

Teaching: A valued profession

working towards

A Career, Conditions and Pay Framework for School Teachers in Wales



The report of the independent review

September 2018

Mae'r ddogfen yma hefyd ar gael yn Gymraeg.
This document is also available in Welsh.

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Letter to the Cabinet Secretary for Education

20th September 2018

Dear Cabinet Secretary

In December 2017 you asked me to chair a panel to carry out an independent review of School Teachers' Pay and Conditions and make recommendations that would support the national mission for education as Wales assumes responsibility for its own arrangements from 30th September 2018. The panel comprised Professor Melanie Jones, Sir Alasdair Macdonald and me.

We are now pleased to present our report arising from that review for your consideration. This report is the result of matching research from across the world with the evidence we have found in Wales. We are grateful to everyone who contributed to our review in helping us to understand the effectiveness of the current arrangements and the potential for the future as Wales assumes responsibility for the new arrangements.

What has transpired is a report that examines the current position in schools relating to teachers' pay and conditions and seeks to enable and support the wider reform agenda through recommendations that will look to the future and support transformation of education. We propose that the new responsibilities provide an opportunity that can be grasped by all concerned forging a positive future for the teaching profession.

The proposals we make are intended to support your wish to value the professionalism of teachers while expecting them to exert the professional influence needed. Your willingness to see teaching in a light that reflects Wales' ambitions for its children and young people means that the new responsibility for teachers' conditions and their pay can be an opportunity to continue to further cement the relationship between government and the teaching profession. We believe that the steps we recommend will support teachers' professional learning and harness their professionalism.

The title of the report, 'Teaching: A valued profession', signals the vital roles that teachers and head teachers assume in ensuring the best life chances for our children and young people, achieving the ambitions of 'Our National Mission' in education and helping Wales to be a successful and prosperous nation.

Yours sincerely



Professor Mick Waters

Professor Melanie Jones

Sir Alasdair Macdonald

Acknowledgements

We would like to take the opportunity to thank all those who have engaged with the review. We are indebted to all the head teachers, teachers, governors and the extensive range of organisations, groups and individuals who gave up their time either to share their views in writing or to meet with us.

Officials in the Welsh Government have been unstinting in their support to the review under the direction of Steve Vincent.

Mike Williams has offered careful and astute guidance to the panel and to his team. Robert Hobbs and Nathan Huish have organised the numerous meetings and visits that create logistical demands, as well as organising the documentation that supports a review. Gareth Thomas, Rachel Shepherd and Matthew Davies have responded cheerfully and urgently to our continual requests for data and modelling of statistics.

Neil Welch and Patrick Moran have shared their insights on the development of policy over many years and several other government officers have shared information about a range of reforms across the education landscape.

We would particularly like to thank those schools that acted as hosts for our visits and meetings and Beaufort Research Ltd who undertook the processing and analysis of the responses to our formal call for views.

All of those mentioned bear no responsibility for the content of this report but have been invaluable in its development.

Professor Mick Waters



Professor Melanie Jones



Sir Alasdair Macdonald



1. Introduction

1.1. The background to the review

1.1.1. The 'National Mission' for education in Wales offers a future full of promise for young people and for the prosperity of the nation itself. It is a bold agenda for educational reform determined to secure improved standards and well-being for all children and young people including:

- new curriculum development;
- qualification reform;
- investment in the upgrading of school buildings;
- a more rigorous approach to Initial Teacher Education and Training;
- a more refined approach to securing the best provision for those with Additional Learning Needs;
- a focus on equity throughout the school system;
- new Professional Standards for Teaching and Leadership;
- the founding of a National Academy for Educational Leadership; and
- a more rational accountability framework.

1.1.2. It is a complex and ambitious programme of change, driven by the commitment of the Welsh Government and the Cabinet Secretary for Education.

1.1.3. At the heart of this reform are the teachers. They need collectively and individually to embrace the need for change, engage in the process and work in ever more effective ways to secure the best outcomes for young people. At the same time, they have a key role in promoting the value of education in its broadest sense to all in the community. What happens when the new reforms reach the learners is the most vital element of the whole reform agenda; the teaching profession is the lynchpin.

1.1.4. The Welsh Government therefore wants to '**develop a new made-in-Wales pay and conditions framework, enshrining a national approach to professional learning and standards, and the freedom for teachers to use their professionalism and knowledge**'.¹

1.1.5. Wales assumes responsibility for the pay and conditions arrangements for its own school teachers from September 2018 and has the opportunity to build that framework against the backdrop of the reform agenda with any new regulations being implemented from September 2019.

1.1.6. The construction of the new Welsh pay and conditions framework will provide an opportunity to further develop the relationship between the Welsh Government and the teaching profession. The notion of 'co-construction' has been recognised by

¹ [Education in Wales: Our National Mission \(2018\) Welsh Government](#)

OECD² as a key element of the process of securing the development needed. The importance of the agency of the teachers in shifting the system is well recognised. The new framework needs to foster the professionalism that teachers across Wales wish to have recognised and extended.

- 1.1.7. Our review has highlighted the significant professional excitement in the school system for the spirit of the reform underway. While there are some who are less convinced and some who doubt whether the ambition can be achieved, the vast majority of teachers across the country are firmly behind the agenda. They may be uncertain about the steps needed to make progress, or as yet unclear about what the changes will mean for them as individuals, but they are wholeheartedly convinced of the need for change and willing to help to drive towards a better future on behalf of the young people in schools. The development of the learning of their pupils is at the core of their motivation as they seek to make a difference to the life chances of young people.
- 1.1.8. The public service outlook is very strong. The wish to be of lasting benefit to the community and to the country motivates most teachers, as does the need to be part of profession that is well regarded and enjoys high levels of public confidence and respect.
- 1.1.9. The high levels of integrity within the profession are also very evident. There is a widespread and firm belief that it is this integrity and the commitment to public service that should drive decisions about the construction of a pay and conditions framework rather than resorting to market forces. Indeed, collaboration across the profession is widely felt to be of more benefit than a competitive outlook between schools and other organisations. Equally, themes of equality and fairness emerged above personal self-interest and have become core principles underpinning the recommendations from the review. This is not an easy option; quite the reverse. It is based on a belief that this will support and strengthen the outcomes for young people across the country.

1.2. Professionalism in teaching

- 1.2.1. Our recommendations relating to the development of a new pay and conditions framework for Wales are rooted in increasing the professionalism of teachers. We must resist defining conditions of service that restrain and constrain the profession, moving away from an urge to be clear about the detail of responsibility, to better construct a more professional outlook in line with bigger strategic objectives. Our enquiries during this review have led us to believe that most people involved with schools acknowledge a shared understanding of professionalism. A professional lives with a level of ambiguity and seeks to take responsibility when necessary to achieve

² [The Welsh Education Reform Journey; A rapid policy analysis \(2017\) Paris OECD](#)

their purpose. The professional accepts the uncertainty of variable time commitment as the other side of the coin from the freedom to manage their own time to meet professional expectations. The professional aspires to the highest standards and sees no need for explicit detailed direction in their work. A professional expects to take responsibility for their own development and growth, to be part of a wider community of professional endeavour and to be involved in measured innovation in the pursuit of continuous improvement.

1.2.2. In return for their professional commitment and endeavour teachers should be fairly paid and enjoy high levels of public respect and confidence in the best interests of the nation with education at the heart of economic and social growth.

1.3. The headlines

1.3.1. Our review marks out a future for the profession; an opportunity to align 'Our National Mission' with the professional aspirations of its teachers and school leaders. We:

- suggest that the framework for pay and conditions should provide an impetus that supports the bold and ambitious agenda of 'Our National Mission', aligning with the future agenda rather than past outlooks;
- argue that the Welsh Government's new responsibility for pay and conditions offers a chance to reflect and look to the future, considering how to maximise the effectiveness of teachers;
- ask whether teachers and schools should continue to work in their traditional ways or whether they should change, modernise and embrace the future;
- recognise the mood of all concerned with schools for a renewed emphasis upon the principle of public service;
- emphasise the notion of career-long contribution, development and support with a focus on the early stages of each career level;
- propose some new career pathways, roles and opportunities with the modification of some current arrangements;
- emphasise the importance of professional learning and the role of research;
- propose some changes to the way the work of teachers and school leaders is appraised;
- suggest amendments to the current regulations that enable greater equity, fairness and transparency across the school system.

2. Methodology

2.1. Our approach to the review

2.1.1. The review followed several lines of enquiry, with the timescale dictating the need for activity to take place concurrently. The panel considered five central questions:

- How does the future context anticipated in ‘Our National Mission’ affect the way teachers and leaders need to work?
- What should be the driving forces for any framework for pay and conditions arrangements?
- What are the opportunities and challenges as Wales addresses its programme of educational reform?
- What changes need to be made, therefore, to current arrangements as Wales assumes responsibility for its own teachers’ pay and conditions?
- What process of change would be necessary to enable the recommendations to have the best chance of success?

2.1.2. Each line of enquiry has been characterised by engagement which has invited opinion, evidence and challenge, involved a wide range of people and been exploratory and inclusive in opening up areas for consideration. Our engagement has brought people together from across the spectrum of schooling and recognised different contributions and experiences.

2.1.3. The ambition has been to produce recommendations that will address the experiences and needs of those in teaching now and in the future, while creating a sense of ownership in support of their implementation.

2.2. Building an evidence base

2.2.1. The review began with a formal call for views through an online questionnaire which received just a small number of responses, mainly from Teacher Unions and Professional Associations who made representations on behalf of their extensive memberships. There were also representations from organisations and agencies of national and local government across Wales. The ‘call for views’ received 36 responses. These were analysed by Beaufort Research Limited.

2.2.2. Some of the Teacher Unions and Professional Associations initially asserted the view that a review was unnecessary and that previous protocols should continue. They further held the view that there was little need for any significant change. This was understandable given that many of the current School Teachers’ Pay and Conditions had been hard won or stoutly defended. Further, given that the conditions were the result of long-term ongoing negotiation, it would be difficult for some Teacher Unions and Professional Associations to argue for change without the implication of previous neglect of the best interests of their membership in part or total.

2.2.3. This independent review was never intended to be a negotiating mechanism but a vehicle for offering the Cabinet Secretary a transparent insight into the possible scope, benefit and advisability of change through agreed channels. The recommendations of this independent review provide the opportunity for the Teacher

Unions, Professional Associations and employers to work with Government to seek fair pay and conditions, while securing the best educational prospects for every pupil in Wales.

2.2.4. Generally, teachers and school leaders were initially hesitant about engaging in consideration of their pay and conditions. The view that such issues were beyond their influence was prevalent. However, as the review has progressed the influence of the teaching profession has increasingly contributed significant insights and imaginative suggestions which have been grounded in reality.

2.3. Stakeholder engagement

2.3.1. The panel engaged stakeholders with three objectives:

- Gathering views about the pay and conditions of teachers in the context of ‘Our National Mission’;
- Testing emerging themes;
- Developing and challenging ideas and recommendations – this was intended not only to test and refine ideas, but also to ensure a clear thread ran from the literature and review engagement through to conclusions and recommendations.

