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TO: Andy Rotherham, Special Assistant to the President

FROM: Lana Krstich

DATE: October 14, 1999

RE: Teacher Merit-Pay Programs

What is Merit Pay?

Merit Pay is a system that that adjusts salaries or provides compensation to reward higher levels of performance. It comes in many different forms including, "merit-based" salary schedules, bonuses, incentive pay, and differential staffing or "master teacher" plans. Merit pay can be linked to a district's regular single-salary schedule (teachers with high ratings advance up the scale more quickly), or it can be administered as a separate "merit pay schedule" (supplementing the regular salary). Participation by teachers can be either mandatory or voluntary. Several states also have broached the idea of paying more to teachers in subject areas with shortages, those willing to teach in hard-to-staff schools, and those who have particular knowledge and skills or who have shown superior performance.

How is merit assessed?

If the pay-for-performance program proves to be successful seniority will no longer determine a teacher's pay. Criteria for moving up the salary ladder would be the teacher's level of education and student achievement (the class must show a pre-determined level of improvement). (Council for Basic Education, 1999). Higher pay for teaching effectiveness can be awarded on the basis of input criteria (teacher performance) or output criteria (student performance). Input criteria may include classroom management skills; preparation of lessons; knowledge of subject matter; instructional techniques; management of student, staff, and public relations; professional ethics; or professional growth.

While past systems were largely based on input, current systems tend to be based on output, whereby the degree of progress in achieving specified goals determines the amount of benefits that the teacher receives. These goals may be measured by criterion-referenced tests to ascertain students' mastery of prescribed course content or their ability to perform certain skills. In some programs, teachers are responsible for proposing objectives for themselves or for their students, the fulfillment of which entitles the teacher to merit pay.

In addition to superior teaching performance, extra pay also may be awarded for such factors as professional development, additional responsibilities, teaching at a high-priority location, contributions to the total school program, teaching subjects for which there is a teacher shortage, and even for outstanding teacher attendance. "Incentive pay" denotes such programs which reward teachers for helping the school district achieve certain goals or solve specific problems.

Rationale:

- "We're expecting teachers to know more and do more, and in order to be successful at that they need a whole lot of new knowledge and skills," said Allan Odden, a professor of education at the University of Wisconsin-Madison, "and you could reinforce that in your pay structure."
- Everybody makes a concentrated effort to prepare students for the proficiency test, with out losing sight of the curriculum being driven by the test. (Hayes Metropolitan Education Center)
- Positive outcomes, such as reduced teacher absenteeism and turnover, improved teaching practices among borderline teachers, or an increased concern among teachers about the weaknesses of their teaching practices result from merit pay. (Issues and Case Studies in Teacher Incentive Plan 1994)

Arguments:

- Most Teachers oppose merit pay because it often has nothing to do with merit and everything to do with how well you get along with the principal. Merit pay encourages teachers to compete rather than collaborate. Teaching improves when teachers work together to share ideas and problems. With merit pay schemes, the incentive is to keep ideas to yourself. (AFT 1999)
- Incentives or rewards for teachers have had a contentious history in education. Several states tried to differentiate teachers' salaries in the 1980s through merit-pay programs and career-ladder systems. But teachers and teachers' unions argued that evaluation processes were unfair, and that budget allocations -- not the number of qualified teachers -- too often determined how many bonuses were offered. One of the biggest complaints was that individual rewards pitted educator against educator. In recent years, there has been a growing recognition of the importance of promoting collegiality among teachers. Instead of looking for a few stars, look for a team of individuals working together. That idea has largely shaped the reincarnation of performance incentives in recent years. Some potential rewards or incentives for teachers include:
 - Additional time or other opportunities to work collaboratively at the school site
 - Opportunities to enhance their professional development
 - Financial rewards for improving knowledge and skills
 - Financial rewards for improving student performance.
- Test experts, even those in favor of merit-pay, say the small sample size of a single classroom presents a statistical problem because the margin of error is too great. (National Education Summit 1999)
- In some New York school districts merit pay programs were eliminated because economic realities kept them from being able to reward all those who were deemed worthy. In schools

with only enough to reward a chosen few, merit pay schemes bred a competitive atmosphere, created dissension, and lowered staff morale. (New York State United Teachers)

- A child's performance is influenced by factors far beyond the reach of the teacher, including the child's home life, prior teachers, direction provided by the school's administration, and cash available to the school district (Ormsby County Education Association)
- The Ohio Education Association generally encourages local teachers unions to resist merit-pay type concepts, which they feel are unproven and unfair.
- Pay performance plans have the inherent potential of teachers looking at students as to whether they're going to get them a pay raise. (Neil Quirk, Akron Education Association)
- At the National Education Summit a group of New York teachers say that what they do is a collegial, collaborative effort, and pitting one teacher against another in the same school for higher salaries would compromise that cooperation. (Gannett News Service 10/4/99)

Suggestions for a successful program:

- Teachers should be involved in the development of an incentive system, so that they can signal to policy makers whether they are motivated, for example, by intrinsic over extrinsic rewards.
- Rewards should be linked to individual student progress, not cohort comparisons.
- Inequities among schools regarding their capacity and access to the knowledge necessary to enact reforms that improve performance must be addressed
- The reward process should not be left up to school level staff and use of such funds should be clearly tied to school improvement, not individual salaries
- Incentives should be tied to clear goals within a reasonable time frame
- To take the reform seriously, teachers need assurance in the promises made and the long-term stability of the effort.

State	City/School Corporation	Program Description
Colorado	Denver	Pilot will have approximately 450 teachers in 12 Denver elementary and three middle schools volunteering. Each teacher will immediately receive a \$500 stipend and later, up to \$1,000 if a majority of students met achievement goals during the first year of the program. In the second year, teachers from 2 district high schools will be invited to participate, and all participants will receive up to \$1,500, if goals are met. Teachers' pay would not be cut if student performance did not improve. Participant teachers use the following to measure achievement: scores on the Iowa Test of Basic Skills, scores on teacher-designed skills tests, or scores comparing students' knowledge before and after teachers had undergone additional training. (Facts on File World News Digest 1999)
Colorado	Douglas County	Plan was put into action in summer, 1994. The plan covers all employee groups including teachers, classified staff and administrative/technical employees. Teachers receive extra pay for participation in district wide professional activities.
District of Columbia		
Florida		The Commissioner of Education has proposed paying some of the state's best teachers up to \$80,000 a year if they agree to mentor others. In addition, all employees would be eligible for financial incentives tied to student performance.
Kentucky		A Kentucky state task force is likely to recommend extra compensation for teachers who meet some of those criteria.
Minnesota	St. Paul	School board approved a union contract that no longer grants automatic step increases to all teachers. Instead, teachers in need of improvement must show evidence that they are making progress to earn the incremental raises.
Minnesota	Minneapolis	
New York	Rochester	
	Cincinnati	The Cincinnati Federation of Teachers is working on a proposal that would tie salary advancement to teachers' ability to show performance against standards of professional practice. The system is being tested in 10 schools. Teachers could also earn extra pay for acquiring specific sets of skills, such as expertise in technology.
Ohio	Columbus	
Rhode Island	Coventry	Teachers ratified a contract that will allow individual teachers to earn \$1,000 on top of

		their base pay if they can demonstrate excellent performance by completing portfolios of their work. "I believe that it's very important to recognize the best teaching," said John E. Deasy, the superintendent of the 5,600-student system, "and that recognition becomes substantial when you attach money and salary to it."
Texas	Dallas	
Texas	Houston	
Washington	Seattle	Seattle Education Association approved an agreement with the district to devise an evaluation system that would be based, in part, on student achievement. Classroom evidence, not test scores, will be the primary source for showing student progress. Evaluations will be used for compensation decisions.

1. Estimated Average Annual Salary of Teachers in all 50 states and D.C. (1996-1997):

- Highest pay (Alaska): \$50,647
- Average for all 50 states and D.C.: \$38,509
- Lowest pay (South Dakota): \$26,764

SOURCE: NEA 1997

2. Average Starting Pay (1996):

- Average annual salary for beginning teachers: \$25,167

SOURCE: U.S. Department of Education, National Center for Education Statistics, Digest of Education Statistics, 1996, table 76. U.S. Department of Commerce, Bureau of the Census, Current Population Reports, Series P-60. American Federation of Teachers, Survey and Analysis of Salary Trends 1996, December 1996, table III-2.

3. Maximum pay (1997-98)

- Highest payor: \$79,405 (New York)
- Average for maximum pay: \$51,435
- Lowest of maximum payors: \$32,416 (Louisiana)

SOURCE: AFT 1998

THE MIDDLE YEARS OF SCHOOLING CONFERENCE

MELBOURNE

28TH March 1999

Taking the Tide at the Flood: Transforming Education in the Middle Years

Professor Michael Barber

"There is a tide which begins to rise in the veins of youth at the age of eleven or twelve. It is called by the name of adolescence. If that tide can be taken at the flood, and a new voyage begun in the strength and along the flow of the current, we think that it will 'move on to fortune'."

The Hadow Report, 1926

INTRODUCTION

In his first words as Prime Minister, Tony Blair gave us - I mean everyone involved in the education service back home - a mission. Our goal, he said, is the creation of a world class education service. With a huge sense of energy and purpose, that is what we've been trying to do in the two years since New Labour was elected. No-one can be sure we will succeed - it is certainly a project for ten years - but everyone can be sure we will be tireless in the attempt. The commitment of our Prime Minister and our Secretary of State, David Blunkett, is total.

I was delighted to be able to accept the invitation to speak at this important conference for two reasons. Firstly, in our efforts to become world class it is essential that we learn systematically from reform in other countries. And nowhere is more interesting from that point of view than the State of Victoria in Australia. We in England have been following closely the reform agenda here and the debate over "Schools of the Third Millennium". We are almost as keen to know how Australia does school reform as we are to know how it produces cricketers.

Secondly, the theme of the conference - the middle years of schooling - is, I believe, the key emerging question in the education revolution. For much of the 1980s we focused on the end of schooling; leaving qualifications, school-to-work, access to higher education. Then we focused on structural reform; devolution of budgets, school governance and management, the provision of support services and of course both of these remain live issues.

But increasingly in the 1990s school reform has become more strategic, it has - as Michael Fullan puts it - begun to "scale up" from school to city or state, and from city or state to nation. Moreover, prompted in part by research and in part by a longer-term perspective, reformers world-wide in the mid-1990s have begun to re-engineer systems from the bottom up. They have realised the importance of laying firm foundations or - to use the business phrase - of getting it right first time, so the early years of schooling have been firmly in the spotlight.

Now in the late 1990s we are about to take the next step. We are beginning to think we know how to do primary education. The Bob Slavin evidence points the way. So does the increasing consensus on how to teach literacy. The literacy programme here in Victoria is showing the way. Our National Literacy Strategy in England is an ambitious advance on what has gone before, an unprecedented attempt to promote literacy across an entire national education system. As Peter Hill puts it, succinctly as ever, "Illiteracy is a soluble problem".

We may turn out to be wrong of course. But the mists are beginning to clear. We've seen glimpses of what is possible and the issue in England, as in Victoria, is implementation, implementation, implementation.

Restless souls that we are, though, our minds have leapt ahead. Supposing we are right about primary education and supposing we implement steadily and consistently over the next five years or so, what then? Supposing almost all nine and ten year olds can read well; supposing Australian and English eleven year olds can by then match the Swiss in mental arithmetic? In asking ourselves these questions, we inevitably find ourselves thinking about the middle years of schooling and in settling on this theme at this time the State of Victoria has been little short of visionary.

In England at any rate, we have certainly had furious debate fuelled by published performance data about the education of 15 and 16 year olds. And we're only beginning to emerge from years of conflict about primary education but about those in between - those in the middle years which we call Key Stage 3 - scarcely a whisper. Neither curriculum, nor assessment, nor pedagogy, has been a matter for controversy for this age group. One of our teacher unions - the National Union of Teachers - dubbed it recently "the forgotten key stage". Now Key Stage 3 finds itself at the centre of a pincer movement. The government's literacy and numeracy strategies are transforming primary age education with profound implications for the years that follow. At the same time secondary schools, seeking to improve their performance in public examinations, have done all they can with 14 - 16 year olds (KS4) and are seeking room for improvement in the first three years of secondary schooling.

