

# Report on the Teachers' Professional Learning and Education inquiry

December 2017



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# Report on the Teachers' Professional Learning and Education inquiry

December 2017



## About the Committee

The Committee was established on 28 June 2016 to examine legislation and hold the Welsh Government to account by scrutinising its expenditure, administration and policy matters, encompassing (but not restricted to): the education, health and well-being of the children and young people of Wales, including their social care.

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### Committee Chair:



**Lynne Neagle AM**

Welsh Labour  
Torfaen

### Current Committee membership:



**Michelle Brown AM**

UKIP Wales  
North Wales



**Hefin David AM**

Welsh Labour  
Caerphilly



**John Griffiths AM**

Welsh Labour  
Newport East



**Llyr Gruffydd AM**

Plaid Cymru  
North Wales



**Darren Millar AM**

Welsh Conservative  
Clwyd West



**Julie Morgan AM**

Welsh Labour  
Cardiff North



**Mark Reckless AM**

Welsh Conservative  
South Wales East

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The following Member was also a member of the Committee during this inquiry



**Mohammad Asghar AM**

Welsh Conservative  
South Wales East

The following Member attended as a substitute during the course of this inquiry:



**Andrew RT Davies AM**

Welsh Conservative  
South Wales Central

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## Executive Summary / Chair's Foreword

From primary schools through to our higher education institutions, the education system in Wales is going through radical change, which will have a huge impact on both learners and the education profession. As the new curriculum is developed and implemented, it is essential that the teaching workforce receives the training and development it needs to meet the demands that the forthcoming changes will bring.

The vital role that teachers play can often be overshadowed by news items of the day, whether that is PISA and GCSE results or the latest school banding. But behind the headlines is a body of individuals who are dedicated to educating our future generations. It is clear urgent action is required to give our teaching professionals every opportunity to thrive through their careers, creating cultures of personal development, and returning esteem to a profession which so vitally needs it.

Recruitment of new teachers and retaining them in the profession is of critical importance to ensuring we meet our ambition to create a well skilled and educated nation. The number of teachers looking to leave the profession is therefore of huge concern, especially when considered against current figures that show that intake targets for new teachers are being repeatedly missed. Whether this is as a result of the perceptions of a career in teaching being at a low or because of perceived workload burdens, the need for strong leadership and action from the Welsh Government and our teaching leaders in Wales is clear.

Above all, however, is the absolute need to ensure that the quality of teaching in Wales is of the highest order, and continues to be in the future. Earlier this year, in a statement to the Assembly on educational leadership the Cabinet Secretary for Education reiterated her belief that:

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“...the quality of our education system cannot exceed the quality of our teachers.”

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The Chief Inspector of Education and Training in Wales, in his Annual Report 2015-16 emphasised that:

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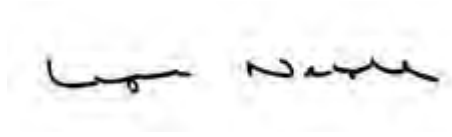
“The most important factor in how well learners develop and learn is the quality of teaching.”

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We must therefore ensure that we do all we can to provide the profession with the tools it needs to ensure that quality of teaching. We recognise the vital importance of good initial teacher education for the future of our young people. We also recognise the impact that ongoing opportunities for personal development have for teachers “on the job”.

The Committee received wide ranging written and oral evidence, and I was delighted to see 837 submissions to our online survey aimed at education practitioners. On behalf of the Children, Young People and Education Committee, I would like to thank the professionals and organisations who willingly gave up their time to shape the course of this inquiry. The expertise and invaluable advice we

have received has helped us to forge what we hope are practical and useful recommendations. The Committee will continue to scrutinise the work of the Welsh Government and provide constructive and meaningful recommendations, to help ensure that the ongoing changes to education in Wales are a success.

A handwritten signature in black ink, appearing to read 'Lynne Neagle', is centered on the page. The signature is written in a cursive style with a horizontal line underneath.

Lynne Neagle AM  
Chair of the Children, Young People and Education Committee



## Recommendations and Conclusions

**Recommendation 1.** The Cabinet Secretary should undertake work as a matter of urgency to ensure that the whole workforce is prepared for the forthcoming changes to the curriculum, including the development of a detailed implementation plan. .... Page 19

**Recommendation 2.** The Cabinet Secretary must ensure that learning from pioneer schools is shared more widely across the education profession as a whole, to help ensure that the education workforce is fully aware of developments and prepared for the reforms on the way..... Page 25

**Recommendation 3.** The Cabinet Secretary should explore how to better use INSET days, with time embedded for professional reflection for teachers. .... Page 25

**Recommendation 4.** The Cabinet Secretary should consider promoting greater use of peer to peer learning, and to encourage more development and training within the classroom, to provide a better balance for professional development. .... Page 25

**Recommendation 5.** The Cabinet Secretary should provide an update to the Committee, after the end of the next academic year, on the pilots for School Business Managers. .... Page 25

**Recommendation 6.** The Cabinet Secretary should consider establishing a recognised accreditation system that ensures the quality of professional development on offer..... Page 25

**Recommendation 7.** The Cabinet Secretary should provide an update to the Committee on consortia’s internal/external evaluations of the professional development on offer. The details of those evaluations should be published, and the outcomes of those evaluations shared with the Assembly..... Page 25

**Recommendation 8.** The Cabinet Secretary should provide an update to the Committee, after the end of the next academic year, on the impact of Estyn’s guidance for teachers on reducing workload..... Page 25

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**Recommendation 10.** The Cabinet Secretary should undertake an early evaluation of the Discover Teaching campaign to establish (a) whether it has been a success and (b) whether more resource should be put in to the campaign to develop it further. In particular, the evaluation should look at those more acute areas where there are teacher shortages, and establish if specific and more direct recruitment campaigns are required. .... Page 33

**Recommendation 11.** The Cabinet Secretary should evaluate the impact of the new Welsh medium recruitment incentives, and the impact of additional £4.2m funding to support the teaching and learning of Welsh, and report back to this Committee. .... Page 33

**Recommendation 12.** The Cabinet Secretary must undertake urgent action to increase recruitment of ethnic minority teachers, and to recruit to schools in deprived areas. .... Page 33

**Recommendation 13.** The Cabinet Secretary should ask the ITE Expert Forum to consider the issues and concerns set out in this report and report back to this Committee. .... Page 33

**Recommendation 14.** The Cabinet Secretary should encourage greater use across Welsh Universities of the scheme in place in Imperial College London, whereby undergraduates are exposed to teaching through modules as part of their standard degree. .... Page 33

**Recommendation 15.** The Cabinet Secretary should undertake work to establish the level to which teacher workload is becoming a barrier to recruitment. .... Page 33

**Recommendation 16.** The Welsh Government should invest in research to establish the levels of teacher wastage, and the causes for it. Alongside this, the Cabinet Secretary should ensure that thorough exit interviews are conducted with those leaving the profession to establish their reasons for leaving.... Page 33

**Recommendation 17.** The Cabinet Secretary should explore further whether there is sufficient support in place for new teachers in the early years, and look to develop a more robust mentoring scheme for them..... Page 34

**Recommendation 18.** The Cabinet Secretary should consider further the complexity and accessibility of the standards to ensure that all those across the profession have access to the standards in format that is best for them, and in a way that makes the use of the standards simple to incorporate into their working practices. .... Page 39

**Recommendation 19.** The Cabinet Secretary should consider the extent to which the new professional standards provide an adequate baseline for teacher performance, and revise the standards to include a measure to identify the standards expected of a teacher in order to undertake their role effectively. .... Page 39

**Recommendation 20.** The remit of the Education Workforce Council should be extended to include responsibility for professional standards. .... Page 39

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**Recommendation 23.** The Cabinet Secretary should ensure that there is greater support for the use of the Professional Learning Passport given its potential, and the resources already spent on it. Increased levels of support could be informed through an evaluation of the current PLP, its use and the barriers to take up. .... Page 42

**Recommendation 24.** The Cabinet Secretary should explore the potential to build greater synergy between the Professional Learning Passport and the Welsh Government’s online resource, Hwb..... Page 42

**Recommendation 25.** The Cabinet Secretary should evaluate the impact of Hwb to establish how it can be further used to help benefit the workforce..... Page 43

**Conclusion 1. The education workforce is not currently prepared for the implementation of the new curriculum. .... Page 19**

**Conclusion 2. The causes of ITE course targets being missed must be addressed and remedied in order to provide the quality of teaching that is required, increase teacher numbers, and fill places. Of particular concern is the more acute problem of the lack of teachers in specific areas. .... Page 33**

**Conclusion 3. That more education research in Wales is required, and the number of Wales specific education reforms would benefit from greater levels of academic scrutiny and analysis. .... Page 41**

**Conclusion 4. Teachers' professional development should be valued in its own right, and recognised as tool for support teacher growth, rather than as a performance management tool. .... Page 43**

# 01. Introduction and Approach to the Inquiry

1. The National Assembly for Wales’ Children, Young People and Education Committee has undertaken an inquiry on teachers’ professional learning and education. In particular, the Committee has looked at the readiness of the workforce to implement the new curriculum, and has taken evidence specifically on:

- arrangements for continuing professional development for the current workforce;
- the role of initial teacher education;
- the sufficiency of the future workforce; and
- new professional standards for teachers.

2. This report is set against a context of significant reform taking place within the education system in Wales. The implementation of Professor Furlong’s “Teaching tomorrow’s teachers” report, the “New Deal for the Education Workforce” and Professor Donaldson’s Successful Futures report, was referred to by Huw Lewis, then Minister for Education and Skills, as a programme of “tripartite reform”.

3. This “tripartite reform” is itself a part of a wider educational improvement plan Qualified for Life 2014-2020, designed to raise standards in Welsh schools. Qualified for Life was published in October 2014. The current Cabinet Secretary for Education relaunched the plan in September 2017, calling it Education in Wales: Our national mission 2017-21.<sup>1</sup> “Developing a high-quality education profession” is one of the “four enabling objectives” of the new national mission.

4. A large part of the reform plan is the design of a new curriculum in Wales, based on the vision and recommendations of the Donaldson review.<sup>2</sup> The Committee is engaged in monitoring the implementation of the Donaldson review as part of its ongoing work programme. The Committee submitted its initial observations on progress to the Cabinet Secretary in January 2017.<sup>3</sup>

5. However, the Committee also wanted to review the other aspects of the tripartite reform programme, given their likely impact on the teaching profession. Consequently, the Committee resolved to undertake an Inquiry on teachers’ professional learning and education.

