of specialist subjects. In addition to freeing up time for teachers, their deployment had in some cases created time for classroom assistants to support directly the work in classes.

Classroom and support assistants

In primary schools the appointment of classroom assistants had had a positive impact in improving provision for pupils. Many assistants had been involved in working with groups and individual pupils, in promoting positive behaviour and in running lunchtime clubs. In one authority 120 classroom assistants had been appointed to cover 36 schools, and one large primary school had 10 classroom assistants. Schools in this authority and elsewhere were benefiting from good quality support from the well-trained staff who had been recruited to the posts in primary and secondary schools.

As part of their duties, classroom assistants were often involved in routine administrative tasks which teachers had previously carried out. One education authority had carried out an evaluation of the use of classroom assistants in order to shape a future programme and develop the use of assistants. In this authority's primary schools, many assistants were effectively deployed in supporting pupils. Their secondary schools had been less creative about deployment, and many assistants in that sector were involved in more routine tasks such as filing. In general, a number of assistants who were used in secondary schools expressed concerns about their levels of subject knowledge and skills, and were anxious about supporting pupils in specific subjects. However, there was evidence that principal teachers were becoming more positive about classroom assistants. They felt that classroom assistants had been extremely helpful overall in, for example, preparing attainment information and reports to parents, and helping with organising information and resources.

Classroom assistants were helping teachers to meet the varying needs of pupils within their classes, reinforcing work and providing extra practice for individuals and for small groups. Their input allowed teachers to concentrate on direct teaching and their presence had on occasion been helpful in leading to less disruption due to pupil behaviour.

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They helped teachers to match tasks to the needs of pupils in different groups. In some cases, time lost to initial settling-in at the start of lessons had been reduced. Working with support plans and targets in individualised educational programmes (IEPs), they were able to contribute to the support provided for pupils with additional needs. Overall, their work was greatly appreciated by staff. Some assistants indicated that they would welcome the opportunity to spend more time working directly with pupils.

One authority had appointed a number of pupil support assistants who worked with targeted individuals and groups. These assistants were involved as members of pupil support teams and were directly involved in pupil and parent interviews as part of their teamworking. Another had appointed inclusion support workers to help meet the needs of the most vulnerable young people and reduce the number of pupils excluded from school. The introduction of posts such as home-link officers to assist vulnerable pupils and their families was proving positive. In some education authorities this was building on existing good practice in a number of Integrated Community Schools. Very positive impact had been made to guidance staff remits in some secondary schools in which support staff undertook tasks such as monitoring attendance, linking with welfare officers, and liaising with parents, thus releasing more time for pastoral care teachers to spend in direct support for pupils.

Use of information and communications technology to create more time for teaching

Education authorities had generally reacted well to the need to improve the provision of, and support for ICT in schools. A number had invested in the training, re-grading and redeployment of technicians in secondary schools which allowed such staff to maintain ICT equipment and networks. One authority had ensured that all teachers and administrative staff had access to a complete range of hardware and software, supported by readily available professional advice. At least one education authority had appointed an ICT technician to each cluster of schools including special schools to manage networks of computers and solve problems as they arose. Some technicians had delivered training and had helped raise the knowledge and skills of teachers, pupils and other support staff. Overall, in this education authority and in others which had invested in ICT support, there had been significantly less time wasted when computers malfunctioned or when staff needed help.

The introduction of ICT systems for on-line registration and attendance recording were helping to reduce the overall administrative burden on pupil support staff and others involved in first line pastoral care. Systems for recording and tracking pupils' progress and attainment were developing well, and some allowed easy access to records and tracking of pupils' behaviour. In some schools, good behaviour or achievement was reinforced through 'praise' emails to pupils. Other helpful initiatives included upgraded management information systems, management of devolved funds, creation of a supply teachers' database, improved teacher communication through access to e-mail, computer-based lesson planning, and freeing up of time spent on reporting. For some teachers who did not have easy access to ICT or whose skills were underdeveloped, there had been little or no reduction in the administrative burden on them, apart from limited improvements such as facilitating standard letters and documents. Information retrieval and handling using ICT was a skill which many of those teachers needed to develop, to help them deal with the increasing flow of information and the wider availability of data on intranets and the Internet.

CONTINUING PROFESSIONAL DEVELOPMENT

The Teachers' Agreement set out the aim of enhancing the opportunities available to all teachers for continuing professional development. It was agreed that teachers would have an ongoing commitment to maintaining their professional expertise through a programme of additional CPD. The programme was to be agreed with the teacher's line manager, and activities were to be recorded in an individual CPD record. An additional contractual 35 hours of CPD per annum was to be introduced from August 2003 as a maximum for all teachers, and the balance of activities was to be based on an assessment of individual need, taking account of school, local and national priorities.

Additional 35 hours CPD

Almost all education authorities found the introduction of 35 hours of CPD to be relatively straightforward, and had built purposefully on existing staff review and development procedures. The implementation was usually supported by a team of central officers in the education authority. Helpful guidelines, policies and advice had been issued to schools. In most authorities, these arrangements covered a wide range of staff, increasingly including those in non-teaching posts. Training for headteachers, deputes and principal teachers was provided to support them in carrying out annual review interviews. The increased flexibility in defining and following up on professional development was widely appreciated. Often, education authorities had worked in partnership with independent providers, including universities, and there had also been signs of increased joint working across education authorities. Within education authorities, clusters of primary schools had also often worked together to target training activities on needs arising from cluster development plans.

Almost all teachers had now accepted the mandatory nature of the 35 hours of CPD and had taken on full responsibility for maintaining their development profile. Some education authorities had established online databases of courses, with the possibility of electronic booking. Some had also set up electronic portfolios for staff to record their CPD activities. Almost all education authorities had expanded their CPD catalogues in response to needs identified through teachers' review meetings. Devolved management to schools of CPD budgets had helped target the nature and delivery of training. School CPD working groups and co-ordinators' networks had helped define and strengthen provision of development opportunities.

Most authorities had seconded staff to help deliver training and facilitate the sharing of good practice. Training was increasingly being delivered through in-house twilight sessions, often led by school staff. While this was the most efficient way of delivering CPD, in that it did not require staff cover, many headteachers and staff found the timing unsuitable or tiring at the end of the school day. There was a good uptake of weekend and out-of-term-time courses in some parts of the country. All these approaches had helped address significant difficulties experienced by many education authorities in acquiring cover staff to release teachers during the school day. A few education authorities which had previously established a school week which involved four slightly longer days and one half-day of pupil teaching, found this asymmetric week offered helpful flexibility to schools and teachers, who made use of the afternoon of the fifth day to access a wide range of CPD opportunities. One authority had developed a web-based Virtual Learning Community to help overcome supply cover difficulties and problems with access to training in remote areas. Others were also developing forms of e-learning. In the next few years, education authorities will have the opportunity

to locate their CPD planning within the national framework of Glow (the Scottish Schools Digital Network).