The opportunity to discuss with you the middle years of schooling could not, therefore, be more timely from my point of view. I expect to learn a lot.

I intend to divide the thoughts I want to share with you into two sections.

First, I want to attempt a compelling diagnosis of what is wrong in the middle years, drawing on recent research in England, much of it commissioned by the government. Second, I want to discuss the solutions, as I see them, to the problems I will have described in the first section. In places, I want to speculate about the longer term future, speaking less as a representative of government and more as a professor who seeks to predict the future and who believed that this year finally England would win back the Ashes.

SECTION 1: THE PROBLEM

Many years ago Jack Charlton, World Cup winner with England in 1966 and later a successful manager of the Irish national soccer team, took over as manager of a struggling club side and was immediately asked by a journalist what he thought the problems were. "We've only got two," he said, "we don't score enough goals and we let in too many".

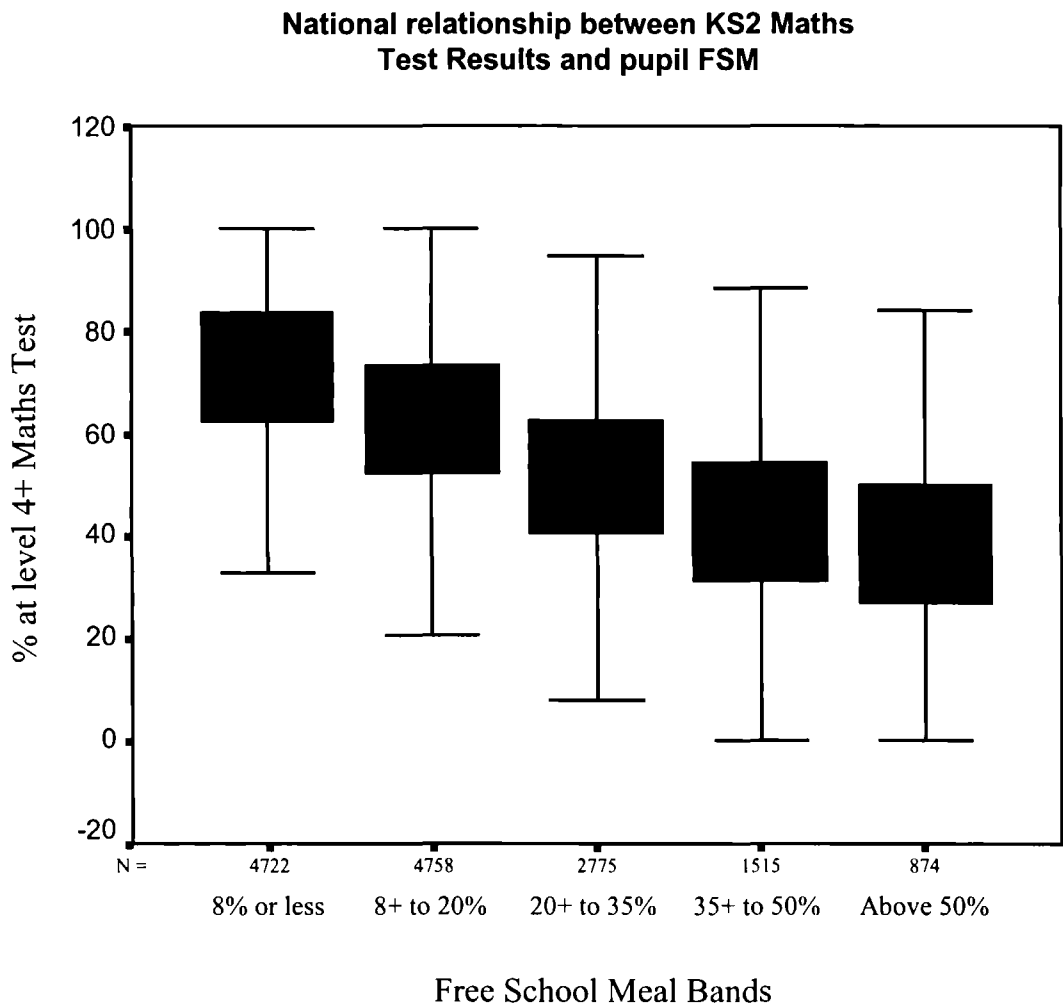
My analysis of the problems with the middle years of schooling is similar though I have three

problems: the foundations of learning are not provided properly for pupils before they embark on the middle years; the transfer from primary to secondary school is little short of disastrous; and the curriculum, pedagogy and organisation of the middle years themselves are inadequate. Put more bluntly, too many pupils become disaffected too fast during the middle years of schooling and many of the rest are bored most of the time. [These three problems aside, the middle years of education are fine]. I want to spend some time on each of them.

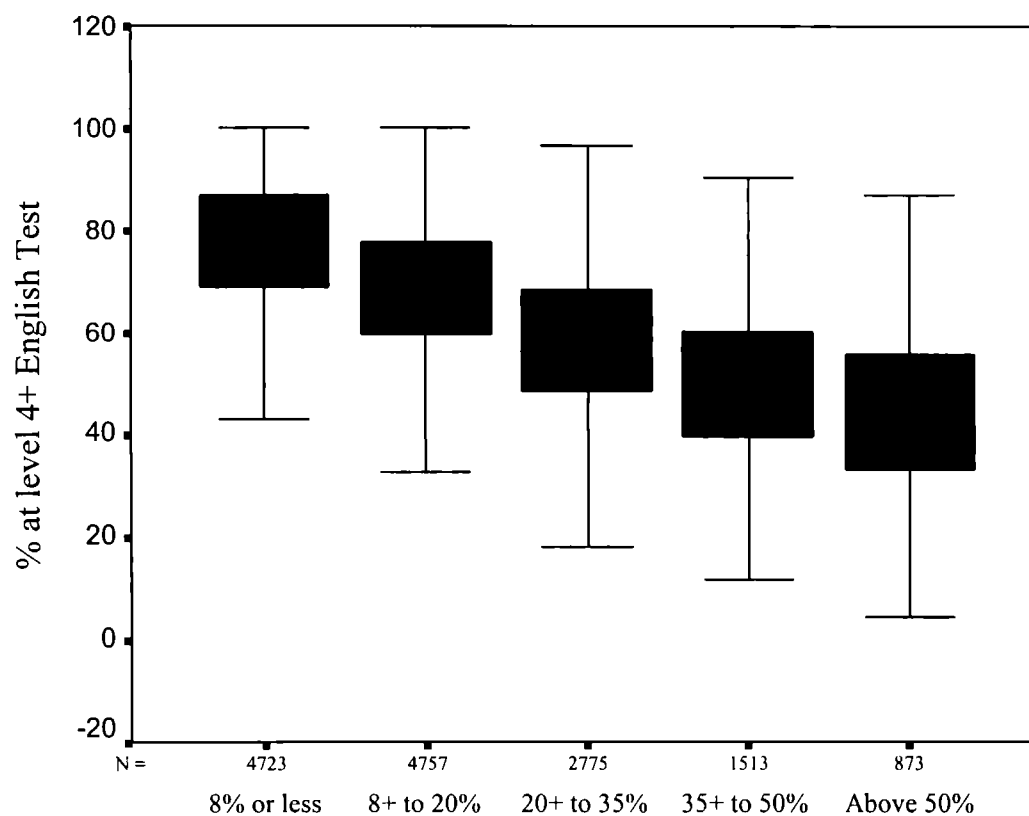
THE PROBLEM 1: A HOUSE BUILT ON SAND

One problem for schools educating pupils in their middle years - in England the most common age of transfer is 11 - is that they inherit from the primary sector, pupils with a very wide range of standards in the basics. In England this variation occurs between schools - even after controlling for intake - and within schools.

Evidence from our benchmarking data shows the range of performance among schools to be dramatic.



National relationship between KS2 English Test Results and pupil FSM



Free School Meal Bands

The evidence of range among pupils is similarly stark. A clear gap in maths and English has been established by age 7 and widens, rather than narrows, over the remaining four years of primary education. An NFER study (Brooks, Pugh and Schager, 1996) points to the “long tail” of pupils who achieve well below average in reading at age 9. The evidence of standardised reading tests shows a range of six years in reading age at age 11 and National Curriculum tests show around 8 per cent of pupils falling four years behind the level expected for their age.

In mathematics the picture is similar. As long ago as 1982 The Cockcroft Report identified a seven year range among 11 year olds and David Reynolds, Chair of the Numeracy Task Force, shows clearly that little or no progress has been made since then.

Over and above this range among schools and individuals is the growing evidence of variation in literacy (but not numeracy) between girls and boys. The following table shows the extent of the gap in England as of 1998.

% achieving Level 4 in English

	<i>Reading</i>	<i>Writing</i>	<i>Total</i>
Girls	79	61	73
Boys	64	45	57

This massive variation in performance in England, results both from a philosophical attachment to the notion of differentiation among teachers and their rejection of the notion of proven best practice which leaves each teacher to invent her/his own method. In both Europe and the Pacific Rim an emphasis on high expectations and ensuring all pupils keep up has been shown to result in higher average standards, especially in mathematics, and a narrower range. But the fundamental problem is systemic. Our approach to education for much of the last fifty years has been the diametric opposite of what is necessary for success. As I wrote in *The Learning Game*, exaggerating only a little:

“Our education system is upside down. We expect primary schools to fire the imagination and secondary schools to get down to the serious business of education when the reverse would be preferable”.

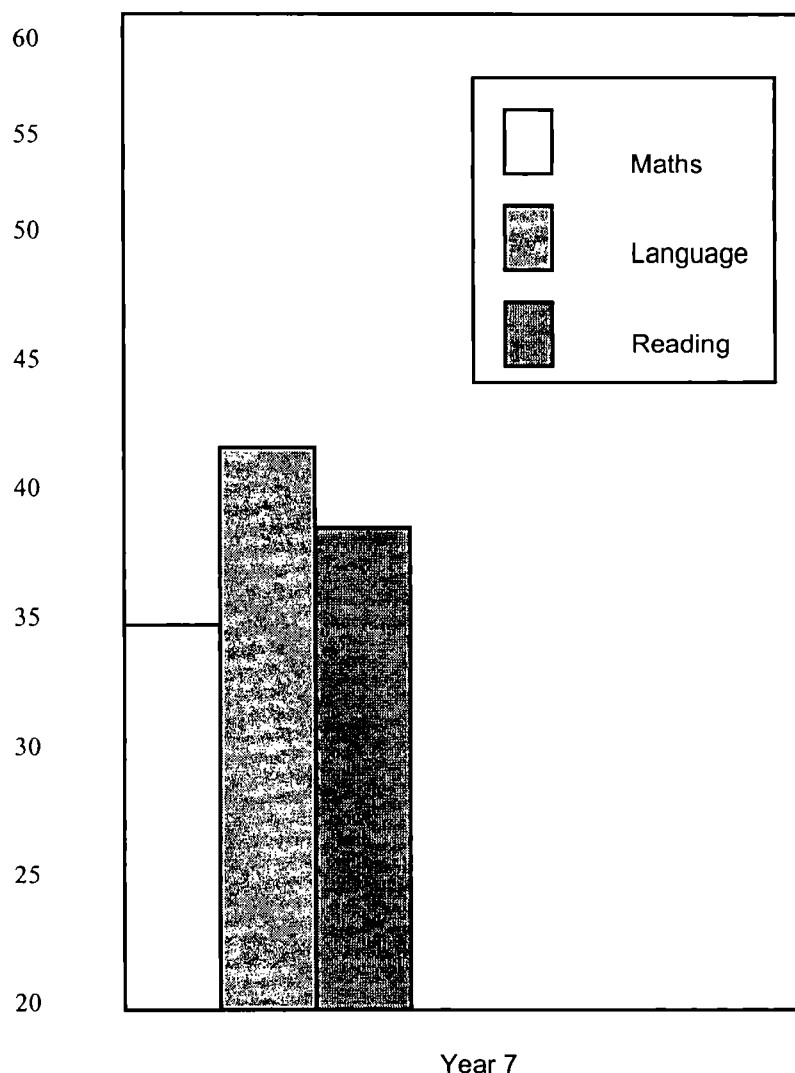
Or as Eric Morecambe, the great British comedian, put it when asked why his version of *The Emperor concerto* didn't sound like Beethoven's “We're playing the right notes. It's just that they're in the wrong order”.