6. As part of the inquiry, the Committee undertook a survey (jointly with the Assembly’s Public Accounts Committee) into Teachers’ Professional learning and Education, which received 837 responses from individuals working within the teaching profession.<sup>4</sup> The Committee also received 28 written submissions to our open consultation to the inquiry. The Committee held six evidence sessions, including one with the Cabinet Secretary for Education, Kirsty Williams AM.

7. The evidence received by the Committee covered a wide range of issues, some of which were outside the original terms of reference for this inquiry. This report reflects the evidence on those areas against which the original terms of reference were agreed, but may not include some issues raised outside of those terms. The Committee would like to thank all those who provided evidence or who contributed to the survey.

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<sup>1</sup> [Education in Wales: Our national mission 2017-21](#)

<sup>2</sup> [Successful Futures: Independent Review of Curriculum and Assessment Arrangements in Wales](#)

<sup>3</sup> [CYPE Committee letter to the Cabinet Secretary: January 2017](#)

<sup>4</sup> [Committee Survey into Teachers’ Professional Learning and Education - summary of results](#)

## Action by the Cabinet Secretary for Education since the outset of the inquiry

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**8.** During the inquiry, the Cabinet Secretary / Welsh Government have made a number of statements and announcements relating to the policy areas under investigation, which had a significant impact on the Committee's considerations of evidence received, and on a number of its initial findings and recommendations.

**9.** The Cabinet Secretary issued a statement on Leadership in Education<sup>5</sup> and a summary of responses to the consultation on new professional standards for teaching and leadership.<sup>6</sup> As a consequence of this (and together with its consideration of the evidence received) the Committee agreed that it would be appropriate to gather additional information.

**10.** In particular, the Committee agreed to seek additional evidence on the new professional standards. The Committee undertook additional and focussed consultation, and held additional evidence panels, including with Professor Mick Waters, the Welsh Government adviser on professional standards for teachers. The Committee also took oral evidence from the Regional Education Consortia on their strategic involvement in reforming teachers' professional learning.

**11.** On 26 September 2017, the Cabinet Secretary announced an extension to the timeline for the introduction of the new curriculum, with the statutory roll-out date changing from September 2021, to September 2022.<sup>7</sup> That announcement also confirmed that there would be a phased roll-out of the new curriculum across secondary schools. This announcement was made after the Committee had completed its consideration of the evidence received, and as such the implications of this are not reflected across the report.

**12.** On 24 October 2017, the Cabinet Secretary announced changes to the incentives system in Wales for teacher recruitment. The Cabinet Secretary made a statement in Plenary regarding Teacher Recruitment.<sup>8</sup> The Cabinet Secretary reported that new incentives to aid teacher recruitment would be launched from 2018/19.

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<sup>5</sup> [Cabinet Secretary for Education, Oral Statement, 16 May 2017](#)

<sup>6</sup> [New professional standards for teaching and leadership: Summary of consultation responses](#)

<sup>7</sup> [Cabinet Secretary for Education, Oral Statement, 26 September 2017](#)

<sup>8</sup> [Cabinet Secretary for Education, Oral Statement, 24 October 2017](#)

## 02. Policy background

**13.** On 7 October 2013, the then Minister for Education and Skills, Huw Lewis, set out the Welsh Government’s belief that:

“One of the keys to improving the educational attainment of children and young people is that we train teachers to the highest standards.”<sup>9</sup>

**14.** A number of subsequent reports highlighted that the arrangements for Initial Teacher Education (ITE) and professional development for teachers in Wales are not producing the required results. For example, in 2013 Professor Ralph Tabberer, in his Welsh Government commissioned Review of Initial Teacher Training in Wales, found that:

“The current quality of ITT [Initial Teacher Training] in Wales is adequate and no better... The challenge is that ITT provision could be better. And to help raise standards throughout Wales, it needs to be much better.”<sup>10</sup>

**15.** The Organisation for Economic Co-operation and Development (OECD) released a report in April 2014 entitled: Improving Schools in Wales: An OECD Perspective. In it, the OECD noted the lack of options for career progression and professional development for the teaching workforce. It recommended that the Welsh Government:

“Raise the status of the profession and commit to initial teacher training... Ensure quality continuous professional development at all career stages.”<sup>11</sup>

**16.** In March 2015 Professor John Furlong published his “Teaching tomorrow’s teachers” report.<sup>12</sup> The report found that “Initial teacher education in Wales needs to change” because there was “widespread consensus that overall it is not of sufficient high quality”. It also found that change was needed due to the “changing nature of schooling in the 21st century”.

**17.** These issues have remained high on the political agenda, with the current Cabinet Secretary for Education, Kirsty Williams, in a paper to the Children, Young People and Education Committee setting out her priorities, stating:

“I recognise the shortcomings in initial teacher training and continuing professional development and their implications for school standards generally as well as the programme of curriculum reform, on which we have embarked to realise the benefits set out in Professor Graham Donaldson’s report, Successful Futures.”<sup>13</sup>

**18.** More recently in May 2017, during an Oral Statement on educational leadership, Kirsty Williams reiterated her belief that:

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<sup>9</sup> [Written Statement, Minister for Education and Skills, 7 October 2013](#)

<sup>10</sup> [A Review of Initial Teacher Training in Wales](#)

<sup>11</sup> [Improving Schools in Wales: An OECD Perspective](#)

<sup>12</sup> [Teaching Tomorrow’s Teachers](#)

<sup>13</sup> [Cabinet Secretary for Education, paper to the CYPE Committee, July 2016](#)

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“...the quality of our education system cannot exceed the quality of our teachers.”<sup>14</sup>

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**19.** The Chief Inspector of Education and Training in Wales, in his Annual Report 2015-16 (January 2016), agreed, emphasising that:

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“The most important factor in how well learners develop and learn is the quality of teaching.”<sup>15</sup>

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**20.** However, he also noted that:

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“...teaching is one of the weakest aspects of provision in most sectors.”<sup>16</sup>

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**21.** The Chief Inspector clarified in oral evidence that this statement reflected that of the four elements of education provision measured in the current inspection framework - teaching; curriculum and learning experiences; care, support and guidance; and the learning environment including equality and diversity - teaching was the weakest.

### **The “New Deal” and “professional learning”**

**22.** Ongoing professional development is vital to deliver on the changing demands on the teaching profession. These changes include the implementation of the Literacy and Numeracy Framework, and the more recent the Digital Competence Framework, as well as the ongoing reform of the whole curriculum following Professor Donaldson’s Successful Futures report.

**23.** The need for improved professional development for teachers should be seen within this context of delivering other reform, although it is also a priority in its own right. The Welsh Government’s response is its “New Deal for the education workforce” or the “professional learning offer” as it is now called.

**24.** The “New Deal for the education workforce” was announced in a Plenary Statement on 10 June 2014, by the then Minister for Education and Skills, Huw Lewis.<sup>17</sup> More components of the “New Deal” were revealed in a Written Statement, released in March 2015<sup>18</sup> (and in a press release in February 2016<sup>19</sup>). Together they set out the Welsh Government’s commitment to make high-quality professional development “a part of the professional experience of every practitioner and will support career-long progression whatever their aspirations”. This commitment came with a corresponding obligation on “practitioners to take more responsibility for their own development and to share their practice with others”.

**25.** Recently the Cabinet Secretary for Education, in her paper to the Committee as part of its scrutiny of the 2017-18 Draft Budget, has indicated that the term “New Deal” has been “rebranded and refocused” by the current Welsh Government.<sup>20</sup> However, Kirsty Williams has stated her intention to have “a consistent professional learning offer” available to all practitioners across Wales by July

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<sup>14</sup> Oral Statement, Cabinet Secretary for Education, 16 May 2017

<sup>15</sup> Estyn Annual Report 2015-16

<sup>16</sup> Estyn Annual Report 2015-16

<sup>17</sup> Minister for Education and Skills, Oral Statement, 10 June 2014

<sup>18</sup> Minister for Education and Skills, Written Statement, 16 March 2015

<sup>19</sup> Minister for Education and Skills, Press Release, 4 February 2016

<sup>20</sup> Cabinet Secretary for Education, paper to the CYPE Committee, November 2016



2018. This would be in advance of the introduction of the new curriculum, which is due to be available to schools from September 2020, before its statutory roll out in September 2022.

**26.** Nevertheless, Cardiff University, in written evidence to the committee, said that “the specifics of the “New Deal” are yet to be fully understood and implemented within the profession”. The Education Workforce Council stated that it felt that the:

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“... ‘promise’ of the ‘New Deal for the education workforce’ has not come to fruition, and there has not been any subsequent announcement to reassure the workforce that professional development for teachers remains a key focus for Welsh Government.”<sup>21</sup>

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**27.** Furthermore, in November 2016, the Committee heard from a representative of one of the professional development pioneer schools, who are tasked with developing new systems of professional development. The representative reported that:

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“...we’re still not being told exactly what our role is, because, of course, in this process it’s supposed to be like that. However, sometimes, I think that schools would prefer to know exactly what a clear role would be, what is the start point, what is the end point. I mean, if I observed a good lesson, I’d expect the children at the beginning of the lesson to know what they’re expected to achieve by the end of it and, at the end, that they have achieved it. This hasn’t been done in that way at all, and, as teachers, I think we find that mightily frustrating, that we haven’t got that clear idea.”<sup>22</sup>

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## Initial Teacher Education (ITE) in Wales

**28.** In 2014, the Welsh Government commissioned Professor John Furlong to look at raising standards within the Initial Teacher Education (ITE) sector in Wales. In March 2015 Professor Furlong published his “Teaching tomorrow’s teachers” report.

**29.** In the first section of his report, Professor Furlong set out why changes in teacher education in Wales are needed, describing it as being at a “critical turning point”. He highlighted the concerns raised by Professor Tabberer, Estyn and the OECD about the quality of ITE in Wales. Alongside those concerns, he warned that the recommendations from the Donaldson Review have vast implications for the teaching workforce. As a result, Professor Furlong said that a more “expansive” form of teacher training is needed to deliver on the Donaldson agenda.