Increasingly, schools were taking a broader view of what constituted CPD. Approaches were often underpinned by the idea that teachers benefited most when training focused directly on improving learning and teaching and was attuned to their own classroom practice. The range of broader possibilities included observation of other teachers' classroom practice either in their own school or in another establishment, professional discussion with colleagues, chairing or contributing to school working groups, self-directed or group work to develop specific aspects of teaching skills including use of ICT, and personal reading. Some schools had established a CPD base for staff use. A small number of teachers were participating in the GTC's Teacher Researcher Project, but personal research and analysis as an aspect of individual CPD was, as yet, not widespread. There was a need to define further what could constitute CPD, in particular to clarify when work on curriculum development involved sufficient personal development of a teacher's teaching or leadership skills to justify its counting towards CPD.

In the secondary sector, subject networks continued to provide some specific training and helped share good practice. These networks were, however, not equally effective across all authorities or subjects, and some subject specialists needed better local and national support and direction. At the same time, principal teachers in the secondary sector needed to be more consistent in taking responsibility for facilitating the CPD of the teachers they managed, in order to improve learning and teaching. Now that the new pastoral care structures and teams were more established, education authorities had begun to focus well on providing an appropriate range of CPD opportunities for pastoral care staff, focusing, for example, on inclusion, social problems and personal and social education.

Annual review meetings

Mandatory CPD reviews were now embedded in the practices of all authorities. Most education authorities had implemented a system of yearly reviews. A few had other arrangements which were not in line with the Teachers' Agreement, for example, a three-year cycle with a light touch mid-cycle review. In most schools and authorities, monitoring CPD formed part of a wider review of professional effectiveness. Other education authorities and schools were considering carefully the benefits of integrating the two interview functions, in order to enhance the whole process. Across authorities, almost all teachers were involved in the process. There was evidence of increased and more systematic self-evaluation by teachers as part of this process. Where this had happened, authorities commented positively on the impact this self-evaluation had made on the range of training opportunities they organised and, more generally, on quality assurance. Some education authorities were using an electronic toolkit to support the self-evaluation process. Although review meetings were now universally in place for almost all teachers, the length of these meetings and the quality of dialogue were sometimes inadequate to support appropriate individual review and planning.

CPD for support staff

In most authorities, CPD arrangements had been extended to include non-teaching staff. These staff members were regarded in the same light as other professionals in the school and had their CPD needs identified on a regular basis. In this way, schools were able to capitalise on the strengths of support staff and also to develop further their knowledge

and skills. Different education authorities had different approaches to the review process, and personnel responsibilities within schools were still developing in some areas. A number of authorities had developed systems for training support staff, including the achievement of Professional Development Awards or SVQ qualifications. Some assistants had been involved in extensive training in areas such as ICT, the provision of support to pupils with additional support needs (ASN), the development of literacy skills, and aspects relating to science programmes in primary schools. In some schools and education authorities, assistants were given good opportunities to network and share practice and concerns. It was not always the case that the training and development needs of ASN assistants were consistently met.

In authorities where business managers and financial managers had been appointed, support and professional development had been organised through network meetings and the preparation of online handbooks. In some education authorities, remits of these officers were currently being reviewed in the light of experience, and the related professional development needs sometimes required review to include training in carrying out the professional review of others. Most clerical staff were broadly happy with their training. Technicians tended to be managed from outwith the school. A number were not satisfied with the level and quality of training open to them, in particular the lack of relevant ICT training.

Increasing numbers of support staff were now included in whole-school in-service training days. This had been particularly beneficial for auxiliary staff who were involved in classrooms, providing direct support for individual pupils or groups. In one authority, specific training linked to developing pupils' citizenship skills through improved playground activities had been delivered to over 300 support staff. Elsewhere, there was strong support for courses leading to certification, for example in core skills. One authority offered its learning assistants the opportunity to pursue a degree in Childhood Studies. Another had introduced arrangements to support degree-holding classroom assistants in achieving a post-graduate certificate in education (PGCE) on a part-time basis over two years. One education authority had made a significant investment in staff development to facilitate a flexible team approach, and all support staff had been trained in core skills. In this and other education authorities, performance development reviews had been established to support employees and to provide a more flexible staff resource. Overall, career progression opportunities for support staff were improving, but there was scope for further development.

Monitoring and evaluating the process and impact

Education authorities were increasingly introducing follow-up surveys on the impact of CPD on learning and teaching by asking teachers, six or nine months after they had participated in training, to recount how their teaching had improved as a result of the training. Links between CPD, department and school development plans, national and local priorities continued to be a major focus of Professional Review and Development (PRD) schemes. The review process itself ensured some insights into the effectiveness and impact of CPD undertaken, as did classroom observation, where it took place. In a number of primary schools, CPD was recorded as part of teachers' planners, offering the opportunity for further dialogue. Some Quality Improvement Officer (QIO) visits to schools now also included a focus on the impact of CPD. However, there was little evidence as yet of sufficiently effective and cohesive monitoring and

evaluation of the impact of CPD on pupils' experiences and attainment at school level. One education authority had instituted thematic reviews in order to assess overall impact in the authority. This included QIOs interviewing staff and observing good practice highlighted by the school. Education authorities generally, however, had not yet developed robust systems for evaluating the overall impact of their CPD programmes.

Generally, it is difficult to distinguish the impact of CPD and other initiatives, local and national, on school improvement. Where CPD has supported a national initiative such as Assessment is for Learning, there has been a clear impact on the quality of learning experience. There is evidence of benefit from an increased CPD focus in early intervention, enterprise education, promoting positive behaviour, and the increased use of certain learning techniques. Nationally, there has been a sound focus on developing teachers' ICT skills, notably in the area of data projectors and interactive whiteboards. Although an increasing number of teachers were developing appropriate skills in the area of ICT, it will be important to maintain a focus in CPD on how these skills can best be used to improve the quality of the pupils' learning experiences. One education authority had noted impact through two specific programmes, one encouraging coaching in context and the other encouraging good project leadership in aspiring PTs. Given that many teachers find difficulty in prioritising and managing their workload, it is likely that there would be benefit in wider development activities in time and project management.