The challenge for schooling in the middle years in England of this huge variation should not be underestimated. In fact it makes the teacher's task impossible. As a consequence, many teachers in the first three years of secondary decide to assume that every child can read and write well, even though this is not the case, simply to enable them to get through the day. As a result a significant minority of pupils become disaffected and fall even further behind. Over-represented among this group are the “lost boys” who failed to learn to read and write well by age 11 and never recover educationally. Schooling in the middle years is a house built on sand.

THE PROBLEM 2: THE JORDAN RIVER IS MUDDY AND WIDE

The famous spiritual tells us that the river is muddy and wide: crossing it is difficult and some never make it. All the evidence suggests that transfer from primary to secondary school in England - and similar transfers in other countries - is almost as challenging. The evidence from a series of studies including one we have recently commissioned in England (Galton, Gray and Rudduck, 1999 in press) shows pupils regressing between the last year of primary school and the end of the first year of secondary school. Our evaluation of 1997 summer literacy schools showed that pupils - whether or not they attended summer school - fell back in literacy performance between May, in their last term at primary school, and September, in their first term at secondary school. A review of 39 US studies of transition (Cooper et al, 1996) showed similar findings. Our Qualifications and Curriculum Authority looking at literacy standards across years four to ten noted that the biggest drop was between years 6 and 7, the year of transfer to secondary schools.

**Percentage of Pupils in a transfer cohort
who did less well on the same test one year later**



(Based on a sample of c. 300 pupils; Hargreaves, Galton et al 1999 in press)

One might attribute these disturbing findings to the stress of change, including changes in friendship patterns for pupils. But it would be wrong to assume that this should necessarily lead to a decline in standards. Indeed, the evidence suggests that most pupils begin secondary education on a wave of enthusiasm. In England at any rate, we must look elsewhere. The problem is better attributed to misunderstandings between primary and secondary teachers and low expectations of what pupils in the first years of secondary school can achieve.

When our National Curriculum was introduced a decade ago it was widely assumed - fondly hoped - that one major benefit would be that there would be clear records of what each child had achieved, which could pass from teacher to teacher and - at points of transfer - from school to school. In fact, this had happened only patchily, even within schools, and the data that does transfer is not trusted, in part because the National Curriculum tests remain controversial among teachers. In any case, records are a minor part of the issue. The problems are compounded by a lack of respect among secondary teachers for what primary schools have achieved. One representative secondary teacher in the ongoing Rudduck study said of the pupils who arrive from primary school: "They don't even know how to sit still".

Another said: “Pupils in the primary schools spend all their time drawing pictures”. Primary teachers not surprisingly are unimpressed by such attitudes. They feel, with some justification, that their careful records are ignored by secondary schools and that their achievements are patronised.

Worst of all, are the low expectations that too many secondary teachers have of pupils at the point of transfer and beyond. Partly because of the failure to consult records, and partly because of the impossibility of the task, given the variation among pupils and schools I described earlier, secondary teachers often set out to establish a new baseline. They talk of the need for a “clean slate” or to start again. Often they test pupils for themselves in the first term of secondary school. Because the pupils have had a break and find themselves in a new, uncertain environment they tend to score worse. Secondary teachers then assume that the primary school records were wrong and aim their teaching at this new, low baseline established by their tests. Thus low expectations are built in from the start.

Inevitably, therefore, many pupils are either held back or just tread water. As one pupil told Jean Rudduck: “Year 7 work is not too difficult because it’s more or less the same as year 6”. Another - with a little more precocity - said: “My friend Harriet doesn’t feel she is intellectually stimulated this year”. For pupils such as these, once the novelty of secondary school wears off, boredom all too often follows. This is perhaps most striking in science where pupils are excited by bright experiments in the first few weeks, only to be turned off by the drudge that follows. It begins - in other words - with a bang but soon becomes a whimper. Once you’ve seen one “perfectly smooth slope” you’ve seen them all. And, to make matters worse, secondary schools have not caught up with one of the great successes of the last decade in England: primary science. They often fail to take account of just how much pupils know. Thus we find a girl in the Rudduck study making the devastating remark: “I have been asked to draw round six leaves [yet] I have done photosynthesis in my last school and I’m interested in what effect different light might have on its rate”.

The extent of the problem is shown in the following table from the report of Hargreaves, Galton et al, 1999.

Effects of Transfer on Pupils’ Attitudes and motivations

	November 1996 (change since June 1996)	June 1997 (change since June 1996)
Year 7 transfer		
Social adjustment	-0.49	+0.61
Enjoyment	+0.03	-1.82
Motivation	+0.20	-0.56

Towards the end of their first year in secondary school, pupils feel socially better adjusted than they did after two months but their enjoyment and motivation have fallen away markedly. For some this fall becomes terminal.

The river really is muddy and wide, it seems. The messages from one side of the river never make it to the other, except the occasional shouted insult. It’s time we built some bridges. Until we do, education in the middle years is likely to continue to fail large numbers of pupils. Rowing the occasional boat ashore is no longer enough.

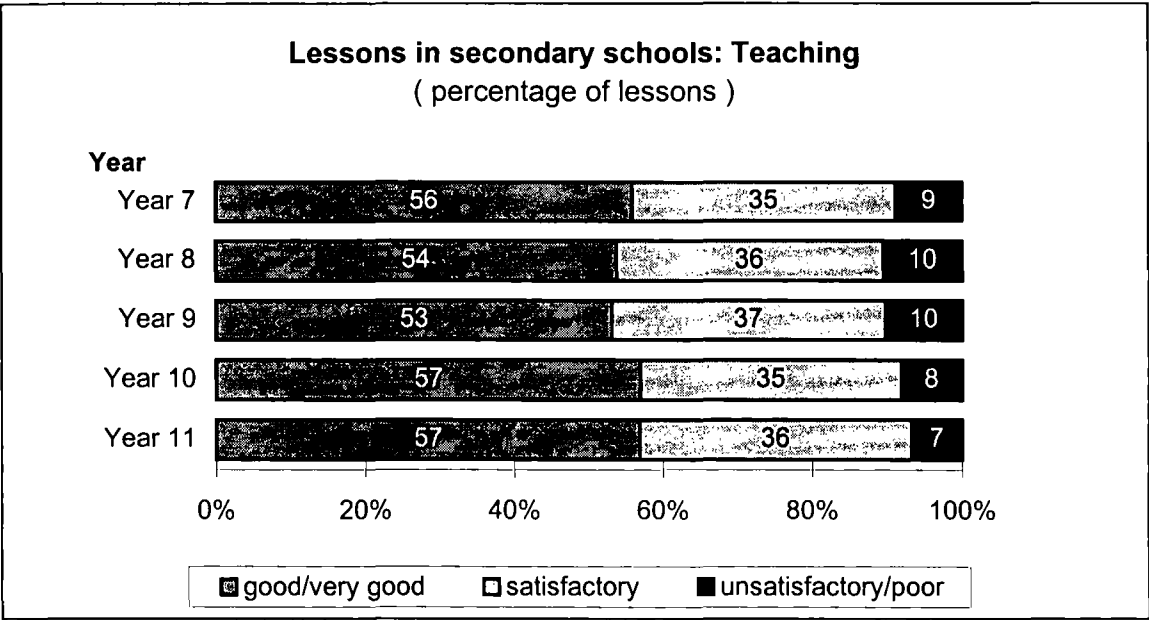
THE PROBLEM 3: THE EBBING TIDE

In England the most important report on education in the inter-war years was the Hadow Report on “*The Education of the Adolescent*”. Published in 1926, it concluded that:

“There is a tide which begins to rise in the veins of youth at the age of eleven or twelve. It is called by the name of adolescence. If that tide can be taken at the flood, and a new voyage begun in the strength and along the flow of the current, we think that it will ‘move on to fortune’”.

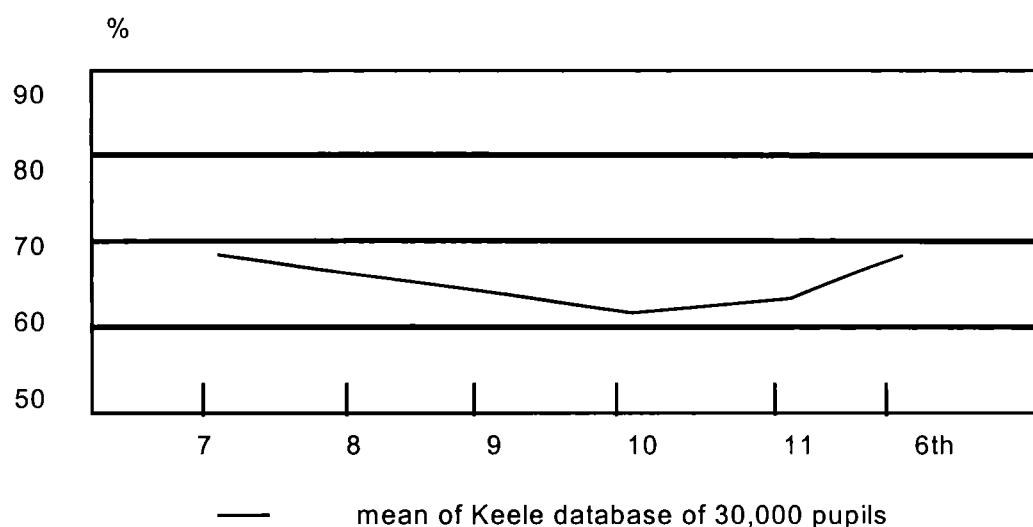
Seventy-three years have passed since then but still we have not succeeded in taking that tide of adolescence at the flood. On the contrary, the evidence suggests we compound the problems of primary-secondary transfer by teaching young adolescents poorly and expecting too little of them.

Perhaps because of the pressures of public examinations secondary schools tend to deploy their best teachers with their older pupils. Moreover, all teachers prioritise their examination classes over their others. When unexpected disruption occurs, it is the education of 11-14 year olds that suffers. They are more likely to be allocated the substitute teacher when the pressure is on. Pupils notice the lack of priority they are accorded. These factors may explain why the recently published report of HMCI in England shows that the percentage of poor lessons is higher in Key Stage 3 (11-14) than any other phase of education.



Studies consistently show pupil motivation and satisfaction with school falling away steadily between the ages of 11 and 14. The database we developed at Keele while I was there continues to show this vividly.

Figure 3: Pupil commitment to learning (percentage of maximum)



Jean Rudduck's research, which goes into greater depth with fewer pupils than the Keele data, confirms these trends. She shows that failure in the first year of secondary school to build on the work of primary schools is compounded in the following school year - Year 8. She describes this as the secondary "dip". Pupils are no longer new to the school. Teachers talk of consolidation rather than challenge. Pupils do not see it as important. They tend to become bored and uninspired by their school work, some become wholly pre-occupied with their friendships. Others develop negative images of themselves as learners. An anti-work peer group culture quickly develops. No-one explains to them that working hard now will make a real difference to achievement later. Demands from pupils for greater responsibility in managing themselves and their school go unheard (Rudduck et al, 1996).

Of course, I exaggerate but many teachers would recognise this caricature. Pupils certainly would. Listen to what they say:

"Basically we are patronised and treated as little kids.
The teachers don't even try to understand you."

"Sometimes school can be boring, like I really like Mondays but when it comes to Thursdays I feel like pretending to be sick".