2.3.2. The panel held extensive formal oral evidence sessions, inviting further information for consideration from a range of stakeholders. The review panel heard the views of teachers and head teachers, both first hand and through their representatives. Insight was also offered by governors, local and national elected members, Welsh Government officers, Estyn, the National Academy for Educational Leadership, the Education Workforce Council, the Regional School Improvement Organisations, Local Authority Directors of Education and other officers from finance and human resources. A meeting was held with the Chair of the School Teachers’ Review Body, the agency currently responsible for arrangements in England and Wales. All this evidence was then supplemented and informed by visits to schools and structured discussions with teachers and head teachers at different career stages as well as student teachers in training. A series of open meetings brought together interest groups from different localities. The panel encouraged respondents to express the positive aspects of the current conditions, along with perceived frustrations and shortcomings, if possible with example and illustration, as well as to suggest alternatives, remedies and imaginative developments. The panel has ensured that visits and meetings have represented the broad cross section of school communities to be found across Wales.

2.4. Research and data background

2.4.1. Alongside the insights and opinion of contributors to our review sits the research with which we were able to engage to shed further light on the views expressed. This extensive research led us to consider comparisons with other employment sectors as well as to investigate practices in other countries and jurisdictions across the globe. This has enabled us to both test out assertions and to model some of the emerging proposals to determine their validity.

- 2.4.2. The panel also examined considerable statistical data which shed light on patterns and trends in aspects of working practice. Every effort has been made to determine anecdote from evidence, to differentiate between hearsay and reality and also to consolidate emerging recommendations with realistic initial modelling to test feasibility.
- 2.4.3. Our recommendations emerge from our review and offer an opportunity to build a framework for the pay and conditions of teachers that encourages professionalism. For teachers our recommendations also set down a challenge through the expectation of a commitment to the common educational good for all our children and young people: 'Our National Mission'.
- 2.4.4. At <https://beta.gov.wales/teaching-and-leadership> is a reference bibliography, a record of the call for views, school visits made and meetings held by the independent review panel.



2.5. Some numbers and terminology

Some numbers: as of January 2018

Schools

In Wales the school system has 1,521 maintained and 70 independent schools serving around 467,000 school and pre-school students. The school system has 11 nurseries, 1,261 primary schools, 13 middle schools, 195 secondary schools and 41 special schools.

Teachers and Support Staff

The number of **qualified teachers** employed in maintained schools in 2018 is 26,129, the lowest number since 2000.

The number of **qualified teachers** has remained fairly steady over the long term, ranging between a peak of 28,461 in 2006 and a low of 26,129 in 2018.

The **number of teachers who are teaching either Welsh first language or other subjects through the medium of Welsh** in primary, middle and secondary schools is 5,515, up from 5,359 at January 2017.

There are 23,784 **full-time equivalent support staff** in maintained schools, up from 23,559 at January 2017.

Source: Welsh Government Pupil Level Annual School Census (PLASC), 2018

Terminology in our report

The current framework for teachers' pay and conditions applies to all teachers in maintained schools in England and Wales.

Our writing of the review has to deal with the challenge of the fact that all teachers are teachers, though some are head teachers or deputy head teachers or assistant head teachers.

Those in positions of formal leadership responsibility are often referred to as school leaders, though every teacher is expected to exercise leadership.

Where aspects of our review relate specifically to head teachers only or to deputy head teachers or assistant head teachers only, it is stated if it is felt not to be clear. Otherwise, the term 'teachers' is usually meant to include all.

3 OUR REPORT: THE FUNDAMENTAL PROPOSITION

3.1 The best way forward

- 3.1.1 As a result of our review, we believe that the building of a new framework for pay and conditions should be a longer-term agenda.
- 3.1.2 We have examined the current conditions under which school teachers are employed. We have asked whether they are fit for purpose in Wales, and whether they will they represent a sufficiently ambitious outlook for a nation which is so positive in its aspiration for education. Do the conditions as they stand imply a respect and value for the profession of teaching which will attract, encourage and inspire the sorts of people who will enhance education for the future? Are career pathways appropriate for the new vision for education and do they mirror the expectations that we would wish professionals would hold for themselves?
- 3.1.3 Our view is that the approach to pay and conditions that is transferring from the Department for Education (DfE) will not emphasise sufficiently the professional outlook, attitudes and standards of teachers sought in Wales. To adopt this approach would mean a continued focus upon duties and commitments in a way that diminishes professionalism and risks teachers being seen as ‘operatives’ in schools and leaders as ‘branch managers’. Taking the current pay and conditions regulations for England and Wales as set out in the Department for Education School Teachers’ Pay and Conditions Document (2017) and simply adapting them will be counter-productive, place a limit on ambition, and be a missed opportunity. Our recommendations seek to build upon the professional behaviours of teachers and school leaders and adjust conditions and pay to reflect an enterprise that seeks to extend itself in order to achieve all it can for children and young people.
- 3.1.4 As a result of our review, the panel regards the issue of a teacher’s career to be the starting point with conditions as more than the elements of a teacher’s contract that inform or control pay. The progression and worth of a teacher’s career is best served with a coherent link between their pay, conditions and the support for the aspirations and responsibilities they assume.
- 3.1.5 Our report starts, therefore, with a consideration of aspects of the careers of teachers, recognising the profession as the lynchpin for the reform agenda; our recommendations flow from this proposition.

3.2. The scope of our recommendations

- 3.2.1. We are therefore recommending to the Cabinet Secretary a schedule for addressing and negotiating the work needed to build a comprehensive, future focussed ‘**Career, Conditions and Pay Framework for School Teachers in Wales**’.
- 3.2.2. In line with our five central questions, the panel makes recommendations which it believes will lead to a ‘**Career, Conditions and Pay Framework for School Teachers in Wales**’ which recognises professionalism and develops professional learning. ‘Our National Mission’ is ambitious and extensive. With regard to teachers, some of the fundamental issues that need to be addressed require a significant and

calculated structural change process rather than simply modifying small elements of their contractual conditions in relation to pay to achieve short term solutions. Some of the programmes that need to be developed require significant and secure investment and this needs to be programmed alongside other priorities, taking opportunities created by the end of current education funding streams. These are category A recommendations.

3.2.3. The panel makes a series of important interwoven phased recommendations. Some seek to address significant structural matters. The panel believes that these will have a profound impact on the effectiveness of schools and galvanise the profession in its pursuit of transformation of schooling. These are longer-term recommendations regarding teachers' career development and working lives and they will be a critical determinant of specific and contractual working conditions in the future. It is for this reason that our report offers lengthy discussion of some current issues. While the panel has set out key elements in the recommendations, some will require consultation, modelling and detailed costing alongside consideration of unintended consequences to develop proof of concept. These are recommendations to which we urge the Cabinet Secretary to commit and put in place the appropriate programmes at the earliest opportunity. These recommendations have been developed with sharp focus on the specific context of schooling in Wales. They are not the end point but an important start, underpinned by a set of principles which we feel are unlikely to change.

3.2.4. Some of our other recommendations propose that the Cabinet Secretary approves the potential for particular change to career, conditions and pay arrangements for teachers with a view to implementation by a date to be specified when structures are in place. These are category B recommendations.

3.2.5. A further related group of recommendations is important for clarity and context; in many instances a case of rationalising the current regulations to address the Welsh reform agenda and the non-English context. These recommendations can be addressed swiftly, as an early step in transition of responsibility. These are category C recommendations and would form much of the first remit for the new School Teachers' Review Body arrangements in Wales.

- Category A: structural and longer term recommendations
- Category B: prospective specific change or developmental recommendations
- Category C: initial amendments of previous regulations to align with 'Our National Mission'.

3.2.6 A summary schedule of the categorisation of our recommendations is offered so that, once approved, an achievable programme can be put in place, with implications and expectations upon many agencies.

3.3 The underlying principles for the review

3.3.1. As arrangements for teachers' pay and conditions depart from those in England, the panel was keen to ensure that some guiding principles would underlie the recommendations. These were presented as the following areas of concern in the

review.

3.3.2 These led to five principles being defined:

1. No detriment in pay or conditions

The panel considered the concerns that school teachers would be disadvantaged in Wales because of the changed responsibility for pay and conditions. There was particular concern over possibilities of regional pay arrangements being introduced.

2. Career aspiration and progression

The panel recognised the desire of teachers to be supported in influencing the nation's educational ambitions in terms of career opportunities and recognition.

3. Equity, fairness and transparency

The panel considered that the drivers for a pay and conditions framework should be the commitment to equity, fairness and transparency, a view informed by respondents to the review. The market outlook approach is prevalent in England and would be an option in Wales. However, we found virtually no appetite for a system that risks setting school against school, community against community and sees the spiralling salaries of those who know how to play the system draining school budgets meant for pupils and their education. The panel was struck by the most often-voiced outlook that emphasised public service and integrity and sought collaboration rather than competition.

4. The educational and social context

The panel assert that Wales is very different from England in terms of the issues affecting education, both philosophically and structurally. Wales is trying to build a collegiate outlook, co-constructing the way forward in a spirit of collaboration and proportionate accountability. The new framework for pay and conditions should better recognise both the circumstances of Wales and the working relationships that are sought.

5. Reasoned comparison with other employment sectors

The panel would seek to ensure that recommendations considered the issue of pay and conditions comparison, particularly in relation to other employment sectors and England.

4. Made in Wales: Procedures and documentation

- 4.1. Our initial recommendations relate to the procedures and documentation necessary to enable an effective framework to be built over time. The current England and Wales regulations for School Teachers' Pay and Conditions are amended through a document which is revised annually following work to a ministerial remit by the School Teachers' Review Body (STRB). In Wales, stakeholders have been working in parallel with our review and a detailed proposal for the composition, remit and procedures has received approval from the Cabinet Secretary.

The new Wales version of the School Teachers' Review Body (WSTRB) is established as soon as possible.

This should be a genuinely independent body, reflecting a range of relevant expertise and specialism to address the changing nature of teachers' professionalism anticipated by this review, and which both responds positively to an agenda described by the Cabinet Secretary as well as putting forward cogent suggestions for consideration over time.

Consideration should be given to each remit period being of a two-year duration, with a phased reporting and delivery agenda and an annual review process.

To be delivered by: **Welsh Government.**

Category C

Recommendation 1

- 4.2. Several of our recommendations (those in category C) provide an urgent early agenda for the newly formed body. It is important that the new arrangements for the WSTRB enact these proposals effectively rather than allowing new organisational protocols to become more immediate than the matter in hand: 'Our National Mission'. We believe that consideration should be given to using a remit period for the WSTRB which covers two years of work, modified annually. This would be important initially for the newly formed WSTRB and would have the benefit of looking further ahead and allowing time for appropriate background work, as well as anticipating unfolding agendas.

- 4.3. As the panel has reviewed the current document guiding pay and conditions for England and Wales³, it has become clear that many matters do not relate to teaching in schools in Wales today, let alone the reform agenda ahead. The context of the reform agenda described in 'Our National Mission' sees teachers as the highly professional agency of progress, yet many of the conditions under which teachers currently work suggest otherwise. Many matters of importance to the way teachers work are well beyond the arena of the document and current regulation.
- 4.4. The current document for England and Wales has not kept pace with the changing nature of schooling and will require too much amendment for it to be useful and workable for the Welsh context. This is because the document and regulation have evolved over time with amendments and inserted clauses intended to overcome anomalies from previous consideration and decision or from changes in schools' working practices. This evolution has led to a set of conditions which are highly complex, complicated and full of intricate and meticulously qualified detail in order that employers can make fair decisions for their employees. However, the conditions are convoluted and we have found that very few people, especially teachers themselves, have a clear understanding of the current School Teachers' Pay and Conditions document.
- 4.5. Analysis has led the panel to the view that there needs to be a fresh document and that the new document should have a different underlying premise from the one that it replaces.