Data from HMIE pre-inspection questionnaires, which asked teaching and support staff whether they agreed that staff development time had been used effectively, presented a positive message. National baseline figures showed that almost all primary teachers agreed, and almost a half strongly agreed with this statement. Most support staff in primary schools agreed, and over a quarter strongly agreed. The responses were less positive in the secondary sector. Most secondary teachers agreed that their CPD time was used effectively in their school, with a quarter strongly agreeing. Only a majority of secondary school support staff agreed, and only a few strongly agreed.

Overall, the Teachers' Agreement has stimulated and supported the development of a more comprehensive and rigorous approach to all aspects of CPD. It has led to staff having access to a wider range of CPD opportunities, supported by education authorities and partnerships with private companies and universities. For many staff, the Teachers' Agreement has led to increased levels of self-awareness and a sense of focus on personal and professional needs. It has helped many to understand more clearly the importance of CPD in improving the learning experience and achievement of pupils.

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BUILDING FOR THE FUTURE

PAY ARRANGEMENTS

By May 2006, local authorities had spent around £2.15 billion in implementing the teachers' agreement. Of this sum, £1.64 billion went towards the teachers' pay award to provide a compound pay increase of 23.5% between 2001 and 2003 and part of a further compound pay increase of 10.4% between April 2004 and April 2007. The significant pay increases for all teachers led to broad levels of satisfaction with pay and were a key factor in the success of the Teachers' Agreement in creating stable industrial relations. The increase in the probationers' scale point salary brought starting salaries for teachers into line with the average graduate salary and was a key factor in improving recruitment. The number of graduates applying to one-year post-graduate teaching courses rose by 26% for primary and 40% for secondary between 2002 and 2005.[6]

At September 2005, around half of unpromoted teachers were on the top point of their scale, earning just over £30,000 per annum. A majority of teachers on the job-sized principal teacher scale earned between £33,000 and £36,000. Almost all headteachers and depute headteachers earned between £37,000 and £49,000, and the remaining number, mainly in secondary schools, earned between £50,000 and £74,000. By May 2006, £38 million had been spent on salary conservation. At September 2005 there were around 2,800 teachers on the conserved principal teacher scale, earning between £34,000 and £40,000. Roughly 1,000 other senior staff were on the conserved HT/DHT scale, earning between £37,000 and £72,000. Further details on pay scales are given in Appendix 1.

The Teachers' Agreement was produced with a shared understanding and agreement among participants about critical areas. These areas, which have been reflected in the headings within this report, include the following general references to the quality of provision and outcomes for pupils, and to improvement in these aspects.

- The quality and effectiveness of learning in school.
- The importance of the critical relationship between teacher and pupil.
- The aim of teachers to develop and realise the potential of every child within the framework of social inclusion.
- Securing achievement and the promotion of confidence and ambition in all young people.
- Addressing teachers' esteem, professional autonomy and public accountability to enhance the capacity of school education to meet the challenges of the 21st century.

The Agreement also stated that it aimed to promote professionalism and put teachers at the heart of teaching and children at the heart of learning. However, beyond these general comments, the Agreement said little about how new career structures, pay and conditions of service, and other aspects might lead to improvement in key aspects including the quality of pupils' learning and achievement, or leadership in schools. The Agreement was, however, being implemented within the context of the National Priorities for Education, and these could be said to constitute in part its outcome measures. In *Improving Scottish Education* and in our report on implementation of the National Priorities for Education[7], HM Inspectors have commented on strengths and areas for development nationally.

[6] Source – Audit Scotland 2006 'A mid-term report: A first stage review of the cost and implementation of the Teachers' Agreement

[7] HMIE 2006 – website publication 'Monitoring the Implementation of the National Priorities for Education'

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Summaries of key findings have informed the evaluations in this report.

LOCAL AND NATIONAL NEGOTIATING COMMITTEES

Local negotiating committees for teachers

The Teachers' Agreement set out overall arrangements for the establishment of a new national negotiating body, the Scottish Negotiating Committee for Teachers (SNCT). It was tri-partite and was to operate on the basis of consensus. Some aspects of teachers' conditions of service were devolved to local negotiating committees (LNCT). Annex F of the agreement outlined the respective areas for local and national discussion. Annex F is attached to this report as Appendix 6. An appeals mechanism was established to allow local disputes to be settled at national level. All teacher unions were to be formally recognised at local level.

Almost all education authorities had LNCT in place by the end of the first year of implementation, and all by the end of the following year. Where there had been existing very good arrangements for joint consultation, the development of LNCT had been very smooth. Almost all education authorities reported that there were now positive working relationships in the LNCT, and some were able to cite clear evidence of the impact the LNCT had achieved, for example in agreeing high level policies and strategies, including the implementation of new management structures. In authorities a considerable amount of discussions often took place outwith LNCT at an informal level between officers and members of the teachers' side, or within formal subgroups. These arrangements enabled potential conflict to be discussed and resolved at an early stage, and allowed the formal LNCT to move more quickly to agreement.

Most authorities now had improved contacts between officers and the teachers' side, and more positive relationships with them. As evidence of positive impact of LNCTs, almost all authorities pointed to the wide range of agreements that had been reached. Issues were being resolved before they became a concern for school staff, thus avoiding conflict at school level. In a few education authorities, LNCT had experienced difficulties in reaching timely agreement on key matters. A few education authorities had only very recently reached agreement on classroom observation by senior school managers, and in a small number of authorities the question of whether authority officers could observe and evaluate lessons was still an issue.

Almost all education authorities had taken clear steps to publicise the work of the LNCT, for example by sending minutes to schools or publishing them on the council intranet. Some teachers were aware of significant successes of the LNCT, for example in negotiations surrounding reducing teachers' class contact time, in supporting the reaching of school agreements on the 35-hour working week, and in resolving grievances. However, apart from exceptional cases, for example in schools whose headteachers were on the LNCT, staff did not have a full knowledge and understanding of the structure of their LNCT or the decisions made by it. This lack of awareness was unlikely to improve the involvement of teachers in policy and decision-making and was probably a factor in the perception by some of a lack of consultation and communication on key aspects of education authorities' implementation of the Teachers' Agreement.

Scottish Negotiating Committee for Teachers

In the course of the implementation of the agreement, SNCT reached agreement on a wide

range of aspects of its remit, including pay and allowances, leave, and disciplinary and grievance procedures, and communicated these agreements through helpful circulars. Subsequent advice was issued in 2005 designed to spell out more fully aspects of collegiality including a major emphasis on participative decision making. There remained a need for further emphasis on teachers' enhanced professional role and teachers' responsibilities in relation to the wider agenda of services for children and leadership at all levels among school staff to improve learning.