**30.** Furthermore, Professor Furlong compared Wales’ current provision against international research and suggested that there are weaknesses at the national, institutional and programme level. He said that changes need to be made at all three levels and made nine recommendations which he felt would help facilitate these changes.

**31.** The first two recommendations centred on what Professor Furlong described to the Committee as “two major levers of change”. He recommended that a new set of professional standards for teaching be developed “as a matter of priority”, which reflect the increased emphasis on continual development and the different approach of the curriculum envisioned by Professor Donaldson. Professor Furlong also recommended a revised accreditation process for ITE providers

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<sup>21</sup> Written evidence, Education Workforce Council, TT11

<sup>22</sup> Oral Evidence, Ysgol y Strade, 16 November 2016

under a new partnership approach between schools and universities. This has required the development of accreditation criteria, which Professor Furlong told the Committee is currently a “very light touch in Wales”.

**32.** In response to the report’s release in March 2015, the then Minister for Education and Skills, Huw Lewis, stated that “there is nothing in the report that I would disagree with in principle”, but that the options for implementation would need to be considered. A fuller response from the Welsh Government was provided in an Oral Statement in Plenary on 23 June 2015.<sup>23</sup> In that statement, the then Minister outlined how the Welsh Government would be taking Professor Furlong’s recommendations forward.

**33.** On 15 October 2015, in light of a critical inspection report by Estyn on the “disappointing” quality of the North and Mid Wales Centre for Teacher Education, the then Minister for Education and Skills released a Written Statement.<sup>24</sup> In it he called for an acceleration in the improvements to ITE provision across Wales. He also announced that:

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“I will be calling time on the current system of initial teacher education training in Wales with a clear view to 2018...The new accreditation arrangements will apply to all courses of ITET (initial teacher education and training] which run from September 2018 and our existing ITET Centres will need to start to consider now how they will respond to this new more challenging approach.”<sup>25</sup>

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**34.** The current Cabinet Secretary for Education has continued the ITE reform agenda. On the release of the new accreditation criteria for initial teacher education programmes, she stated that:

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“The teaching profession can only make its proper contribution to raising standards of education in our schools if our initial teacher training offers our future teachers the skills, knowledge and appetite to lead the change required.”<sup>26</sup>

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## **New professional standards for teaching and leadership**

**35.** In September 2017, the Welsh Government launched new professional standards for teaching and leadership, following a consultation that took place from 2 March 2017 to 4 May 2017.

**36.** The new standards have:

- replaced the existing Qualified Teacher Status standards (2009), Practising Teacher Standards (2011) and Leadership Standards (2011);
- brought together professional standards for teaching and leadership to reflect and support career pathways; and
- created a single set of entry standards for the award of Qualified Teacher Status and the completion of induction.

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<sup>23</sup> [Minister for Education and Skills, Oral Statement, 23 June 2015](#)

<sup>24</sup> [Minister for Education and Skills, Written Statement, 15 October 2015](#)

<sup>25</sup> [Ibid](#)

<sup>26</sup> [Cabinet Secretary for Education, Cabinet Announcement, 15th March 2017](#)

**37.** More specifically the new teaching and leadership standards are based on five “dimensions” of practice: pedagogy, innovation, collaboration, leadership and professional learning, with pedagogy considered to be the most important dimension.

**38.** The Cabinet Secretary for Education set out her aims for the new standards in a letter to the Committee, as part of its ongoing scrutiny into the implementation of the Donaldson review, in February 2017:

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“The new Professional Teaching Standards will be the cornerstone of a new teacher professionalism not only for initial teacher education but for career-long professional learning...[the new standards] are a key element of the change programme that will support the profession in preparing for their future role.”<sup>27</sup>

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**39.** All Newly Qualified Teachers (NQTs) commencing induction on or after 1 September 2017 are required to work to the new standards. All serving teachers will be required to move to the new standards by September 2018. And the new standards will be integrated as part of the accreditation arrangements for new ITE programmes starting in September 2019.

**40.** However, the Welsh Government’s summary of responses to its consultation on the new standards highlighted that:

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“Some respondents felt there were too many descriptors and that the framework of standards as a whole was too complex and left too much scope for interpretation. Concerns were also expressed about implications for additional workload and the risk of standards being used in a punitive manner.”<sup>28</sup>

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<sup>27</sup> Cabinet Secretary for Education, Letter to the CYPE Committee, 17 February 2017

<sup>28</sup> New professional standards for teaching and leadership: Summary of consultation responses

### 03. Teacher preparedness for the ongoing reforms to the curriculum

**41.** The main aim of the Committee’s inquiry was to establish whether the professional learning and education currently available would enable the education workforce to be ready to implement the new curriculum. The results of the joint online survey of 837 educational practitioners, run by this Committee and the Public Accounts Committee,<sup>29</sup> highlighted that:

- fewer than 50% of respondents were “fully aware of the ongoing and upcoming changes to the curriculum”;
- 13% agreed that they felt “well prepared for the ongoing and upcoming changes to the curriculum”; and
- 61% disagreed with the statement that “current continuing professional development programme provides school staff with the skills and knowledge they need to effectively do their jobs”.

**42.** These findings are echoed in the Education Workforce Council’s (EWC’s) workforce survey.<sup>30</sup> In its oral evidence, the EWC highlighted that:

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“...we need to be looking at factoring in a reasonable timescale to enable [teachers] to develop the skills necessary over a longer period of time, probably, to start engaging with the new work.”<sup>31</sup>

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**43.** The teachers’ unions in their oral evidence indicated that they felt that teachers and schools were not prepared for the introduction of the new curriculum. For example, UCAC said that:

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“...there’s a lack of awareness [of the Donaldson report] within the profession...I’m sure that these pioneer schools are working very hard, but that information needs to be shared with the rest of the profession and the rest of the schools, so that they know what’s going on.”<sup>32</sup>

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**44.** In oral evidence the consortia discussed the work they were undertaking work to prepare teachers and noted that from December 2017 all teachers in Wales will be able to “work in the context of the new curriculum”. They went on to report that:

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“all of our professional learning focuses on improving pedagogy in line with the new standards so that teachers are better prepared for the changes that are likely to come.”<sup>33</sup>

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<sup>29</sup> [Committee Survey into Teachers’ Professional Learning and Education - summary of results](#)

<sup>30</sup> [Education Workforce Council: National education workforce survey](#)

<sup>31</sup> [Oral evidence, Education Workforce Council, 30 March 2017](#)

<sup>32</sup> [Oral evidence, UCAC, 1 February 2017](#)

<sup>33</sup> [Oral Evidence, Regional Education Consortia, 20 September 2017](#)

## Committee View

**45.** The evidence received throughout the inquiry has highlighted that there are many reasons that the workforce may not be ready for the new reforms that are coming. These are explored separately within the report, with specific recommendations made within each section.

**46.** The Committee's overarching concern is that the evidence received suggests that the workforce is not currently prepared for the implementation of the new curriculum. The Committee notes that the Cabinet Secretary for Education has extended the timeline for the introduction of the new curriculum, with the statutory roll-out date changing from September 2021, to September 2022, and believes this, together with the phased approach to implementation also announced, does provide more time to fully prepare the workforce in advance of implementation.

**47.** However, the Committee believes that it is vital that work is undertaken as a matter of urgency to ensure that the whole workforce is prepared for the forthcoming changes to the curriculum, and believes the Cabinet Secretary should develop a detailed plan to help ensure this.

**Conclusion 1.** The education workforce is not currently prepared for the implementation of the new curriculum.

**Recommendation 1.** The Cabinet Secretary should undertake work as a matter of urgency to ensure that the whole workforce is prepared for the forthcoming changes to the curriculum, including the development of a detailed implementation plan.

## 04. Access to high quality professional development

### Consistency of access to professional development

**48.** Access to professional development was a recurring theme during the inquiry. The lack of such access was seen to be a factor in a number of issues, including the preparedness of teachers for the forthcoming changes to the curriculum. It was also clear from the evidence received that access to high quality professional development was not consistent across Wales.

The Committee's survey of education professionals indicated that the following issues restricted teachers' ability to take up training opportunities:

- Workload: 620 (78%);
- Cost of supply teachers to cover: 491 (62%);
- Awareness of training opportunities: 324 (41%);
- Availability of supply teachers to cover: 262 (33%); and
- Distance of travel to training location: 140 (18%).

**49.** The most recent Education Workforce Council (EWC) annual survey indicated that cost (69%) and conflict with working arrangements and not enough time (57%) were the main barriers to accessing professional development. A fifth of respondents to the survey (20%) stated that the relevant professional development was either not available or not of sufficient quality.

**50.** The EWC workforce survey also found that:

- 26% of school teachers felt that they had had full access to the professional development that they needed within the last year, while 59% considered that their access to development had been partly filled.
- 88.3% of the EWC's survey respondents disagreed that that they were able "to manage workload within agreed working hours". The EWC indicated that on average full time teachers worked 50.7 hours during an average working week and part time teachers an average of 35.8.

**51.** In its oral evidence Estyn highlighted that:

"There is evidence, truth be told, from the OECD, with regard to this issue worldwide, that teachers in Wales work much harder and longer hours than teachers in other nations. There are insufficient opportunities for CPD, for example."<sup>34</sup>

### Ensuring consistency of quality

**52.** Several of the written responses to the Committee's consultation highlighted a concern that unless a standardised suite of professional development training is provided across Wales, the implementation of the Welsh Government's reforms could be inconsistent. The Wales Journal of

<sup>34</sup> Oral Evidence, Estyn, 30 March 2017.

Education called for “a pedagogical charter”, which would consist of a syllabus for professional learning and which might help ensure consistent standards across Wales.<sup>35</sup>

**53.** In its written evidence the EWC stated that:

“...without central governance, it is difficult to maintain a CPD system which is robust and responsive enough to meet the challenges of a modern education system...It is also necessary to ensure that there is equality of access/opportunity for all schools/practitioners across consortia areas.”<sup>36</sup>

**54.** In its oral evidence to the Committee, the consortia outlined the work they were doing to support the introduction of the professional learning offer for teachers. They highlighted that there are now:

“professional learning programmes for new headteachers and aspiring headteachers that are common across Wales...each of us too has a professional learning offer, which is very extensive, for all our schools and all our practitioners.”<sup>37</sup>

**55.** The EWC, in its oral evidence highlighted, that “a national monitoring arrangement” of professional development programmes is “a possibility and an option and that’s what you’ll see in a number of other professions”. It went on to say that it would like to see national “quality assurance arrangements in place for in-service programmes” of professional learning.

