National Assembly for Wales Children and Young People Committee

Scrutiny of Estyn Annual Report 2010-11

May 2012



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National Assembly for Wales Children and Young People Committee

Scrutiny of Estyn Annual Report 2010-11

May 2012



Children and Young People Committee

The Committee was established on 22 June 2011 with a remit to examine legislation and hold the Welsh Government to account by scrutinising expenditure, administration and policy matters encompassing: the education, health and wellbeing of the children and young people of Wales, including their social care.

Current Committee membership



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The Committee's recommendations

The Committee's recommendations are listed below, in the order that they appear in this report. Please refer to the relevant pages of the report to see the supporting evidence and conclusions:

Recommendation 1. In developing annual reading assessments to provide consistency across Key Stages, the Welsh Government should include an element of external assessment or moderation. (Page 8)

Recommendation 2. Local authorities should require schools to effectively share information about pupils' numeracy levels during the transition between Key Stages and ensure on-going support is provided if required. (Page 11)

Recommendation 3. The new statutory National Literacy and Numeracy Framework should include guidance for teachers and school leaders on ensuring that the teaching of, and opportunities to practise, literacy and numeracy skills are embedded across the curriculum and throughout all Key Stages, and should facilitate the sharing of best practice on embedding literacy and numeracy. (Page 12)

Recommendation 4. The Welsh Government should work with local authorities, regional consortia and schools to ensure that sufficient opportunities are available for pupils attending English-medium schools to use Welsh outside of their formal Welsh lessons. (Page 14)

Recommendation 5. The Welsh Government should work with local authorities, regional consortia and schools to continue to provide, and encourage teachers to take up, professional development opportunities to improve confidence in using and teaching Welsh.

(Page 14)

Recommendation 6. Schools and local authorities should work in partnership to develop and share best practice on community and parental engagement, particularly with regard to supporting learners experiencing poverty or disadvantage, and evaluate the impact on standards and pupil outcomes. (Page 19)

Recommendation 7. Estyn should actively facilitate the sharing of best practice on the improvement of attendance rates between local authorities and schools. (Page 20)

Recommendation 8. The Welsh Government, in the allocation of the Education of Gypsy Children and Traveller Children grant, should take into account the particular needs of children at different Key Stages, and should weight its distribution accordingly. (Page 21)

Recommendation 9. The Welsh Government's guidance on teacher performance management should encourage self-evaluation and peer evaluation as mechanisms for building teacher capacity and improving the consistency of standards within schools. (Page 23)

Recommendation 10. The Welsh Government should work with Estyn to develop and deliver effective training for school governors, which focuses on leadership, challenge, support and data analysis and use.

(Page 26)

Recommendation 11. The Welsh Government, Welsh Local Government Association and Estyn should work together to develop and deliver training for education cabinet leads and chairs of education scrutiny committees, focusing on effective use of data and robust scrutiny. (Page 27)

Recommendation 12. The Welsh Government and Estyn should ensure that the scrutiny of the regional consortia is sufficiently robust, and that new arrangements improve standards and pupil outcomes without introducing unnecessary complication. (Page 28)

Recommendation 13. Estyn should consult on the requirement to inspect every school within six years of its previous inspection and on the notice period required before inspections, with a view to enabling unannounced inspections when appropriate. (Page 30)

Recommendation 14. Estyn should include, in the Wellbeing strand of its inspection framework and in its guidance to its inspectors, the need to consider whether schools have policies on their approaches to protection from range of environmental factors, including the sun.

(Page 31)

1. Introduction

- 1. Estyn is the office of Her Majesty's Inspectorate for Education and Training in Wales. It is independent of, but funded by, the Welsh Government.
- 2. Ann Keane, Her Majesty's Chief Inspector of Education and Training in Wales ("the Inspector") published her *Annual Report for 2010-11* ("the *Annual Report*") on 31 January 2012. It was mainly based on evidence gathered from inspections made during 2010-11, but also provided information from other surveys and reports undertaken during the year.
- 3. In Plenary on 20 March 2012, the Minister for Education and Skills recognised that there were a number of areas in which more work was needed, and characterised the *Annual Report* as illustration that the Welsh education system was "a fair system aiming to be good".
- 4. On 29 March 2012, the Inspector, accompanied by Simon Brown and Meilyr Rowlands, Strategic Directors at Estyn, attended a meeting of the Children and Young People Committee to give evidence on those matters raised in the *Annual Report* which fell within the Committee's purview.
- 5. This report outlines the key themes considered by the Committee, and makes recommendations on areas requiring further work.
- 6. The Committee intends to scrutinise the Inspector annually on her annual reports. In addition, the Committee would welcome periodic updates from the Inspector on the findings of her remit reports.

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¹ ROP, 20 March 2012, Plenary

2. Skills and learners

Literacy

Literacy standards

- 7. The Committee was concerned to hear about the high number of children entering Key Stage 3 with reading ages below their chronological ages. A survey by Estyn of around 50 secondary schools showed that 80 per cent of pupils had reading ages below their chronological ages, with approximately 20 per cent having a reading age below that generally considered to indicate functional literacy.² In contrast, teacher assessments at the end of Key Stage 2 had indicated that only 17 per cent had not achieved the expected levels in reading.³ The Inspector told the Committee that this variance was the result of differing assessment methodologies. She was not convinced of the reliability of the end of Key Stage 2 teacher assessments, the outcomes of which were not consistent with the work undertaken by Estyn to observe teaching and learning in classes, scrutinise pupils' work, and speak directly with pupils.⁴
- 8. The Committee agreed that consistency of assessment was required in order to track pupils' progress effectively, and considered whether an element of external assessment or moderation was required, potentially to be undertaken by local authorities. In Plenary on 20 March 2012, the Minister for Education and Skills said that the National Literacy and Numeracy Framework included provision for annual reading tests which would introduce consistent measures across all primary schools. The Inspector advised that she intends to report next year on these assessments.

Recommendation: In developing annual reading assessments to provide consistency across Key Stages, the Welsh Government should include an element of external assessment or moderation.

² Defined in the *Annual Report* as nine years and six months.