PROBATION ARRANGEMENTS

The Teachers' Agreement included a commitment that all probationers would be guaranteed a one-year training contract in a single school, with a maximum class commitment of 0.7 FTE. Under this teacher induction scheme (TIS), probation was to be limited to one year, and permanent employment restricted to fully registered teachers.

Supporting probationer teachers

From the beginning of the implementation of the Teachers' Agreement, all education authorities recognised the potential benefits to probationers and schools of the new arrangements, and put in place good schemes for supporting them. In schools, the new probation arrangements were warmly welcomed by the trainee teachers themselves and by other staff. The arrangements were viewed as an excellent start for young professionals, with time to prepare and reflect, and time for good quality mentoring. Over the period of implementation of the Agreement, education authorities continued to review and improve their arrangements for supporting probationers and mentors, sometimes in collaboration with neighbouring authorities. Overall, the quality of support and training in every authority was of good quality or better.

Almost all authorities had a named contact to organise and support probationers. Most education authorities were providing about one day per month of central staff development for probationers as part of their NCCT, as well as one or two days of induction prior to the start of the session. At least one education authority had asked all schools to timetable some of the NCCT for probationers on the same specified day so that organising central staff development activities was straightforward. Where an additional optional programme was offered, usually in twilight sessions, there was usually good uptake. Some education authorities had established clear and helpful linkages between the programme for supporting, mentoring and inducting probationers, and the wider arrangements to support CPD for all staff.

A few education authorities were developing accredited provision, in conjunction with Teacher Education Institutions (TEIs), to offer mentors a certificate which could be linked to development as a chartered teacher. Some of the training was done by extraction to courses and seminars run by the education authority, while other aspects such as classroom observations, mentoring meetings and in-house training sessions were delivered by the schools within an authority-led programme. Much of this work was of high quality. The procedures for observation of probationers' teaching and the provision of feedback advice had steadily improved in all education authorities. A few education authorities felt that support for weak probationers placed a considerable burden on schools, pupils and the authority. In a small number of schools, mentors were not allocated the required time to support their probationers.

Probationers thought that the 0.3 NCCT allocation to them for development was very important. They used the time to meet with their mentors and other staff and were able to observe the good teaching of

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other staff in their own school and in other establishments. Almost all reported that their mentors were committed and helpful. In a few secondary schools, particularly in small departments or where there was a faculty head, probationers had been allocated a mentor who was not a specialist in their subject. The latter case is an example of where an unpromoted teacher could have taken a leadership role in mentoring a probationer in the same subject. Schools with small departments often made arrangements for these probationers to meet with subject specialists from other schools.

Some schools and probationers reported a desire to extend their teaching commitment to almost full time in the last term of their placement, to prepare them for their teaching load in their first post-probation year. Schools expressed reservations about the class commitment of probationers from session 2006-07 being reduced to 0.7 of 22.5 hrs, which they felt was too low. The balance between class commitment time and NCCT was being reviewed by the General Teaching Council (GTC) and further draft advice consulted on in November 2006 to allow more flexibility for individual probationers.

Placing probationers

Education authorities had responded in a range of ways to the need to allocate probationers to schools, some of them innovative and creative. In one example, the authority had chosen to place them in schools on a '2 for 1' basis, arguing that this was the most efficient way of addressing the 0.7/0.3 split in the class commitment. Many 'fully-funded' probationers, who had been accepted by the education authority in addition to its basic allocation of probationers, were deployed to schools in ways which assisted the release of staff to work on education authority initiatives. Although most schools were very happy to have probationers, some primary schools and secondary subject departments felt that having trainees in successive years was a burden. On the other hand, some secondary schools felt that the good work they had done in creating a support programme for probationers one year had been wasted because they had not been allocated any the following year. Also in contrast, concerns arose in some small primary schools because their education authority had a policy of not placing probationers in small schools. These concerns could relatively easily be addressed by more effective consultation and communication from education authorities with schools and headteachers on this matter.

A few authorities noted that the employment of probationers gave significant additional complexity to the process of authority staffing. Some authorities, especially rural authorities, relied on a supply of probationers to overcome staffing difficulties, but did not always get the numbers they had requested, while a few authorities, especially those who had to deal with large numbers of them, had some difficulties in placing probationers without overburdening schools. Early difficulties with the timing of probationer allocations had been largely resolved, although a few education authorities still experienced difficulties when allocations to secondary schools were made after school timetables had been finalised. There were occasionally problems if posts were held vacant for a probationer who did not subsequently take up post. Almost all probationers were given their first or second choice of placement. In a few cases, probationers were having either to relocate or travel considerable distances to their allocated school. A very small number of probationers and schools reported concerns, for example about probationers being required to work across more than one school, which is not in line with the original agreement.

Employment of probationers

Some education authorities advertised vacancies

and appointed permanent staff, including probationers, relatively early, while others did not identify their staff needs so early and as a result lost to other education authorities strong probationers that they had hoped to keep. Some authorities who had difficulties recruiting experienced teachers and had used probationers to fill vacancies were working hard and with some success to retain these probationers as permanent staff. At least one education authority coached its probationers in writing job applications and interview techniques, and in this education authority and others probationers were seen as much more confident and well prepared at interview for a permanent post. In one education authority almost all probationers obtained permanent jobs. Most of those in another were now in long term positions. In a different education authority, 87% of the probationers were recruited to permanent posts within the authority. In many cases, education authorities were employing additional staff to enable the introduction of reduced class contact time in their primary schools.

Overall impact

The new scheme for induction of new teachers has been a major success. The early promise of the teacher induction scheme has been built on, and overall the scheme has been confirmed as a positive outcome of the Teachers' Agreement. The new arrangements have worked well for the benefit of the newly-qualified teachers and have had a positive impact on the overall ethos of self-evaluation in schools. In general, the new entrants have been of good quality, with considerable potential for contributing to an improving quality of education in the 21st century. Experienced staff have gained from acting as mentors for the new recruits. Other teachers have benefited from the positive and energising impact of probationers on the work of the school, particularly in schools or departments where there had been little or no staff turnover for many years. Some secondary school principal teachers were more rigorous and systematic in their support and evaluation of student teachers now that they had had the experience of overseeing the development of probationers. In some cases the need to support probationers and observe their teaching had helped senior managers to introduce classroom observation more widely across the school. The need to mentor probationers had encouraged subject staff in secondary schools to examine their own practice more closely. Probationers often brought new ideas and energy to the work of schools and department. Overall, there was a positive impact on quality assurance procedures and the drive to improve the quality of learning and teaching.