³ [School Teachers' Pay and Conditions Document \(2017\) Department for Education](#)

A new coherent ‘Career, Conditions and Pay Framework for Teachers in Wales’ document should be written.

This process can use the inherited document as a reference point but should ensure a ‘fresh start’ for clarity and accessibility. The newly formed version of the Welsh School Teacher Review Body, with legal advice and support, should produce a new document, including regulations to address our immediate recommendations, by September 2019. Our recommendations focus upon the essential aspects of Career, Conditions and Pay arrangements for teachers.

The new documentation should consider the recommendations in this report and only those elements of the current documentation that are essential beyond the employment legislation of the ‘Burgundy Book’. Thereafter, the regulations should be amended to take account of on-going developments.

The new document should clarify the role and applicability of the ‘Burgundy Book’ which would appear to be interpreted in different ways in different areas of the country.

To be delivered by: **Welsh Government, Welsh School Teacher Review Body**

Category B

Recommendation 2



5. Teachers' working lives

Two issues dominated our review in terms of consideration of conditions under which teachers work.

5.1 Public confidence in teachers

5.1.1. The first issue is the need to feel a sense of public confidence and be part of a shared culture of learning. There is recognition of the importance of 'Our National Mission' to the future wellbeing, success and prosperity of the nation as well as to the Welsh Government's commitment to build a strong school system in partnership with its schools. Teachers in Wales today are proud professionals, but their pride is often dormant.

'I like a good workload. I want the people of this community to see the way education can enrich lives and I will do all I can to help these young people see possibilities ahead...and so will my team.'

(Secondary head teacher)

5.1.2. The OECD emphasised that 'raising teachers' and leaders' professional capital will therefore be important to improving the outcomes and performance of the Welsh system overall⁴.

5.1.3. Most of the teachers with whom we spoke talked of wanting to earn the public's trust, to build a passion for learning in communities and to help increase the life chances of every child and young person. They want their professionalism to be recognised and are prepared to work hard to that end.

5.1.4. The second issue arose from the first: the way teachers work.

5.2. Teacher workload

5.2.1. The majority of teachers and others associated with schools believe that teachers work very hard indeed; the most common starting point for conversation about the job of teaching in Wales was termed 'workload'. There is a wide-spread belief that teachers are under too great a pressure of work. Yet when this is explored the matters discussed are so wide ranging that it becomes clear that the term 'workload' is used to explain the frustration, disappointment, pressure and fatigue associated with many parts of their working life; the term 'workload' is so general that it catches so many different negatives and becomes a shared problem. This can sometimes mask the excitement, achievement and joy of being a significant part of a young person's future. Most teachers want to work hard as a professional; they want to know that their hard work is making a difference in the right way. The panel is of the view that many teachers currently believe they have insufficient influence over aspects of their own working life and that a range of factors cause this to be the case.

⁴ [Improving Schools in Wales \(2014\) OECD](#)

5.2.2. The issue of workload is complex. It is more than the matter of the hours in the day or week and it needs to be interrogated to unravel how it shows itself and why it is an issue. The panel considered the issue of workload extensively and believe that to address it will require much more than dealing with contractual conditions.

‘This is children’s lives we are talking about and working to influence’

(Early Career Teacher)

5.2.3. The early part of our report is a substantial discussion considering how teachers and head teachers work, covering a landscape familiar to many readers. By describing the position as we have seen it, we hope to shine a light on the many different facets of the term ‘workload’ as they have been described to us and avoid simply addressing the issue of time.

5.2.4. This description leads to a far-reaching recommendation, probably the recommendation in our report with the potential to have most positive and long term impact on the school system.

5.2.5. Collectively, all of our other recommendations about career, conditions and then pay are proposed with the intent of improving outcomes for learners as well as enabling the teachers of Wales to feel they are part of a true profession.

5.3. The teacher’s reality

5.3.1. The pressure of time

So many teachers explain that they could do better by the pupils they teach if they had more control over their own working life. They cite a range of estimates about their working hours per week and every agency that gave evidence stated that they recognised the pressure on the working hours of teachers.

5.3.2. Evidence provided by the National Education Workforce Survey, EWC 2017⁵ showed that classroom teachers estimate their working week to be 51 hours, with just 40% of those spent teaching in the classroom. Anecdotal evidence from individual teachers exceeds these notional averages. Head teachers expressed their concerns about the pressure placed upon teaching staff and their concerns about their duty of care in relation to staff wellbeing and work-life balance. Governors articulated their belief that teachers carry unmanageable, unhealthy and unacceptable workloads. Teachers talked of working excessive hours during term time in preparation for being ill in the school holiday. They talked of having no social life at all and of family life suffering because of their focus on their school work during term time. They talked of ‘dragging themselves in’ on Fridays and of ‘not feeling human’ as they tried to spend quality time with young people filling them with optimism for the future. This problem of

⁵ [National Education Workforce Survey \(2017\) Education Workforce Council](#)

intensity results in part from the pressure caused by the structures of the school day and term which offer little flexibility compared with many other workplaces.

5.3.3. There is a leadership dimension in this problem. In many schools, confident leadership manages accountability and builds levels of trust and staff work long hours but are buoyant. In other schools, the same hours lead to fatigue. Some school leaders seem to require excessive evidence of planning, preparation, marking and collating data using inspection or monitoring by consortium as a 'wolf at the door' in order to keep staff focused.

5.3.4. At the same time, school leaders report the pressure of their own workload. Explanations include 'accountability driving the agenda' for schools, coping with the pressure of budget reduction and staffing restructure as well as managing in a period of change.

5.3.5. The demands of the 'middle tier'

The middle tier is the term used to describe the range of agencies that sit between government and schools. These include Local Authorities, Regional School Improvement Organisations and others who seek to support schools. Those who work in the middle tier rightly see their own contribution as crucial and are equally committed to 'Our National Mission'. However, they sometimes inadvertently step across the path of others on an allied agenda. The existence of a middle tier can imply to schools that the weight above them is growing and the pressure being exerted increasing. Partnership working is extolled and sought genuinely, but many schools describe their challenge of trying to determine which partners' requests should take precedence.

5.3.6. It is clear to the panel that many teachers and head teachers are either frustrated or bewildered by the range of agencies making demands on their time. It is as if they work for multiple employers. The report on the work of Estyn, 'A Learning Inspectorate', states that 'this set of accountability arrangements does not combine to form a coherent set of complementary components with consistent expectations and purposes. Without such coherence, schools are subject to potentially conflicting messages about what matters and may divert effort from learning.'⁶

5.3.7. Beyond the intensity of the job, there is sense of frustration for teachers in many aspects of the work that is required and a belief that much of it does not help young people to learn. There is considerable enthusiasm for the future painted in 'Our National Mission' and most teachers embrace the intent. Their concern is that they will not be able to help it to be realised to the extent they would wish.

5.3.8. The panel believes that many teachers perform routine tasks which are unnecessary, not required of them and not productive in terms of the learning of young people. This

⁶ [A Learning Inspectorate \(2018\) Donaldson G](#)

means that they do much of their valuable and appropriate work under pressure of time. The idea of the burden of workload has become so much part of the general narrative of teaching that it becomes almost acceptable and accepted. The panel believes that many of the current concerns about workload arise from system-wide behaviours.

5.3.9. **Accountability**

Where a high stakes accountability regime presses down upon an essentially conscientious profession the outcome is an effort on the part of most teachers and school leaders to prove their commitment. For school leadership the accumulation of new procedures, rather than the substitution of new for old, becomes seen as evidence of increased commitment. For teachers, this evidence comes in the form of paperwork, one area of work around which there is tangible proof of effort and commitment in the form of a finished product. However, many aspects of the teacher's work are unpredictable. Classrooms and schools are complex places and, however well prepared, no teacher can guarantee their next lesson will be a total success. Yet in paperwork, many teachers believe there lies proof of their commitment to effectiveness.

5.3.10. **Intensity**

The panel concluded that it is most likely that a combination of factors is causing the 'workload' pressure. What is clear is that the pressure is very real and, as a condition for service, is not sustainable. As teachers report feeling under significant pressure in their working lives, it can be difficult for people outside of the education community to appreciate the intense demands of the job. Teachers talk of the relentlessness of the working day.

5.3.11. At the end of the school day teachers need to manage their marking of children's work and prepare for the next day, as well as look further ahead towards other aspects of work to manage. However efficient the teacher is, this takes time. This process goes on for up to eight weeks at a time each half term.

'Once the children arrive, there is little let up for teachers. There is no warm up, few quiet moments and the feeling of being on the go for six or seven hours with thirty or more young people making demands, however positive, and a day in the classroom can drain energy.'

(Head teacher)

5.3.12. Head teachers and other school leaders deal with the intensity of the school day in the same way and need to balance this with longer term strategic work, developing relationships with parents and community, building links with businesses and colleges and liaising with the Local Authority, government or school improvement services. The routine that most children and young people see each school day masks an unpredictable and often intense reality for those that work in schools.

5.3.13. This is not to suggest other jobs are not demanding or stressful. However, so many teachers have told us of the pressure they experience stating things such as 'I need to re-introduce myself to my family at the end of term' and 'I wait until the end of term and then I am ill'.

- 5.3.14. Yet most teachers enjoy spending their working lives with children and young people. Whatever the pressures, they find reward in seeing learners take steps forward academically, socially and emotionally.

5.4. The demands of teaching and headship

5.4.1. A more complex job

How is the job of teaching different from what it was thirty years ago when the concept of directed time was introduced? A series of developments has had the effect of increasing the complexity of the job. Expectations of a national curriculum and associated assessment, the availability and detailed analysis of data, with the

‘Whatever the new initiative or practice in education, it is the teacher who has to do something about it in the end.’

(Regional school improvement adviser)

procedures of school moderation, target-setting and review have all improved effectiveness, but none without additional time requirements. The science of the job of teaching has developed. Good teachers now differentiate more effectively, mark more thoroughly, and record more efficiently. The scrutiny of schools is more pronounced with more agencies enquiring into their effectiveness such that teachers talk of having to ‘feed the machine’ of accountability. Even the rise in the

amount of support staff in schools has created another element of pressure due to the need to involve and deploy colleagues.

- 5.4.2. Of course, other professions and employment sectors have seen dramatic change over recent years and others have had to embrace changing environments. Teachers’ cries of over-work will sound hollow to many in the wider public who see schools closed for extended periods of time. What is clear is, that while teaching has changed in its complexity, the conditions under which teachers work have not kept pace.

5.4.3. A profession at risk of losing its attraction

The problem with this image of a relentless, high pressure and highly scrutinised pattern of work is that it is debilitating for many teachers and is turning their focus away from the joyous aspects of their work; the spending of productive time with children and young people. It creates an impression of a profession which is not able to manage its own agenda. The impact of this is that a significant proportion of teachers consider how long they can remain in the profession. Many teachers in their early career told us that they wonder how long they can sustain the level of expectation placed upon them.

‘I love the job but realise I can only do it for so long; a sprint rather than a marathon’.

(Early career teacher)

- 5.4.4. Student teachers in schools on placement feel the burden of scrutiny and associated paperwork and watch experienced teachers grappling with the day-to-day aspects of their job, sensing the relentlessness will not reduce. Many wonder whether they can sustain their effectiveness as well as a round the clock commitment; significant numbers are leaving their training course before its end or during the first three years of their career. The success of ‘Our National Mission’ requires the retention of committed and experienced teachers.