Time and again, pupils in the Keele study make comments like these. It would be wrong to exaggerate the problems in Key Stage 3 but equally it is time their seriousness was recognised. The picture is one of growing frustration among large numbers of pupils and growing disaffection among a significant minority. A substantial negative minority can have a huge impact on peer group culture. My analysis of the Keele data led me to conclude that while 60 per cent or so of pupils at this age were making reasonable progress, the rest split into three groups: 20 - 30 per cent who were bored - the disappointed; 10 - 15 per cent who were beginning to truant regularly and behave badly - the disaffected; and 2 - 5 per cent who had given up a school altogether - the disappeared (Barber, 1997). The picture shows little sign of changing and evidence from other studies confirms it (e.g. National Commission on Education, 1993).

Jean Rudduck points out that those who, by age 13, have become known (to themselves and others) as “dossers” find it hard to redefine themselves as “workers”. It is often easier for them to give up than catch up. She points out: “Teachers don’t necessarily have the time, the skills or the deep reservoirs of patience it requires to help them make this vital transition”. Thus many dossers slip from among the ranks of the disappointed into those of the disaffected and disappeared.

Talking to a group of passionately committed heads who accepted that the picture was not pretty, I once ventured to suggest that perhaps all this was inevitable - adolescence is adolescence, after all. Young people that age are just a pain in the neck. Perhaps Hadow was wrong. But they would not accept this. They pointed to the tremendous energy, creativity, idealism and passion that characterises adolescent young people: our job they said, to their great credit, is to take advantage of all that. And of course the evidence shows they are right. The variation between schools in the Keele data proves their point. In some successful schools pupils become more motivated as they move into adolescence. The fact that they are right is both our opportunity and our problem: our opportunity because if we get the foundations, transitions, curriculum and pedagogy right there is room for a great leap forward; our problem because at the present we are wasting talent on a colossal scale and far from taking the tide at the flood, all too often we stand on the beach watching it ebb away.

SECTION 2: SOLUTIONS

I don’t know enough to be sure that the state of affairs I have described in England is comparable to that in Australia, but I hope the picture is sufficiently familiar for you to bear with me now that I turn to solutions.

I am confident that, if we choose to, we could make the middle years of school the best years of schooling. It does not have to be the way it is now. Before I describe how that might be done I need to put forward solutions to the first two problems, for unless we build the house on rock, not sand, and find better ways to cross the river, no amount of imaginative policy for the middle years will bring success.

SOLUTIONS 1: FOUNDATIONS OF ROCK

The highest priority in the Blair government in its first term is to lay strong foundations for a world class education system by improving education in the early years. A joint education and health programme - Sure Start - is strengthening support to parents of children aged nought to three. Nursery education is now available for all four year olds and an increasing proportion of three year olds. We are establishing new early learning goals for children aged 3 to 5. Class sizes for 5, 6 and 7 year olds are being reduced. These investments, combined with our primary literacy and numeracy strategies, amount to nothing less than revolution and offer the opportunity for us to bring about a golden age of primary education early in the new century.

The keys to achieving this are the National Literacy and Numeracy Strategies, which are currently being implemented in England, and which we hope, within the next year, will become embedded. The government has set ambitious targets for the percentage of 11 year olds who should achieve Level 4 in English and Maths tests by 2002: 80 per cent in English, 75 per cent in maths. Level 4 was defined in 1988 as the level expected of 50 per cent of 11 year olds. The world is becoming a more demanding place in which to live: that is why we want 80 per cent and 75 per cent of 11 year olds to achieve in 2002 what was average for their age in 1988. By the time of the 1997 election 57 per cent had achieved this level in English and 54 per cent

in maths. Level 4, incidentally, is not about basic literacy and numeracy: it is about reading and writing well, about handling numbers well. This is important because it distinguishes our strategies from those in other countries. For example, Level 4 in English demands that pupils can recognise "how arguments are constructed to be effective" and can "read and understand examples of official language". It involves "investigating the use of conditionals in the past and the future".

The literacy and numeracy strategies share similar characteristics. The literacy programme is a year ahead of numeracy in implementation. In addition to an ambitious target, each has a series of common features:

- a nationally-prepared project plan, setting out actions, responsibilities and deadlines through to 2002
- a substantial investment sustained over at least four years and skewed towards those schools which need most help
- a project infrastructure involving national direction from the Standards and Effectiveness Unit, 14 regional directors and over 300 expert consultants at local level for each of the two strategies
- a detailed teaching programme covering every school year from age 5 to 11
- an emphasis on early intervention and catch up for pupils who fall behind
- a professional development programme designed to enable every primary teacher to learn to understand and use proven best practice in both curriculum areas
- the appointment, in numeracy, of 1760 leading maths teachers
- the provision of "intensive support" to around half of all schools where the most progress is required
- the removal of barriers to implementation (especially a huge reduction in prescribed curriculum content outside the core subjects)
- regular monitoring and extensive evaluation both by our national inspection agency, Ofsted, and by an independent evaluation team from Canada led by Professor Michael Fullan
- a problem-solving philosophy involving early identification of difficulties as they emerge and the provision of rapid solutions.

Set out like this it sounds neat, clear-cut and straightforward. In fact it is, like any huge cultural shift, messy and controversial involving as it does 20,000 schools and 200,000 teachers. But it is being implemented and it is beginning to work. Like all good politicians our Prime Minister is pleased to hear that it is working but what he really wants to know is when it will deliver; when it will impact on pupil outcomes. This is hard to predict: but what is certain is the commitment of the entire government to doing all it can to meet the 2002 targets. And that is only the beginning. We shall want to go further in the years that follow.

In the meantime there will, of course, be a substantial minority of pupils entering the middle years without the required literacy and numeracy skills but as the minority shrinks, the problem should become soluble instead of intractable. Above all, secondary schools will be able to focus on ensuring that every pupil who arrives there without having achieved Level 4, will get the intensive help necessary to catch up, wherever this is possible.

These strategies are the top educational priority of the government and, since I'm responsible for their implementation, my obsession. My focus on achieving the targets was intense already but intensified further when our Secretary of State, David Blunkett, promised to resign if they were not met. More importantly, the message we want to convey, the culture we seek to create, is that this is a shared task and a shared responsibility. In our commitment to achieving

them, we will not relent. If we succeed, the foundations for the middle years will, for the first time, be built firmly on rock.

SOLUTIONS 2: CROSSING THE RIVER

I have described - as graphically as I can - the problem of transfer from primary to secondary school. For too long we have fatalistically assumed this is inevitable. It is time we rejected this counsel of despair, looked at the cutting edge and used our imaginations. Maurice Galton, John Gray and Jean Rudduck, in a study for the DfEE, describe five bridges schools can build across the river.

They are:

- the bureaucratic bridge
- the social bridge
- the curriculum bridge
- the pedagogic bridge
- the management-of-learning bridge.

They found that the bureaucratic bridge was in place in the vast majority of schools. Senior staff from the secondary and primary schools were in dialogue, at least at head-of-year and headteacher level. Administrative information on the whole, passed smoothly from primary schools to secondary schools and got filed appropriately.

The social bridge was generally in place too. Pupils were invited to induction days at the school to which they were to transfer. Most secondary schools laid on pupil guides for the transferring of pupils and some offered special visits, related to drama or sport for example. These activities were generally successful and positively received.

Only a relatively small proportion of schools were building the other three bridges. The curriculum bridge was more or less in place in only about a third of schools. This meant that the schools exchanged information about the curriculum, how they organised it and sometimes schools co-ordinated what they taught. The pedagogic bridge was only to be found in one school in twenty, and a bridge which focused on how pupils should manage their learning in just one school in fifty. In other words, hardly any schools were engaged in serious dialogue about their core business.

No wonder then that not enough pupils cross the river successfully. We need to think how we can put all five bridges in place - confident, modern bridges spanning the currents below. A number of the policies the government is putting in place will move us in the right direction.

Building on work done in the last year or so, improvements are being made to the process of transferring records from school to school. Increasingly, major initiatives are explained to parents as well as teachers, a development which will be especially powerful at the point of transfer. Through our literacy strategy, for example, parents have received a leaflet explaining what their children are expected to learn in the literacy hour and how they can help. Television has promoted the idea of parents reading with their children and over three million copies of a booklet "A little reading goes a long way" have been distributed. From September Home-School Agreements in every school will extend the notion of partnership.

As the ICT network is extended, it too will play a powerful part in ensuring that information is shared between parents and teachers and between school and school. To give one example,

a small apparently bureaucratic reform in 2000-2001 will have profound implications for the future. We will introduce a unique pupil number for each pupil. This will enable the tracking of the performance of pupils as they move between schools and make possible higher quality data for the system as a whole. Value-added analyses based on individual pupil data will become possible throughout the system. These changes will strengthen all the bridges but will not do enough to improve communication on pedagogic and management-of-learning issues.

The government is, however, beginning to address these vital issues too. This summer, there will be training for three teachers from each secondary school in the implications of the literacy strategy so that they can take it into account in their curriculum and pedagogic planning. Furthermore, this year three aspects of the strategy, with direct impact on pupils, will come together for the first time. First, from March this year to the tests in May all primary schools have additional money to provide booster classes for year six pupils, especially aimed at those who need extra help to get Level 4. Secondly, after the summer term ends, over 1000 secondary schools will provide summer literacy and/or numeracy programmes for pupils who are due to join them in September. These summer school programmes have been piloted over the last two years. We were told no-one would want to attend. In fact, pupils have been turned away. We were told they wouldn't stay when they got there. In fact attendance rates match those in term time. Both teachers and pupils believe summer schools result in pupils being better prepared educationally and socially for their new school.

Thirdly, secondary schools will show how their summer school is integrated into their 11-14 curriculum; they will be able to continue the drive to help pupils catch up, where necessary, in the first year of secondary school. In addition, from September 2000 Schemes of Work in every subject at KS3 will be made available. They will be based on the best practice in successful schools and be designed to show how teachers of 11 - 14 year olds can build on the achievements of primary schools and give them a fast start, rather than starting with that "clean slate".

In other words, a new framework to improve transition is beginning to emerge. For the first time an active transfer strategy for literacy and numeracy, taking pupils right through from the last months of primary school and into the first year of secondary school, will bridge that divide between the key stages. Once the ICT network is complete we will be able to go further. We will be able to build, for example, on the experience of schools like George Spencer Technology College in Nottingham. Using broadband links with its primary feeder schools, it is enabling pupils still in the last months of primary school to begin on the catch up programme it runs through the Integrated Learning System, *Successmaker*. It also offers parents of pupils about to transfer the opportunity to use its technology. At last we have the policies, the cutting edge practice and the technology to build the missing bridges for curriculum, pedagogy and management of learning. Now - to use a characteristic Blair phrase - it is time to do.

SOLUTIONS 3: TAKING THE TIDE AT THE FLOOD

Supposing then that we build that house on rock and build those bridges across the river. Suppose that we now have most children entering the middle years of schooling truly literate and numerate and that we are actively addressing the problems of those who are not. Suppose teachers in the middle years know what pupils have achieved at primary level and build systematically upon it, by giving them all a fast start or a rigorous catch up programme. The question then arises, what, in this brave new world, would we want to do with the education of pupils in the middle years; what would we do to take the tide at the flood, as Hadow recommended all those years ago?

My answer can be summarised in four words: we should **MAKE THEIR HEADS SPIN**. The middle years of schooling should be so busy, so demanding, so active, so adventurous, so spectacular that young adolescents should barely have time for brooding introspection or watching Australian soap operas. They should learn, in the middle years, not only about the academic curriculum but also about how to relate to and work with others. They should learn that education and learning are not separate from life, but integral to it. As they get older, they should see learning, work and leisure being woven into a single plait, in which the three separate strands are identifiable but also united to give strength, pattern and purpose.

I want to describe eight features which, I believe, should characterise education in the middle years and would, I think, go far towards solving the problems of motivation, boredom and disaffection I described earlier. I hope they will provide a framework for discussion during the conference. I will also draw attention to what we in England are doing about each of them.

Action 1: Expect the Impossible

The overwhelming evidence suggests that expectations in the middle years, in our country at least, are simply not high enough. Too often in the past teachers have lowered their expectations in order to protect a pupil's self-esteem. Understandable though it is - we've all done it - praising shoddy work in fact makes the teacher complicit in the pupil's self-deceit. This relationship between expectations and self-esteem is a central challenge for teachers. I tried to clarify it in *The Learning Game*.