**56.** Estyn said although progress had been made on professional learning:

“...to make further progress, to take the next steps, we do need to get evaluation right... what we need to do more of is measuring the impact so that we actually can make those informed choices on what strategies work, that improve professional practice and improve the pupil experience in the classroom.”<sup>38</sup>

**57.** Professor John Furlong told the Committee that there should be a wider “well-developed evaluation strategy”, which looks at how the Welsh Government reform programme “works out in practice”. When questioned on their evaluation of the professional development they offer, the consortia agreed that “we have to evaluate” due to the level of public funding they receive. They also reported that:

“We all develop our own capacity to evaluate internally, but also, each of us has commissioned either universities, or bodies like Ipsos MORI or the National Foundation for Educational Research to look at specific aspects and give us feedback to feed into how we progress from there...”<sup>39</sup>

## **Impact of teacher workload on access to professional learning**

**58.** In its oral evidence Estyn highlighted that:

<sup>35</sup> [Written Evidence, Wales Journal of Education, TT02](#)

<sup>36</sup> [Written Evidence, Education Workforce Council, 30 March 2017](#)

<sup>37</sup> [Oral Evidence, Regional Education Consortia, 20 September 2017](#)

<sup>38</sup> [Oral Evidence, Estyn, 30 March 2017](#)

<sup>39</sup> [Oral Evidence, Regional Education Consortia, 20 September 2017](#)

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“There is evidence, truth be told, from the OECD, with regard to this issue worldwide, that teachers in Wales work much harder and longer hours than teachers in other nations.”<sup>40</sup>

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**59.** The Association of Teachers and Lecturers union (now the National Education Union), in its oral evidence, reported that there was “a workload crisis for teachers” with UCAC also thinking that “the workload in the schools at present is very heavy”. The Cabinet Secretary for Education acknowledged that “workload continues to be a real issue for the profession”.

**60.** There are concerns that this high workload is leading to a lack of work life balance for teachers. There is further concern that new teachers increasingly see teaching as a career as “unsustainable” due to the high workloads which reduces the time they have to conduct a home life, plan lessons and undertake professional development. This can lead to recruitment and retention difficulties, threatening the sufficiency of the future workforce. Workload issues may also be impacting on the quality of teaching in Wales, with Estyn noting that to improve standards:

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“...there needs to be more focus on teaching and learning. Well, that means that there needs to be less focus on some of the other things, which are unnecessary admin, bureaucracy—whatever you want to call it...we need, I think, to have clearer communication with teachers about that—not only ourselves, but also, I think, Welsh Government.”<sup>41</sup>

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**61.** In relation to quality of teaching, NUT Cymru said that:

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“One other point as well on teaching quality. There’s quite a lot of research that says that one of the most powerful tools for improving teaching quality is having teachers observe each other teach—peer observation...”<sup>42</sup>

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**62.** The Committee recognises, however, that action has been taken in this area since the launch of this inquiry. In September 2017, Estyn, supported by the Welsh Government, the consortia, teaching unions and others, released guidance for teachers and headteachers on reducing workload.<sup>43</sup> This one page piece of guidance highlights what Estyn expects of schools in terms of; planning and teaching, feedback to pupils and accountability, analysing data and strategic planning.

**63.** Also in September 2017 the Cabinet Secretary announced a programme of School Business Manager pilots across eleven local authorities starting in September.<sup>44</sup> The pilots will cost £1.28 million, with the costs met jointly by the Welsh Government and local authorities. One of the aims of the new Business Managers will be to free up time for head teachers and school leaders.

### **Cabinet Secretary’s response**

**64.** The Cabinet Secretary indicated that it should be for the individual professionals to seek and gain access to professional development opportunities. The Cabinet Secretary said that the new professional standards and Estyn’s inclusion of school development plans, which include a professional development aspect, as part of their school inspections will create the environment

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<sup>40</sup> Oral Evidence, Estyn, 30 March 2017

<sup>41</sup> Ibid

<sup>42</sup> Oral Evidence, NUT Cymru, 1 February 2017

<sup>43</sup> Estyn guidance: Reducing workload for teachers and headteachers

<sup>44</sup> Cabinet Secretary for Education, Written Statement, School Business Manager Pilots, 14 September 2017



where teachers will feel empowered to demand access to training. The Cabinet Secretary informed the Committee that:

“I’m absolutely aware, to do that we also need to look at the issue of workload, and the quantum of time, and the various ways in which we can make professional learning time available.

But more importantly about setting the expectation on you as a professional, it gives you the right to demand that of your school leader, and the leadership standards that are being brought in for school leaders at the same time sets an expectation on them that they will create that space for their staff to be able to take on those opportunities.”<sup>45</sup>

**65.** As well as creating a new environment for professional development, the Cabinet Secretary’s written evidence suggested that the Welsh Government are considering taking a more strategic role in the delivery of professional development. She reported that:

“Since 2016, we have been working to formalise a national professional learning approach, with an increased focus on priorities aligned with the self-improving system, supported by our ongoing engagement with OECD...”<sup>46</sup>

“Regional Professional Learning Action Plans and a National Successful Futures Implementation Plan demonstrate the extensive range of professional learning programmes currently being developed and delivered by consortia in partnership with pioneers to enhance provision...the next 12-18 months will be critical in formalising the national approach to professional learning in readiness for the launch of a fully integrated national approach by September 2018.”<sup>47</sup>

**66.** The Cabinet Secretary’s oral evidence highlighted that the Welsh Government is:

“... developing a national, overarching approach so that we can ensure that there is a consistency, there is planning, there’s no duplication, it’s cost-effective and where there are gaps, we can fill those gaps, and to ensure that national priorities are reflected in the professional learning opportunities on the ground.”<sup>48</sup>

**67.** In terms of evaluation, the Cabinet Secretary noted that the regional consortia have “commissioned a range of internal/external evaluations” of the professional development on offer. The Cabinet Secretary highlighted that in response to “emerging findings” of the ongoing evaluations, the regional consortia are:

“...co-funding work with schools to enable access to accredited post-graduate programmes through HE partners, ranging from post graduate certificate level

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<sup>45</sup> [Oral Evidence, Cabinet Secretary for Education, 5 April 2017](#)

<sup>46</sup> [Written Evidence, Cabinet Secretary for Education, TT28](#)

<sup>47</sup> [Ibid](#)

<sup>48</sup> [Oral Evidence, Cabinet Secretary for Education, 5 April 2017](#)

work in a range of specialisms ranging from equity in education or leadership through, to full Masters qualifications and research at doctorate level.”<sup>49</sup>

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**68.** The Cabinet Secretary’s written evidence also indicated that:

“The Welsh Government is in discussion with Estyn to commission a national thematic review focused on the quality of emerging professional learning provision to equip practitioners to embed the new curriculum.”<sup>50</sup>

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## Committee View

**69.** The Committee is extremely concerned that access to quality professional development appears to be a significant problem across the profession. Of particular concern is the low number of teachers who feel they are getting the professional development they need, and that the current continuing professional development programme does not provide school staff with the skills and knowledge they need to do their jobs effectively.

**70.** The Committee believes that as the workforce moves ahead towards implementation of the digital competence framework and new curriculum, access to professional development becomes even more vital. It is of great concern, again, that results of the survey have highlighted that there is a lack of understanding or knowledge amongst teachers relating to the forthcoming changes.

**71.** The Committee recognises the important work that pioneer schools have undertaken to pilot and help develop the new curriculum and professional learning, but believes that in order for the profession as a whole to be fully aware of developments, and prepared for the change, information from pioneer schools needs to be shared more widely.

**72.** The Committee is concerned about the negative impact high workload has on teacher access to professional development, and believes that different mechanisms for delivering professional development should be explored. This should include a review on the use of INSET days, including time embedded for professional reflection for teachers. There should also be consideration of promoting greater use of peer to peer learning, and encouraging more development and training within the classroom, to provide a better balance for professional development.

**73.** The Committee welcomes the action that has been taken in this area since the launch of this Inquiry, including Estyn’s guidance for teachers on reducing workload, and the programme of School Business Manager pilots. It is however, too early to tell if these are having a positive effect on teacher workloads, and the Committee believes that the Cabinet Secretary should provide regular updates on the impact of the guidance and the Business Manager pilots in reducing workloads.

**74.** The Committee is also concerned about the lack of an accreditation system that ensures the quality of professional development on offer. Evidence from a range of organisations supported the creation of recognised accreditation for professional development, to ensure that teachers know that they are receiving quality learning.

**75.** The Committee notes the statement from the Cabinet Secretary that the consortia have commissioned a range of internal/external evaluations of the professional development on offer, and

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<sup>49</sup> Oral Evidence, Cabinet Secretary for Education, 5 April 2017

<sup>50</sup> Written Evidence, Cabinet Secretary for Education, TT28

believes that details of what those evaluations include should be published, and the outcomes of those evaluations should be shared with the Assembly.

**76.** The Committee welcome the fact that the Welsh Government is in discussion with Estyn to commission a national thematic review focused on the quality of emerging professional learning provision to equip practitioners to embed the new curriculum. The Cabinet Secretary should provide an update to the Committee once the terms of the thematic review have been agreed.

**Recommendation 2.** The Cabinet Secretary must ensure that learning from pioneer schools is shared more widely across the education profession as a whole, to help ensure that the education workforce is fully aware of developments and prepared for the reforms on the way.

**Recommendation 3.** The Cabinet Secretary should explore how to better use INSET days, with time embedded for professional reflection for teachers.

**Recommendation 4.** The Cabinet Secretary should consider promoting greater use of peer to peer learning, and to encourage more development and training within the classroom, to provide a better balance for professional development.

**Recommendation 5.** The Cabinet Secretary should provide an update to the Committee, after the end of the next academic year, on the pilots for School Business Managers.

**Recommendation 6.** The Cabinet Secretary should consider establishing a recognised accreditation system that ensures the quality of professional development on offer.

**Recommendation 7.** The Cabinet Secretary should provide an update to the Committee on consortia's internal/external evaluations of the professional development on offer. The details of those evaluations should be published, and the outcomes of those evaluations shared with the Assembly.