DEVELOPING LEADERS

There had been a specific focus on developing teachers' leadership and management skills in all authorities. Some had well established programmes, including successful training in coaching and mentoring, and opportunities for job-shadowing. In a few education authorities, programmes were still being developed and the quality of courses at certain levels was inconsistent. There was an increasing recognition that there was a need to develop leadership at all levels in schools more purposefully. Most formal activities had been designed for newly appointed principal teachers, especially in the primary sector, and depute headteachers and headteachers. In some education authorities, principal teachers in primary schools benefited from network meetings with their peers, but there was a need for more opportunities of this kind.

There was an ongoing need for further support and development for secondary principal teachers,

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including faculty heads, particularly in the area of leadership for learning and management of CPD. One education authority had set up a project leadership programme for aspiring principal teachers. Another had established post-graduate certificates in 'professional enquiry: leadership' for aspiring leaders at various levels. Existing headteachers and depute headteachers had also been given opportunities to broaden their management skills and experiences in aspects such as long-term strategic planning and project leadership. Good practice in one education authority had revolved around effective leadership training for primary school depute headteachers, including visits to other schools, peer coaching and management shadowing experiences. The existence of regular professional networks within some education authorities provided a range of educational leaders with a valued opportunity to share good practice.

Many schools tried to identify and develop aspiring leaders in their staff, and some authorities had begun to 'talent spot' staff with potential, who were offered pre-management or pre-Scottish Qualification for Headship (SQH) training. Across the authorities, there was strong support for SQH, although uptake varied. At September 2005, 236 primary teachers were undertaking SQH, of whom roughly half were depute headteachers. The number who had achieved SQH was 487, of whom 400 were headteachers. In secondary schools, 223 were undertaking SQH, of whom almost three-quarters were depute headteachers. The number who had achieved SQH was 226, of whom 74 were headteachers and 145 deputes. Some authorities had begun to discuss alternative approaches to achieving the *Standard for Headship*, to take account of circumstances such as the teaching headteacher and travel and workload costs of the SQH. While participating staff found the SQH demanding, they appreciated the practical basis of the project work they were required to undertake in their schools.

A number of authorities reported successful outcomes from particular partnerships. Examples included Columba 1400, the Central Scotland Partnership, Investment in Excellence (Pacific Institute) and The Hay Group. Some of the senior managers supported by these external providers had gone on to cascade staff development to other colleagues. Schools and education authorities were increasingly looking to learn about good practice elsewhere within and outwith Scotland, and were taking part in helpful meetings and conferences to learn about different styles and types of leadership. Schools also tried to provide more informal means of developing management and leadership skills. These included affording staff opportunities to chair work-groups or networks, or take forward projects such as ECO-school or Fair Trade initiatives. Some primary school headteachers empowered staff by inviting them to become curriculum co-ordinators, involving them in chairing groups, addressing staff and responding to consultation. A number of secondary schools encouraged staff to become pupil mentors, allowing individuals to rehearse future pastoral care roles. The use of temporary secondments to principal teacher level, and voluntary tutor tasks, were allowing teachers to gain leadership experience in whole-school, curriculum subject and pastoral areas.

These developments were encouraging, and there were signs of improvement in leadership. Evidence from HMIE inspections as set out in *Improving Scottish Education* showed that primary headteachers were increasingly developing their skills in inter-agency working. As stated earlier, principal teachers in that sector were taking leadership roles and making an impact. There were signs of improving collegiality and enhanced

leadership capacity in secondary schools in which additional new management structures were being implemented successfully. In the most effective secondary schools, there was a culture of shared leadership. The number of special schools in which leadership was very good had increased.

There continued to be important or major weaknesses in leadership in a significant minority of schools in all sectors, and this proportion had shown little sign of improvement over the period of implementation of the Teachers' Agreement. In secondary schools, senior leaders and principal teachers at times needed to take a more active role in challenging subject departments to improve learning and teaching. In primary schools too, weaknesses in leadership often centred around a lack of focus on improving pupils' learning. There continued to be important weaknesses in leadership in around one-third of all day special schools. Leadership in more than half of day special schools which made provision for pupils with social, emotional and behavioural difficulties had important or major weaknesses.

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CONCLUSION

'A Teaching Profession for the 21st Century' encompasses a wide-ranging and complex set of arrangements designed to create a better environment for learning in Scottish schools. The period of phased implementation has seen the key elements of the Teachers' Agreement being put in place across the country and has helped to create a more constructive atmosphere of partnership between teachers, their employers and the Scottish Executive. These developments represent real achievements, and reflect clear improvement on the situation which existed before.

Reduced class contact time had created improved opportunities, particularly for primary teachers, for reflection on and improvement of their key roles in learning and teaching. New career structures had broadened the opportunities for teachers in all sectors and at all levels to show collegiality, demonstrate leadership and take responsibility for creating a quality of learning fit for the 21st century. There was evidence of an increasingly positive impact of new principal teacher posts in primary schools on the quality of curriculum and learning. Emerging additional new management structures in secondary schools, including principal teachers with cross-curricular responsibilities and heads of faculty groupings, were designed to improve leadership at all levels in secondary schools and to contribute to the delivery of a flexible and modern curriculum. However, changes in structure do not by themselves give rise to improved practice and further work is required to develop a culture of flexibility, adaptability and innovation in all schools.

A key test of the success of the Teachers' Agreement must be its beneficial impact on young people and their learning. As yet the evidence of that impact is very limited. Specific examples of effective innovation can be identified, however, and there is an urgent need to identify and learn from emerging good practice.

The range of approaches adopted by schools to meeting the needs of specific groups of pupils had broadened over the period of implementation of the Teachers' Agreement. These improvements related to a range of other national and local initiatives, including a more integrated approach to providing children's services schools and better support for pupils. Education authorities and schools were getting better at promoting and developing pupils' broader achievements. Health, environmental, enterprise, international and citizenship education all showed signs of development or improvement. However, the flexibility for schools offered by the Teachers' Agreement had not yet had a full impact on these key cross-curricular areas.

The introduction of new chartered teacher posts represented recognition of the need to retain and reward high quality practitioners who did not wish to pursue careers in management. However, the potential benefits of these new posts were not being fully realised and arrangements needed to be reviewed to ensure that greater numbers of high quality teachers were willing to take part and contribute to the sharing and developing of good practice in learning and teaching in their schools and education authorities.

In most authorities the range and quality of support staff being employed to create more time for teaching had improved. Classroom assistants were playing an increasingly positive role, particularly in primary schools, in carrying out administrative tasks formerly carried out by teachers and in contributing to classroom and whole school activities. There had been improvement in some aspects of integrated team working which involved the effective deployment of learning assistants and pupil and family support workers, supporting pupils in their learning, helping class teachers and releasing pupil-support staff for more focused work. The

developing role played by professional business managers who operated at a relatively senior level in secondary schools or clusters in some education authorities was proving to be a strength of the new arrangements.

