

**The Highland Council**  
**Education, Children and Adult Services Committee**  
**8 October 2015**

Agenda Item	14.
Report No	ECAS 89/15

## **Management of Schools**

### **Report by Director of Care and Learning**

#### **Summary**

This report outlines proposals for consideration as part of a strategy to enhance support for Head Teachers, and to sustain management in schools across the authority. It is intended that these ideas should be developed further in dialogue with Head Teachers and other stakeholders.

## **1. Introduction**

- 1.1 Schools are complex organisations, delivering high quality education, and the responsibility of the Head Teacher is to lead and manage that delivery.
- 1.2 In addition, there are other responsibilities which are part of a Head Teacher's remit, much of which centres around the management of resources – budgets, people, buildings, and requires regular liaison and working with other professionals.
- 1.3 Highland Council has committed to work collaboratively with Head Teachers to provide them with the best opportunity to maintain standards, reduce unnecessary bureaucracy and to drive further improvement.
- 1.4 This new approach is necessary, because of the:
  - Sustained requirement for Head Teachers to maintain quality and lead school improvement.
  - New corporate management systems, placing new demands on school management.
  - Pressures on time to manage, especially for Primary Head Teachers who are also class committed
  - Challenges filling Head Teacher and other management posts.
  - Continued challenges presented by the Highland geography.
- 1.5 In addition, by 2018, all Head Teachers who take up their first position as a Head Teacher will require to hold the "Into Headship" qualification, and the authority requires to provide support and infrastructure to ensure that this is achievable.

## **2 Background**

- 2.1 The Highland Council area is a vast geographical area covering very rural, remote and island communities as well as small towns and the city of Inverness. There are 177 Primary schools and 29 Secondary schools. The school rolls in Primary range from the smallest being 2 pupils on the island of Rum to 411 pupils in

Dingwall Primary.

- 2.2 As can be seen from the table below 103 (58%) of our primary schools have a roll less than 72 pupils.

**Primary School Rolls by Area 14/15**

<b>Banding</b>	<b>North</b>	<b>Mid</b>	<b>West</b>	<b>South</b>	<b>Total</b>
1 - 19	6	4	24	4	38
20 – 47	10	7	18	7	42
48 - 71	4	5	8	6	23
72 – 96	3	3	3	3	12
97+	10	14	8	30	62
<b>Totals</b>	<b>33</b>	<b>33</b>	<b>61</b>	<b>50</b>	<b>177</b>

- 2.3 We also have a wide range of size of Secondary Schools.

**Secondary School Rolls by Area 14/15**

<b>Pupil Roll</b>	<b>North</b>	<b>Mid</b>	<b>West</b>	<b>South</b>	<b>Total</b>
1 - 100	2	0	1	0	3
101 – 300	2	0	6	1	9
301 - 500	0	3	0	3	6
501 - 700	1	1	1	0	3
701 - 900	1	0	1	2	4
901 - 1100	0	0	0	2	2
1101– 1300	0	1	0	1	2
<b>Totals</b>	<b>6</b>	<b>5</b>	<b>9</b>	<b>9</b>	<b>29</b>

- 2.4 There is a variety of models of Head Teacher positions across these schools, often developed in reaction to recruitment difficulties.
- Single Primary school Head Teacher
  - Cluster Primary schools Head Teacher
  - Cluster Primary/Secondary schools Head Teacher
  - Single Secondary school Head Teacher
- 2.5 We have also been considering the necessary management arrangements for new 3-18 campus models.
- 2.6 There are presently: 32 Primary Cluster Head Teachers; 2 Secondary Heads who manage 3 -18 campuses; and 108 posts in single Headteacher schools, making a total of 140 Primary and 29 Secondary Headteachers across Highland. 19 of these posts are presently vacant. There are varying management structures within Secondary Schools, but a more standard model within Primaries.
- 2.7 Across Scotland, there are shortages of quality applications for vacant Head Teacher positions, resulting in posts being re-advertised a number of times. Some national work is being carried out to consider the issues which are impacting on this and to identify possible solutions for improving the situation.

- 2.8 Also, in many authorities, new school models have been developed to reflect policy developments (early learning and childcare, curriculum for excellence, 16+) and local challenges. In particular, these include new approaches across ASGs, the delivery of Broad General Education and the senior phase.

### **3. Leadership and Management**

- 3.1 The GTCS Standard for Leadership and Management requires head teachers to maintain professional standards and actions in the following areas:

- Professional Values and Personal Commitment
- Strategic Vision, Professional Knowledge and Understanding and Interpersonal Skills and Abilities.