³ Estyn, Annual Report 2010-11, January 2012

⁴ ROP [para 36], 29 March 2012, Children and Young People Committee

⁵ Ibid [para 37]

⁶ ROP, 20 March 2012, Plenary

⁷ ROP [para 96], 29 March 2012, Children and Young People Committee

Embedding literacy

- 9. The Annual Report highlighted concerns about the standard of pupils' written work in nearly a quarter of Foundation Phase settings, and said that in these settings there was insufficient direct teaching of reading and writing.⁸ In particular, there were not enough opportunities to practise reading in outdoor situations.⁹ The Committee heard from the Inspector that in most Foundation Phase settings there was a good balance of skills teaching, and that the new National Literacy and Numeracy Framework might help to address her concerns in relation to those schools which required improvement.¹⁰
- 10. The Committee agreed that teaching basic literacy skills during the Foundation Phase was vital to pupils' on-going development and ability to engage with the broader curriculum, but recognised that progress must be maintained during Key Stages 2 and 3. Supporting this development requires a consistent and systematic approach throughout a pupil's education, managed transitions between tiers of education, and embedding of basic literacy across the whole curriculum and in extra-curricular activities. Estyn told the Committee that:

"we are trying to normalise the process of reading across the whole curriculum so that all teachers are teachers of literacy, and that is being reinforced all the time."

Literacy teaching methodologies

11. The Committee discussed with the Inspector some of the teaching methodologies for basic literacy skills. Estyn does not recommend any one methodology, although the Inspector was clear that at least some element of phonics should always be included within any wider literacy framework. The key factor influencing the success of any particular methodology was parental engagement and involvement. The Inspector referred to a longitudinal study undertaken in London, which had found that the pupils' socio-economic backgrounds had less of an impact on levels of literacy than their parents' level of engagement. Practice was important, but beyond that, parents needed to

⁸ Estyn, Annual Report 2010-11, January 2012

⁹ ROP [para 113], 29 March 2012, Children and Young People Committee

¹⁰ Ibid [para 94]

¹¹ Ibid [para 113]

¹² Ibid [para 109]

understand and engage with the approach that the school was taking to develop their children's literacy. 13

Numeracy

Numeracy standards

- 12. In July 2011 the Inspector published a remit report on *Numeracy for 14 to 19 Year-Olds*, in which she said that GCSE results and international comparisons showed that numeracy performance in Wales was lower than in the other UK nations and below the average for Organisation for Economic Cooperation and Development countries. Numeracy standards were lower than those in English, Welsh, and information and communication technology, and numeracy was not sufficiently embedded across the curriculum.¹⁴
- 13. The Inspector told the Committee that standards in Wales in both numeracy and mathematics were stronger at Key Stage 2 than at Key Stage 3. The shortcomings, including "inadequate recall of basic number facts and a lack of effective strategies for mental or written calculations", were arising because of insufficient time and opportunities to develop, practise and apply basic number skills at Key Stage 2, and insufficient emphasis on teaching effective numeracy strategies and transferrable skills at Key Stage 3.15
- 14. Further to this, while there had been an increase in the quantity of application of number qualifications achieved in the previous five years, the qualifications gained were frequently at too low a level relative to pupils' ability. Learners were not therefore being stretched or challenged, which could have a demotivating effect, and their individual numeracy standards were not improved. 17

Embedding numeracy

15. The Committee asked the Inspector about best practice in the teaching of numeracy, both basic and more advanced, throughout the

¹³ ROP [para 100], 29 March 2012, Children and Young People Committee

¹⁴ Estyn, Numeracy for 14 to 19 Year-Olds, July 2011

¹⁵ Children and Young People Committee, *Scrutiny of Estyn Annual Report 2010-11*, Letter from Ann Keane, Her Majesty's Chief Inspector of Education and Training in Wales, 20 April 2012

¹⁶ Estyn, Numeracy for 14 to 19 Year-Olds, July 2011

¹⁷ Children and Young People Committee, *Scrutiny of Estyn Annual Report 2010-11*, Letter from Ann Keane, Her Majesty's Chief Inspector of Education and Training in Wales, 20 April 2012

education system, and heard that standards of numeracy in primary schools were generally higher and pupils were given opportunities to apply their numeracy skills broadly. However, the majority of secondary schools did not yet have co-ordinated strategies for the development and embedding of pupils' numeracy skills across the curriculum, although many had appointed coordinators to begin this process. The Inspector told the Committee that these initiatives, in most schools, were not yet sufficiently progressed to have had an impact on the standards of numeracy skills.¹⁸

Tracking progress in numeracy

16. Estyn's remit report stated that too few schools tracked the progress of learners in numeracy, even where additional support for numeracy had been provided.¹⁹ The Inspector told the Committee that school tracking systems were important in ensuring that "prior learning is reinforced and unnecessary repetition avoided",²⁰ and that a clear understanding at each level of the strengths and weaknesses of each pupil would assist teachers in giving pupils opportunities to use and develop those skills. This was particularly relevant at Key Stage 4, where numeracy progress of learners was not currently tracked, even in cases where individual pupils had previously received support at earlier Key Stages, with the result that support was not always provided to pupils who might be struggling.²¹

17. While planning for supporting learner transition between Key Stages had improved in recent years, there was still not enough focus on sharing sufficiently high quality information between schools about pupils' levels of numeracy, as the focus was mainly on activities designed to improve progression in mathematics.²²

Recommendation: Local authorities should require schools to effectively share information about pupils' numeracy levels during the transition between Key Stages and ensure on-going support is provided if required.