A number of teachers, particularly in secondary schools, were not yet seeing the full benefits of additional support staff, often because their help was spread over a wide range of teachers and departments, or because the staff were deployed in general support which did not impact directly on individual teachers. The use of ICT was in general helping to streamline the work of teachers, although access was not readily available in some schools.

There were many positive aspects in implementation of the provision for continuing professional development (CPD) as outlined in the Teachers' Agreement. The establishment of annual CPD review meetings for almost all staff was contributing to increased self-evaluation by teachers of the impact of training and next steps in their own learning. The widening interpretation of CPD beyond attendance at courses was a positive outcome, as was the increasing range of CPD available for non-teaching staff in schools. In particular, there were encouraging developments in training and preparing teachers for leadership roles and in giving them practical opportunities to demonstrate leadership for learning in their schools. In many cases this was being done in a context of changing and developing a curriculum fit for the 21st century.

There was an expanding range of developments in the use of ICT to support CPD, and an increasingly successful focus on the use of ICT in the learning experience, although this aspect needed continuing attention. CPD for specific aspects including subject and curriculum area expertise, cross-curricular developments including implementation of new approaches to the curriculum, pastoral and support aspects including the promotion of positive behaviour, and time and project management, also needed to be improved in some respects. Schools needed to define more clearly what can constitute CPD, and there was a general need for education authorities and schools to integrate further professional review of teachers' skills as teachers and leaders with their processes for the review of CPD.

The quality of support and training for probationer teachers and their mentors was a major strength of the Teachers' Agreement. There was, in many cases, a positive and energising impact of new teachers on schools and departments, including an increased focus on what constitutes good learning and teaching practice. The scope for more flexibility in the balance between non-class-contact time and mentoring time allocated to probationer teachers overall and at various stages in the course of the induction year could usefully be considered. The allocation of probationers to education authorities and to school needs to be kept under review so that it best meets the needs of establishments and the probationers.

The work of LNCT in most education authorities had been a positive feature of the agreement, particularly in relation to reaching local decisions and resolving issues before they caused concern or became problems for schools. In some authorities there was very positive working in LNCT, which was helping to drive forward high level policies and strategies for improvement. In a small number of authorities there were some difficulties in securing agreements on a number of key matters, and these difficulties were hampering the pace of progress. There was a general need for improved communication and consultation with staff in schools about LNCT matters.

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CONCLUSION

The positive impact of the Teachers' Agreement has gradually emerged over the period of implementation between 2000 and 2006. Throughout that period there have also been significant developments in other aspects of Scottish education including the review of the curriculum. Throughout this report, summaries of improvement in outcomes for learners are noted. It is also clear that important aspects of pupils' learning and achievement have not improved significantly. The challenge remains to ensure that all teachers fully adapt to the need for ongoing change and improvement in their practice to meet the developing needs of their pupils and the unforeseen demands of the future. There is therefore an ongoing need for education authorities and schools to strive for continuous improvement in the conditions and environment for teaching and learning. In doing this they need to develop further collegiality and flexibility among their staff to ensure that the demands of future teaching and learning can be met. These are aspects which should continue to be addressed as part of the implementation of the Agreement and the development of its impact.

HMIE will report further on the impact of the Teachers' Agreement as part of the next three-year review of Scottish education in 2009. We will work in partnership with Audit Scotland to carry out any further necessary monitoring and evaluation of the impact of the Agreement. The quality of learning and teaching and the innovation which brings about improvement will continue to be key areas for inspection and reporting by HMIE in all schools.

APPENDICES

APPENDIX 1

Teachers' Pay Scales

The following data are based on the number of teachers on each scale point at September 2005, the most recent figures available.

- There were around 2,700 probationer teachers. They were on the first point of the classroom teacher scale earning just over £19,000 per annum (£19,878 by April 2007).
- Over half of main grade teachers were on the top point of the classroom teachers' scale, which attracted a salary of over £30,000 (£31,707 by April 2007).
- Around three-quarters (23,700) of maingrade teachers were on the top two points of this scale, earning over £28,800 (£30,036 or over by April 2007).
- Other unpromoted teachers earned between £19,059 and £27,081 (£19,878 to £27,624 at April 2007).
- Around 4,000 (almost 60%) principal teachers were on points 1-3 of the job-sized principal teacher scale, earning between £33,000 and almost £36,000 (£34,566 to £37,437 at April 2007).
- The remaining principal teachers earned between £37,000 and £43,000 (£38,868 to £44,616 at April 2007).
- There were around 2,800 teachers on the conserved principal teacher scale, earning between £34,000 and £40,000 (£35,766 to £41,724 at April 2007).
- Almost all (92%, around 4,000) heads and deputes were on the first 10 of the 19 points of the job-sized HT/DHT scale, earning between £37,000 and £49,000 (£39,207 to £51,132 at April 2007).
- The remaining 8% of heads and deputes, many of whom were in secondary schools, earned between £51,000 and £74,000 (£53,337 to £76,527 at April 2007).
- Roughly 1,000 other senior staff were on the conserved HT/DHT scale, earning between £37,000 and £72,000 (£39,276 to £74,484 at April 2007).

APPENDIX 2

Summary of Agreed Milestones in 'A Teaching Profession for the 21st Century'

2001

- Phase one of the salary increases (**1 April**)
- Introduction of a 35-hour week for all teachers (**1 August**)
- Within the 35-hour week there will be a minimum personal allowance of 33% of actual class contact time made available for preparation and correction (**1 August**)
- Introduction of additional contractual 35 hours per year for CPD (**1 August**)

2002

- Local negotiating committees for teaching staff to be established and formal local recognition and procedures signed (**no later than 1 April**)
- Introduction of the new career structure (**1 August**)
- Introduction of new probation arrangements (**1 August**)

2003

- The job sizing exercise for promoted staff to be completed (**no later than 1 August**)
- Teachers expected to meet the full commitment of an additional 35 hours per annum for CPD (**1 August**)

2004

- Completion of the recruitment of additional support staff (**31 March**)
- Completion of stage two of the transitional arrangements and the recruitment of additional teachers to facilitate the move towards a maximum class contact time of 22.5 hours (**1 August**)
- SNCT review of local and national negotiating arrangements (**April-August**)

2006

- Completion of stages 3 and 4 of the transitional arrangements to complete the introduction in maximum class contact time to 22.5 hours (**no earlier than 1 August**)

	Primary	Secondary	Special	Min Pers Allowance
Stage 1 2001	25 hrs	23.5 hrs	22.5 hrs	33% of MCCT
Stage 2 2004	23.5 hrs	23.5 hrs	22.5 hrs	33% of MCCT
Stage 3 2006	22.5 hrs	22.5 hrs	22.5 hrs	7.5 hours
Stage 4 2006	22.5 hrs	22.5 hrs	22.5 hrs	within 35-hr week

APPENDIX 3

List of schools visited by HMIE

In addition to HMI visits to the schools noted below, District Inspectors carried out yearly discussions with the education authorities for which they were responsible. The evidence from these discussions was taken into account along with the findings from visits to schools.