- 3.2 The Standard for Leadership and Management outlines the “Professional Actions of Head Teachers” as follows:

*The Key Purpose of Head Teachers - The Head Teacher acts as the leading professional in a school and as an officer in the local authority. The Head Teacher also plays a pivotal role within the broader children’s services network. Head Teachers lead the whole school community in order to establish, sustain and enhance a positive ethos and culture of learning through which every learner is able to learn effectively and achieve their potential. In line with the vision and values of the school, Head Teachers, working with others:*

*(i) Establish, sustain and enhance the culture of self-evaluation for school improvement;*

*(ii) Develop staff capability, capacity and leadership to support the culture and practice of learning;*

*(iii) Ensure consistent high quality teaching and learning for all learners;*

*(iv) Build and sustain partnerships with learners, families and relevant partners to meet the identified needs of all learners;*

*(v) Allocate resources effectively in line with identified strategic and operational priorities.*

*Across all of these areas, Head Teachers contribute to leadership for improvement at school and system level.*

### **4 Consideration of new arrangements**

- 4.1 Authority meetings with Primary and Secondary Head Teachers significantly focus on how we can best support the management of schools. In May 2015, a series of meetings were held to further consider this issue, involving Head Teachers, elected members, Service managers, staff side, pupil and parent representatives. The views expressed at these meetings were largely consistent across the four Areas.

- 4.2 A summary of these points is provided below.

#### **4.2.1 Management Time and Support**

- HTs need sufficient time to manage the school and lead learning and teaching
- HTs feel increasingly isolated and management support should be increased with a proper point of contact point
- The authority should demonstrate that it values and appreciate HTs.
- The authority should provide proper feedback to HTs, especially following

- HMle engagement.
- Create the post of 'Business Manager' so that the administrative burdens can be removed from HTs (but not at the expense of a DHT in secondary)
- Reduce the impact of corporate decision making on new systems and processes.
- HTs in small primary schools have no-one to delegate to
- Cluster management post is better (for children) in primary sector, although the Cluster HT can be pulled in too many directions

#### 4.2.2 **Operational Issues**

- Reduce or remove the burden of time spent on IT systems.
- Provide additional in-service days for training on new systems
- Problems with FM in a number of locations, albeit others have benefited, and arrangements work well in PPP schools.
- Clerical Assistant and Janitor are key posts
- More is being devolved to schools, but with no additional time or support

#### 4.2.3 **Future Recruitment**

- Highland CPD provision is good, but more development opportunities are needed in schools if we are to fill vacancies
- Expand training for HTs on operational matters
- Provide proper time for the mentoring / buddying system for HTs
- Consider how differentiation can be created in salaries of DHTs and HTs
- Use flexibility in awarding salary points
- Consider how accommodation needs can be supported to help recruitment

#### 4.2.4 **Salary Issues**

- Job sizing doesn't reflect the size of the actual role and responsibilities held
- Revisit job sizing nationally
- Salary structures lead to illogicality: DHTs in large secondary schools are paid more than or the same as HT of smaller school

### 5. **Management Arrangements**

- 5.1 It is clear that the current challenges necessitate considered reflection about significant developments, to ensure the continued delivery of quality learning and teaching in Highland schools.
- 5.2 School management arrangements have been developed in response to Highland geography, the diversity of Highland schools, and in reaction to local challenges, including recruitment difficulties. While one size is unlikely to fit all local circumstances, it is now necessary to consider best practice models, that address current and future challenges, and that will prove to be sustainable for many years.
- 5.3 It is suggested that this is likely to involve a number of standard management templates, based on enhanced support to a smaller number of Head Teachers, who should not routinely be class committed. This would mean clustering schools around communities and in many instances across the 3-18 curriculum.
- 5.4 Instead of the current number of 169 Head Teacher posts, it is suggested it would

be possible to cluster schools within ASGs, to achieve a new arrangement with around 120/140 Head Teachers. This would release funding to increase management time, achieve required savings, and to enhance and standardise management structures.

- 5.5 This would be based on the following broad assumptions:
- Schools with approximately 100 pupils or less would be in a shared Headteacher arrangement
  - Schools are grouped together geographically
  - Shared Headteacher arrangements are only within the same ASG
  - Shared headteachers have no class teaching commitment
- 5.6 It is suggested that this would contribute to:
- The Head Teacher role will be better defined and more equitable across Highland.
  - Reduced workload pressure for headteachers.
  - Headteacher role will be more focussed on Leading Learning.
  - Greater stability in basic grade teacher staffing – currently in the very small schools with teaching heads then the fluctuations in roll can result in a reduction in management time and therefore a reduction in basic grade teaching post.
  - Recruitment should be easier at both basic grade and Headteacher level – as the posts are more attractive and stable.
- 5.7 In addition, we would be able to develop a new and more robust consistent management infrastructure for all Head Teachers, and enable consideration of the gradings for this post to address current inequities – albeit this is dependent on further work, including to explore flexibility in the national job sizing toolkit.
- 5.8 Communities and parent bodies may perceive that they are losing their identity by sharing a Headteacher, and such concerns would have to be addressed.