22 Ibid

¹⁸ Children and Young People Committee, *Scrutiny of Estyn Annual Report 2010-11*, Letter from Ann Keane, Her Majesty's Chief Inspector of Education and Training in Wales, 20 April 2012

¹⁹ Estyn, Numeracy for 14 to 19 Year-Olds, July 2011

²⁰ Children and Young People Committee, *Scrutiny of Estyn Annual Report 2010-11*, Letter from Ann Keane, Her Majesty's Chief Inspector of Education and Training in Wales. 20 April 2012

²¹ Ibid

Skills Framework

- 18. The Inspector's remit report on the *Skills Framework at Key Stage* 2 found that very few schools were using the Skills Framework to plan their curricula or to identify opportunities to develop pupils' skills.²³ In its response to the Inspector's report, the Welsh Government said that it would consider how best to work with schools to address the issues raised, and would introduce a new statutory National Literacy and Numeracy Framework for learners aged 5 to 14.
- 19. The Committee heard that in the Inspector's opinion the new Framework had "the potential to provide schools with a structure to plan the development of pupils' literacy and numeracy skills". ²⁴ However, if the Framework was to fulfil that potential, it would need to be produced in concert with guidance for teachers, exemplification of achievement levels to support teacher understanding of expectations, and guidance for schools on curriculum planning to ensure that Subject Order requirements were matched against the Framework. ²⁵

Recommendation: The new statutory National Literacy and Numeracy Framework should include guidance for teachers and school leaders on ensuring that the teaching of, and opportunities to practise, literacy and numeracy skills are embedded across the curriculum and throughout all Key Stages, and should facilitate the sharing of best practice on embedding literacy and numeracy.

Welsh as a second language

Standards

20. In a letter to the Committee, the Inspector said that although the standard expected of pupils learning Welsh as a second language was set out in the National Curriculum Subject Orders, the variance in the linguistic contexts and backgrounds of individual schools and pupils meant that the only reasonable expectation was that pupils made "continuous progress in using Welsh independently and confidently in an increasing range of less-structured situations". This reflected her oral evidence, during which she told the Committee that the Welsh as

²³ Estyn, The Skills Framework at Key Stage 2, July 2011

²⁴ Children and Young People Committee, *Scrutiny of Estyn Annual Report 2010-11*, Letter from Ann Keane, Her Majesty's Chief Inspector of Education and Training in Wales. 20 April 2012

²⁵ Ibid

²⁶ Ibid

a Second Language GCSE short course could not be expected to produce bilingual children. She also had doubts about whether bilingualism could be achieved through the full GCSE course, and told the Committee that only children attending Welsh-medium schools were likely to be fully bilingual when leaving school.²⁷

21. The Annual Report noted that in 2010-11 approximately half of pupils attending English-medium primary schools achieved the expected level in Welsh as a second language by the end of Key Stage 2 and two-thirds of Key Stage 3 pupils achieved the expected level. While representing an improvement on previous years' outcomes, the standards at Key Stages 2 and 3 remained lower than that for all other subjects. The gender attainment gap was also wider than for other subjects.²⁸ The Committee noted that there had been a downward trend in the number of pupils taking the full Welsh as a Second Language GCSE course, and a corresponding downward trend in the number of pupils taking any course leading to Key Stage 4 qualifications in Welsh.²⁹

Welsh in English-medium schools

- 22. In Estyn's view, a contributory factor was the limited opportunity for pupils attending English-medium schools to use and improve their Welsh outside of formal Welsh lessons. Under the new inspection framework, the Welsh-medium experiences of pupils attending English-medium schools were now being inspected. In her evidence to the Committee, the Inspector spoke about the need for school leaders to do more to embed the use of the Welsh language within English-medium schools, for example in assemblies, extra-curricular activities, and as part of activities in other subjects, to enhance children's sense of being part of a bilingual society.³⁰
- 23. The Inspector told the Committee that Estyn had identified a number of issues about the way in which Welsh was being taught as a second language, including:

"limited evidence of innovative approaches in relation to provision and teaching [...] Opportunities for pupils to use Welsh orally beyond their Welsh lessons are limited, especially

²⁷ ROP [para 152], 29 March 2012, Children and Young People Committee

²⁸ Estyn, Annual Report 2010-11, January 2012

²⁹ ROP [para 152], 29 March 2012, Children and Young People Committee

³⁰ Ibid [para 154]

in secondary schools. Even in communities where there are Welsh speakers, schools do not provide pupils with planned opportunities to engage with them and to practice using Welsh "31"

Recommendation: The Welsh Government should work with local authorities, regional consortia and schools to ensure that sufficient opportunities are available for pupils attending Englishmedium schools to use Welsh outside of their formal Welsh lessons.

24. The Committee noted that there was variation in the success of teaching Welsh as a second language across schools, but was concerned to hear that this was partly due to the difficulties of finding teachers of Welsh as a second language who were competent and willing, or with sufficient expertise in the language.³² In order to improve the confidence and knowledge of teachers, the Inspector told the Committee that greater encouragement was needed to engage with professional development opportunities to use and teach Welsh. This was in line with the recommendation of the Third Assembly Enterprise and Learning Committee that the Welsh Government should "commission research into the actions taken by schools to encourage teachers to enrol onto Welsh medium courses".33 The Welsh Government responded positively to the recommendation and highlighted a range of initiatives which were in place or being piloted in order to "minimise the barriers to access by teachers and other school staff".34

Recommendation: The Welsh Government should work with local authorities, regional consortia and schools to continue to provide, and encourage teachers to take up, professional development opportunities to improve confidence in using and teaching Welsh.

³¹ Children and Young People Committee, Scrutiny of Estyn Annual Report 2010-11, Letter from Ann Keane, Her Majesty's Chief Inspector of Education and Training in Wales, 20 April 2012

³² ROP [para 153], 29 March 2012, Children and Young People Committee

³³ Enterprise and Learning Committee, *The Teaching and Acquisition of Welsh as a Second Language*, September 2010

³⁴ Welsh Government, Written Response to the Enterprise and Learning Committee Inquiry into The Teaching and Acquisition of Welsh as a Second Language, November 2010

Individual learners' needs

Gender

- 25. The *Annual Report* showed that girls continued to perform better than boys at all Key Stages. In 2010-11, the gap between girls and boys reaching the expected level in all core subjects was about eight percentage points for both seven and 11-year-olds. This gap increased to more than 10 percentage points for 14-year-olds.³⁵ The Committee heard from the Inspector that this is a reflection of international patterns, and not a uniquely Welsh issue.³⁶
- 26. The Inspector told the Committee that studies had shown that where initiatives were put in place which successfully addressed boys' underperformance, they tended to have an equally improving effect on girls' performance. Both genders therefore performed at a higher level than previously, but the gender gap remained.³⁷
- 27. Meilyr Rowlands, Strategic Director at Estyn, told the Committee that the most effective initiatives for raising boys' performance tended to be those which focused on individualised learning pathways to address the particular needs of each child.³⁸ This was consistent with the Committee's view that while research had shown that, in general, boys responded well to a more active learning environment, such as that available through the Foundation Phase, it was not desirable to over-generalise in terms of different approaches for different genders, or to conflate social conditioning with potentially innate differences.³⁹ Instead, the Committee believed that it was more effective to focus on particular needs of individual children, particularly where there might be special educational needs, socio-economic factors, or underperformance in basic skills.