Education Authority	Schools
Aberdeen City	Kingswells PS, Mile End PS, Cults Academy
Aberdeenshire	Strichen PS, Kemnay Academy
Angus	Borrowfield PS, Seaview PS, Montrose Academy
Argyll and Bute	Dunoon PS, Rhu PS, Inveraray PS, Tarbert Academy, Oban HS, Hermitage Academy
Clackmannanshire	Clackmannan PS, Lornshill Academy
Comhairle nan Eilean Siar	Back School, Carloway School
Dumfries and Galloway	Moffat Academy, Dalry School, Castle Douglas HS
Dundee City	Forthill PS, Menzieshill HS, Harris Academy, Kingspark School
East Ayrshire	Bellsbank PS, James Hamilton Academy
East Dunbartonshire	Harestanes PS, Turnbull HS
East Lothian	Kingsmeadow PS, Dunbar Grammar School
East Renfrewshire	Eaglesham PS, St Ninian's HS, St Luke's HS
Edinburgh	Flora Stevenson PS, Clovenstone PS, Craigmount HS, St Augustine's HS, Forrester HS
Falkirk	Larbert Village PS, Grangemouth HS
Fife	Kelty PS, Kennoway PS, St Columba's HS, Glenrothes HS
Glasgow	Bankhead PS, Sunnyside PS, Cleveden Secondary, Lourdes Secondary, Hillhead HS
Highland	Millbank PS, Conon PS, Duncan Forbes PS, Gairloch HS, Alness Academy, Dingwall Academy
Inverclyde	St Gabriel's PS, Port Glasgow HS
Midlothian	Paradykes PS, Cornbank PS, St James PS, Cuiken PS, Lasswade HS, Penicuik HS, St David's HS
Moray	Lhanbryde PS, Buckie Community HS
North Ayrshire	Broomlands PS, Cumbrae PS, St Andrew's Academy, Garnock Academy
North Lanarkshire	St Timothy's PS, Clyde Valley HS
Orkney Islands	Stromness PS, Pierowall JHS, Kirkwall GS
Perth and Kinross	Burrelton PS, Auchterarder HS
Renfrewshire	East Fulton PS, St Catherine's PS
Scottish Borders	Caddonfoot PS, Hawick HS
Shetland Islands	Bell's Brae PS, Anderson HS
South Ayrshire	Belmont Academy
South Lanarkshire	St Elizabeth's PS, Uddingston Grammar
Stirling	Bannockburn PS, Stirling HS
West Dunbartonshire	Aitkenbar PS, St Andrew's HS
West Lothian	Peel PS, St Margaret's Academy, St Kentigern's HS

APPENDIX 4

Teachers' duties as listed in Annex B of the Teachers' Agreement

Teacher/Chartered Teacher

Subject to the policies of the school and the education authority the duties of teachers, promoted and unpromoted, are to perform such tasks as the Headteacher shall direct having reasonable regard to overall teacher workload related to the following categories:

(a) teaching assigned classes together with associated preparation and correction.

(b) developing the school curriculum.

(c) assessing, recording and reporting on the work of pupils.

(d) preparing pupils for examinations and assisting with their administration.

(e) providing advice and guidance to pupils on issues related to their education.

(f) promoting and safeguarding the health, welfare and safety of pupils.

(g) working in partnership with parents, support staff and other professionals.

(h) undertaking appropriate and agreed continuing professional development.

(i) participating in issues related to school planning, raising achievement and individual review.

(j) contributing towards good order and the wider needs of the school.

Principal Teacher (Curriculum/Pastoral)

(a) responsibility for the leadership, good management and strategic direction of colleagues.

(b) curriculum development and quality assurance.

(c) contributing to the development of school policy in relation to the behaviour management of pupils.

(d) the management and guidance of colleagues.

(e) reviewing the CPD needs, career development and performance of colleagues.

(f) the provision of advice, support and guidance to colleagues.

(g) responsibility for the leadership, good management and strategic direction of pastoral care within the school.

(h) the development of school policy for the behaviour management of pupils.

(i) assisting in the management, deployment and development of pastoral care staff.

(j) implementation of whole school policies dealing with guidance issues, pastoral care, assessment and pupil welfare.

(k) working in partnership with colleagues, parents, other specialist agencies and staff in other schools as appropriate.

Headteacher

The role of the Headteacher is, within the resources available, to conduct the affairs of the school to the benefit of the pupils and the community it serves, through pursuing objectives and implementing policies set by the education authority under the overall direction of the Director of Education. The Headteacher shall be accountable to the education authority for the following list of duties and for such other duties as can reasonably be attached to the post:

(a) responsibility for the leadership, good management and strategic direction of the school.

(b) responsibility for school policy for the behaviour management of pupils.

(c) the management of all staff, and the provision of professional advice and guidance to colleagues.

(d) the management and development of the school curriculum.

(e) to act as adviser to the School Board and to participate in the selection and appointment of the staff of the school.

(f) to promote the continuing professional development of all staff and to ensure that all staff have an annual review of their development needs.

(g) working in partnership with parents, other professionals, agencies and schools.

(h) to manage the health and safety of all within the school premises.

Depute Headteacher

The role of the Depute Headteacher is to assist and, where necessary, to deputise for the Headteacher in the conduct of the schools affairs.

APPENDIX 5

Annex E of the Teachers' Agreement

Tasks which should not normally be carried out by teachers as listed in Annex E of the Teachers' Agreement.

- The supervision of pupils within the school grounds, in dining and/or recreation areas during school hours but outwith scheduled teacher class contact time
- Administration of the school meals service, including collection of money and issue of tickets
- Collection/collation of data for the school meals service
- Documenting and maintaining pupil disciplinary records
- Administrative elements of pupil welfare requirements, including support of guidance staff with routine documentation and information dispersal
- Reception and telephonist duties
- First aid and administration of drugs
- Administration and documentation relating to out-of-school visits/work experience/visiting groups, etc
- Copy typing/filing/photocopying
- Administrative detail of register/absence procedures/issue of standard letters
- Non-professional aspects of school reporting procedures, preparation of envelopes, transfer of information, photocopying, filing, etc
- Inputting of assessment data
- Transmission of recorded data to external bodies
- Organising and obtaining supply cover
- Administrative aspects of resourcing, stocktaking, ordering, checking and invoice reconciliation
- Property management
- Repair and maintenance of IT and AV resources
- Recording of educational broadcasts
- Administration of after-school-care

APPENDIX 6

Annex F of the Teachers' Agreement

The balance between national and local matters as set out in Annex F of the Teachers' Agreement.