## **6. Support to Head Teachers**

### **6.1 Finance and Administration**

- 6.1.1 The development of new shared Head Teacher arrangements could be further enhanced by establishing specialist support in, and across, school senior management teams to provide Finance and Administration support to all headteachers.
- 6.1.2 This type of role has been considered by the School Office Review Project, with a 'Team Leader' role trialled within both the Ardnamurchan HS and Charleston Academy ASGs since late 2014. The outcome of these trials is currently being documented, in order that conclusions and recommendations can feed into ongoing discussions of this paper. From the trials, it is clear that the Team Leader role (or similar) is a model which can deliver enhanced support to High School senior management teams, relieve certain burdens from the Secondary Head in relation to finance/administration/staffing data/etc., and also provide

additional support to schools across the ASG.

- 6.1.3 The outcome of the school office review will be used to inform ongoing discussion about the proposals outlined in this paper. The current thinking is that a post could provide support in terms of finance and administration duties across an ASG, or perhaps in some cases across 2 ASGs, depending on the rolls.

## 6.2 **Management of Early Learning and Childcare in Primary Schools**

- 6.2.1 As early learning and childcare continues to expand and more flexible options for delivery are introduced, then the day to day management of the provision becomes more complex and demanding. When the job sizing framework was established for promoted teacher posts in 2002, the scale of nursery provision was far less than it is today and as a result the job sizing toolkit takes no account, other than the number of staff involved, of the responsibility relating to Early Learning and Childcare.

- 6.2.2 This is of particular impact in those schools where we have introduced 8am – 6pm provision. It will become an increasingly significant issue as the amount of childcare and early learning continues to expand, as more flexibility is introduced. To address the development and the day to day management responsibility relating to these services we are in the process of establishing a post of Childcare Manager – the post would sit within the Senior Management Team of the larger Primary Schools which offer flexible early learning and childcare. The postholder will be responsible for the day to day management of the service and ensure that it meets the requirements of the Care Inspectorate and relevant national care standards.

- 6.2.3 It is envisaged that there could be a childcare manager in each of the schools offering the full 8am – 6pm provision for 3 – 12 year olds, whereas shared arrangements may be sufficient in smaller schools or in schools where there is only a partial service being offered.

- 6.2.4 The legislation will also allow a peripatetic or shared manager to work across 5 sites, or for responsibility for a maximum of 100 children, so this approach will require further development and consideration when looking at smaller primary schools or other models of provision.

## 6.3 **Janitorial services**

- 6.3.1 Headteachers are the Responsible Premises Officers for their school buildings – unless they occupy a PPP school.

- 6.3.2 The job sizing structure does not take any account of these differing responsibilities and therefore this has resulted in a situation where there is a considerable differential in workload and responsibility issues for headteachers who may be on the same pay grade. There is also an increasing burden on RPOs as new health and safety and other requirements are introduced, impacting further on their available management time.

6.3.3 As set out in the revenue report to this Committee, the arrangements for Facilities Management and janitorial cover continue to be under review. Although the final model has yet to be agreed, it requires to be implemented across all Highland schools (many schools have neither FM nor janitorial provision at this time) therefore allowing Headteachers to delegate many of their Responsible Premises Officer duties, but retain the responsibility as the RPO.

#### 6.4 **Fast-track pathways to management**

6.4.1 By 2018, all Head Teachers will require to hold the “Into Headship” qualification when they take up their first position. Alongside supporting and implementing this requirement, we should look to put in place a leadership programme which will identify, encourage and provide opportunities for potential, future Head Teachers to explore their suitability, capability and commitment to a management position. Secondments or Acting Headships and mentoring arrangements could provide suitable developmental opportunities for those considering entering into management.

#### 6.5 **Support for recruitment**

6.5.1 For some time, there have been significant difficulties in attracting applicants for Head Teacher vacancies, not solely, but particularly in the more rural areas. We should put in place a strategy which will promote the positive aspects of the Headteacher remit.

6.5.2 To date we have not considered financial inducements in order to attempt to attract new Head Teachers but it may be that such “Golden Hello” arrangements could have a positive impact in the future.

6.5.3 Availability of accommodation is another issue which should be considered in the recruitment process – in some of the very rural areas there is no suitable accommodation for incoming staff. Although it would not be advisable to revert to providing accommodation on a long term basis for Head Teachers, there may be opportunities to work with local communities to negotiate temporary leases from private landlords, to enable any newly recruited Head Teachers time to settle in an area.

### 7. **Implications**

7.1 **Risk** - There are significant risks for the Council if we do not address the challenges raised in this report.

7.2 **Resources** - The general revenue implications are set out in this report, but require further examination.

7.3 **Rural** - There are significant challenges recruiting and supporting Head Teachers in rural areas, and these require particular consideration. In particular, as far as is possible, school management arrangements should promote equity of opportunity for children and young people in schools across the authority.

7.4 There are no legal, equalities, climate change/carbon clever or Gaelic implications to highlight.

**8. Recommendation**

8.1 Members are invited to comment on the issues raised in this report, and to agree that they should form the basis of more detailed discussions with Head Teachers and other stakeholders.

Designation Director of Care and Learning

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