More able and talented pupils

28. The Committee heard that Estyn had found that secondary schools tended to be better at supporting lower ability children rather than those who were more able. 40 In the best schools, where individualised learning approaches were promoted, the more able or

³⁵ Estyn, Annual Report 2010-11, January 2012

³⁶ ROP [para 40], 29 March 2012, Children and Young People Committee

³⁷ Ibid [para 43]

³⁸ Ibid [para 46]

³⁹ Ibid [paras 52-60]

⁴⁰ Ibid [para 106]

talented pupils "benefit significantly, particularly from having control over how and what they learn". The *Annual Report* highlighted that, in the main, primary schools were not doing enough to identify more able and talented pupils adequately, or to challenge or stretch them. In its remit report on this issue Estyn was critical of the extent to which schools actively sought to ensure that more able pupils from disadvantaged backgrounds received specific support to overcome the barriers to their learning. The effect of this was exacerbated by variance in the support provided by local authorities, and minimal use of data to monitor the progress of more able and talented pupils throughout the course of their education. 42

29. Estyn had made a number of recommendations on how support could be more effectively provided to more able and talented learners by primary schools and local authorities in its remit report on *Supporting More Able and Talented Pupils in Primary Schools*. ⁴³ The Committee endorsed these recommendations.

Disadvantaged learners

Foundation Phase

30. Evidence in the *Effective Provision of Pre-School Education Project Report* has shown that the impact of disadvantage is identifiable by the age of two, but that this gap can be closed through properly integrated nursery education.⁴⁴ The Inspector told the Committee that she thought that the Welsh Government's Flying Start programme⁴⁵ and the Foundation Phase were having a positive impact, both by instilling in disadvantaged children "the values, ethos and ambition of education", and by embedding basic literacy early to ensure that children do not fall behind. In particular, the Foundation Phase was helping to increase the levels of confidence, independence and resilience of children of all aptitudes and abilities.⁴⁶

⁴² Estyn, Supporting More Able and Talented Pupils in Primary Schools, July 2011

⁴¹ Estyn, Annual Report 2010-11, January 2012

⁴³ Children and Young People Committee, Scrutiny of Estyn Annual Report 2010-11, Letter from Ann Keane, Her Majesty's Chief Inspector of Education and Training in Wales, 20 April 2012

⁴⁴ Institute of Education, EPPE Project, Effective Pre-School Education, 2004

⁴⁵ Responsibility for inspecting or evaluating the Flying Start programme is not within Estyn's remit.

⁴⁶ ROP [para 149], 29 March 2012, Children and Young People Committee

Community engagement

- 31. In a remit report in 2011, Estyn considered approaches to tackling poverty and disadvantage, focusing particularly on the effectiveness of partnership approaches and community-focused schooling. The report found that schools could work effectively with the community to tackle the effects of poverty of aspiration and cultural disadvantage, but that there was limited training available to school leaders to support this, and minimal sharing of best practice. In addition, local authorities were not doing enough to practically support schools to work with their local communities or services to tackle disadvantage, and in too many cases different tracking systems were used by different services to monitor the progress of disadvantaged learners, with poor sharing of information with schools and across services.⁴⁷
- 32. Community engagement can have a positive impact on the education of disadvantaged learners. For example, extensive out-of-school-hours provision can increase the likelihood that disadvantaged learners will benefit from a wider range of cultural, sporting and other learning experiences. Schools can also take learners out into the community, or invite representatives from the local area into the school to contribute to learning experiences.⁴⁸
- 33. Many schools see themselves as being community-focused, but the term means different things for different schools. There are examples of good practice in disadvantaged areas where schools have identified local challenges and worked with the community, but not enough schools were able to evidence how community initiatives were positively impacting on standards and attainment.⁴⁹ In the areas of good practice there was understanding between school leaders and management about the link between wellbeing and standards, and about the need to work with communities and local services to respond to poverty of aspiration or particular disadvantages in order to help learners to feel safe and confident, and therefore learn effectively.⁵⁰

⁴⁷ Estyn, Tackling Poverty and Disadvantage in Schools, July 2011

⁴⁸ Children and Young People Committee, *Scrutiny of Estyn Annual Report 2010-11*, Letter from Ann Keane, Her Majesty's Chief Inspector of Education and Training in Wales. 20 April 2012

⁴⁹ Ibid

⁵⁰ Ibid

- 34. The Welsh Government's response to Estyn's remit report highlighted the funding provided through the School Effectiveness Grant to reduce the impact of poverty on learners' educational achievements. To be eligible for the grant, schools must become more community-focused, and had to demonstrate how they were improving the learning and wellbeing of disadvantaged learners by recognising the particular needs of local communities and maximising the use of the resources within them. Additionally, the Pupil Deprivation Grant is available to help pupils from disadvantaged backgrounds reach their potential and maximise their contribution to society and the economy. The Minister for Education and Skills stated in Plenary on 20 March 2012 that he would be making guidance available to schools on how this grant should be used. 52
- 35. However, the latest Welsh Government statistics on academic achievement showed that there was an attainment gap between pupils eligible for free school meals and their non-eligible counterparts at all Key Stages and in all performance measures, indicating that more had to be done in this area.⁵³

Parental engagement

- 36. The Inspector told the Committee that "closer links between home and school have a significant impact on learners' wellbeing". ⁵⁴ However Estyn's remit report on *Tackling Poverty and Disadvantage in Schools* found that most schools identified engaging parents as the biggest challenge in tackling the underachievement of disadvantaged learners. ⁵⁵ In general, schools were aware of the range of issues faced by their pupils and their families, but a "significant minority do not employ a broad enough range of strategies to engage parents". ⁵⁶
- 37. Where parental engagement was working successfully, schools were using a number of methods to communicate with parents and