5.4.5. **Stemming the tide**

Whatever the true total of hours worked on average, there is clearly an issue here. What is clear is that the current arrangements for teachers' workload expectations are inadequate. The Directed Time requirement of 1265 hours, established in 1989, is largely ignored. Many teachers do not even know of the requirement and the additional clause which requires reasonable hours to effectively discharge duties has become the true determinant of time commitment. Some head teachers voice the benefit of the 1265 hours directed time marker as a means of insistence with less than committed teachers, but then acknowledge that they have but few of these. The Teachers Unions and Professional Associations recognise the shortcomings in the directed time arrangements but also see the benefit of some marker being in place.

5.4.6. Efforts have been made to rationalise teachers' workload. Indeed, fifteen agencies in the 'middle tier' collaborated in 2017 to clarify their expectations, issuing, 'Reducing Workload; A Guide for Teachers & Head teachers'⁷ dispelling myths. While well intentioned, this effort would seem to have fallen on stony ground, with many schools and teachers preferring instead to believe the narrative offered by colleagues in other schools about the need for 'evidence' on so many levels. Teacher Unions and Professional Associations recognise the good intent of all concerned in trying to address the issue. They also acknowledge the potential positive impact of the recent review of Estyn's work.

5.4.7. For a few years from 2011, the School Teachers' Pay and Conditions Document contained a list of jobs that teachers would not be expected to carry out. This was discontinued mainly because many teachers felt it demeaning to refuse to do things that needed doing in their schools on behalf of their pupils. The introduction of Planning, Preparation and Assessment time (PPA) in 2005 was a recognition of the workload issue but would seem to have had the unintended consequence of implying that all administration work should be completed within the 10% of release time allocated for this purpose. Where previously it had been possible for a teacher to bemoan their inability to keep up with paperwork, they seem now to have no justification for not keeping everything shipshape. Many teachers told us that the time allocated for PPA is poorly used and that they have settled into a habit of 'trying to catch up' a little on basic administration and often find their time being interrupted.

5.4.8. **The need to address the problem**

Workload does need to be rationalised, but whether workload is the symptom or the cause of some of the self-doubt and frustration in the profession is in question. When the relentlessness of the job, work behind the scenes, the changing nature of society, the public face of teaching, social media and accountability all come together, we see demands and influences upon the job of teachers and head teachers that are complex and over-lapping. The shorthand for this is the word 'workload'.

⁷ [Reducing Workload; A Guide for Teachers & Head teachers \(2017\) Estyn](#)

- 5.4.9. The panel doubts seriously whether making recommendations about specific aspects of workload will have the necessary impact on the teachers' capacity to enable 'Our National Mission' to flourish. In teaching, there has since 1989 been a prescribed element of the professional life of teachers that can be 'directed' by their head teacher. At present the panel believes that this should remain in place to retain the security as needed in the rare instances of dispute between teachers and their head teacher.
- 5.4.10. To offer short term solutions to part of the overall problem will simply create temporary respite followed by different problems. For this reason, the panel is reluctant to state revised expectations for the time teachers should devote to their work. The issue is far more complex than the matter of time spent. A key facet of a profession is the notion that time is not fixed or constrained. Professionals accept that there are peaks in their workload and manage their working lives in the interest of the people they serve. Most countries and jurisdictions identify an expected time commitment for teachers and to allow this to become a key issue in the new framework for Wales would be a time and energy trap.

5.5. The need to change the mindset

- 5.5.1. What is clear to the panel is that there needs to be a redefinition of the role and work of the teacher that is framed in terms of the 21st century, 'Our National Mission' and a new era of professionalism. Teachers and school leaders need to embrace a new image of professionalism and there is widespread enthusiasm for being a genuine part of the nation's future ambition for its young.
- 5.5.2. There is an urgent need to promote and celebrate teaching and teacher training. Evidence from Teach First indicates that by the end of their second year on an undergraduate degree course, over 75% of students have made decisions about their future career. In this context, the image of teaching as a relentless and unrewarding grind is somehow being transmitted to young people who are potential teachers; what is clear is that it must not be allowed to persist.
- 5.5.3. The profession itself needs to be more assertive about its professionalism and this new-found professional confidence must begin with head teachers. As the pivot in the school system, head teachers and other school leaders find themselves pulled in all directions; inspiring, cajoling, representing, demanding, proving and organising. School leadership needs to show all of these characteristics and more as it works to 'co-construct' the new educational landscape. A maturity of discussion, decision and action needs to develop between head teachers and the middle tier. Head teachers need to see themselves as a coherent part of the middle tier while being based in schools and to exert influence on the middle tier as much as respond to its requests and demands.
- 5.5.4. The panel visited schools where the excitement and enthusiasm for the detail of teachers' work and achievements of young people dominated. People were 'on top of their job', engaged in professional learning, innovating, working together and intently focused on pedagogy. A common characteristic of these schools, in a range of social circumstances, was a head teacher and leadership team that helped everyone

involved to recognise the features of working in an effective school. Work levels were high, along with expectations, but there was an 'assertive logic about how we work, with everything we do focused on pedagogy' that did 'not tolerate work for the sake of it.' (Secondary head teacher)

- 5.5.5. Evidence from inspection suggests that school leaders, particularly in many secondary schools, will need to re-think their role as the reform agenda gathers pace. 'In a quarter of primary schools and four-in-ten secondary schools, leadership requires improvement. In these schools, there is a lack of strategic direction that focuses on improving outcomes for pupils. Leaders have not established a culture of professional learning where staff have open and honest discussions about their own practice and its impact on pupil learning and outcomes. Leaders in these schools do not have sufficient knowledge and understanding of what good quality teaching and professional practice look like. As a result of these shortcomings, leaders are not well prepared for their role in supporting teachers to improve their practice'⁸.
- 5.5.6. The growing accountability regime over the last twenty years has led many head teachers to seek 'quick fixes' and 'hit short-term targets'. The panel believes that a significant number of head teachers do too many tasks and establish working practices which do not need doing, are not required of them and have no evidential basis for improving learning. They do this because of external pressure or to replicate practice developed in schools identified as successful without determining whether such practice is right for their own setting. Some head teachers report seeing their role as carrying out the expectations of others within their own schools, behaving in a sort of branch manager role. This mindset will need to change and preparation for school leadership and effective mentoring through the early years of leadership will be vital. It is essential that head teachers exert their educational influence on the nation individually and collectively. They need the confidence to see their role as being part of a community to improve outcomes in learning in Wales, in every phase and in any school through whatever professional means they can muster.
- 5.5.7. The panel believes that small changes to the mechanisms of teachers' working lives are likely to result in short term respite. A series of conditions that impose detailed expectations or restrictions on teachers will make it less of a profession and instead risk intensifying the issue. Many teachers work in schools that are finding it difficult to cope with the expectations they have for themselves alongside the expectations of others. For 'Our National Mission' to achieve its objectives, the schooling system and the way schools work will need a new engine rather than an oil change and a service of the old one. Without this, fundamental working conditions will not change and the effectiveness of 'Our National Mission' will be limited.

⁸ [HMCI Annual Report, 2016-17 \(2018\) Estyn](#)

5.5.8. Changing the way schools work

Over time, schools have increased the amount and range of work they do. Schools today accomplish far more than a generation ago. So many aspects of schooling have moved forward, yet the basis for the organisation of schooling has barely changed. Our school system is trying to do too much in the time available.

5.5.9. While schools have changed in so much of their approach to their work, they work within a structure that is constraining and limiting for what they would seek to achieve. Much of the way we organise is outdated. The ambitions of the Welsh Government described in 'Our National Mission' set out far reaching expectations in terms of what will be learned and how teaching will be different. There are new aspirations for teachers, parents and the wider community. The panel heard bold, radical and creative ideas for change to the school system from many sources demonstrating the commitment to improvement and transformation within the profession and the readiness in stakeholders to support change.

5.5.10. Parents and pupils see the 'top layer', the front of house. They know that most teachers and other staff are working flat out. They are running to keep up because the system takes on ever greater expectation within the same infrastructure that has existed since 1870. The way our schools work, the routines, the patterns and the systems have remained pretty much unchanged since schooling for every child began during the 'factory age' when the way they worked mirrored the working life at the time.

5.5.11. This is not helpful for families and communities twenty years into the new millennium when social change has seen significant differences in domestic and working life. While schools try to be family friendly, they are constrained by working routines and practices that inhibit the development of new and more welcoming approaches. Staff wellbeing is compromised in the 'sprint and rest' approach to each half term. School leadership grapples with the impossibility of keeping learning afloat while trying to co-construct a new mission with national government, all intent on reaching a new horizon.

5.6. The need to re-imagine schooling: A moment in time

5.6.1. The panel believes that it is time to think afresh about how schooling works for pupils, for their families and for teachers. This is a moment in time. 'Our National Mission' is ambitious for our young people and the chance of success is greater if the way we organise our schooling system can respond. In the year 2020 it will be 150 years since state schooling was available to all. The school system should celebrate its achievements and, at the same time, chart a course for a yet more successful future. We need to re-imagine schooling itself.

A major Commission should be established to ‘Re-imagine schooling in Wales’. This commission should be established immediately and required to carry out deep investigation, research and wide-ranging consultation with a view to reporting by December 2020. The resultant shared ‘Vision for 2030’ would offer a plan of gradual transition for schooling to systems and practices that would offer a truly 21st century provision.

The commission would look at how we would change the school system to fit with modern and anticipated future life for families and communities. Should the rhythm of the school year, the pattern of terms and holidays and the shape of the school day be rethought? So many of the routines of schooling date from the time when schooling for all began, with schools mirroring many aspects of the working life for people of the time. Working routines today are vastly different with careers, piece work, short term contracts, shift and zero hours work being the part of many families’ routines. Might schools need to re-think their traditional ways of working to be more family friendly?

Similarly, might schools be encouraged to consider different ways of working that make themselves more productive for learning? Currently, teachers and pupils experience the intense half term followed by a short holiday. Towards the end of each term, the whole school population experiences collective tiredness bordering on fatigue. Terms are of different lengths with holidays coming irregularly. Research shows that continuity and progression are important elements of learning for pupils, yet we tolerate a disjointed calendar of learning experience. Might different groups of teachers and pupils be expected to be ‘in school’ for different terms, spreading their thirty-nine weeks across a different configuration?

Should we expect our school buildings to remain closed for a significant proportion of the year or could we look at better ways of using the resource available for learning? Might schools look again at timetables, homework, or the balance between lessons and other experiences, which will be especially important as work on the Areas of Learning Experience in the new curriculum become a reality? Into this would come consideration about the best ways to develop the skills of teachers and others who work with children and how to best to address their wellbeing.

The Commission should also consider the future shape and deployment of those who work in the school system and the sorts of working structures that would be needed to support the re-imagined schooling system.

The Vision for 2030 should support and underpin the development of the reform agenda in enabling schools to best implement the expectations of the ‘National Mission’ while charting a course for gradual and proportionate change in those aspects of schooling that need to be different over a ten-year plan. This will enable the best chance of success for the school system, respond to the needs of families and communities, improve outcomes for learners of the future and place teachers’ working conditions in a new light.