SELF-ESTEEM

		LOW	High
Expectation	Low	Failure	Complacency
	High	Demoralisation	Success

The challenge is to simultaneously raise expectations and self-esteem. Pupil motivation and self-esteem are undermined, not when too much is expected of them but too little. Create the right circumstances, teachers tell you, and you'd be amazed what pupils can achieve. The problem is that in secondary education we only offer pupils a very limited range of circumstances in which to learn. At the cutting edge there are schools breaking down this traditional model both here in Victoria and back home. They are demanding high standards, pushing responsibility for learning to pupils, agreeing performance targets with them and offering an array of learning circumstances.

Standards in England are set by the National Curriculum. This is currently under review. Recently, we announced our intention to take a bold further step. We want to introduce "world class" tests, starting with maths and problem-solving. They will be available to schools, for pupils to take whenever they, or their teachers, think they are ready. The tests will be benchmarked against the highest performing ten per cent of pupils aged 9, 13 and 16 anywhere on the planet. These will be in addition to our National Curriculum tests and will have two important benefits. Firstly, they will establish goals for the most academically gifted

pupils. Secondly, they will ensure that all teachers are aware of what is possible. The tests will be piloted next year and made universally available the following year. We hope they will be of interest to other education systems too.

Action 2: Never give up on the basics

The world of the 21st century will demand ever greater facility in both the written and spoken language and much higher standards in mathematics for the general population than we in Britain have ever achieved. However effective our primary literacy and numeracy strategies are, pupils in the middle years will still need more teaching in the basics. Those who have succeeded by the end of primary school will need reinforcement, extension and enrichment. Watching some mathematics teaching in Zurich recently confirmed for me what the TIMSS data show, that the Swiss are streets ahead in mental arithmetic and broad areas of mathematics, both in the level and depth of the knowledge their 9 and 13 year olds are achieving. Moreover, the Swiss have no long tail of very poor performance.

For that (hopefully dwindling) minority of pupils who have not reached the required levels of literacy and numeracy by age 11, the prescription is simple. We must never, ever give up. Literacy and numeracy are simply too important for that. They have such a major influence on future learning, future job prospects and lifetime earnings. Thus for these pupils we need intensive catch up classes, withdrawal from other classes if necessary and constant reinforcement. We also need to work to remove the barriers to learning, which may be inside the person (low self-esteem), inside the school (bullying or racism), or in the community (social services, family breakdown etc). We can't afford to leave any of this to chance any longer.

Hence our recently announced proposal to screen every inner city pupil at the end of the first year of secondary school to check their progress, see what inhibitions there are, if any, and offer a learning mentor to every pupil who needs one. This will be piloted in six large conurbations from next year.

Action 3: Guarantee cultural literacy

Some time in the 1970s and 1980s the left in British politics surrendered cultural heritage to the right. It argued against teaching national history and indeed at the extremes against teaching facts at all. In literature, academics such as Stanley Fish argued, absurdly, that the critic [was] "liberated" from the obligation to be right. This intellectual fashion in the universities resulted in schools in hostility to national history, to the western canon and to the idea of teaching children and young people right and wrong. The education system foundered in cultural relativism which provided a convenient, if feeble, means of dealing with the growing cultural diversity of modern western societies.

In the 1990s - though it remains controversial - there has been a shift. The left has begun to realise that it needs to reclaim 2000 years of western history and thought. In relation to schools this means understanding that every young person, whatever their background needs to understand that cultural tradition and to learn the history of the country in which they are growing up. This is essential if they are to grasp the keywords and concepts on which their success in adult life depends. This is not, by the way, an argument for offering a glorified version of any national history or literature. On the contrary, these things should be taught, as Oliver Cromwell urged of his portrait painter, warts and all. The facts - comfortable and uncomfortable - need to be taught and rival interpretations explored. It can be done in parallel with recognising and celebrating cultural diversity. Political correctness needs to be eschewed. Adolescents see through hypocrisy better than anyone. Those who believe that the challenge

is merely to set the record straight should think again. It never is. Adolescents are ready to think for themselves.

Action 4: Individualise

For generations the debate in education has pitted those who want to focus on the group - the collective - against those who want to focus on the individual. In the new century we shall have to do both. Much of what we are doing in England is about the collective, ensuring, for example, high quality, whole class teaching. Now, in that context we want to emphasise the individual too. Both the world class tests and the learning mentors are part of a new policy drive - "*Excellence in Cities*" - which emphasises individual needs and aspirations. Educators have talked about meeting individual needs for years but, if the proper foundations are put in place in the way I have described, we will be able to do more than talk about it - we can make it happen. And I emphasise, it's about aspirations as well as needs. Those who find barriers in their way should have them removed. Those who can fly higher than their peers, whether academically or in any other field, should be enabled to do so. Those whose educational aspirations cannot be met from within the school they happen to attend should have them met from elsewhere. Educational institutions should free individuals, not imprison them.

This means teachers thinking imaginatively about their pedagogy. Howard Gardner's "seven intelligences" are well known. Less well known (because you have to read to page 245 of *The Unschooled Mind* to discover them) are his five doors to learning. These are: the narrational or story-telling approach; the logical-quantitative approach, the foundational or philosophical approach, the aesthetic approach, and the experiential approach. Different people enter learning by different doors. Teachers need to be able to open them all. There is a major professional development challenge here.

At the very least, all individuals should feel that they are well-known by the school, that they belong, that someone minds how well they do and that they have clear achievable targets to work towards at any given stage of their career. Only this way can we avoid the syndrome of the average child, conveyed so vividly in Michael Buscemi's poem.

The Average Child

I don't cause teachers trouble
My grades have been OK
I listen to my classes
and I'm in school every day
My parents think I'm average
My teachers think so too
I wish I didn't know that
'Cause there's lots I'd like to do.
I'd like to build a rocket
I've a book that shows you how
Or start a stamp collection
Well no use starting now
Cause since I've found I'm average
I'm just smart enough you see
To know there's nothing special
that I should expect of me
I'm part of that majority
That hump part of the bell
Who spends his life unnoticed
In an average kind of hell.

No-one should ever to feel like that again. Institutions can be networked educationally and technologically. Secondary schools can specialise without becoming narrow. They can provide for their own students and for those from elsewhere who can benefit. Through the huge expansion of out-of-school learning, in which we are investing, and through the growing opportunities to learn at home, learning is increasingly being freed from the constraints of the school day too.

What matters as this explosion of opportunity occurs is that each individual has a secure base; a school and some teachers determined to provide not just continued progress in the basics, and not just the removal of any barriers, but inspiration and advice. In short a good school should provide a young person with a fixed point in a changing world. A growing number of schools are showing the way.

Action 5: Offer hope

Passionate sports fans do it when the new season begins. The bitter disappointments of the previous season are forgotten - the follies, the failures, the squandered opportunities: all are swept away. We go to that first match of the season confident that this really will be "our year". I have said this about my county - Lancashire - winning the cricket championship every year since I can remember. They've never won it in my lifetime but each year hope triumphs over experience and this year, 1999, really could be our year - we've got Muralitharan.

We should have the same faith in every pupil in their early teenage years, however unrealistic it might seem at times. The burden of accumulated misdemeanours can drive them out of school. Listen to Nick Davies' account of Daniel's expulsion:

"He knew he was sometimes out-of-order but he thought he was doing okay really and he was planning to work hard on his exams. He felt like they had just been waiting for an excuse to get rid of him".

Perhaps what he needed was a new hope, a new challenge. Perhaps that was why he would have worked when his exams came round. With a teacher committed to his future, or one of the learning mentors we intend to introduce in urban secondary schools, perhaps he would have moved on to fortune in that or another school. Instead his position became hopeless. He ended up, like so many others, out of school and tangled up in the criminal justice system.

Along with a constant drive to ensure everyone learns the basics, the capacity to offer new hope, a fresh start, is the key to reducing social exclusion. We intend to introduce for each pupil who is expelled from school a full time educational programme designed to get them back into school as quickly as possible. This is expensive - but much cheaper than letting pupils like Daniel drift into crime. Perhaps Lancashire really will win the county championship this year, for the first time since 1934. Hope, they say, springs eternal. It needs to.

Action 6: Teach Thinking

The conversation I had with a boy in my class when I was a teacher in Watford went like this.

- What are you doing?
- I'm thinking.
- Well stop it and get on with your work!

Yet, as John Edwards of James Cook University says, the worldwide evidence on the teaching

of thinking shows that it really works. The downside of the evidence, he says, is that government never take any notice. Maybe in England we are about to prove him wrong.

Last year we commissioned a review of the research on the teaching of thinking skills by Carol McGuinness from the University of Belfast. Her excellent report will be published shortly. It's main messages are clear. John Edwards is right. Teaching thinking works. The common features of successful programmes are:

- the quality of thinking is given high priority;
- a vocabulary is developed, shared by pupils and teachers which enables thinking to be discussed;
- the thought processes behind an activity or piece of work are made explicit;
- teachers coach students in, and provide feedback on, approaches to thinking;
- emphasis is given to the transferability of thinking skills from one domain to another.

For programmes to deliver results, McGuinness suggests, they need to be sustained for at least two years and accompanied by a substantial investment in teacher development. ICT is a potentially powerful tool for enhancing learning about thinking.

We intend to learn these lessons. As a crucial first step, as part of the current National Curriculum Review, we have asked the Qualifications and Curriculum Authority to build thinking skills into the curriculum, particularly in the middle years. We hope that an emphasis on thinking will help pupils achieve better results in their examinations and also provide them with mental strategies to deal with the challenges of work and life. Maybe conversations like the one I had with the boy in Watford will become a thing of the past.

Action 7: Encourage Citizenship

Young people in early adolescence care passionately about the world in which they are growing up. This is hardly surprising since they will inherit it.

We have recently run a national competition among 11 year olds to participate in a children's parliament. In May the winners will hold a debate under the stern eye of the Deputy Speaker of the House of Commons. They will quiz the Secretaries of State for Education and for the Environment on what they are doing to preserve the planet. They will deliver an environmental action plan - their action plan - to the Prime Minister. In the local and regional competitions, apart from the quality of debate, the most striking fact is just how green 11 year olds are and how full they are of practical ideas for change.

Yet so often, as the evidence I quoted earlier shows, pupils find that in early teenage years they are denied opportunities to take responsibility. Their passions are too often driven outside school, rather than exploited inside it. This, in part, is the case for introducing citizenship into the secondary curriculum. The issue is not just political literacy, important though that is. It is about active citizenship; the opportunity for pupils to play a part in shaping the school and community of which they are a part. What pupils in adolescence want more than anything else is to be a year older. We should treat them as though they are.

Martha Nussbaum, the American philosopher, describes in her new book *"Cultivating Humanity"*, three aspects of good citizenship: first, the ability to reason critically (another argument incidentally for teaching thinking skills); second, the capacity to be - as the Ancient Greeks termed it - a citizen of the world, showing respect for human beings whatever their background; and third, what she calls the narrative imagination, the ability, in her words, "to

imagine what it might be like to be in the situation of a person differently placed". Thus, while we shall introduce citizenship as a defined curriculum subject it is important to recognise that, by this definition, it can also be taught through many curriculum subjects including history, literature and the arts.

There are those who criticise the notion of citizenship in education on the grounds that this is the state taking one step too far. I was described by one headteacher, quoted on the front page of a national newspaper, as "a Nazi" for proposing the teaching of citizenship last year. In fact, the concept I have in mind is the polar opposite of Nazism. At its heart is the belief that young people should learn, individually and collectively, to take responsibility for shaping the world around them, rather than leaving it to others. This will improve their education and enable them to live more fulfilled lives. Given the challenges we know lie ahead for all humanity in the next few years, giving the highest possible priority to enabling young people to shape the future is in everyone's interests.