⁵¹ Welsh Government, Response to Estyn's Report on Tackling Child Poverty and Disadvantage in Schools, July 2011

⁵² ROP, 20 March 2012, Plenary

⁵³ Welsh Government, Statistical Bulletin SB 22/2012, Achievement and Entitlement to Free School Meals in Wales, 2011, March 2012

⁵⁴ Children and Young People Committee, Scrutiny of Estyn Annual Report 2010-11, Letter from Ann Keane, Her Majesty's Chief Inspector of Education and Training in Wales, 20 April 2012

⁵⁵ Estyn, Tackling Poverty and Disadvantage in Schools, July 2011

⁵⁶ Children and Young People Committee, Scrutiny of Estyn Annual Report 2010-11, Letter from Ann Keane, Her Majesty's Chief Inspector of Education and Training in Wales, 20 April 2012

carers, but the most effective means was to work with them face-to-face to address the barriers to learning which their children were experiencing. The Inspector told the Committee that, in addition, the most effective schools were evaluating the impact that their engagement work, for example, fostering inter-generational learning, was having on learners' outcomes and wellbeing.⁵⁷

Recommendation: Schools and local authorities should work in partnership to develop and share best practice on community and parental engagement, particularly with regard to supporting learners experiencing poverty or disadvantage, and evaluate the impact on standards and pupil outcomes.

Attendance

- 38. The *Annual Report* showed that primary school attendance rates had changed very little over the last six years. Secondary school attendance rates had improved slightly compared with those of the previous year. Attendance rates remained lower than in England, although boys' attendance rates were better than those of girls.⁵⁸ This variation was likely to be attributable to gender related health patterns.⁵⁹
- 39. The Inspector said in her report that there was a clear correlation between a high absence rate and low standards in the schools that were inspected, and that attendance was worse in areas of social and economic disadvantage. The causal relationship was not clear, but the Inspector's view was that:

"it is most likely that both factors mutually reinforce each other, so that underachievement in school discourages attendance, and poor attendance in turn has a negative effect on standards." 61

⁵⁷ Children and Young People Committee, *Scrutiny of Estyn Annual Report 2010-11*, Letter from Ann Keane, Her Majesty's Chief Inspector of Education and Training in Wales, 20 April 2012

⁵⁸ Estyn, Annual Report 2010-11, January 2012

⁵⁹ Children and Young People Committee, *Scrutiny of Estyn Annual Report 2010-11*, Letter from Ann Keane, Her Majesty's Chief Inspector of Education and Training in Wales, 20 April 2012

⁶⁰ Estyn, Annual Report 2010-11, January 2012

⁶¹ Children and Young People Committee, *Scrutiny of Estyn Annual Report 2010-11*, Letter from Ann Keane, Her Majesty's Chief Inspector of Education and Training in Wales, 20 April 2012

- 40. Both schools and local authorities have a role in tackling this issue by raising standards through improving teaching and curricula, and by improving attendance. The Committee heard that there was significant variation across local authorities in Wales in terms of the effectiveness of work to improve attendance, and that there was also variation in the effectiveness at primary and secondary school levels. 62
- 41. Good practice had been identified in some local authorities. including partnership working with relevant agencies, electronic registration in primary schools, appropriate use of legal powers where necessary, and development of policy and guidance documents which clearly delineated the responsibilities of the partners involved. 63 This good practice was not, however, universally adopted.

Recommendation: Estyn should actively facilitate the sharing of best practice on the improvement of attendance rates between local authorities and schools.

Gypsy and Traveller children

42. The Committee was concerned to note that Welsh Government statistics published on 28 March 2012 showed Gypsy and Traveller pupils to have the lowest attainment level of any group of learners at all Key Stages. 64 The two main factors for this, in the Inspector's view, were attitudes to education in the Gypsy and Traveller communities, and a need for schools to do more to acknowledge the communities' culture and values in ways which reduce stigma, and the occurrence of bullying or prejudice. 65 The Inspector told the Committee that some schools were reluctant to actively promote Gypsy and Traveller culture as a part of the curriculum in case it increased prejudice. 66 One Committee member had recently met a group of Gypsy and Traveller children to talk about the issues of concern to them, and told the Committee that their main worry was about racism. 67

63 Ibid

⁶² Children and Young People Committee, Scrutiny of Estyn Annual Report 2010-11, Letter from Ann Keane, Her Majesty's Chief Inspector of Education and Training in Wales, 20 April 2012

⁶⁴ Welsh Government, Statistical Bulletin SB 27/2012, Academic Achievement by Pupil Characteristics, March 2012

⁶⁵ ROP [para 157], 29 March 2012, Children and Young People Committee

⁶⁶ Children and Young People Committee, Scrutiny of Estyn Annual Report 2010-11, Letter from Ann Keane, Her Majesty's Chief Inspector of Education and Training in Wales, 20 April 2012

⁶⁷ ROP [para 158], 29 March 2012, Children and Young People Committee

- 43. The Inspector told the Committee that while some local authorities were putting significant focus and resources into improving their approaches to the needs of Gypsy and Traveller children, and there were examples of good practice, this was not universal and there had been minimal impact so far. In some schools in Swansea, for example, pupils were being encouraged to learn positively about Gypsy and Traveller culture, in order to reduce the likelihood of racist attitudes or bullying behaviours.⁶⁸
- 44. More could also be done to acknowledge the culture, traditions and values of Gypsy and Traveller communities, and to recognise the barriers that exist for them,⁶⁹ for example, by providing homework to pupils when they are travelling, by having mechanisms for gauging the views of Gypsy and Traveller pupils, or by working with Gypsy and Traveller pupils and families to increase the value placed on education.⁷⁰ The Inspector acknowledged that in some cases the actions of local authority staff were beginning to improve attendance rates, for example, by establishing good working relationships with Gypsy and Traveller parents, having a designated member of staff as a point of contact, or joint working with other local services to take account of individual pupils' needs, but despite this, overall attendance rates remained too low.⁷¹
- 45. The current funding arrangement for Gypsy and Traveller education was having a negative impact. The Education of Gypsy Children and Traveller Children grant is allocated to local authorities based on the numbers of pupils in each authority area, as supplied by the Gypsy and Traveller Coordinator. However, no account is taken of the greater needs of secondary age pupils.⁷²

Recommendation: The Welsh Government, in the allocation of the Education of Gypsy Children and Traveller Children grant, should take into account the particular needs of children at different Key Stages, and should weight its distribution accordingly.