**Recommendation 8.** The Cabinet Secretary should provide an update to the Committee, after the end of the next academic year, on the impact of Estyn's guidance for teachers on reducing workload.

**Recommendation 9.** The Cabinet Secretary should provide an update to the Committee once the terms of the thematic review on the quality of emerging professional learning provision have been agreed.

## 05. Teacher recruitment and retention

77. In assessing the sufficiency of the future workforce, the Committee received evidence that one of the biggest threats to this was a lack of teachers. The Committee heard that there are two issues at play that could pose a threat: the lack of people applying to be teachers and the number of teachers who leave the profession.

### Teacher recruitment numbers

78. In its oral evidence, the National Union of Teachers Cymru (NUT) (now the National Education Union) reported that there was a “concealed crisis in schools at the moment, as far as teacher recruitment is concerned”. Teach First Cymru, in its written evidence, highlighted that in the decade since 2005/06, there was a 38% reduction in the number of secondary school trainees in Wales and warned that only 15% of teachers would look for a future role at a school more challenging than their own.

79. Welsh Government figures show that the ITE centres have failed to meet their intake targets for 2013/14, 2014/15 and 2015/16, which were all set at 1,630 trainees (750 primary, 880 secondary).<sup>51</sup>

80. The evidence received has indicated there are certain areas of teaching where the lack of teachers is becoming more acute, namely:

- for science and maths subjects;
- Welsh language teachers, particularly in light of the Welsh Government’s Vision for one million Welsh speakers;
- in rural areas; and
- for leadership positions, particularly at headteacher level.

81. During the time the Committee was taking evidence, the four regional education consortia launched a joint “Discover Teaching” recruitment campaign, which they claim has “helped to increase the profile of teaching in Wales”. They also reported that they were upskilling sections of the current workforce so that they have the expertise needed to apply for specialist roles that they may aspire to and/or which have recruitment difficulties.

### Incentives and barriers to recruitment

82. In the written and oral evidence there have been mixed views on the role of financial incentives as a recruitment tool for the profession. For example the Association of School and College Leaders (Cymru) calls for “greater incentives for high quality graduates to enter the profession”, whereas the National Association of Head Teachers Cymru notes that:

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“Incentivising recruitment to such subjects has been explored but that approach does not necessarily attract the best candidates.”<sup>52</sup>

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83. There have been other calls to ensure that incentives in Wales are at least equal to those available in England.

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<sup>51</sup> [Welsh Government Report: Initial Teacher Education](#)

<sup>52</sup> [Written Evidence, NAHT, TT 20](#)

**84.** Those who argued against the benefit of financial incentives felt that improving the working conditions and reputation of the profession was more important in attracting the best candidates. The EWC commented that “there’s a lot that can be done” to improve teacher recruitment. Firstly by not just looking at what the incentives are, but also what the “inhibitors” are. The EWC went on to argue that:

“it’s not ‘Push up teachers’ pay’—that’s not going to attract people into it. It’s a whole thing. So, are we enticing them in? Are we sharing the benefits of what a fantastic job it can be, the rewards you get from working with individuals, seeing them develop and learn, as well as making people feel supported and developed in their roles?”<sup>53</sup>

**85.** Professor Furlong highlighted the importance of:

“...getting a reputation for running really good courses as well...I think that’s actually really, really important. For me, though, probably one of the big ones, in terms of getting high-quality candidates.”<sup>54</sup>

**86.** Another mooted cause of low recruitment numbers is the increasingly perceived poor image of teaching as profession, which, it has been argued, stems from the workload issues highlighted above. This is, in part, reinforced by the seemingly regular news coverage of school or teacher failings that accompany the accountability system. This poor image seems to be dissuading some from pursuing a career in teaching.

**87.** The consortia also picked up on this aspect, highlighting the need to ensure that people recognise teachers “as key people within our communities”. A better reputation for teaching, they argue, will encourage “more young people to come into it”. To do this, the consortia said they need to:

“...raise awareness of the advantages of the profession at various levels, and also to work with people who are already in the profession, to ensure that they are aware of the possibilities in the profession for them to progress in their careers.”<sup>55</sup>

Since the inception of this inquiry the Cabinet Secretary has announced changes to the incentives system in Wales. The Cabinet Secretary made a statement in Plenary on 24 October 2017 regarding Teacher Recruitment.<sup>56</sup> In the subsequent press release it was reported that the Welsh Government will:

- include computer science as a top priority subject, making it eligible for the maximum bursary of £20,000;
- provide a new Welsh medium incentive of £5,000 for those who train to teach through the medium of Welsh or teach Welsh language in any secondary setting; and

<sup>53</sup> Oral Evidence, Education Workforce Council, 30 March 2017

<sup>54</sup> Oral Evidence, Professor John Furlong, 30 March 2017

<sup>55</sup> Oral Evidence, Regional Education Consortia, 20 September 2017

<sup>56</sup> Cabinet Secretary for Education, Oral Statement, 24 October 2017

- provide an additional £3000 incentive for primary PGCE students with a 1st (or a PhD / Masters) and whose subject specialism is in English, Welsh, mathematics, computer science, physics or chemistry.

The press release issued by the Cabinet Secretary also highlighted that “potentially, these students will be able to apply for a full Diamond package of support alongside the incentives that we’re making available today”.

## Teacher retention and workforce planning

### Retention

**88.** UCAC, ATL and NASUWT highlighted their concerns in terms of the “wastage” of teachers within the system, where new teachers quit the profession a few years after qualifying. The EWC’s workforce survey seems to support these concerns. Its survey found that when asked how they saw their career changing in the new three years, 33.6% said that they planned to leave the profession. 2.8% of those leaving the profession also indicated they were retiring.

**89.** Professor Furlong reported that he felt that:

“retention is an issue...there are also lots of complaints about stress...What you do specifically is really, really hard. I do think the issue about the accountability pressures are felt really, really strongly by teachers today. It isn’t about the level of work, I think it’s actually about the accountability stuff...”<sup>57</sup>

**90.** Others also argued that the numerous systems of accountability that are placed on schools creates stress and additional workloads for teachers. The accountability system in Wales is perceived to be contributing to the 52,000 teaching days lost through stress induced sickness leave in 2015 (as compared to 21,000 days in 2009), the high workloads noted above and teachers leaving the profession.

### Workforce planning

**91.** A number of written submissions called on the Welsh Government to undertake some form of workforce needs analysis. This, it is argued, would help to prevent or tackle some of the shortages highlighted above. In oral evidence Estyn noted that:

“it is vital that heads look at their work as developing the staff that work in their schools. And that means that they should recognise talent, identify talent early in posts, and give opportunities to their staff to show their ability, as I said, to lead, to innovate—if there is illness, for example, that they can then move into a higher post than their current post, so that they can have the experience of doing management work on an interim basis.”<sup>58</sup>

**92.** ASCL agreed, saying that “heads have to actively plan for succession”.

**93.** On 12 July 2016, the Cabinet Secretary for Education, responded to a Written Assembly Question on workforce planning, put forward by Darren Millar AM. In her response, the Cabinet Secretary highlighted that the Welsh Government has:

<sup>57</sup> Oral Evidence, Professor John Furlong, 30 March 2017

<sup>58</sup> Oral Evidence, Estyn, 30 March 2017

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“a Teacher Planning and Supply Model (TPSM) which is used to inform decisions on intake targets for Initial Teacher Education Training (ITET). The TPSM projects the desired number of teachers required based on pupil projections and current pupil-teacher ratios. It also projects the number of in-service teachers and the subsequent over or under supply of teachers, given flows in and out of service...

In addition, we are working on bringing regulations into force which would enable the collection of a greater level of information on the school workforce in Wales.”<sup>59</sup>

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**94.** In oral evidence to the Committee, the Cabinet Secretary said that in terms of workforce planning:

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“if we don’t have a correct picture and understanding, we’re not going to be able to get the workforce planning of the future right. We need to develop our systems in that area, and we’re out to consultation on that at the moment.”<sup>60</sup>

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**95.** The consultation referred to by the Cabinet Secretary was the Welsh Government’s consultation on school workforce data collection, which ran from 13 January 2017 to 3 March 2017. The consultation focused on plans introduce draft statutory regulations which would:

- require schools and local authorities to provide more detailed information on the school workforce;
- require the Education Workforce Council to provide data on the school workforce from their Register of Education Practitioners; and
- streamline existing data collections to provide higher quality information and reduce the burden on data provider.

**96.** The summary of responses to this consultation has now been published.<sup>61</sup> The Welsh Government has committed to review the draft regulations based on the feedback from the consultation.

**97.** The consortia argued that the development of the professional learning offer will boost recruitment and retention in Wales by making it a more attractive profession. This will be in part because the offer will be a part of a “clear career pathway” which show teachers the routes of progression they need to take to get promotions, and they will be able to access the training to be eligible for the next stage of their career.

**98.** They also suggested that perceptions around workload is a known “barrier to recruitment and retention”.

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<sup>59</sup> [Cabinet Secretary for Education, response to Written Assembly Question \(WAQ70596\)](#)

<sup>60</sup> [Oral Evidence, Cabinet Secretary for Education, 5 April 2017](#)

<sup>61</sup> [Welsh Government consultation on school workforce data collection: Summary of responses](#)

## Cabinet Secretary's response

**99.** In a letter to the Committee, dated 14 March 2017, the Cabinet Secretary mentioned that an ITE Expert Forum, which is chaired by Professor John Furlong, “will be reviewing aspects of teacher recruitment, retention and development”. She also wrote that:

“I recently received an internal review on the operation of teaching incentives which I have referred to the ITE Expert Forum for consideration. I have agreed that the existing ITE financial incentives scheme will continue in 2017/18. The Expert Forum will also review evidence of best practice for alternative routes into teaching, exploring in full their potential to support teacher recruitment and retention.”<sup>62</sup>

**100.** In evidence to the Committee, the Cabinet Secretary said that financial incentives:

“are to attract people into areas where we are concerned about shortages. What’s really important is that we see financial incentives as just part of the package. They, themselves alone, won’t be enough, but it is one element of our approach to trying to address some of the shortage subjects. But it can’t be enough on its own; we have to have good-quality provision and excellent in-school training experience as well. So, the incentives alone aren’t enough.”<sup>63</sup>

**101.** The Welsh Government’s new “Education in Wales: our national mission” action plan highlights its intention to launch a “redesigned graduate teacher programme” by 2021. It is hoped that this new programme which will attract more “high-calibre mature graduates” into the profession.