Action 8: Create Teams

When I was working at Keele University the then Vice-Chancellor, Brian Fender, commented once on the gap between higher education and work. Why in universities don't we assess students on their capacity to address a serious problem in a small team under extreme time pressure? Give a group of four students from different disciplines a problem on Friday to solve by Monday, for example: he has a point. Work in the real world is often like that. I have seen precisely this approach to learning used excellently in secondary schools: set a challenge, provide information, ideas, access to expertise and a range of problem-solving strategies and let teams of pupils get on with it. Recently, for example, I saw an entire class, broken up into small groups, putting together a school newspaper. They were set the task at 8.00am and had to complete it by 3.30pm. The pressure and the scale of the task helped forge the teams, provided the adrenaline flow on which motivation depends and resulted in a superb product. It is not that hard. It required the school to be flexible enough to suspend the timetable and the investment to ensure access to good quality technology. Problem-based learning in North America has a strong positive evidence-base behind it, yet schools rarely exploit it. The sense of power and motivation, as well as the deep learning, that come from working in collaboration with people with a variety of knowledge and skills can be impressive. It involves not just academic learning, but personal, social and emotional learning.

We do this kind of thing, almost without thinking, in sport and drama - both of which are important in this respect. Now it is time surely to unleash it in the academic sphere. Before anyone dismisses this as being too progressive or as ditching tried and tested methods, let us remember the First Law of Educational Debate which is that **the fiercest arguments take place over the falsest dichotomies**. I am not saying drop traditional methods. I know they work well. I am saying we can do both and some more besides.

SECTION 3: CONCLUSION

Throughout the last section I have tended to focus on the pupils - what they might learn and how they might learn it. I have mentioned in places the steps the government in England is taking to address the issues I have raised. Now I want to make some concluding remarks specifically on the role of government.

Two major programmes of reform which are currently being debated in England are absolutely essential to the modernisation of education in the middle years. One is the creation of the National Grid for Learning - the ICT networking of every school - alongside the training

programme for every teacher in the use of ICT. Schools at the cutting edge have already shown the transformation this can bring. The second is the government's Green Paper, currently out for consultation, on the future of the teaching profession. If both go ahead they will open up all manner of new possibilities: teachers in one school providing lessons to pupils in several others; super teachers who design and deliver courses to pupils but also play a part in training their colleagues; greater flexibility in the pupils' learning day as new combinations of teachers, paraprofessionals and technology bring a host of new opportunities. In innovative schools and our education action zones all of these, and many other developments which anticipate the future, are already happening. Indeed, the second law of policy-making says that the most radical idea anyone in Whitehall can conceivably imagine, has already been done (and evaluated) by someone, somewhere in a school at the cutting edge.

The final point I want to make is that speaking here, far from home, it is tempting to suggest that our radical education reform programme, carefully planned and implemented as it is, is being welcomed at every level, as it successfully raises standards of pupil performance. In your dreams, as they say. The reality is that it is demanding, messy, controversial and that sometimes we in government make mistakes. Cultural transformation is difficult, a constant challenge. At any given moment there is more than one option available and the choices are hard. But we have a vision and it informs the decisions we make. We are making progress. I don't know whether it is a vision shared here in Victoria. I sense that it is: undoubtedly we share many challenges. Certainly we can share a sense of adventure. In creating education for pupils in the middle years now and in the future we can learn a lot from each other. I look forward to learning from you in the next few days and seeing the education systems here, and back home, becoming capable of taking the tide at the flood.

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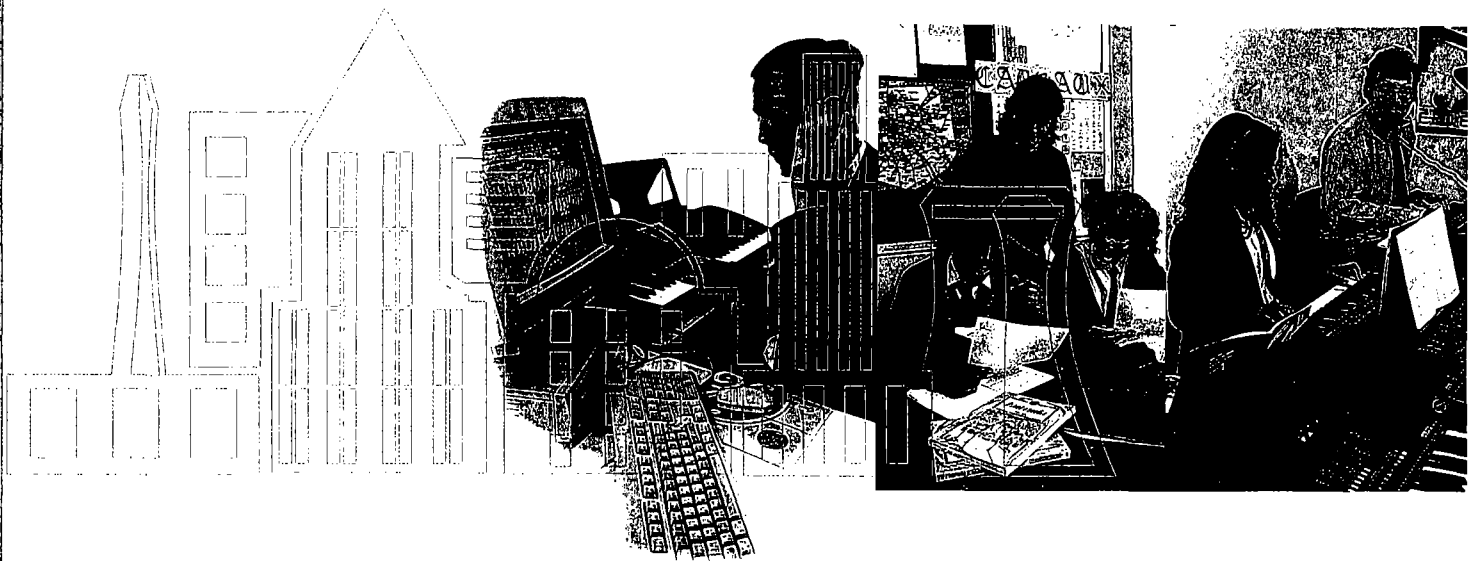
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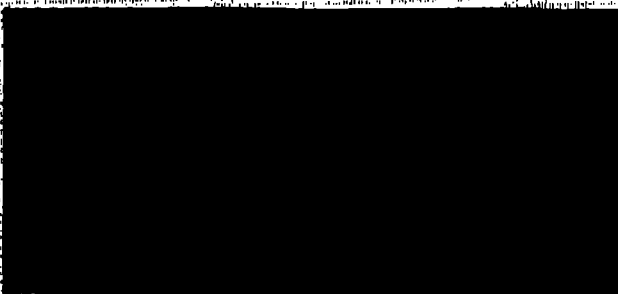
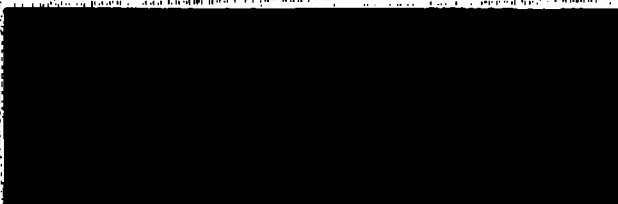
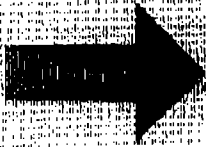
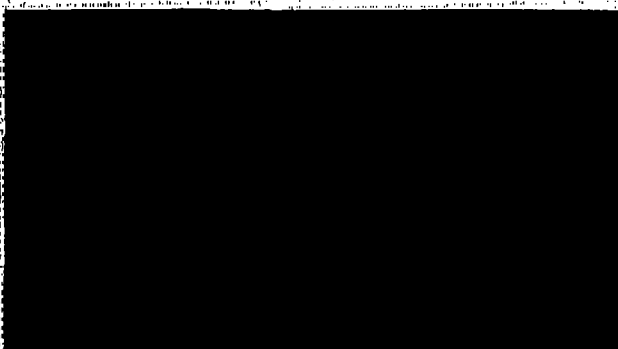
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1999



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Ref **Teachers' pay and performance**

Dear Andy

All the materials I was planning to send you are available on line and it is probably, therefore, much quicker for you if I just tell you where to look and what to look for. However, I am happy to print out at this end and fax it all to you if you want. I am, though, faxing over the summaries of each of the documents to give you a flavour.

1. *Teachers: meeting the challenge of change.*
<http://www.dfec.gov.uk/teachers/greenpaper/index.htm>

This is the main consultation document issued by the Government last December, with the consultation running until the end of the March of this year. It lays out proposals for wide-ranging changes to the teaching profession, from initial training, inservice professional development, principalship training, career progression, appraisal, and pay.

On pay and performance for individual teachers, the key part is chapter 3 and especially paragraph 80 – “We propose that in future appraisal should... take pupil progress into account...”. Two things to note, though. First, appraisal would take into account several other factors.

Second, this is one part of a much larger package of changes to teachers' pay, which include a significant increase in pay for those passing a performance threshold, opportunities for high pay while staying in the classroom rather assuming

management responsibilities, and increases in funds available for professional development.

In addition, chapter 3 (paragraphs 92-93) outline the School Performance Award Scheme, where bonuses would be awarded to schools who do well – not merely in raw scores but also those poorly performing schools that have improved significantly and schools for children with special needs. It should also be noted that the performance measures being envisioned are multiple – through the national testing regime pupils are assessed, and school aggregate results published, across several different subjects. School performance is not assessed against a single aptitude test.

2. Technical consultation document on pay and performance management.

<http://www.dfes.gov.uk/tdppm/index.htm>.

Goes into more detail about these proposals.

3. Response to the consultation exercise.

<http://www.dfes.gov.uk/teachers/teachers/>

The Government's analysis of the consultation exercise, which re-affirms the commitment to take pupil progress into account (paragraph 14.)

The next stage is for the Government to make recommendations on teachers' pay and performance to the statutory, independent body set up to determine their pay. This takes place in the fall. At that time, others also make comments and suggestions to the statutory body.

Finally, I have not been able to get hold of anyone this afternoon in the Department for Education and Employment to find out where the developments on pay and performance lie (Michael Barber, for example, is on vacation). Given the sensitivity, I want to speak only to those I know well. I will keep trying and let you know when I know something more.

Look forward to seeing you for lunch.

Best wishes



Toby Linden
Education Specialist

toby.linden@britishcouncil-usa.org



teachers

meeting the challenge of change

We all need good teachers, whose skills and dedication are recognised and respected. That means a first class profession, well led and well supported. It means backing high standards with high rewards, which recognise the talents of those who teach our children.

DfEE

Executive summary

1 Chapter 1 sets out the case for modernising the teaching profession. Investment in technology, classroom support and school buildings is opening up new possibilities for raising standards and achievement across the board. This needs to be matched by a new vision of the teaching profession – with good leadership, incentives for excellence, a strong culture of professional development, and better support for teachers to focus on teaching – to improve the image and status of the profession.

2 Major reforms are already underway to raise standards. Sustained investment is available as a result of the Government's Comprehensive Spending Review to support them. But we can only realise the full potential of our education system if we attract and motivate teachers and other staff with the ambition, incentives, training and support to exploit this opportunity. That is why this Green Paper is so important.

4 Chapter 2 explains our proposals for strengthening school leadership. Good heads are crucial to the success of schools. The best heads are a match for the best leaders anywhere. We need to develop strong leaders, reward them well and give them freedom to manage, without losing accountability.

5 We propose to extend the pay scale so that successful heads in tough jobs can earn higher salaries. We will allow fixed-term contracts to link rewards to the achievement of agreed objectives. We plan to strengthen performance-related pay for heads by providing trained outside support for governing bodies in appraising heads.

6 We also want to offer schools freedom to recognise leadership by other teachers who give strategic direction in schools. Some promising teachers may take parts of the headship qualification early as a fast-track to headship.

3 The Government's goal is a world-class education system where every school is excellent or improving or both. The modernisation of the teaching profession is central to this ambition. Our reforms are based on the following objectives:

- to promote excellent school leadership by rewarding our leading professionals properly;
- to recruit, retain and motivate high quality classroom teachers, by paying them more, and

- to provide better support to all teachers, and to deploy teaching resources in a more flexible way.

In the process, we hope to create a new and positive culture of excellence and improvement within the profession, and to restore teaching to the status it deserves – a profession essential to our success in the next century.