⁶⁸ ROP [para 159], 29 March 2012, Children and Young People Committee

⁶⁹ Ibid [para 157]

⁷⁰ Children and Young People Committee, Scrutiny of Estyn Annual Report 2010-11, Letter from Ann Keane, Her Majesty's Chief Inspector of Education and Training in Wales. 20 April 2012

⁷¹ Ibid

⁷² Ibid

3. Performance and standards

Pupils

Key Stages 1, 2 and 3

46. Assessments of pupil performance in 2010-11 showed improvements on previous years in the percentage of pupils achieving the expected levels in the core subjects (English or Welsh first language, mathematics and science) at all Key Stages. There had also been an increase in the percentage of pupils at each Key Stage achieving higher than expected levels, although numbers remained relatively low.⁷³

Key Stage 4

47. External examination results for pupils at the end of Key Stage 4 had improved in 2010-11, with an increase of nearly four percentage points on the previous year in learners achieving the level 2 threshold. However, the Inspector reiterated concerns set out in her last annual report that the gap between the proportion of pupils achieving the level 2 threshold, and those who also achieved level two qualifications in English or Welsh first language and mathematics was widening. The result was that "there remain too many learners who do not gain qualifications in these priority areas".⁷⁴

Teachers

Teaching standards and performance management

48. The Inspector recognised that:

"in-school variation in standards and in the quality of teaching and learning is a common feature in most schools"; and

"even where a school is judged 'good' overall, there are often individual lessons or departments where the quality of teaching is poor."⁷⁵

75 Ibid

⁷³ Estyn, Annual Report 2010-11, January 2012

⁷⁴ Ibid

- 49. As part of inspections, inspectors observe classes and engage in "professional dialogue" with teachers. Inspectors have found that this encourages self-evaluation, and have identified the most important factors in improving teaching standards as openness, willingness to improve and a lack of defensiveness about current practice. In particular, peer-evaluation observation and information sharing between teachers within the same departments or schools can be effective in building capacity and improving standards within a school. The Inspector told the Committee that Estyn had recently arranged four, oversubscribed, conferences on approaches to teaching literacy in schools, demonstrating the general willingness among teachers to improve their approaches, and to share and learn from best practice.
- 50. The Inspector told the Committee that learning and improvement were most effective, and teachers were most responsive to new practices, when they had been a part of the development process. In addition, professional learning communities could be a useful tool to build capacity and skills within the teaching profession, and school leaders should encourage their teachers to engage with such communities. ⁷⁹
- 51. Head teachers have an important leadership role in establishing and maintaining a robust performance management system, which takes into account the competence and needs of the teachers within a school and how performance standards can be improved.⁸⁰ The Minister for Education and Skills said in Plenary on 20 March 2012 that he was working with stakeholders to develop guidance on changes to performance management systems, and was making improvements to the induction available to new teachers.⁸¹

Recommendation: The Welsh Government's guidance on teacher performance management should encourage self-evaluation and peer evaluation as mechanisms for building teacher capacity and improving the consistency of standards within schools.

⁷⁶ ROP [para 83], 29 March 2012, Children and Young People Committee

⁷⁷ Ibid [para 29]

⁷⁸ Ibid [para 84]

⁷⁹ Ibid [para 86]

⁸⁰ Ibid [para 86]

⁸¹ ROP, 20 March 2012, Plenary

Masters qualification for newly qualified teachers

52. The Inspector told the Committee that she welcomed the new Masters qualification for teachers, which will be introduced from September 2012, and that the fields included within the course reflected the areas which she had highlighted in her annual report for 2009-10. In particular, she had highlighted the importance of covering the teaching of literacy, and how to deal with children within mixed-ability classes who might have additional needs.⁸²

Leadership

- 53. Effective leadership is essential to improving standards and education provision. The Committee heard that "if leadership is not strong, even where there are good teachers, good practice is not necessarily sustainable over time".⁸³ While there were examples of strong and effective leadership at all tiers in the education system, inspection outcomes have shown that there was also scope for improvements within all tiers.⁸⁴ Good practice tended to result where school leaders were willing to support a continuing journey of improvement, making good use of the data available to them.⁸⁵ For example, Estyn told the Committee about the significant improvements in performance which Denbighshire County Council had achieved through strong leadership and an aligned vision and approach. The culture created by the Council leader, lead cabinet member, Chief Executive, and director of education had spread to the schools within the local authority.⁸⁶
- 54. The role of school leaders is to set "expectations, ethos, whole-school systems, [and] performance management". Effective leadership ensures that good practice is shared throughout a school, and that teachers share a common understanding. The Committee agreed with the Inspector that it was essential for leadership to "focus on the core business of schools and providers to deliver high-quality teaching and learning". Estyn's website includes a number of case

⁸² ROP [para 90], 29 March 2012, Children and Young People Committee

⁸³ Ibid [para 63]

⁸⁴ Ibid [para 63]

⁸⁵ Ibid [para 75]

⁸⁶ Ibid [para 124]

⁸⁷ Ibid [para 63]

⁸⁸ Ibid [para 63]

studies and examples of best practice, but more work is needed to increase leadership capacity throughout Wales.⁸⁹

Head teachers

- 55. School leaders have a responsibility to encourage and set an example of openness and willingness to learn, to take a holistic view of their schools, and to drive continuous improvement amongst their staff, including by use of innovative learning and development methods such as staff exchanges.⁹⁰
- 56. The Committee discussed the importance of robust performance management, and the need to address underperformance where it existed. The Inspector was clear that this does not necessarily require classroom observation, but instead a more sophisticated monitoring system which looked at cross-departmental performance and at the progress of groups of pupils, for example, those from disadvantaged backgrounds, and allowed head teachers to identify where teachers or departments could share lessons learned and best practice.⁹¹