To be delivered by: **Welsh Government**

Category C: Commission established

Category A: Vision for 2030 published

Recommendation 3

- 5.6.2. Fundamental changes to the way schooling is organised will change the working conditions of teachers; schooling will be different. As a result, learners' outcomes and wellbeing will be better served, and families and communities will view schools as more responsive to their needs and circumstances.
- 5.6.3. This '**Re-imagined schooling**' agenda is potentially so significant that other nations have shied away from it. Education is traditionally reluctant to effect major change for the justified fear that we jeopardise the learning and progress of pupils. When individual schools modify aspects of schooling, the changes they make are often portrayed as unusual or trendy and others are reluctant to follow. The inherent reluctance to change and the power of the 'old structures' cannot be underestimated. This is an opportunity for Wales to take stock, involve the whole community, look to the future and create new ways of working for schools that will be more productive, economic and more human.
- 5.6.4. 'Our National Mission' as constructed, will gather greater traction if set in the context of a new vision for schooling. That vision should **re-imagine schooling** and lead to a series of strategic developments that would be in place by **2030**. Our research into successful systems world-wide shows the importance of sustained commitment to an agreed long-term plan irrespective of political change.



6. Career imperatives

The proposed commission to **Re-imagine schooling** will examine and consider the infrastructure of schooling to support the reform agenda. While planning the future, teachers are also dealing with the present and the next section of our report outlines a series of developments that will support the system and its teachers and create impetus for the support of the wide-ranging agenda.

6.1 Professional Learning: at the core of a profession

- 6.1.1. The achievement of 'Our National Mission' relies upon the professional skill and expertise of teachers. It also relies upon the career-long growth of those skills and expertise through effective professional learning. A professional seeks always to extend understanding, knowledge and skill.
- 6.1.2. Currently, teachers are required to commit to five days of compulsory Continuing Professional Development (CPD), organised to fit with their school's development plan. This approach implies that teachers are recipients and passive participants rather than actively driving their own professionalism and learning.
- 6.1.3. The new Professional Standards for Teaching and Leadership place emphasis upon each teacher extending themselves in terms of their pedagogy through innovation, collaboration, professional learning and leadership. This puts the onus on the teacher to ensure their own professional growth, supported by their school. The panel believes that professional learning should be seen by teachers as an entitlement. The impact of each teacher's professional learning should be their responsibility shared with leadership.
- 6.1.4. Effective professional learning involves more than attending courses and conferences. It is underpinned by deep reading, consideration of research and application of practice and approaches that will demonstrably improve outcomes. Effective professional learning entails working with others in communities of professional interest, locally, nationally and globally on collective and collaborative research and dissemination. It entails extending understandings and reaching new levels of qualification, a recognition of receiving acknowledgement from the wider educational profession. Other professions typically require evidence of professional learning and development through an annual review process.

Each teacher should be expected and entitled to spend seven days per year engaged in professional learning. Four of these days should be organised by their school to meet school priorities. Three days per year should be managed by the individual teacher, within the realistic constraints of the school organisation.

Evidence of the impact of professional learning on practice should be seen as a required element of the Professional Development Review process.

To be delivered by: **Welsh Government, Schools**

Category B

Recommendation 4a

- 6.1.5. New approaches to the management of professional learning are currently being considered under the aegis of the Welsh Government by working groups elsewhere. In Recommendation 3, the proposal we make for **The Vision for 2030: Re-imagined Schooling**, the Commission will suggest innovative ways to enable teachers to develop professionally. In the meantime, and in the light of the urgency of ensuring the effectiveness of the new curriculum and as a stepping stone to future change, the panel believes that arrangements and expectations for teachers' and head teachers' professional learning should be amended as soon as is practicable.



As a transitional phase, one of the days allocated to the teacher should, for each of the next two years, be organised and managed centrally to produce a designated National Teachers' Professional Learning Day. In the light of the interlocking nature of the transformational agenda of 'Our National Mission', and in order to achieve maximum benefit, the two days should be organised to occur in the Spring of years 2019 and 2020.

Well managed to address phase specific issues as well as general intent, this day could have profound impact on harnessing professional energy behind 'Our National Mission'. Using technology, the streaming of stimulating practice, linked to research, for consideration by teachers over the course of a day will have the effect of enabling every teacher to feel they are engaged in a national agenda for transformation while interpreting specifics in their own situation. The balance would need to be kept between input and in-school consideration and interpretation and maximum use would need to be made of school-based developments, such as those in Pioneer Schools. The streaming of a programme would allow parents and the wider community to be acquainted with the planned developments and to be involved ... as well as pupils.

While timescales may be such that the formal change to regulations may not be in place by Spring 2019, the panel would hope that all concerned embrace the spirit of the National Teachers' Professional Learning Day in order to secure maximum benefit.

To be delivered by: **Welsh Government.**

Category B

Recommendation 4b

6.1.6. Professional learning and performance management

The ambitions for 'Our National Mission' rest very much on the effectiveness of school leadership. The National Academy for Educational Leadership is beginning the work of developing practice in accord with its vision. This includes revisiting the National Professional Qualification for Headship (NPQH) and later, other national qualifications. The importance of professional learning to the head teacher community as a vital element of achieving 'Our National Mission' cannot be over-emphasised.

6.1.7. Professional learning takes place within the context of the effectiveness and improvement outlook of the school. Every teacher should be expected to work to the highest level of their professional ability and professional learning should be seen as an entitlement and opportunity. The purpose of professional development and growth is the achievement of 'Our National Mission' and arrangements for the review of teachers' and head teachers' work should reflect this rather than imply a need for the individual to prove their professional worth.

6.1.8. Head teachers recognise the importance of working with each individual teacher. However, the panel is of the view that the current performance management arrangements and the close association between pupil results in tests and examinations, inspection outcomes and salary has, over time, had unintended consequences. These include the narrowing of curriculum opportunities, the intense work with pupils 'on the cusp' to the potential disadvantage of others and tendency towards 'quick fixes' and short-term actions rather than sustained and significant growth.

6.1.9. The panel believes that the very term 'performance management' has also, over time, demeaned the professionalism of those in teaching and school leadership. The term and associated processes came into currency in an era when principles of job analysis implied that by ensuring every individual performed effectively the sum total of all efforts would combine to achieve the overall goal. Good leaders get the best from their team through clear definition of vision and strategy coupled with honest evaluation of effectiveness and an emphasis on continuous development. Their approach though, is much more subtle than perfunctory 'line management'. Individuals and communities of teachers need clarity of expectation and robust analysis of impact and outcomes coupled with support to develop and improve.

6.1.10. The time has come, and this review provides the catalyst, for Wales to take an important step in its endeavour to create a 'Self Improving School System' using the 'four transversal themes' articulated by OECD; Trust, Time, Technology and Thinking Together⁹ Terms such as 'front line', 'performance targets' and 'line management' have had a cumulative effect, along with other influences, in reducing the role of

⁹ [What Makes a School a Learning Organisation? \(2016\) OECD](#)

teachers and their leadership to cogs in the wheel of production rather than architects of important educational outcomes.

- 6.1.11. The panel proposes that the use of the term 'performance management' should end along with the implication that 'someone else' manages the development of each professional. What leadership ought to do is to set high expectations and seek to enable every professional colleague to grow through a formal process of 'Professional Development Review'. This should be a rigorous, demanding and challenging process with each party taking responsibility for its usefulness. It should also align professional learning and effectiveness.
- 6.1.12. The panel believes that teacher and head teacher progress through annual increments should also be determined by Professional Development Review processes that are more in tune with the ambitions and outlook of 'Our National Mission' and driven by professional learning.

Progression in salary, for teachers and head teachers, should depend upon a Professional Development Review process which includes a consideration of the contribution to 'Our National Mission', the extent and impact of collaboration with schools elsewhere, the impact of the professional learning on pedagogy as well as the outcomes of pupils in the school. A Professional Development Review process that considers a rounded view of the work of the teacher and head teacher will serve to emphasise professional responsibilities while keeping pupil progress at the forefront.

Appropriate regulations should be amended to reflect the change from performance management to Professional Development Review process.

To be delivered by: **Welsh Government, Welsh School Teacher Review Body, School Governing Bodies, Regional School Improvement Organisations, Local Authorities**

Category C

Recommendation 5

- 6.1.13. Teachers become good leaders with effective support, training and a coherent range of experiences that enable understanding of the national agenda and the detail of research on improving pedagogy in context. This is more than formal course provision and demands career long experience of responsibility and review. It is also imperative that mentoring continues following the appointment to headship. Mentoring is also important as experienced head teachers move to new school settings with new demands and opportunities.

Effective mentoring processes for head teachers newly appointed to a school, including for head teachers beyond their first headship, should be developed.

The Regional School Improvement Organisations and the National Academy for Educational Leadership should work together to rethink the use of the current Challenge Adviser time in schools to enable a strong balance between effective mentoring, support and challenge.

The National Academy of Educational Leadership should also work to build and enable communities of support for dynamic school leadership through networks and collaborative arrangements. School leaders, especially head teachers need to see their own professional learning as important and to evidence its impact.

To be delivered by: **Regional School Improvement Organisations, National Academy for Educational Leadership**

Category C

Recommendation 6

6.2. The Early Careers of Teachers

- 6.2.1. New entrants to the teaching profession are a significant part of the future success of Welsh education and as such, their early career is crucially important.
- 6.2.2. The panel is of the view that the start to the profession is too abrupt in the move from training to qualification. Professor Furlong's report, 'Teaching Tomorrow's Teachers', stresses the importance of initial teacher education and training being a partnership between student, higher education and schools. It also stresses the importance of fledgling teachers building attitudes and dispositions that build on the use of in-depth association with research, applied judiciously in practice. The reform agenda will 'significantly raise the bar' in terms of what we expect of our teachers. 'In the future, Wales will need a different type of teacher professional; one who has significantly more responsibility, one who understands the 'why' and the 'how' of teaching as well as the 'what'¹⁰.'
- 6.2.3. The new Professional Standards for Teaching and Leadership¹¹ reinforce these principles to try to ensure that people who complete their induction year are good

¹⁰ [Teaching Tomorrow's Teachers \(2015\) Furlong J](#)

¹¹ [Professional Standards for Teaching and Leadership \(2017\) Welsh Government](#)

teachers and valuable members of the profession. However, formal mentoring and support ceases after one successful year in school and the panel believes that consolidated support should be offered to teachers over the first four years of their career at least. The panel was minded to propose that the Newly Qualified Teacher (NQT) period of induction should extend to two years. However, the need to avoid a lack of parity and consequent disadvantage when compared with England's arrangements prevents this at present. The future Welsh arrangements in terms of the end of the induction period should be synchronised to liaise with arrangements in England.

- 6.2.4. The panel believes that, because new entrants to the teaching profession represent a significant part of the future for education of Wales, their professional learning should be closely supported until the end of the fourth year of their career. They can enhance learning for young people through their sense of mission and understanding of the challenge ahead. This will be achieved by the feeling of being an important part of a collaborative national system. They should see their role as bigger than working in an individual school. Currently there are examples of pilot programmes that see Newly Qualified Teachers being deployed across a group of schools and such pilots should be further developed to encourage different models of early career experience and development. Width of experience builds awareness and personal development which are essential for career development.
- 6.2.5. Appreciating also the intense nature of teaching, the panel considers that teachers in the early career stage should be better supported in terms of their working life. The process of seeing others at work needs to continue beyond a first year, as does the opportunity to develop effective planning and preparation, which tend to take longer until routines are embedded. The panel believe that Wales can build more effective support for teachers in their early careers.
- 6.2.6. The panel believes that habits of professional learning should be developed early in training. The Professional Standards for Teaching and Leadership emphasise the importance of professional, research driven collaboration. The early link to subject and professional associations is important to foster a wider professional outlook.