**102.** On the issue of the status of teaching in wider society, the Cabinet Secretary went on to say:

“I think they’re not held in as high a regard as they once were...what we can do is listen to the feedback from the OECD that says we’re very bad at recognising success and celebrating success.”<sup>64</sup>

**103.** The Cabinet Secretary then listed some activities that have taken place to counter this, including the introduction of the Professional Teaching Awards Cymru and Estyn’s recent “excellence event”. She also committed to “hold up best practice where we can see it, and we can celebrate it”. She also highlighted a scheme undertaken in Imperial College London whereby undergraduates are exposed to teaching through modules as part of their standard degree. She explained:

“how would you know you wanted to be a teacher? How would you instinctively know that this is a profession for you? So, the challenge I’ve given to some of our HEIs is that if you’re in Imperial College in London doing physics...will do a module in explaining physics and teaching physics...I’m very pleased to say that the vice-chancellor of Swansea University has written out to all of his courses saying, ‘I want you to develop a module that exposes

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<sup>62</sup> Cabinet Secretary for Education, letter to CYPE Committee, 14 March 2017

<sup>63</sup> Oral Evidence, Cabinet Secretary for Education, 5 April 2017

<sup>64</sup> Ibid



your students to explaining their subject and teaching their subject', because why would you know that you wanted to be a teacher?"<sup>65</sup>

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**104.** The Cabinet Secretary acknowledged that implementation of this scheme is "a little bit ad hoc" at the moment. But introducing more students to teaching is one of the challenges that the Cabinet Secretary has laid out to Universities as part of her "call for them to engage in a civic mission". The Cabinet Secretary also stated that:

"trying to ensure that workload is manageable is an important issue for recruitment and, crucially, retention after people have trained, and for aspiring leaders."<sup>66</sup>

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**105.** On the issue of increasing the number of teachers who teach through the medium of Welsh, Kirsty Williams said:

"Welsh students are also eligible for those [highest levels of financial incentives] because we regard it as a subject that we need to financially support as well, so we need to continue to do that. We also need to look at improving the skills of those teachers who, perhaps, speak Welsh at home, speak Welsh within their community, but have a reluctance to use their Welsh language skills within the classroom. Therefore, we continue to invest in support programs that help build that confidence, allowing teachers to go on sabbatical to develop their Welsh skills, to be able to bring that back...but, you're right, having the right number of teachers who can teach through the medium of Welsh is fundamental to the Welsh language strategy, to the successful delivery of the WESPs, once they're reviewed by Aled Roberts, and to the Government's goal around 1 million Welsh speakers."<sup>67</sup>

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**106.** The Cabinet Secretary also announced on 5 July 2017 that the Welsh Government was investing an extra £4.2m to support the teaching and learning of Welsh and subjects through the medium of Welsh.<sup>68</sup>

**107.** The Cabinet Secretary stated that work is being done to tackle teacher absence by developing resource that goes into schools to equip teachers to be better at managing high-incidence but low-level mental health issues within the school. This includes working with local authorities to make sure that people are aware of the occupational support that should be available in each of the local areas.

**108.** Kirsty Williams also pointed towards the Welsh Government's work around developing leadership, because stress levels can arise out of working in an environment without supportive and expert leadership.

**109.** When asked directly about missed intake targets for ITE courses, the Cabinet Secretary responded:

"I think its complex. There's no one set of reasons...I think, ultimately, the way we'll get people to apply is to make teaching a go-to profession—a high-status

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<sup>65</sup> Oral Evidence, Cabinet Secretary for Education, 5 April 2017

<sup>66</sup> Ibid

<sup>67</sup> Ibid

<sup>68</sup> Cabinet Secretary for Education, Cabinet Announcement, 5 July 2017

profession that people aspire to be in. And then, there's no one simple answer to that, but it is about all these things we're talking about—about managing workload and entering into a profession where you will continue to have those professional learning opportunities.”<sup>69</sup>

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## Committee view

**110.** The Committee is extremely concerned that intake targets for ITE courses have been repeatedly missed over the last several years. It is essential that in order to provide the quality of teaching that is required, teacher numbers need to be increased, and places filled. Of particular concern is the more acute problem of the lack of teachers in specific areas.

**111.** The Committee welcomes the launch of the Discover Teaching campaign, and would like to see an early evaluation of the campaign, to establish (a) whether it has been a success and (b) whether more resource should be put in to the campaign to develop it further. In particular, the evaluation should look at those more acute areas where there are teacher shortages, and establish if specific and more direct recruitment campaigns would be required.

**112.** While the Committee welcomes the Cabinet Secretary's announcement regarding the new incentives for teacher recruitment, it remains concerned by the lack of financial incentives available for deprived areas and the lower levels of incentives available in Wales as compared to England.

**113.** The Committee is concerned by the lack of Welsh medium and ethnic minority teachers being recruited, and believes that the Welsh Government should do more to prioritise recruitment in these areas. In relation to Welsh language teachers, this is particularly important given the Welsh Government's goal of 1 million Welsh speakers. The Committee welcomes the new recruitment incentive of £5,000 for those who train to teach through the medium of Welsh or teach Welsh language in any secondary setting. The Committee also welcomes the announcement of the extra £4.2m to support the teaching and learning of Welsh. However, the Committee believes that the Cabinet Secretary should evaluate the impact of the additional funding and the new incentive and report back to this Committee.

**114.** The Committee also believes that more still needs to be done to recruit ethnic minority teachers.

**115.** The Committee very much welcomes the Cabinet Secretary's commitment that the ITE Expert Forum, chaired by Professor Furlong, will be reviewing aspects of teacher recruitment, retention and development. The Committee believes that the Cabinet Secretary should ask the ITE Expert Forum to look at the issues and concerns set out in this report, and report back to this Committee. The issues for the forum to examine include:

- causes of low recruitment;
- overseas recruitment;
- Welsh language recruitment;
- ethnic minority recruitment.

**116.** The Committee was interested to hear about the scheme in place in Imperial College London, and that this has been encouraged by Swansea University. The Committee believes that the Cabinet

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<sup>69</sup> [Oral Evidence, Cabinet Secretary for Education, 5 April 2017](#)

Secretary should consider encouraging greater use of this scheme across Welsh Universities, given the “ad hoc” approach currently in place.

**117.** The Committee believes strongly that the impact of high workload on retention and teaching quality needs to be addressed. It is clear that workload does have an impact on recruitment, but it is not clear to what degree this is based on the reality of teacher workload or the perception of such workload. The Welsh Government should undertake work to establish the level to which this is becoming a barrier to recruitment.

**118.** The Committee is concerned by the statement made by teaching unions regarding the “wastage” within the system, where new teachers leave a few years after qualifying. The Cabinet Secretary should investigate this further to establish the levels of teacher wastage, and the causes for it, and to look at comparisons of teacher wastage in other countries. As part of this, the Cabinet Secretary should ensure that thorough “exit interviews” are conducted with those leaving the profession to establish the reasons for leaving.

**119.** The Committee is concerned that there may not be sufficient support for new teachers in the early years, and believes the Cabinet Secretary should explore this further and look to develop a more robust mentoring scheme for them.

**Conclusion 2.** The causes of ITE course targets being missed must be addressed and remedied in order to provide the quality of teaching that is required, increase teacher numbers, and fill places. Of particular concern is the more acute problem of the lack of teachers in specific areas.

**Recommendation 10.** The Cabinet Secretary should undertake an early evaluation of the Discover Teaching campaign to establish (a) whether it has been a success and (b) whether more resource should be put in to the campaign to develop it further. In particular, the evaluation should look at those more acute areas where there are teacher shortages, and establish if specific and more direct recruitment campaigns are required.

**Recommendation 11.** The Cabinet Secretary should evaluate the impact of the new Welsh medium recruitment incentives, and the impact of additional £4.2m funding to support the teaching and learning of Welsh, and report back to this Committee.

**Recommendation 12.** The Cabinet Secretary must undertake urgent action to increase recruitment of ethnic minority teachers, and to recruit to schools in deprived areas.

**Recommendation 13.** The Cabinet Secretary should ask the ITE Expert Forum to consider the issues and concerns set out in this report and report back to this Committee.

**Recommendation 14.** The Cabinet Secretary should encourage greater use across Welsh Universities of the scheme in place in Imperial College London, whereby undergraduates are exposed to teaching through modules as part of their standard degree.

**Recommendation 15.** The Cabinet Secretary should undertake work to establish the level to which teacher workload is becoming a barrier to recruitment.

**Recommendation 16.** The Welsh Government should invest in research to establish the levels of teacher wastage, and the causes for it. Alongside this, the Cabinet Secretary should ensure that thorough exit interviews are conducted with those leaving the profession to establish their reasons for leaving.

**Recommendation 17.** The Cabinet Secretary should explore further whether there is sufficient support in place for new teachers in the early years, and look to develop a more robust mentoring scheme for them.

## 06. The new professional standards for teaching and leadership

**120.** In general, respondents to the Committee’s targeted consultation were supportive of the concept of the new professional standards, but had concerns over their implementation. NASUWT, however, expressed its “rejection of the new standards”. It stated that the new standards are “irreconcilable with the provision of the [school teachers’ pay and conditions document] STPCD”. Consequently it is advising their members to avoid adopting them until they become mandatory on 1 September 2018.

### The complexity of the new standards

**121.** In its written evidence, NASUWT and NUT stated that they would like to see the new professional standards developed further, with a view to making them more accessible by September 2018. At present they feel the new standards are too “cumbersome”. Furthermore, UCAC and Estyn feel that the language of the descriptors are too vague and may lead to differential interpretation from school to school, leading to inconsistencies.

**122.** In response to the concerns around the accessibility of the standards, Professor Waters said:

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“I think there are some crisp standards: there are five standards for teaching and leadership with some overarching values and dispositions explained—the sort of givens of the job—and they’re crystal clear.”<sup>70</sup>

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**123.** Professor Waters went on to state that the standards would be too “complex to wade through” if produced in paper form. Furthermore, each of the five standards has several descriptors and the Welsh Government’s website highlights:

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“for the award of Qualified Teacher Status and successful completion of induction it will be necessary to demonstrate all the relevant descriptors.”<sup>71</sup>

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**124.** But in Committee, Professor Waters stated the intention that “people will explore those descriptors—not every descriptor all the time”. This raises the question as to whether is it strictly accurate to say that there are five standards when NQTs will have many more behavioural competencies to exemplify.