National Matters

- pay (including related allowances)
- the working week and working year
- annual leave entitlement
- class size
- sick leave and maternity/family leave
- national and local recognition procedures
- disciplinary and grievance framework
- main duties
- staff development framework

Devolved Matters

- other allowances
- cover agreements
- appointment procedures
- particulars of employment
- expenses of candidates for appointment
- transfer of temporary teachers to permanent staff
- promotion procedures
- staff development arrangements
- specific duties and job remits
- arrangements for school based consultation
- other leave and absence arrangements, notice periods, housing, indemnification procedures, disciplinary and grievance procedures

APPENDIX 7

Tasks set out in the Teachers' Agreement as 'Further Work Required'

SCOTTISH NEGOTIATING COMMITTEE FOR TEACHERS

- Further dialogue between the SNCT and the Scottish Public Pensions Agency regarding the implementation details and time-table for the winding down scheme.
- Changes by the SNCT to the salary placement regulations specified in the Scheme of Salaries and Conditions of Service.
- SNCT to give early consideration to the opportunities and costs for the introduction of teacher sabbaticals.
- SNCT to give early consideration to the issue of family leave and other work/life balance issues.
- SNCT to develop a new national Code of Practice on the use of temporary contracts in Scottish schools.
- The development of an output system by the SNCT to measure the impact of additional support on the volume of administrative work undertaken by teachers.
- As part of the changes in pay and conditions for teachers in Scotland, it is necessary to re-codify a number of areas covered by this agreement. This will be done by introducing Code(s) of Practice which would be agreed at national level by the SNCT and which would then exist alongside current legislation and the Scheme of Salaries and Conditions of Service (as revised).
- SNCT to review the salaries and conditions of service for psychologists and advisers: this review to be completed by the end of June 2001.
- SNCT to give consideration to the introduction of Principal Teacher posts in the primary sector.

SCOTTISH EXECUTIVE

- A review of initial teacher education.
- The Executive in partnership with COSLA and the teacher organisations will agree arrangements for the accreditation of prior learning to access the Chartered Teacher grade for existing post holders.
- The Ministerial Strategy Committee on CPD will carry out work on the staff development and review process. This group will also consider issues with respect to access and delivery of CPD.
- The development of a career structure model for support staff in schools and for teacher training in collaborative working with non-teaching staff.
- To commission research into the relationship between class sizes and attainment.
- To take forward the work of the Ministerial Task Group on inclusion and pupil discipline.
- The Executive, COSLA, the teaching unions and the GTC to review the issues associated with the availability of school supply cover.
- The Executive will work with their colleagues to take forward the work necessary to establish a National Information System. This system to include IT formatting for reporting/forward planning.

APPENDIX 8

The key recommendations of the McCrone report

While the main reference point for HMI evaluations must be the Teachers' Agreement, the key recommendations of McCrone are noted here for interest and completeness.

- The Executive should commission a review of the design of initial teacher training courses, specifically with the aim of putting more attention on issues of pupil management, and on implementing theories on learning and teaching into practice. *This was reflected in the Teachers' Agreement.*
- Local authorities should offer probationers at least a full year of stable employment. *This was reflected in the Teachers' Agreement. The suggestion that training schools be set up was not followed through.*
- The report made several recommendations on the importance and implementation of CPD. *These were largely taken forward in the Teachers' Agreement.*
- The report made several recommendations on early retirement, winding down and the possibility of sabbaticals for teachers. It made recommendations on temporary teachers and such aspects as supply and absence cover. *These ideas were largely taken forward in the Teachers' Agreement. The idea of sabbaticals appeared under the heading of 'further work required', where it was noted that the SNCT should give early consideration to the opportunities and costs. As with many matters of detail, issues such as temporary teachers and absence cover were dealt with in SNCT circulars following the Teachers' Agreement. Under 'further work required' the Agreement set out a commitment that the Executive, COSLA, the teaching unions and the GTCS should review the issues associated with the availability of school supply cover. See Appendix 7 for a list of all tasks agreed under 'further work required'.*
- The report made a series of recommendations on providing support for teachers and managers, including the provision of classroom assistants, and endorsed the main recommendations of the HMIE/Accounts Commission Report 'Time for Teaching'. *Provision of additional support for teachers to create more time for teaching was a key aspect of the Teachers' Agreement.*
- The McCrone Report recommended a four-band structure for promoted posts. It also suggested an additional Chartered Teacher scale, including the introduction of Advanced Chartered Teachers who would be expected to make a wide contribution towards the development of learning and teaching in their own schools and beyond, with particular emphasis on the mentoring of junior colleagues. *The suggested structure was taken up by the Teachers' Agreement, including the introduction of the Chartered Teacher scale. The Teachers' Agreement did not expand on the role of Chartered Teachers and did not take up the idea of Advanced Chartered Teachers.*
- A series of recommendations on teachers' pay was made. The report recommended that headteachers have the flexibility to award additional payments of up to £1,000 on a time-limited basis in recognition of additional tasks carried out by maingrade or Principal Teachers. *The Teachers' Agreement set out a phased introduction of pay rises and a new set of scales. These are set out in Appendix 1 of this report. The agreement did not take up the idea of additional flexibility for headteachers as described above.*

- The report set out various recommendations on teachers' duties and working time, including the provision that maximum class contact time should be equalised in the primary and secondary sectors over a period of time. *These ideas were largely taken up in the Teachers' Agreement. The suggestion that a 'Bureaucracy Audit' be undertaken was agreed, and this audit was carried out by an independent research organisation under the guidance of a steering group on which COSLA, SEED and the teaching unions were represented. Under 'further work required' the Scottish Executive undertook to take forward the work necessary to establish a National Information System. This system, ScotXed, is now operational.*

- No changes to existing maximum class sizes were proposed. *The Teachers' Agreement noted under 'further work required' that the Scottish Executive should commission research into the relationship between class sizes and attainment.*

- The Scottish Executive should take immediate steps to introduce universal review procedures in line with best practice identified across Scotland. *The Teachers' Agreement did not make any commitments on staff review. This aspect of teachers' work was considered as part of the work of a Ministerial Committee on Continuing Professional Development.*

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