Teachers in the early stages of their career should carry a reduced teaching commitment in addition to current Planning, Preparation and Assessment time of 10% in year 1 and 5% in year 2.

This offers an extension beyond the current induction year provision for a 10% reduction which, while limited, demonstrates a commitment to a phased introduction to the profession, which should be kept under constant review with a view to further provision as resources allow. It is important this time should not be used on a weekly basis but should be consolidated to enable maximum benefit.

To be delivered by: **Welsh School Teacher Review Body, Schools**

Category C

Recommendation 7

A commitment to research-based practice should be demonstrated through a funded Master of Education programme from 2021 for any teacher in the third year of their career onwards.

Beginning with the cohort that enters teaching in September 2018, this would begin the process of converting teaching into a profession qualified to Masters' degree level.

To be delivered by: **Welsh Government.**

Category A

Recommendation 8

Higher Education Institutions in Wales should be encouraged to offer a contribution to a national Master of Education programme for teachers at a negotiated cost commensurate with the expected secure volume of entrants each year.

The first teaching of this programme should begin in January 2021 and be available to any teacher in the third year of teaching onwards from the cohort which begins teaching in September 2018.

Such arrangements for a funded Master of Education programme would be only for those teachers on permanent contracts.

To be delivered by: **Welsh Government, Higher Education Institutions**

Category A

Recommendation 9

Teachers in their induction year should be part funded in their registration for membership of an approved and appropriate professional body. This commitment should be managed by the Education Workforce Council as part of the registration arrangements.

To be delivered by: **Welsh Government, Education Workforce Council.**

Category B

Recommendation 10

6.3. Building professional commitment

- 6.3.1. The Welsh Government is committed to valuing and appreciating its teachers. The on-going work of the Teacher Recruitment and Retention Board is assembling a range of measures to encourage recruitment and retention of the best people to work with the young.
- 6.3.2. To the work of this group, the panel would add some recommendations to be explored. Particularly, the panel would support proposals to 'in the longer term, raise the status of the profession and commit to initial teacher training to the level of

Master's degree¹².' This was reinforced by Professor Furlong's report, 'Teaching Tomorrow's Teachers'¹³, which cited examples from Finland where teacher training 'is enhanced in quality and status when it confers high quality Master's Degrees.

- 6.3.3. 'Our National Mission' carries a vibrant range of education developments. From the need to extend the learning of the Welsh language, to digital competence, to wider awareness and expertise in Additional Learning Needs, to new curriculum Areas of Learning Experience to the new National Academy for Educational Leadership, there is no shortage of areas of development needing the agency of teachers who have good experience in schools. The workforce needs to be sustained, invigorated and appreciated in order to build professional commitment. Secondment and short-term placements might provide an opportunity for a broadened and refined awareness of the school system that will sharpen the teacher's focus and appreciation of the work they do.
- 6.3.4. At the experienced end of the teaching profession age range, sit teachers who are seeing their working life extending beyond the horizons that were in place at the beginning of their career. At the fledgling end of the age range of teachers are many people who have a different image of a career from that which was in place when today's 'approaching retirement group' set out.
- 6.3.5. Present day entrants to the profession who have followed the traditional route through Higher Education after leaving school are part of the generation often called 'millennials'. Much research on this demographic group characterises the outlook as seeking meaningful work, a good work life-balance and professional influence early in their role¹⁴.
- 6.3.6. Research into employment outlooks suggests that these people have an outlook towards their emerging and potential career experience as being much more varied and transient than previous generations. The panel is of the view that such outlooks should not be resisted and indeed should be encouraged as being of benefit to schools, learners and the individual teachers. The system needs to adjust, to re-imagine and use these developments to best advantage. If a growing proportion of entrants have these different outlooks, it will be important to be able to take account and respond in terms of setting a range of career pathways with elements of flexibility, not least because some entrants to teaching will come from other career starting points. This change in outlook will be consistent with seeing the Welsh school system as a whole rather than as individual school units.

¹² [Improving Schools in Wales \(2014\) OECD](#)

¹³ [Teaching Tomorrow's Teachers \(2015\) Furlong J](#)

¹⁴ [What Millennials want From Work Across the World \(2015\) Bresman H. Harvard Business School](#)

6.3.7. **Teacher health and well-being**

The health and well-being of teachers has become a significant area of concern over recent years.

6.3.8. Many serving experienced teachers told us of their need to be appreciated in their efforts by a care and concern for their wellbeing beyond the efforts of their school, but through systemic structures as well.

6.3.9. Teacher absence is a significant problem in some schools in Wales. In 2017, **61%** of teachers took a period of sickness absence in the course of the calendar year with the average number of sick leave days taken per teacher being 11 days per year.¹⁵ This subjects the system to high supply cover costs. The panel believes that issues of flexi-time and time off in lieu should form part of the agenda for the Teacher Recruitment and Retention Board and would be a matter for consideration in terms of re-imagined schooling.

Consideration should be given to a scheme of entitlement for a three month leave of absence for each completed ten years of service through a ‘monthly contribution from salary’.

Many teachers have told the panel of their wish for a career break. This becomes important set against a working life that might soon extend to the age of seventy. While the profession itself offers new fields of experience in terms of leadership, school improvement, higher education or administration, the majority of teachers will remain in the classroom as the bedrock of the provision of experience for learners and it is vital that they have the rejuvenation of a range of experiences beyond schools.

To be delivered by: **Teacher Recruitment and Retention Board**

Category A: to align with other considerations

Recommendation 11

¹⁵ [Stats Wales Teacher sickness absence annual returns; Welsh Government](#)

Consideration should be given to enabling teachers with thirty-five years' successful experience to be entitled to one day per full working week unpaid leave without penalty to pension arrangements.

The panel considers that efforts can be made to slow the proportion of teachers leaving the profession prior to the end of their working life in order to pursue other, less relentless and demanding work. As illustrated, the work of the teacher is demanding, challenging and unpredictable. Many later career teachers told us that they doubted their stamina to keep going for the rest of their working life.

To be delivered by: **Teacher Recruitment and Retention Board**

Category A: to align with other considerations

Recommendation 12

All teachers with ten or more years' successful experience should be encouraged to engage in a career check; an appraisal of the experience and consideration of professional learning opportunities from a range of permanent, temporary and part-time possibilities.

This check should consider the possibility of secondments to other schools, Higher Education, Estyn, Education Workforce Council, Welsh Government and its agencies, Local Authority or Regional School Improvement Services. Each of those agencies should be encouraged to offer a number of career broadening secondments on a continuing basis to enable the wider understanding of teachers to be stimulated and their effectiveness increased.

To be delivered by: **Teacher Recruitment and Retention Board**

Category A: to align with other considerations

Recommendation 13

6.4. Benefiting from the expertise of classroom teachers

- 6.4.1. 'Our National Mission' stresses the importance of professional learning as a central element of reform. In 'Successful Futures'¹⁶ significant emphasis is placed on the concept of 'subsidiarity', the notion that decisions should be made at the point where they have most influence. In the same document, it is asserted that 'teacher agency' holds a significant key to unlocking the ambitions of the nation's educational aspiration and ambition.
- 6.4.2. This means that there will need to be a significant growth in the engagement of teachers with research and in their collective engagement in disciplined innovation. Currently, the education transformation agenda in Wales is being supported and driven by Pioneer Schools which are collaborating, researching and innovating to devise and define effective ways forward in terms of a wide range of aspects of curriculum development and professional learning. This is an example of teachers and schools with respected expertise making a positive contribution to 'Our National Mission' and the progress reported demonstrates the way teachers are prepared and eager to contribute to their profession's growth. One question about the Pioneer School system relates to the nomination for the status, in that there are excellent teachers in schools not designated as Pioneer Schools. The work of Pioneer Schools in developing aspects of 'Successful Futures'¹⁷ has shown the capacity in the system for development to be driven from within schools themselves. In shaping the new curriculum, teachers have applied their own thinking and practice to the needs of the nation and, at the same time, extended their own understandings and skills.
- 6.4.3. It is the view of the panel that the concept of teacher agency should be extended in order to enable the progress needed across the schooling community. At the same time the school community should recognise, value and benefit further from the work of talented teachers who want to exert influence and make a significant contribution by extending their own professional learning and knowledge. At present early career teachers see a career route ahead of them that builds responsibility, adding management functions and leadership roles as a mark of seniority and influence. The panel considers that alternative pathways of professional growth need to be available. Our research revealed other models such as in Singapore where 'teachers do not progress simply by virtue of seniority or by taking on administrative responsibilities. Rather, they can choose different career paths that move them towards becoming 'master teachers, curriculum leaders or school principals'. Every year they discuss with their mentors their progression along these pathways and consider whether they need to change track'¹⁸. Similarly, in Japan teachers can work

¹⁶ [Successful Futures \(2015\) Donaldson G](#)

¹⁷ [Successful Futures \(2015\) Donaldson G](#)

¹⁸ [OECD and Global Governance in Education \(2011\) Tucker M. OECD](#)

on a specialist teacher pathway or a curriculum leader pathway before moving to a head teacher pathway with relevant mentoring¹⁹.

- 6.4.4. In Wales, the Professional Standards for Teaching and Leadership adopted from September 2018 set new expectations for all teachers in terms of their professionalism. Essentially, teachers need to exercise leadership and develop a strong expertise around pedagogy. They should engage deeply with research, they need to innovate and do so in collaboration with colleagues, locally, nationally and globally. As the Pioneer School programmes run to completion, an enhanced professional learning experience should continue to be available to all classroom teachers and should be seen as one of the ways to improve outcomes for learners.

A new system role of Specialist in Pedagogy should be developed.

These classroom teachers would each take a pivotal role in taking forward the pedagogic dimension of the Welsh reform agenda. They have three key tasks; they would extend their own proven high-level expertise, become active and deep researchers and commit to significant working with teachers in other schools.

The appointment process should be equitable and transparent and open to teachers in all schools.

In order to apply to become a Specialist in Pedagogy, the individual teacher would be able to demonstrate the impact of their extended professional learning upon their own pedagogy and have enjoyed at least five years of successful practice as a teacher.

To be delivered by: **National Academy for Educational Leadership, Welsh School Teacher Review Body**

Category A

Recommendation 14

- 6.4.5. Many will recall previous attempts to value and encourage teachers with strong expertise who do not wish to pursue a leadership route in schools, such as the Advanced Skills Teachers (AST)²⁰, established in 1998. The proposed Specialist in Pedagogy role is markedly different; it is not one of the old schemes under a different title. The essential differences between this proposal and previous examples are that

¹⁹ [OECD and Global Governance in Education \(2011\) Tucker M. OECD](#)

²⁰ [Advance Skills Teachers: Promoting Excellence \(2008\) Department for Children, Schools and Families](#)

the onus for success and development lies with the individual rather than their school and their head teacher and the school have adequate resource to compensate for the absence from class of their Specialist in Pedagogy. The role cannot be coupled with a leadership role within their school.

On the appointment and designation of a Specialist in Pedagogy teacher, their own school should receive an additional Newly Qualified Teacher or early career stage teacher as a full-time member of staff.

This newly qualified teacher would be supported appropriately, and the supernumerary aspect of the post created will provide the flexibility to allow wider engagement in professional learning on the part of the school.

In providing host schools with an additional teacher, the scheme will create additional full-time teaching posts, which would have the effect of fundamentally reducing the supply teacher pool and reducing some of the problems detailed elsewhere in this report.