School governors

- 57. During inspections, Estyn inspectors meet school governors, and consider their decision-making, use of data, and their role in performance management. In a report in 2009, the Enterprise and Learning Committee found that in almost one third of schools there were shortcomings in governors' monitoring of the quality of education provision, and recommended that obligatory training should be considered. In its response to the report, the Welsh Government recognised the importance of training in improving standards, but said that any introduction of compulsory training would require careful consideration.
- 58. The Committee was concerned to hear that the position in 2010-11 was that:

"in around a quarter of schools, while governors may be well informed about many aspects of school life, they generally have

⁹² Enterprise and Learning Committee, *The Role of School Governors*, July 2009

⁸⁹ ROP [para 69], 29 March 2012, Children and Young People Committee

⁹⁰ Ibid [para 85]

⁹¹ Ibid [para 92]

⁹³ Welsh Government, Written Response to the Enterprise and Learning Committee's Report on 'The Role of School Governors' by Jane Hutt AM, Minister for Children, Education, Lifelong Learning and Skills, September 2009

limited knowledge of the school's performance data or do not make comparisons with outcomes in similar schools, and rarely challenge or hold leaders to account". 94

59. The Education (Wales) Measure 2011 included a provision for mandatory training for school governors. The Inspector told the Committee that such training could have a positive impact on governor performance, and should focus on data analysis and challenging underperformance. This should help to alleviate the issue highlighted in the *Annual Report* that:

"in too many cases, head teachers present school performance data and other contextual information in a way that hides the real issues."

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60. There are examples of governor leadership good practice in Wales, for example Ysgol Emmanuel in Rhyl, where individual governors take portfolio responsibility for particular elements or functions within the school. The Inspector told the Committee that close working between governors and teachers enabled a school to identify and respond to its challenges, and make progress along a continuous "journey of improvement".98

Recommendation: The Welsh Government should work with Estyn to develop and deliver effective training for school governors, which focuses on leadership, challenge, support and data analysis and use.

Local education authorities

61. On 29 March the Inspector updated the Committee on Estyn's inspections of local authorities. As at that date, four had been rated as 'good', four as 'adequate' and three as 'inadequate'. These results reflected a tightening in Estyn's expectations under the new inspection arrangements, but also highlighted the need for local authorities to know their schools better, and to focus more on how their processes and approaches were impacting on pupils' performance and outcomes. Key areas identified as requiring improvement included the

⁹⁴ Estyn, Annual Report 2010-11, January 2012

⁹⁵ Education (Wales) Measure 2011

⁹⁶ ROP [para 74], 29 March 2012, Children and Young People Committee

⁹⁷ Estyn, Annual Report 2010-11, January 2012

⁹⁸ ROP [para 75], 29 March 2012, Children and Young People Committee

development of teacher capacity, and ensuring that school leadership teams were consistent and robust in their expectations.⁹⁹

- 62. Under the new inspection arrangements, a greater emphasis was being placed on self-evaluation and peer review, and more senior local government officials were becoming involved in the process. This reflected the higher priority being placed on education by local authorities, and meant that lessons learned and good practice sharing were being more effectively disseminated. However, there was variance in the accuracy of self-evaluations when considered against Estyn's own findings. The Committee was interested to note that there was a degree of correlation between those schools which required follow-up inspections, and those whose local authority's evaluations of them differed significantly from Estyn's evaluations. However, there was a degree of correlation between those schools which required follow-up inspections, and those whose local authority's evaluations of
- 63. The Committee discussed with the Inspector the role that local authority elected members should play in the provision of leadership within education, and noted that the scrutiny of education by local authorities was one of the areas identified by Estyn as requiring improvement. Simon Brown, Strategic Director at Estyn, said that their role was to challenge performance, but that in some cases insufficient data was made available to allow this to be carried out effectively. The Committee welcomed the discussions on-going between Estyn and the Welsh Government to provide training to lead executive members with responsibility for education and for the chairs of local authorities' education scrutiny committees.

Recommendation: The Welsh Government, Welsh Local Government Association and Estyn should work together to develop and deliver training for education cabinet leads and chairs of education scrutiny committees, focusing on effective use of data and robust scrutiny.

Regional consortia

64. To an extent, the concerns which the Inspector outlined to the Committee about the knowledge local authorities have of their schools and the leadership and challenge provided by elected members may

⁹⁹ ROP [paras 121-123], 29 March 2012, Children and Young People Committee

¹⁰⁰ Ibid [para 128]

¹⁰¹ Ibid [paras 125-127]

¹⁰² Ibid [para 79]

¹⁰³ Ibid [para 79]

¹⁰⁴ Ibid [para 80]

stem from the variance in capacity across local authorities in Wales. Estyn highlighted the different size of local authorities, and said that in some cases authorities were having to draw in capacity from neighbouring local authorities in order to address the education issues and challenges in their areas. Estyn anticipated that this capacity issue should begin to be addressed by the introduction of the regional consortia from September 2012, as there would be more scope for pooling resources, recognising school performance, and taking steps to address any inadequacies.¹⁰⁵

65. The Inspector outlined to the Committee the inspection arrangements for the next year, during which Estyn would complete its duty to inspect every local authority in Wales within six years, and for the following three years, during which inspections of the consortia would take place. The Committee recognised that the variance in the operation of the shadow consortia might be due to the different stages of development of each, but stressed that the formalised collaboration of functions, whilst statutory responsibilities remained at local authority level, must ensure an improvement in standards, and not risk introducing unnecessary complication or a dilution of scrutiny and oversight.¹⁰⁶

66. While the regional consortia are not in operation until September 2012, the Committee was pleased to hear that a strong focus on leadership was already being developed and was encouraged to hear from the Inspector about the work of the South West and Mid Wales Consortium to establish a cross-authority network to facilitate challenge and learning.¹⁰⁷ Experienced head teachers were being designated as system leaders who would offer support to schools across the system. It was hoped that this would improve capacity building in schools which had previously been more resistant to engaging with leadership development.¹⁰⁸

Recommendation: The Welsh Government and Estyn should ensure that the scrutiny of the regional consortia is sufficiently robust, and that new arrangements improve standards and pupil outcomes without introducing unnecessary complication.