**125.** Professor Waters also notes that the standards are something that teachers should be “aspiring to and growing into” and that “they’re not about proving that they’re good enough”. However, NQTs will be required to prove they meet a version of each descriptor before they are allowed to progress.

**126.** In regards to the language of the new standards, Professor Waters “dispute[s] that they’re impenetrable”. He reported that:

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“once [teachers] started to work with [the new professional standards], the real benefit was in the fact that the statements were multifaceted...the feedback was

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<sup>70</sup> Oral Evidence, Professor Mick Waters, 20 September 2017

<sup>71</sup> New professional standards for teaching and leadership: Welsh Government website

that the teachers involved thoroughly appreciated the more complex descriptors.”<sup>72</sup>

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**127.** Another benefit of new standards in their current form, he argued, was that:

“they’ve got to work for children who are taught in some rural school with just two teachers in the middle of Wales alongside somebody who’s in a school for 600 or 700 pupils, or a school for 2,000.”<sup>73</sup>

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**128.** Professor Waters warned that making descriptors “so precise that they can’t be misinterpreted” ran the risk of them “becoming trite”.

### Implementation of the new standards

**129.** The ATL, National Association of Head Teachers (NAHT), Association of School and College Leaders (ASCL) unions raised concerns about the amount of profession development training that is needed to support the implementation of the new standards, fearing that a lack of support will lead to either the misuse, or the ignoring of, the new standards. NAHT called for “pre-implementation messaging” to ensure the sector has a full understanding of the role and purpose of the new standards. Estyn, UCAC and NSUWT also called for clear guidance from Welsh Government on how the standards should operate and be used.

**130.** In his paper to the Committee, Professor Waters reported that implementation will be supported through the official sharing of best practice online. In oral evidence he explained that:

“the consortia were working together, making sure there’s consistency across the regions of Wales, consistency in practice, so that external mentors for NQTs are ready and prepared to go, and school-based mentors are aware of what the processes are needing to be...”<sup>74</sup>

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**131.** Professor Waters went on to imply that he felt that the profession would need minimal training on the new standards. He accepts that “there are some bits where [teachers] need to understand the unfolding picture”, but on the whole:

“...it’s not simply the centre telling them what they’ve now got to do. It is about them grabbing the agenda and moving it.”<sup>75</sup>

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**132.** The EWC, NUT and NAHT feel that the new standards would present an additional workload burden as teachers will need time to “get to grips with the new standards”. NAHT highlighted that:

“it may be assumed that there will be a need for a minimum number of opportunities for an individual and the line manager to meet over an annual cycle, with time required to both prepare for, and to summarise and record the outcomes of such meetings.”<sup>76</sup>

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**133.** Estyn stated that:

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<sup>72</sup> Oral Evidence, Professor Mick Waters, 20 September 2017

<sup>73</sup> Ibid

<sup>74</sup> Ibid

<sup>75</sup> Ibid

<sup>76</sup> Oral Evidence, NAHT, 15 February 2017

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“schools will need considerable support in the short, medium and longer terms to use the standards successfully.”<sup>77</sup>

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**134.** Estyn went on to warn that the new standards should support the wider reform programme and not “become an additional task that limits schools from engaging with curriculum reform”.

**135.** Professor Waters argued access to professional learning, and time to understand the new standards is about the climate and the culture of a school, as much as the workload of the individual. He said that “I, personally, don’t think it is a workload issue at all”. However, he did concede that it was a “challenge for leadership” to create the culture where teachers can “develop and work together” and that this “isn’t easy”.

### Timescale for implementation of the standards

**136.** Some respondents felt that the timescale for implementation was too short, with the NAHT, National Union of Teachers Cymru (NUT), UCAC unions and the Education Workforce Council (EWC) specifically highlighting the short space of time between the publication of the standards and their initial imposition in September 2017. Others felt the short timescale did not afford the profession enough time to access the training and support they would need to implement the standards in the best way.

**137.** UCAC and NUT felt that the current timetable was suitable for Newly Qualified Teachers [NQTs] (September 2017) and current teachers (September 2018). But UCAC felt that waiting to introduce them for new ITE programmes starting 2019 was too slow and would mean that teachers on programmes starting in 2018 will have to revert to the new standards years after their colleagues.

**138.** In his oral evidence, Professor Waters, noted that the phased approach was taken in order for teachers to be able to move over to the new standards at a time that “makes sense to them”. He implied that this would engender a sense of personal ownership over the standards and observed that:

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“the problem of changing from one policy to a new one, and one practice to a new one—it’s a bit like changing escalators, you know, you’ve got to readjust quickly, or readjust over time.”<sup>78</sup>

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### The role of the Education Workforce Council

**139.** During the course of the Inquiry the EWC has indicated that it feels that it does not have the “right tools” to do its job as they do not have the responsibility for developing the professional standards. It points to its equivalent bodies across the UK, which have these powers. In further written evidence to the committee, it suggested that the new standards “will hamper rather than help us in our statutory fitness to practise work” and that the removal of the EWC’s Code of Professional Conduct and Practice from the new standards was “a retrograde step with no clear rationale”.

**140.** When questioned on the EWC’s concerns regarding its fitness to practise work, Professor Waters said that “it’s a concern to me”. However, he also noted that the EWC were contributing members of the working party that developed the new standards. He went on to suggest that if they cannot:

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<sup>77</sup> Oral Evidence, Estyn, 30 March 2017

<sup>78</sup> Oral Evidence, Professor Mick Waters, 20 September 2017

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“make sure they apply the standards appropriately...maybe we need somebody who can. The challenge is to apply the standards properly, not to say, ‘Let’s change the standards so that we can make something that works for us in an administrative function.’”<sup>79</sup>

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**141.** The Cabinet Secretary argued that as a new body, the EWC needs time to “build up their capacity and take on new roles and responsibilities when they are best able and in a position to do that”.<sup>80</sup>

### Committee View

**142.** The Committee is concerned about the complexity and accessibility of the new standards, as there was a clear difference of opinion relating to this in the evidence received. The Committee notes the views of Professor Waters that the five standards for teaching and leadership within the standards are clear. However, there have also been clear views expressed by teaching unions that they would like to see the new professional standards developed further, with a view to making them more accessible by September 2018; and that at present the new standards are too “cumbersome”, and the language of the descriptors are too vague.

**143.** The Committee believes that the new standards should not place any further burden on the teaching profession in terms of their implementation or ongoing use. However, some of the standards are very obscure and difficult to understand, and could in the Committee’s view lead to workload implications and the need for implementation support. The Committee believes that the Cabinet Secretary should consider further the complexity and accessibility of the standards. It is vital that all those across the profession have access to the standards in format that is best for them, and in a way that makes the use of the standards simple to incorporate into their working practices.

**144.** The Committee is also concerned that the timescales for the new standards do not afford the profession enough time to access the training and support they need to implement the standards in the best way. The timescales for implementation is also not clear amongst key stakeholders, which is very concerning, and adds to the complexity.

**145.** The Committee also wants to express concern about the extent to which the new professional standards provide an adequate baseline for teacher performance. As written, the standards do not appear to include any baseline measure against which a teacher’s performance can be assessed. The Committee believes that there must be a measure to identify the standards expected of a teacher in order to undertake their role effectively, so that teachers can use the new standards to build from that level.

**146.** The Committee is also concerned that there is no gatekeeper for the standards, as there is in other professions, and believes there should be a professional body responsible for the regulation of the standards. It is the Committee’s view that the remit of EWC could be extended to include responsibility for regulation of the standards. One of the core purposes considered in the establishment of the EWC was to have a body to maintain standards. However, during the course of the inquiry the EWC itself indicated that it does not have the “right tools” to do its job as they do not have the responsibility for developing the professional standards.

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<sup>79</sup> Oral Evidence, Professor Mick Waters, 20 September 2017

<sup>80</sup> Oral Evidence, Cabinet Secretary for Education, 5 April 2017



**147.** The Committee notes the view of the Cabinet Secretary that as a new body, the EWC needs time to build up their capacity and take on new roles and responsibilities when they are best able. However, the Committee believes that the EWC could take responsibility for professional standards now.

**148.** In considering the role and remit of the EWC, the Committee was also concerned by its lack of powers to suspend teachers. Although not linked directly to professional learning or education of the workforce, given the nature of the EWC's role, and especially if the body is provided with responsibility over the standards, the Committee believes that it should have remit to suspend teachers in appropriate circumstances.

**Recommendation 18.** The Cabinet Secretary should consider further the complexity and accessibility of the standards to ensure that all those across the profession have access to the standards in format that is best for them, and in a way that makes the use of the standards simple to incorporate into their working practices.

**Recommendation 19.** The Cabinet Secretary should consider the extent to which the new professional standards provide an adequate baseline for teacher performance, and revise the standards to include a measure to identify the standards expected of a teacher in order to undertake their role effectively.

**Recommendation 20.** The remit of the Education Workforce Council should be extended to include responsibility for professional standards.

**Recommendation 21.** The remit of the Education Workforce Council should be extended to provide it with power to suspend teachers in appropriate circumstances.

## 07. Other issues

### Professional learning for supply teachers

**149.** The question of professional development opportunities for supply teachers was raised during the Inquiry. The GwE consortia indicated that while there were opportunities available for supply teachers:

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“...I think we need to work more regarding targeting supply teachers and maybe even a bespoke programme for supply teachers.”<sup>81</sup>

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**150.** The Committee heard that supply teachers are not always working on a daily basis, so can miss out on opportunities or will not be able to engage in training that focuses on practical work in schools or classrooms.

**151.** The Education Achievement Service (EAS) consortia argued that for NQTs:

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“...there’s almost a statutory level of consistency, because NQTs have to have a programme of support, and many NQTs are also supply teachers. So, that cohort is dealt with by that requirement.”<sup>82</sup>

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**152.** But EAS also conceded that there is “variation” across the consortia in how they approach professional development for supply teachers. Some regions appear to specifically “targeting” supply teachers, while in others this practice is still “emerging”.