To be delivered by: **National Academy for Educational Leadership, Local Authorities, Regional School Improvement Organisations.**

Category A

Recommendation 15

- 6.4.6. Each of the teachers designated as Specialists in Pedagogy will be expected to teach classes in their own school for 50% of their working week and should be expected to consistently maintain a high level of professional effectiveness; they should be excellent teachers in all respects. For the other 50% of their time, the Specialists in Pedagogy should exercise autonomy over their own professional life and should be involved in deep and productive research in a specific area of specialism in teaching and should work as leaders of a team of teachers from other schools on a programme they themselves have designed and managed. The Specialists in Pedagogy will work with other professionals to an approved plan to engage in professional learning, innovation or support to any school. The essential element of the role is that it is the Specialists in Pedagogy, rather than their school that has the autonomy to decide how their role will unfold and the range of contributions they would make. This would demand imagination and flexibility on the part of head teachers who will enable rather than organise and manage the Specialists in Pedagogy.
- 6.4.7. A further difference is that the Specialists in Pedagogy would nominate and explore their specialism in a much more fine-grained manner than previously. Rather than naming a subject discipline as the specialism, the emphasis will be on the research domain which would be tightly focused. Examples might include developing

techniques with autistic pupils in mathematics, extending collaborative group work in history, building literacy through interactive play in early years, the use of digital learning in Welsh language acquisition or the impact of dialogic marking in science. The intent is to specialise in order to build a transferable body of knowledge and expertise for the wider profession.

Following effective pilot schemes, up to 100 Specialists in Pedagogy per year should be appointed across the nation from September 2020 for the next five years.

Thereafter, appointments should be made on a replacement basis.

The panel believe that more applications would be made from the primary than from the secondary phase for the Specialist in Pedagogy remit, but appointments should be made on merit without reference to balance in phase, region or domain. Appointments should align with new curriculum intent.

To be delivered by: **Welsh Government, National Academy for Educational Leadership, Local Authorities.**

Category A

Recommendation 16a

Each Specialist in Pedagogy should be remunerated at a rate relative to Teaching and Learning responsibility payment and offered a budget to support their work. The appointment should be for a three year period, the contract renewable by validation of effectiveness.

Teachers holding a Teaching and Learning Responsibility post at higher levels would be ineligible for the role of Specialist in Pedagogy in order to ensure that the Specialist in Pedagogy role is focused upon national influence, as opposed to leadership within individual schools and provides a genuine route for those wishing to explore, experience and influence different aspects of the leadership of learning.

To be delivered by: **Welsh Government, National Academy for Educational Leadership.**

Category A

Recommendation 16b

6.4.8. This development would mirror similar advancements in the fields of policing and nursing, building on traditional models in the professions of medicine and law.

Considerable groundwork will be needed to test proof of concept and feasibility for such a programme to go to scale. The need for the teaching profession in Wales to develop its own outlook on specialism will increase as the new curriculum unfolds. The ambition should be for Wales to become a world leader in the refined understanding of effective pedagogy.

6.5. A new concept for school leadership

6.5.1. As schooling in Wales moves further into the implementation of 'Our National Mission', the opportunity should be taken to rethink some of the options for school leadership. While the '**Re-imagining schooling commission**' recommendation earlier in this report, proposes a re-consideration of schooling generally, a specific new concept for headship should be considered as part of that process.

6.5.2. The current model of head teacher appointment and service being dictated by vacancy and individual tenure dates to Victorian times. The panel studied the school leadership approaches and procedures used in several other highly effective nations and jurisdictions, particularly in Ontario, Scandinavia and Singapore²¹. While new models of school leadership are evolving naturally in Wales, the urgency of 'Our National Mission' could instigate consideration of others.

The National Association for Educational Leadership should be charged with developing the Specialist in Pedagogy role, pilot processes, organising the processes of appointment, disseminating any research outcomes, monitoring effectiveness and setting re-validation processes.

The newly established National Academy for Educational Leadership (NAEL) has as its mission a commitment to developing leadership capacity in Welsh schooling. The NAEL should also stimulate the professional learning and research elements of the work of Specialists in Pedagogy and promote and facilitate some of the necessary networks to ensure effectiveness. The NAEL's role will not be to direct or line manage the Specialists in Pedagogy but will contribute to the professional development review process; the role is to support effectiveness for autonomous professionals.

To be delivered by: **National Academy for Educational Leadership.**

Category B

Recommendation 17

²¹ [Tales from Toronto: Comparing Education in Wales and Canada \(2017\) Yr Athrofa Institute of Education](#) and [Surpassing Shanghai \(2011\) Tucker M](#)

6.5.3. Head Teachers who are confident about their ability to lead schools should relish the opportunity to take their skills to a new setting and to be part of a genuine community of leadership applying national priorities in local circumstances.



A task and finish group should be established to test the proof of concept in establishing a new leadership role: ‘School Leadership for Wales’.

The basic premise within this new protocol should be that head teachers be appointed to a school on the understanding that their tenure is to the nation rather than the individual school. Their next and subsequent school leadership roles would be negotiated by designated processes through Local Authorities and the Regional School Improvement Organisations. This would give those with oversight of all schools in their area the opportunity to plan ahead, match people to need and use expertise and experience well.

To be delivered by: **Welsh Government, Local Authorities, Regional School Improvement Organisations, National Academy for Educational leadership**

Category B

Recommendation 18

6.5.4. This recommendation goes counter to the prevailing practice of the Governing Body of each school making the head teacher appointment and the head teacher themselves deciding when to leave. This proposal has the potential to address many issues of school leadership in Wales, but it does imply major legislative and organisational change. A fundamental benefit would be the greater equity that this development could bring to the school system. There is a strong belief held by many head teachers that they are custodians in the role and that their decisions and actions need to fit a pathway of development for the school that they currently lead and that will leave it well set for the next person who takes on the role. Well-developed, this protocol has the potential to be a significant part of transformed schooling, sustain real collaboration founded on school improvement research and build a community of professional experience and expertise for the leadership of schooling across the nation. At the same time, the opportunities for professional learning associated with new challenges bring benefit to individuals. The panel believes that there is considerable support for this proposal and benefit to be gained from exploring with urgency this proposal in depth.



6.6. Additional Learning Needs (ALN)

- 6.6.1. The payment of teachers to take responsibility for children with Additional Learning Needs is common without being uniform. This is an example of variably applied conditions as teachers are rewarded or not for contributions based on the application of local principles, interest and expertise, or the school's perception of need.
- 6.6.2. The recent and proposed developments in the field of Additional Learning Needs are a further step along a path of evolution that has been in train for a very long time. From an outlook where some children were seen as 'ineducable', the school system moved to accommodate them and ensure they reach their potential in special schools where teachers were paid an allowance to recognise their expertise and their willingness to work with children with additional needs. Society's outlook on special needs has changed, from the move to a more positive outlook following the Warnock report²² in 1978 to the gradual inclusion of children with additional needs in mainstream schooling.
- 6.6.3. The recent work in Wales (ref: Additional Learning Needs and Education Tribunal (Wales) Act 2018)²³ has moved this process forward to ensure best support for children with Additional Learning Needs (ALN) indicating that it is time to move on in our thinking about the teachers and others who work with them. The gradual recognition of the potential of all pupils and the move towards inclusion in education is almost complete. There is a growing image of every learner being full of potential, rather than an object of need.
- 6.6.4. The panel recognises the wide scope of the term 'Additional Learning Needs' and that it includes the education of children and young people with the most profound needs who benefit from the expertise of highly specialised teachers and other staff. However, with the growing inclusion agenda, the panel questions whether the traditional career patterns and allowances for teachers who work in special schools or with children with ALN in mainstream schools should continue in the current form; this is consistent with the intention to avoid incentivising teachers for particular designated expertise. Those teachers who contribute in-school expertise or leadership should be recognised under the Teaching and Learning Responsibility payment arrangements.
- 6.6.5. This has become a significant issue as schools have developed 'attached unit' or 'centre' arrangements linked to mainstream provision and there remain discrepancies in the salary arrangements for teachers employed. In similar terms, the 'teacher in

²² [Special Education Needs: Report of the Committee of Enquiry into the Education of Handicapped Children and Young People \(1978\) Warnock H](#)

²³ [Additional Learning Needs and Education Tribunal \(Wales\) Act \(2018\) Welsh Government](#)

charge' of a Pupil Referral Unit might realistically expect to be recognised in salary terms but arrangements are not uniformly applied currently.

- 6.6.6. In professional terms, teachers who work in the world of special schools are at the same risk as the pupils they teach of becoming isolated from the mainstream. Teachers in special schools need to feel the same invigoration as others and to feel a vital part of the widest profession with opportunity for professional learning and influence. While many teachers see their careers in the world of Additional Learning Needs to be rewarding, the panel received evidence of others feeling limited and the concern that they might leave schooling for posts in other educational sectors was pronounced. Schools need to explore the benefit of appointing an Additional Learning Needs Co-ordinator (ALNCo) to more than one school and especially to using the expertise of specialists within Special Schools in order to support the work and effectiveness of teachers in mainstream schools.

The new WSTRB should be asked to conduct a significant analysis of the particular circumstances of provision for Additional Learning Needs regarding the 'Career, Conditions and Pay Framework for Teachers in Wales' with a view to gradually moving to a position of equity within all schools.

The panel believes that support for learners with Additional Learning Needs should be more resource and school provision driven, uniform and standardised and not part of the individual teacher's conditions of service. As the proportion of learners with Additional Learning Needs in mainstream schools rises, the significant and proportionate need is for those with expertise to be available to influence the provision more widely. This in itself provides opportunity for teachers with expertise to have a wider influence on the system and to feel a greater degree of professional responsibility and esteem to the benefit of all children and young people in Wales.

To be delivered by: **Welsh Government, Welsh School Teachers Review Body**

Category A

Recommendation 19

6.7. Supply teachers

- 6.7.1. The issue of supply teachers assumed some significance in our review. Currently supply teachers employed directly by commercial supply agencies are not included in the current School Teachers' Pay and Conditions arrangements but the panel considers that the volume of supply teaching across the country means that there is a responsibility for the careers, conditions and pay of this sector of the teaching population that should be exercised to ensure teaching quality for pupils and benefit for the professional learning of the teacher. As with all teachers some aspects of professionalism sit with the individual.

- 6.7.2. A variety of different arrangements pertain to their employment. Since 2006, and particularly since 2012, there has been a growth in the management of supply

teachers through agencies operating on a business footing. However, this approach is not uniform with some Local Authorities continuing to operate schemes and some individual schools managing their own informal system. This has led to a range of different terms and conditions for the teachers themselves, including their entitlements, pay and professional learning opportunities.

- 6.7.3. The panel heard mixed views of the supply teacher situation. Teachers who work on a supply basis offered a range of reasons for doing so; enjoying a flexibility of working life was the main reason, along with the wish to avoid the high level of workload outside the teaching day associated with full time work. Some teachers in training proffered the view that they would seek supply work rather than a full time post so that they could experience a range of schools early in their career. Early career teachers talked of doing supply work because they had been unable to secure a permanent post in their locality and this was their only option. The Education Workforce Council's National Education Workforce Survey, 2017²⁴ echoed this, citing the two main reasons for teachers working on a supply basis as the lack of permanent contract and preference for working style. The Supply Model Taskforce report (2017)²⁵ drew attention to the risk of the market approach risking individual pay and conditions. Concern was expressed about the level of pay offered to supply teachers, though there was evidence that some schools were, in effect, pushing down the day rate in the way they relate with agencies.
- 6.7.4. The National Procurement Service is currently revising the tender specification for agency supply teachers, to be let in 2019, with the intention of addressing concerns around perceived negative employment practices and to include reference to minimum pay requirements. The panel believes that quality assurance should be a vital aspect of this and the Welsh Government should seek to endorse and accredit supply agencies, including Local Authority arrangements, and that such endorsement should include monitoring the provision and impact of the professional learning of individual teachers.