7 High quality training for heads is essential to support strong leadership. Existing programmes have proved their worth and we propose to develop them into a national training framework for headship with three levels:

- qualification, through the national Professional Qualification for Headship which we propose should be mandatory by 2002 for all those coming new to headship;
- induction, to consolidate the skills of new heads; and
- extension, to refresh the skills of experienced heads.

8 A National College for School Leadership will provide a focus for leadership training, combining cutting-edge educational content with the best in public and private sector management.

9 Chapter 3 explains our proposals for a new pay system to reward teachers for high performance, and improve career prospects. We propose two pay ranges for classroom teachers, with a performance threshold at the end of the first range giving access to a new, second range for high performing teachers.

10 The key features of the new system would be:

- new appraisal arrangements involving a thorough annual assessment of performance against agreed targets;
- a pay scale leading up to the performance threshold;
- success at the performance threshold requiring high and sustained levels of competence, achievement and commitment; and
- higher pay ranges and new professional expectations for teachers above the threshold.

11 We plan to introduce a new School Performance Award Scheme to reward a significant number of schools each year. The scheme would reward staff as teams or individuals, including classroom assistants and other support staff.

12 We will provide training to help heads, teachers and governors operate the new system. We will set out clearly the roles and responsibilities of those involved, and arrangements for proper monitoring and accountability. We will continue our review of teachers' pensions to develop arrangements that better meet the needs of the education service, individual teachers and their employers.

13 Chapter 4 explains our plans to give teachers the training and support they need to do their jobs well and to progress in their careers.

14 We propose to make initial teacher training more flexible and more rigorous so that all new teachers have the skills to teach well, through:

- new national tests for all trainee teachers to guarantee high level skills in numeracy, literacy and Information and Communication Technology (ICT);
- new pre-course provision for trainee teachers;
- reviewing procedures for Qualified Teacher Status;
- developing a network of schools pioneering innovative practice in school-led teacher training;
- encouraging the widest possible range of applicants through more flexible training courses; and
- extending employment-based routes into teaching.

15 We also propose to introduce a new national fast-track scheme to attract able graduates and move outstanding teachers quickly through the profession. Fast-track teachers would receive additional training in return for accepting supplementary contracts with a longer working year and greater mobility.

16 Continuing commitment to professional development should be at the heart of teachers' careers. We propose to support this through:

- a contractual duty for all teachers to keep their skills up-to-date;
- a new focus on professional development bringing together national, school and individual priorities;
- a national Code of Practice for training providers and a new inspection programme to ensure that training gives value for money and delivers results;
- more training out of school hours to minimise disruption to children's education;
- a review of training arrangements for supply teachers; and
- continued emphasis on equipping teachers with good ICT skills.

17 Training is important for all who work in schools. We propose to pilot Individual Learning Accounts for all school staff and use National Vocational Qualifications to improve the training of teaching assistants. We will make it easier for teaching assistants, who want to do so, to train as teachers.

18 Chapter 5 explains our proposals for strengthening teaching and learning by using the full potential of teaching assistants and school support staff.

19 We will increase the number of teaching assistants by 20,000 full-time posts (or equivalent) by 2002. We will produce guidance on good practice to encourage teachers to use assistants effectively.

20 We are already working with schools to find ways of helping them streamline their administration. We are reviewing our own practices to reduce bureaucratic burdens on teachers and to communicate with them more effectively.

21 ICT opens up new ways of teaching and learning and we are investing in infrastructure and training to allow all schools to benefit. The National Grid for Learning provides links and signposts to websites such as the DfEE Standards Site which make information readily accessible.

22 It makes sense for schools to share resources and to encourage lifelong learning in their local communities. Small schools can benefit particularly from sharing resources. We propose to establish a Small School Support Fund to provide pilot funding to help small schools make this kind of investment.

23 We are determined that all school staff should have better working conditions. Annual capital investment in schools will more than double over the next three years. In addition, we will pay for projects to improve staff working environments and help teachers have access to the equipment they need to work effectively.

24 Chapter 8 invites everyone who is interested in young people's education to consider the proposals in our Green Paper. We want to see a national debate. We would welcome your views on:

- our aims for the profession – higher status, better prospects, a rewarding career structure, less bureaucracy, more freedom to focus on teaching, a new professionalism, greater individual accountability, more flexibility and higher standards;
- our proposed new structure for the teaching profession;
- a broadening of the leadership group with more pay and greater use of fixed-term contracts for tough headship jobs and effective performance-related pay;
- a prestigious National College for School Leadership and a new framework for headship training;
- appraisal of teachers' performance as the basis for professional judgements on pay and career development;
- a performance threshold giving access to higher pay for teachers with consistently strong performance;
- a School Performance Award Scheme to reward achievement by whole schools;
- more flexibility and more rigour in initial teacher training;
- systematic career and professional development;
- a national fast-track scheme to help talented trainees and teachers advance rapidly in the profession;
- more effective use of, and better training for, teaching assistants and other support staff; and
- a Small School Support fund to encourage small schools to work together.

The consultation ends on 31 March 1999.

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teachers
meeting the challenge of change



teachers
meeting the challenge of change

technical consultation document on
pay and performance management

Foreword

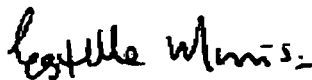
The Green Paper **teachers: meeting the challenge of change** published on 3 December referred to a technical consultation document on pay and performance management to be published in the new year. I am pleased to be able to issue that document today.



As the Secretary of State made clear in his foreword to the Green Paper, our aim is to strengthen school leadership, to provide incentives for excellence, to engender a strong culture of professional development, to offer better support to teachers to focus on teaching in the classroom, and to improve the image, morale and status of the profession. We believe that the policies outlined in the Green Paper provide the framework for achieving these ambitious objectives and this document sets out in detail our proposals on how to put into practice the new structure for pay and performance management. It is crucial that we recognise the vital role of teachers in raising standards and reward good teaching better.

This document forms part of the extensive consultation exercise that is running until 31 March 1999. In order to minimise workload, we have asked a representative sample of schools to respond in detail to the proposals, but we of course welcome the views of all with an interest.

Copies of this document are being sent to every school in England for distribution to staff, to chairs of governors of schools in England and to the local education authorities. Please read it and let us have your views.



Estelle Morris
Minister of State for School Standards

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teachers

Executive Summary

Performance management

Schools will develop performance management policies including both appraisal and pay issues. Appraisals of all teachers will be conducted by senior managers on an annual cycle, and will be based on teachers' individual job descriptions and agreed objectives. The process will lead to a statement assessing each teacher's performance against the previous year's objectives, reflecting factors such as the challenge of particular groups of pupils. The statement will also outline new objectives for the coming year. The head will then make a recommendation to the governing body about that teacher's pay, based on the outcomes of appraisal.

The assessment of teachers at the performance threshold will be conducted by the head and reviewed by an external assessor drawn from a pool of nationally-trained experts. Eligible teachers who apply to be assessed will be responsible for demonstrating their achievements against published national standards. Draft standards are at Annex I.

Heads will be appraised by the governing body against agreed objectives. Independent advisers will assist the governing body to assess the head's performance against his or her objectives and the national standards. In considering the level of pay to award, the governing body will take into account the head's performance as reflected in the appraisal report and the challenges of the post.

Classroom teachers

Progress up the scale leading to the threshold will be by annual steps subject to continued satisfactory performance. Teachers who perform exceptionally well may receive one or more double salary steps and thus reach the threshold more quickly. Salary supplements will be available for teachers making extra contributions but who have not yet reached the threshold.

Teachers successful at the threshold will receive a salary increase of up to 10%, together with access to higher pay ranges. Governing bodies will decide, on the advice of the head, where on the upper pay spine to place teachers who have passed the threshold assessment, taking into account both the nature and quality of their personal performance and the importance of their post. We will expect teachers passing the threshold to make a fuller professional contribution to teaching and learning at the school, and intend this to be reflected in a new contract.

Once teachers cross the threshold, they may progress up to a further three salary steps over time if they continue to demonstrate improved performance, but there is no presumption that all will do so. If a teacher's performance declined seriously, schools could withdraw performance steps. Some performance steps could be awarded on non-consolidated annual basis. No serving teacher will lose out on existing salary entitlements, including any uprating of their salary point following STRB recommendations in 1999 and 2000.

Leadership group

A new leadership spine will include heads and deputies, Advanced Skills Teachers, and also a wider leadership tier of senior teachers who are responsible for the strategic management of the school. Governing bodies will have discretion as to how many leadership positions to create, and to select an individual pay range on the leadership spine for each of the posts they create within the framework of procedures and criteria laid down in national guidance. Further pay steps will be dependent on continued strong performance.

We propose that the leadership group should not be covered by the restrictions on working time in the teachers' contract. Heads' contracts will also be revised to reflect their increased role in operating the new performance management system.

School Performance Award Scheme

We propose to distribute £60 million to reward strong team performances in approximately a quarter to a third of all schools each year. This scheme will apply to all types of school, not just those with high ability intakes. We propose two main strands:

- an excellence strand, to be awarded to the top proportion of schools on the basis of the previous year's academic results, with schools grouped according to the proportion of their pupils entitled to free school meals; and
- an improvement strand, to benefit the top proportion of schools showing the highest level of sustained improvement in academic results over three years.

But there are a number of schools for which these performance measures would not be appropriate. We propose therefore to set aside a budget for these schools, including special schools and pupil referral units, which could be used to reward schools' achievements against individualised targets agreed between the school and its local education authority. A separate strand would reward schools coming quickly out of special measures.

Funding mechanisms

Up to £1 billion is available over the two financial years 2000–01 and 2001–02 to support implementation of the Green Paper proposals. In the longer term, our intention is that money should reach schools through the Fair Funding mechanism. But at the start, it is important that at least part of the new resources is clearly identified in school budgets.

At the same time, the transitional funding mechanism should be subject to schools' normal budgetary disciplines. The decisions schools take about appointments to the leadership group and success rates at the threshold will also of course have long-term financial consequences for their pay budgets. Our objectives are therefore to ensure that the distribution of resources reflects need as fairly as possible; to get money to schools and teachers quickly with a minimum of bureaucracy, but taking account in particular of the needs of small schools; and to minimise any interference in the responsibility of heads to manage their staff and their resources.

The chapter on funding mechanisms seeks views on options for the methodology for allocating funds to school budgets
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teachers

taking forward the challenge of change

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Foreword by Secretary of State

When we published the Green Paper *teachers: meeting the challenge of change* in December last year we said that our proposals were radical and ambitious. We said that modernisation of the profession was essential if the drive to raise standards was to succeed. We also said that we wanted to hear your views on the proposals. We have been listening at consultation events across the country and to the points made in the 41,000 responses received to the consultation. I am grateful to all who participated in this exercise.

In our Green Paper, we set out four key principles. They were good leadership, incentives for excellence, a strong culture of professional development and better support to teachers to focus on teaching. They remain at the heart of our proposals.

We have listened to those comments and used them to help inform the detail of how our proposals should be implemented. This leaflet summarises the feedback from the consultation and sets out how we are taking the proposals forward. We need to continue to work together with all those in the teaching profession who are willing to work constructively with us to implement our proposals. This will enable us to make a reality of our vision of a profession which offers better rewards for those achieving high standards and better support for all teachers.



DAVID BLUNKETT

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1. In December 1998 the Government published its Green Paper *teachers: meeting the challenge of change*.

2. It gave four priorities - better leadership, better rewards, better training and better support. They are a package to help teachers and to restore teaching to its rightful place as one of our foremost professions. We have set aside up to a billion pounds over the next two years to implement our proposals - the vast majority for a new pay system which would bring substantial pay increases for highly effective teachers.

"A world class education system is the indispensable condition for creating a fair and prosperous society for the next century."
Prime Minister's speech to NAHT Conference, Cardiff, 2 June 1999

3. This leaflet lets you know the feedback from the consultation and explains how we are taking the proposals forward. We are committed to the principles of our proposals but want to ensure that they are manageable and practicable. Since the end of the consultation period we have considered your responses carefully and discussed them with representatives of teachers, governors, local authorities and churches. These discussions will continue. The close involvement of the profession in the reform process will be vital to its success.