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¹⁰⁵ ROP [paras 128-135], 29 March 2012, Children and Young People Committee

¹⁰⁶ Ibid [paras 136-142]

¹⁰⁷ Ibid [para 134]

¹⁰⁸ Ibid [para 69]

4. Inspection framework

Revised inspection framework

- 67. In September 2010, Estyn introduced a new framework for inspecting education and training providers, which increased the emphasis on self-evaluation and the way in which schools and providers deliver skills-based learning. Key features of the new framework included:
 - greater in-house control and leadership of inspections;
 - capacity building and increased credibility of inspections through self-evaluation and robust peer review;
 - questionnaires of learners and their parents about their experiences of education;
 - improved accessibility of reports and more precise terminology to describe inspection results;
 - shorter notice periods and proportionate interventions based on previous inspection results; and
 - focus on skills rather than subjects, and on the performance of particular groups of learners.¹⁰⁹
- 68. At the outset it had been agreed that a mid-cycle review would be undertaken with stakeholders to ensure that any new Welsh Government policies and initiatives were taken into account. The Inspector told the Committee that initial feedback on the new framework had been positive and that parental engagement with the process was increasing. She believed that by focusing on the development and embedding of transferable skills, such as literacy and numeracy at basic and higher-order levels, across the curriculum, the framework had begun to have a positive impact on school standards.

¹⁰⁹ ROP [paras 10-16], 29 March 2012, Children and Young People Committee

¹¹⁰ Ibid [para 23]

¹¹¹ Ibid [para 29]

Inspection notice periods

69. The Committee welcomed the shorter notice periods for inspections, and recognised that this represented a continuing trend. In a letter to the Chair, the Inspector said:

"It would be consistent with this trend of reducing the notice period to consult on reducing the notice period further or having spot inspections for the next cycle."¹¹²

- 70. The Inspector advised that an independent consultation on inspection methodology had been carried out by CRG Research and the Cardiff School of Social Sciences, including initial consultation on notice periods. Pilot spot inspections have been trialled in England by Ofsted, and the Committee was pleased to hear that Estyn had been in close contact with Ofsted to monitor the outcomes from the trial.
- 71. The Inspector advised the Committee that the constraints on the scheduling of inspections (a 20 day notice period and the requirement to inspect every school within six years of the previous inspection), are determined by regulations. Amendments to these regulations, which could have the effect of making it more difficult for schools to anticipate the year or term of their next inspection, would require consultation, and, if there were a consensus that change was required, Estyn and the Welsh Government would need to work together to identify changes to the relevant regulations.

Recommendation: Estyn should consult on the requirement to inspect every school within six years of its previous inspection and on the notice period required before inspections, with a view to enabling unannounced inspections when appropriate.

Wellbeing and sun protection

72. The new inspection framework included for the first time a strand considering wellbeing. In March 2012 the Committee undertook a short inquiry into sun protection policies in schools. Its report, published in May 2012, recommended that schools should be required to have a document which set out their approach to a range of environmental factors, including sun, and that monitoring and good

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¹¹² Children and Young People Committee, *Scrutiny of Estyn Annual Report 2010-11*, Letter from Ann Keane, Her Majesty's Chief Inspector of Education and Training in Wales, 20 April 2012

¹¹³ Education (School Inspection) (Wales) Regulations 2006

practice sharing should be undertaken through an existing mechanism such as the inspection framework.¹¹⁴ The Inspector said that as part of the process of review and refinement of the framework it would be possible for Estyn to include consideration of environmental factor protection policies as part of the wellbeing inspection framework, alongside other healthy living and welfare issues.¹¹⁵

Recommendation: Estyn should include, in the Wellbeing strand of its inspection framework and in its guidance to its inspectors, the need to consider whether schools have policies on their approaches to protection from range of environmental factors, including the sun.

Pupil and parent perspectives

73. The Committee was interested in the questionnaires undertaken to assess pupils' and parents' experiences of education, and noted that while there was a significant variation in the response rate among pupils and parents across all of the school tiers, there was no correlation between response rates and any particular groups.¹¹⁶ The Inspector told the Committee that:

"most schools are judged to have an inclusive ethos and arrangements for care and support are generally good. Most pupils are happy and enjoy going to school. Generally pupils feel safe and have good relationships with teachers and other adults. They feel they have greater opportunities to impact on decision-making."117

74. In addition, the broader range of courses available for learners aged 14 to 19 was helping to engage some young people who might have been disaffected in the past, and, perhaps as a result, very few young people were leaving school without recognised qualifications. Increased use of the Essential Skills Wales qualifications to accredit learning at an early stage within Key Stage 3 was also improving motivation and providing a sense of achievement.¹¹⁸

¹¹⁴ Children and Young People Committee, *Inquiry into School Sun Protection Policy*, May 2012

¹¹⁵ ROP [para 116], 29 March 2012, Children and Young People Committee

Children and Young People Committee, *Scrutiny of Estyn Annual Report 2010-11*, Letter from Ann Keane, Her Majesty's Chief Inspector of Education and Training in Wales. 20 April 2012

¹¹⁷ Ibid

¹¹⁸ Ibid

Annex A - Witnesses

The following witnesses provided oral evidence to the Committee on the date noted below. Transcripts of the oral evidence session can be viewed in full at

http://www.senedd.assemblywales.org/mglssueHistoryHome.aspx?lld= 1305

29 March 2012

Ann Keane Estyn

Simon Brown Estyn

Meilyr Rowlands Estyn

Annex B - List of written evidence

The following organisation provided written evidence to the Committee. All written evidence can be viewed in full at http://www.senedd.assemblywales.org/ielssueDetails.aspx?lld=3172&Opt=3

Organisation Reference

Her Majesty's Inspectorate of Education CYP(4)-11-12 Paper 1 and Training for Wales (Estyn)