### Committee view

**153.** The Committee is concerned that supply teachers do not have access to the full range of professional learning on offer. To ensure that pupils receive top quality education no matter who is teaching them, it is essential that supply teachers receive the same level of professional development that the full time teachers receive.

**Recommendation 22.** The Cabinet Secretary must ensure that there is full access to professional development for supply teachers.

### Research on education in Wales

**154.** The lack of research into education in Wales, both by practitioners and academics, was seen as a potential issue, in particular by Professor Furlong. He said that of the nine recommendations made in his report *Teaching Tomorrow’s Teachers*, he is most concerned about:

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“the one on research capacity...is at a terribly, terribly low ebb... it’s just gone downhill in the last 10 years... We haven’t got much money, I understand that. I put in specific proposals and there is now the possibility of some money being made available. But, actually, it hasn’t been grounded—we don’t actually know what’s going to happen.”<sup>83</sup>

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**155.** Professor Furlong was concerned that:

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<sup>81</sup> Oral Evidence, GwE, 20 September 2017

<sup>82</sup> Oral Evidence, EAS, 20 September 2017

<sup>83</sup> Oral Evidence, Professor John Furlong, 30 March 2017

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“there is nowhere to go for close-to-practice research in relation to bilingual education, in relation to the foundation phase, in relation to the teaching of science, technology, engineering and mathematics subjects and in relation to the teaching of children from poor backgrounds. These are all major, major policy issues in education, and we don’t have research capacity to address these issues...”<sup>84</sup>

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**156.** The teaching unions also raised concerns over the lack of “research into pedagogy” in Wales. ASCL questioned whether education research was “a priority for our universities”. The NUT talked of the importance of having “proper evidence” to assess the impact of the Welsh Government’s reforms.

**157.** In September 2016, the Cabinet Secretary for Education tasked the higher education sector in Wales with “recapturing a civic mission”.<sup>85</sup> One aspect of this mission was to develop more research capacity on education in Wales. This year, in October 2017, the Cabinet Secretary renewed her calls on the sector, establishing that she wants to see an increase in the number of ITE lecturers whose work is submitted to the Research Excellence Framework and whose work is published in relevant academic journals.<sup>86</sup>

### Committee View

**158.** The Committee is keen to see higher levels of education research in Wales, and believes that the number of Wales specific education reforms would benefit from greater levels of academic scrutiny and analysis. The Committee also believes that other parts of the world would benefit from a greater knowledge and insight into the education work that those across the sector are contributing to in Wales.

**Conclusion 3.** That more education research in Wales is required, and the number of Wales specific education reforms would benefit from greater levels of academic scrutiny and analysis.

### The Professional Learning Passport

**159.** The Committee heard mixed views regarding the Professional Learning Passport (PLP). In general it is seen as useful, but as it is not mandatory for the majority of teachers and it is not widely used at this point. One of the suggested reasons for the lack of use included teachers being unused to recording their professional development. The perception of the PLP was also seen as an additional, non-priority, workload burden, on top of their already large, mandatory workloads.

**160.** However, the Cabinet Secretary’s written paper referred to the PLP as the “linchpin to continuous professional learning” and outlined an increased role for the PLP, including increasing access to professional development for the wider educational workforce. Although how it will do so is not clearly explained, other than it would allow these workers to map what they undertaken, which might establish what further training they may need.

### Committee View

**161.** The Committee believes that the Professional Learning Passport is potentially a valuable tool that the workforce could use to its benefit. However, the Committee would like to see greater support

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<sup>84</sup> Oral Evidence, Professor John Furlong, 30 March 2017

<sup>85</sup> The Brexit University Challenge – Recapturing a Civic Mission: speech by the Cabinet Secretary for Education

<sup>86</sup> Growing the civic mission of Higher Education in Wales: speech by the Cabinet Secretary for Education

for the use of the PLP given its potential, but also because of the resources already spent on it. Increased levels of support could be informed through an evaluation of the current PLP, its use and the barriers to take up.

**162.** Although not raised directly in relation to this inquiry, the Committee has also had discussions regarding the potential benefit to the PLP if it had greater synergy with the Welsh Government's other online resource, Hwb, and believes the Cabinet Secretary could explore this further.

**Recommendation 23.** The Cabinet Secretary should ensure that there is greater support for the use of the Professional Learning Passport given its potential, and the resources already spent on it. Increased levels of support could be informed through an evaluation of the current PLP, its use and the barriers to take up.

**Recommendation 24.** The Cabinet Secretary should explore the potential to build greater synergy between the Professional Learning Passport and the Welsh Government's online resource, Hwb.

### The role of professional development

**163.** There was some conflicting evidence regarding the link between performance management and professional development. The NUT raised concerns that the Professional Learning Passport (PLP) would end up becoming "an assessment or performance management tool". This raised concerns about the link between performance management and professional development more generally. However Estyn said it thought:

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"...that professional learning opportunities need to be identified in the performance management process. That process should be a constructive one."<sup>87</sup>

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**164.** The EWC agreed, saying that:

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"...in terms of making sure that everybody is having opportunities to access their development, the current system for being able to identify that, very often, is through performance management, so you'd expect those sorts of discussions to take place."<sup>88</sup>

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**165.** The Cabinet Secretary in turn stated that:

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"I would not want people to think that you only engage in professional learning as part of a performance management process. That's not what it should be about...Now, there may be some instances, if there are issues around performance management, where professional learning would be advised and people would be signposted to, encouraged to and required to participate, but we should never, never make the mistake, I believe, of just equating professional learning simply with performance management."<sup>89</sup>

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<sup>87</sup> Oral Evidence, Estyn, 30 March 2017

<sup>88</sup> Oral Evidence, EWC, 30 March 2017

<sup>89</sup> Oral Evidence, Cabinet Secretary for Education, 5 April 2017

## Committee View

**166.** The Committee is concerned that there is an ongoing view that performance management and professional development are inextricably linked. While the Committee acknowledges that it is right that professional learning opportunities are identified in the performance management process, we are keen to see teacher professional development valued in its own right. Furthermore the Committee wants to see professional development for teachers recognised as tool for support teacher growth, rather than as a performance management tool.

**Conclusion 4.** Teachers' professional development should be valued in its own right, and recognised as tool for support teacher growth, rather than as a performance management tool.

## Use of Hwb

**167.** Although not raised directly in evidence, there was some discussion relating to the potential use of the Hwb system to benefit the professional workforce in many areas. Using it as a tool to share best practice, including as a mechanism to store and update the PLP were some examples discussed.

## Committee View

**168.** The Committee recognises the potential value of Hwb in the development of the professional workforce. The Committee believes that the Cabinet Secretary should evaluate the impact of Hwb, how well it is used, how effective it is, and how it can be further used to help benefit the workforce.

**Recommendation 25.** The Cabinet Secretary should evaluate the impact of Hwb to establish how it can it be further used to help benefit the workforce.

## Annex A – List of oral evidence sessions

The following witnesses provided oral evidence to the Committee on the dates noted below.

Transcripts of all oral evidence sessions can be viewed on the Committee’s website.

Date	Name and Organisation
1 February 2017	Neil Foden, National Union of Teachers, NUT Cymru Rachel Curley, Association of Teachers and Lecturers, ATL Ywain Myfyr, Undeb Cenedlaethol Athrawon Cymru (UCAC) Rex Phillips, NASUWT Dr Mair Parry, Royal College of Paediatrics and Child Health
15 February 2017	Tim Pratt, Association of Schools and College Leaders, ASCL Cymru Maureen Harris, Association of Schools and College Leaders, ASCL Cymru Rob Williams, Director of Policy - NAHT Cymru
30 March 2017	Meilyr Rowlands, Estyn Claire Morgan, Estyn Huw Watkins, Estyn Hayden Llewellyn, Education Workforce Council Angela Jardine, Education Workforce Council Professor John Furlong, University of Oxford
5 April 2017	Kirsty Williams AM, Cabinet Secretary for Education Steve Davies Huw Foster Evans
20 September 2017	Anna Brychan, Central South Consortium Joint Education Service Alan Edwards, Education through Regional Working Rhys Howard Hughes, GwE Kevin Palmer, Education Achievement Service for South East Wales Professor Michael Waters, University of Wolverhampton

## Annex B – List of written evidence

The following people and organisations provided written evidence to the Committee. All [consultation responses and additional written information](#) can be viewed on the Committee’s website.

<b>Organisation</b>	<b>Reference</b>
Adoption UK	TT 01
Wales Journal of Education	TT 02
Estyn	TT 03
The National Deaf Children’s Society (NDCS) Cymru	TT 04
Chwarae Teg	TT 05
Catholic Education Service	TT 06
National Union of Teachers (NUT Cymru)	TT 07
Teach First Cymru	TT 08
The National Association of Schoolmasters Union of Women Teachers (NASUWT)	TT 09
Cardiff University	TT 10
Education Workforce Council	TT 11
University and College Union Wales	TT 12
University of South Wales	TT 13
Central South Consortium	TT 14
Colleges Cymru	TT 15
Wales Principal Youth Officers’ Group	TT 16
Association of School and College Leaders (Cymru)	TT 17
Afasic Cymru	TT 18
Higher Education Funding Council for Wales	TT 19
National Association of Head Teachers Cymru	TT 20
Gwasanaeth Effeithiolrwydd (GwE)	TT 21
Undeb Cenedlaethol Athrawon Cymru (UCAC)	TT 22
Welsh Language Commissioner	TT 23
Royal Society of Chemistry	TT 24
Cymdeithas yr Iaith Gymraeg	TT 25
Education Achievement Service for South East Wales (EAS)	TT 26
Association of Teachers and Lecturers (ATL Cymru)	TT 27
Cabinet Secretary for Education	TT 28

## **Additional Information Received**

<b>Organisation</b>	<b>Reference</b>
Association of Teachers and Lecturers (ATL Cymru)	TT FI 01
National Association of Head Teachers Cymru (NAHT)	TT FI 02
National Union of Teachers Cymru (NUT Cymru)	TT FI 03
Education Workforce Council	TT FI 04
Association of School and College Leaders (Cymru)	TT FI 05
National Association of Schoolmasters Union of Women Teachers (NASUWT)	TT FI 06
Appendix A - F	
Estyn	TT FI 07
Professor Michael Waters	TT FI 08
UCAC	TT FI 09
Regional School Improvement Consortia	TT FI 10