4. An important next step will be the remit which David Blunkett gives the School Teachers' Review Body to consider new pay structures to come into place from September 2000. This leaflet sets out our approach. We will continue to refine the details in further discussions.

5. A timeline at the back of this leaflet sets out the main developments. Early in the autumn we will publish draft guidelines on the new performance management system and on the proposed threshold assessment so that schools and teachers can start to prepare. Training activities will come on stream from early 2000. We will invite teachers to apply to be assessed for the new higher pay range by May 2000, with assessments carrying on to the end of that year. Pay increases for successful applicants would begin from September 2000 at which point appraisal regulations underpinning effective new systems of performance management would take statutory effect.

Responses to the Consultation

6. The consultation was one of the most active ever undertaken by Government. By its close on 31 March a record 41,000 responses had been returned, including 36,000 on the Government's response form. They showed that:

- our wish to raise the status of the profession and support teachers in their work was widely welcomed
- the overwhelming majority of respondents agreed with the four priorities we identified for action

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- the overwhelming majority of respondents agreed with the four priorities we identified for action

- respondents supported most of our specific proposals for strengthening leadership, training and support
- about one third of respondents supported and one half opposed the specific proposals on pay and performance management.

7. A summary of responses is included in this leaflet. A fuller analysis and a set of statistical returns on the response forms have been sent to main responding organisations and placed in both libraries of the Houses of Parliament.

Better leadership

8. Effective leadership is critical to success in our schools. There was a widespread welcome for our proposal to establish a National College for School Leadership to give new coherence, direction and status to all aspects of leadership development. We have now issued a prospectus for the college, setting out our vision more fully and inviting partners to work with us in making this vision a reality. We shall shortly be advertising for a Founding Director to make sure the college is ready to start work in late 2000.

9. There was also support for our plans to establish a coherent national headship training framework giving aspiring, new and serving heads high quality, practical and professional support. The national college will, when established, oversee all headship training. We have recently commissioned Pat Collarbone of the Institute of Education to lead the next stage of development of the National Professional Qualification for Headship building on its strengths and successes to date.

10. In terms of pay structure:

- The new structure for heads' pay will be in place from this coming September. We will ask the STRB to review the pay and position of deputies who will play an important role in the new broader leadership group. We will also ask them to consider arrangements for senior managers to join the group at schools' discretion.
- Progression up individual pay ranges in the leadership group would be by performance: the key criteria for all leadership posts are likely to be their contribution to overall pupil progress at the school and to school leadership and management. From September 2000, we would expect governing bodies to use a suitably trained external adviser in reviewing the performance and pay of heads.

Better rewards

11. Our proposals entail a significant strengthening of performance management in schools. The extra billion pounds of investment on offer must lead to the establishment of proper systems for annual review and threshold assessment as outlined below. This has been a clear underlying principle of our proposals and remains so. The new investment is distinct from the annual pay award, and offers significant extra salary for teachers passing the performance threshold.

How will the new system reward effective teaching?

- Good teachers make a real difference to pupils' learning. The purpose of the new higher salaries is to recognise our best teachers whatever type of school they work in. It is right that evaluations of teachers' effectiveness should take account of the progress their pupils make.
- Performance management should help teachers improve their own effectiveness for their own benefit and the benefit of the children they teach. We want the arrangements to be fair and consistent, with a minimum of bureaucracy.
- Applying for threshold assessment will be entirely voluntary but those who succeed will have access both to a salary uplift of up to £2,000 and potential future salary increases dependent on performance. As we have frequently said, this is a huge opportunity for teachers and not a threat.

Pay Structure for Teachers

12. A key feature of our proposals is a performance threshold which would give access to a new higher range of pay for our most effective teachers. Most of the unions' responses envisaged an upper pay spine, albeit with varying views on how and when teachers should move on to it. We have in mind to ask the Review Body to recommend changes along the following lines:

- A new upper pay spine for teachers successful at a "performance threshold". All teachers with 9 points for experience/qualifications (currently just over £23,000) could put themselves forward for consideration, including those with extra points.
- We want to reward teachers who are giving something extra to the success of the school and its pupils. We believe that the existing contract allows this so do not propose to develop a new contract above the threshold.
- We propose new performance points of around £800-£1,000 beyond the threshold up to around £30,000. Separate management allowances could be paid to teachers below or above the threshold to recognise team management or curriculum leadership and could bring salaries of post-threshold teachers to over £35,000. The most effective teachers could earn up to £40,000 as Advanced Skills Teachers.
- The existing salary scale to continue for teachers who do not move to the new system. Both scales would be kept under review by the Review Body.

How will the threshold assessment work?

- Teachers would seek assessment using a straightforward application form. The national assessment standards must use soundly-based evidence of effective teaching and we have commissioned research from management consultants Hay McBer to help set those standards. We will publish clear criteria for the assessors who will work with heads to ensure fair and consistent judgements. All assessors must pass a national training programme. We will make the process of threshold assessment as non-bureaucratic as possible.

Performance Review and Pay Review

13. Performance management is central to our proposals and offers significant benefits to schools. Pupils will benefit because their teachers will have a more sharply focused picture of what, with encouragement, support and high expectations, pupils can achieve. Teachers have a right to expect that their

- *Teachers above the threshold, Advanced Skills Teachers and teachers in the leadership group* would all have the opportunity of gaining higher salaries for sustained high quality performance.

How will this system be managed?

- We have been developing a draft Performance Management Framework which will set out the key elements of the new system. Good management is a matter of practice rather than paperwork and should not be over-bureaucratic. We will offer model policies based on existing good practice to help schools identify how they can build on their existing systems for planning, monitoring and appraisal.

How will you ensure schools have the skills to implement these arrangements?

- It will be crucial that heads, teachers and governors have the skills to operate the new system. We will be developing a high quality training package which would offer schools significant support, training and advice. We will designate one of the training days in the next academic year for work on performance management. We will provide funding for every school for the introduction and operation of the new arrangements, including targeted provision for governor training.

School Performance Award Scheme

16. The first School Performance Awards will be made in the academic year 2000/01. They will enable schools to provide pay bonuses to all staff, teaching or non teaching, who have contributed to the school's achievement. Schools can choose in their pay policies whether to distribute the award on a flat rate basis, or differentiated. We expect perhaps a quarter of schools to benefit each year. Payments will recognise improvements as well as outstanding overall performance, with awards for successful special schools and schools coming quickly out of special measures.

Better training

17. There was broad support for effective professional development, support and training for teachers and school staff at all stages of their careers. We are providing very substantial support through the Standards Fund for professional development. It is important that heads and teachers are able to use funding flexibly to meet national and school training priorities as well as teachers' individual needs. We will review the funding mechanisms to see how this can be achieved.

18. We will pilot aspects of the fast track from this September to provide tailored training and support to excellent trainees and serving teachers and allow them to move rapidly through the new professional structure. It will boost the recruitment of the most highly talented to initial teacher training.

19. We have asked the TTA to take forward work on developing numeracy tests for trainee teachers in the summer of 2000 and tests in literacy and ICT for summer 2001.

Better support

20. We have increased numbers of teaching assistants by providing funding from this April for the equivalent of 2,000 Assistant Literacy Assistants. A total of

£350m is being made available over this and the next two years to enable schools to recruit a further 18,000 full-time equivalents. A proportion of the funds will provide training for new and existing assistants. Work has started to identify the training needs of teaching assistants and on occupational standards which provide a framework for more systematic training.

21. We will help schools implement the new performance management arrangements by providing better support systems for heads. The Small Schools Support Fund and Staff Working Environment Fund will both help create a more professional working environment. This is on top of the very significant new investments in school buildings and ICT which will benefit teachers and pupils alike.

Funding

22. We are making available additional funding from 2000-01 to support the extra costs to schools of teachers passing the threshold and will make sure it reaches schools. We will ensure the funds are administered with the minimum of bureaucracy.

23. A separate leaflet will be published on the consultation response in Wales by the National Assembly for Wales.

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Annex A

Summary of response to the Green Paper consultation exercise

1. There were just over 41,000 responses to the Green Paper consultation, including the technical document. These included 36,000 on the response forms which were sent out with all copies of the Green Paper and the Green Paper summary, 4,000 letter responses and 150 extended responses from organisations. This summary is based on statistical analysis of the tick-box questions supplemented by analysis of the extended and letter responses and feedback from the 70 consultation events attended by DfEE representatives. 62% of responses were made on the basis of the Green Paper summary alone. A [fuller analysis](#) is available here, or from Carol Woodward on 0171 925 5555.

General

2. The aims of the Green Paper received a high level of agreement. Each of the four areas for action received clear and strong support from all categories of response:

- 77% supported strengthening school leadership;
- 61% supported rewarding good performance by teachers;
- 87% supported improving professional development; and
- 89% supported the provision of better support for staff in schools.

Leadership

Response form

3. The proposals under better leadership met with clear overall levels of support. Over three-quarters (78%) of responses to the questionnaire supported the proposals for **coherent national training framework**. There was also clear support for the **National College for School Leadership** (40% in favour, 24% against). This proposal was particularly popular amongst current heads with over half (52%) expressing positive support. Overall, just under one third (30%) of responses supported the proposals for **fixed term contracts** for heads, but 61% supported the proposals for good heads to earn **higher salaries for tough jobs**. 61% also supported the proposals for **trained outside support for governing bodies in appraising heads**.

Other findings

4. Other comments supported the views expressed in the response forms on

the proposal for external support for governors in undertaking **heads' appraisal** and the concept of a **leadership pay spine**. Responses raised issues about the differential between primary and secondary school heads and the relationship between heads' and deputies' pay. They also stressed the importance of funding, particularly on the number of leadership posts and the costs to schools of headship training.

Rewards

Response form

5. Nearly two thirds of responses supported rewarding good performance by teachers, although there was less consensus on the way to provide those rewards. A **new appraisal system to influence pay** and the introduction of a **performance threshold to a new higher pay range** was supported by over a third (35% and 37% respectively) of consultation form responses, with over half of governors (52%) in support of these proposals. 32% supported **threshold assessment based on national standards** and 35% **further pay progression above the threshold linked to teacher performance**. Just below one third (32%) supported some form of **School Performance Award** scheme.

Other findings

6. Strong opinions were expressed by many teachers about **linking pay to appraisal**, with concerns expressed about the practicalities of the system. However, the proposals were supported by a majority of school governors, with support strongest among parent governors. Some teachers thought it would be divisive. There were fears that the new arrangements would mean an increased workload, especially for heads, and concerns about the proposed timescale for implementation.

7. There was greater support for basing appraisal on clear objectives, including the principle of the **performance threshold**, with concerns again tending to focus on practical and operational issues. Many respondents felt the post-threshold demands could be met without a new post-threshold contract. Those consulted again stressed the importance of **funding** on the short and long term. Responses stressed the importance of the need for training and other help to support the introduction of the new arrangements.

Training

Response form

8. The questions on better training brought a positive response. There was strong support from the tick box responses for the **national tests** (71% agree), **more cost effective and targeted professional development opportunities** (79% agree) and **more modular and flexible PGCE courses** (54% in favour). A third of respondents supported **more training outside school hours**. The **fast track** proposal was supported by 24%.

Other findings

9. A number of responses commented on some of the more specific proposals. There was general support for the introduction of **modular courses for postgraduate teacher training** and the **integration of teacher training modules into undergraduate routes**. The proposal to introduce a **statutory induction year** for all new teachers was widely welcomed. Most respondents were in favour of developing **Career Ladders** for teaching assistants into teacher training as long as QTS standards were maintained. There was mixed reaction to the idea of allowing graduates and undergraduates to work as part-time **teaching associates**. There was widespread support for improving the quality of **supply teachers**, especially through improved training.

Support

10. The proposals to improve support for teachers were strongly supported across all types of response. Most highly favoured was the funds to improve the working conditions of all staff with 88% in agreement overall. 72% of respondents favoured using NVQs to enhance the skills of teaching assistants and 67% supported earmarked funds to help small schools pilot new ways of working.

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