²⁴ [National Education Workforce Survey \(2017\) Education Workforce Council](#)

²⁵ [Supply Model Taskforce Report \(2017\) Welsh Government](#)

Supply teachers should be expected to be able to demonstrate their growth against the professional standards for teaching each year. As part of that process, they should be expected to demonstrate the impact of professional learning. Supply teachers should spend seven days engaged in professional learning in each school year, regardless of the extent of their supply work. Their agency should organise and manage four of these and three of the days should be managed by the individual. Where supply teachers are not registered by an agency, it should be their responsibility to find appropriate professional learning opportunities with schools or other providers.

To be delivered by: **Welsh Government, Welsh School Teacher Review Body, Supply Teacher Agencies, Schools.**

Category B

Recommendation 20

6.7.5. There were significant concerns about the lack of consistent professional learning opportunities for supply teachers and about the consistency of mentoring and qualification arrangements for Newly Qualified Teachers who worked on a supply basis. This element of some teachers' working life is important in that it affects the quality of schooling offered to learners. The panel was impressed by examples of pilot programmes seeking to use the expertise of a team of temporary Newly Qualified Teachers employed to work in a group of schools, co-ordinated by their Local Authority, to enable continuity by covering the absence of teachers involved in Pioneer School activity. This pilot programme gave a mentored opportunity for NQTs to experience a range of school settings, rather than the haphazard nature of supply in their first year of teaching and evaluation demonstrated benefit to both the schools and individuals involved.



7. Pay

7.1. Underlying considerations for the pay of teachers and head teachers

7.1.1. The panel addressed matters of pay within the context of career and conditions and was influenced in its recommendations by applying the underlying general considerations.

7.1.2. The principle of no detriment

There was considerable concern voiced about the possibility of a regional pay model and the extent to which teachers in Wales would experience disadvantage. The panel investigated a range of pay models and concluded that the integrity voiced by teachers was matched by employers. A principle of 'no detriment' should hold.

There should be a principle of 'no detriment' in building a new 'Career, Conditions and Pay Framework for Teachers in Wales'.

Where new arrangements result in a possible detriment in immediate salary terms for an individual, the teacher's salary should be safeguarded and pegged at the current level until such time as cost of living increases equalise their pay point with the salary they are receiving.

To be delivered by: **Welsh Government**

Category C

Recommendation 21

7.1.3. The public service principle, equity, transparency, incentives and flexibility

Across the country there is broad agreement about the principles upon which pay for school teachers and leaders should be determined and managed. From every interest group, including teachers and head teachers themselves, the issues of professional integrity and moral purpose come above market forces and self-interest.

'I chose to teach because I wanted to be a teacher and influence young people's lives. I could have earned more money elsewhere, but I wanted to teach.'

(Newly Qualified Teacher)

7.1.4. The element of vocation is strong. While most people appreciate a decent salary, money is not the main driver for the majority of teachers in Wales. What people in the teaching profession want is clarity and transparency about pay, fairness within the system and the fulfilment gained from doing a good job with high public confidence in their work.

7.1.5. The panel was in accord with this outlook and believes it offers the best prospect for the achievement of 'Our National Mission'.

7.1.6. The recruitment of teachers to some areas of the curriculum is proving difficult. Shortage subjects include mathematics, the sciences, geography, the Welsh language, and digital technology. Over recent years in the England and Wales system there has been a move towards using market forces to determine pay and it has been suggested to schools that recruitment and retention allowances should be paid in the form of higher pay to attract applicants. Incentives generally have not had a positive impact on recruitment; they are piecemeal and many schools' budgets cannot afford them. There has for some time been a practice of offering 'golden handshakes' for people with qualifications in shortage subjects to come into teaching. These incentives have been offered in training or on entry to the profession. A report on teacher shortages by the Education Policy Institute (EPI)²⁶ think tank recognised that there are many better paid jobs on offer for mathematics and physics graduates. The EPI suggested that teacher salaries should be higher in shortage subjects to reflect the demand for skills outside of education through salary supplements, while also acknowledging that present budgets cannot respond sufficiently to have the necessary impact. They also report that many teachers in these sectors, paid a considerable comparative supplement as a golden handshake, often leave after an initial period of benefit.

'I have found it awkward and embarrassing to know I am being paid more than some colleagues with more experience and expertise than me just because I teach mathematics. We are all working for the best outcomes for our school and I just want to play my part as an equal.'

(Newly Qualified Teacher)

'I came into teaching because I wanted to teach. With my subject, I could have started at £60k in one of the London firms doing data management. I was attracted to teaching because of different rewards.'

(Early career teacher)

7.1.7. The panel believes that considerable caution should be exercised with regard to incentives. The problem is that a market driven outlook is not an occasional model; a model is either market driven or not. There is no appetite for incentives and the panel believes such practice is counter-productive.

7.1.8. If the intention is to encourage the profession to work together to lift the life chances of every youngster, the concept of team work is undermined when some members of the teaching team within a school are paid more than other teachers based on their availability rather than their excellence as teachers.

²⁶ [Teaching and Leadership: Supply and Quality \(2018\) Sibieta L. Education Policy Institute](#)

- 7.1.9. Further, to attract a teacher from one school to another with a higher salary simply moves the shortage problem around the system with a net increase in cost. Despite recognition of some areas of skill shortage and regional shortages of teachers within Wales, the consistent message from stakeholders was that this should not be addressed through variation in teachers' pay, which would generate competition rather than collaboration between schools. Solving one problem by creating a problem for someone else lacks the integrity so sought after and collaboration, rather than competition, is seen as the desired driving force in school improvement.
- 7.1.10. The issues of integrity and public service consistently emerged as one of the strongest features of our review. The overwhelming majority of individuals and organisations, both in their written and oral submissions, indicated a preference to return to pay scales with clear nationally applied points and the removal of current flexibilities to address the issues of pay transparency and equity.
- 7.1.11. Similarly, some schools have found it difficult to attract candidates for head teacher vacancies. Evidence from the Education Workforce Council²⁷ and Welsh Government²⁸ reports that the number of candidates for headships has fallen over the past five years. This could be explained by factors such as job specifications being more precise and less suitable candidates simply not applying as opposed to being rejected at the application stage. Schools in rural areas, small schools and those schools with a difficult recent history or subject to intense scrutiny for improvement are cited as examples of those finding recruitment difficult. At the same time, schools regarded as excellent in terms of performance, or with high reputation for success can also experience difficulty in appointing head teachers for converse reasons. Many teachers and head teachers told us that the accountability regime that has existed in England and Wales for several years has influenced significantly the willingness of individuals to take on the challenge of headship or to move their career to an uncertain future in terms of school challenge. Inspection is an integral part of the drive to improve Welsh education but there are acknowledged unintended consequences of 'high-stakes' accountability. In particular, 'the extent to which inspection is seen as having direct implications for the reputations, professional identities and even the future livelihoods of those being inspected'²⁹ will influence career aspiration. The panel considered whether these challenges are better addressed through paying those who are prepared to take on what is seen as the accountability challenge or balancing the level of accountability with the concept of public service in an ethos of professional respect and endeavour. The panel is of the view that the latter course is more effective and more in tune with the general outlook.

²⁷ [Leadership Matters: policy briefing \(2017\) Education Workforce Council](#)

²⁸ [StatsWales Recruitment and Retention Data; Welsh Government](#)

²⁹ [A learning Inspectorate \(2018\) Donaldson G](#)

- 7.1.12. Wales needs head teachers and other leaders to feel empowered to address the bigger challenges, do best by all children and young people and feel part of a collective effort for success. The National Academy for Educational Leadership has an important part to play in this respect.
- 7.1.13. Within the current pay arrangements, there exists the facility for a Governing Body to exercise flexibility of up to 25% of the pay range salary in respect of head teacher salaries. In exceptional circumstances the Governing Body can make a case to the Local Authority for enhanced flexibility beyond that. The panel believes that both of these flexibilities should be removed and instead the national pay scale should be applied.
- 7.1.14. Our evidence is that there is little appetite for this flexibility. There was a limited call from some Professional Associations for a restricted flexibility, but the pitfalls were acknowledged. Many governors express their uncertainty in being able to determine and negotiate a reasonable salary. Many, including head teachers, fear a 'free for all' in head teachers' salary with the risk of an upward spiral that could go out of control and see the integrity of the profession undermined. All recognise the need to keep head teacher salary within reasonable boundaries when compared with teachers.
- 7.1.15. Further, research in England³⁰ highlighted the false economy of linking school improvement to head teacher pay incentives. The research showed a tendency for highly paid head teachers to work for very short-term goals to move on to another post where they were able to negotiate a yet higher salary, leaving behind a school unable to maintain progress. These head teachers were characterised in the research as soldiers or surgeons and head teachers whose style more resembled architects achieved more sustained improvement, though less well paid.
- 7.1.16. The panel is convinced that the route to success for schools in Wales lies in more imaginative and transparent approaches. In particular, the commitments to equity in 'Our National Mission' will be better realised by looking more directly at the funding priorities for individual schools and communities rather than trying to incentivise individual teachers through salaries. This would offer greater support to the pupils and staff of schools in challenging circumstances in terms of resource and more genuine support to leadership as a collaborative endeavour between the 'middle tier' and the school.

³⁰ [The one type of leader who can turn around a failing school \(2016\) Hill A and Laker B et als](#)

For individual teachers and head teachers there should be agreed standardised national teaching and leadership pay scales with no regional or local variance. Local Authorities, as employers, should implement and monitor individual contractual adherence to the scale.

The use of pay points appears to be common practice throughout Local Authorities in Wales despite the removal of explicit points from the regulations. The argument that flexibility enables schools to reward excellence and retain staff is, in the main, felt to be heavily outweighed by the advantages of transparency and the knowledge that staff with the same levels of experience and responsibility would be paid at the same salary across Wales.

With immediate effect, the flexibility exercised by Governing Bodies over the salary levels of head teachers should cease.

Where a positive flexibility has already been applied, the head teacher's current salary shall be pegged until such time as cost of living increases equalise their pay point with the salary they are receiving.

To be delivered by: **Welsh Government, Welsh School Teacher Review Board, Local Authorities**

Category C

Recommendation 22

- 7.1.17. The route away from shortages is instead a multi-dimensional pathway. Professional learning is cited as the key driver in some areas, notably the teaching of the Welsh language. Making teaching itself attractive to people who would otherwise choose a different career pathway is another.
- 7.1.18. What early career teachers and trainee teachers told us was that they would much rather receive some support during their training to enable them to cope with the demands of training at a time when their personal financial resource was stretched to the limit.

Further work should be carried out to develop an offer to those who train to teach that provides financial security during their training experience, especially at PGCE level, with a focus upon the contribution of funds to support living in another area of Wales while on placement and reducing the perceived burden of debt on beginning teaching employment. The detailed work programme in this regard should be developed by the longer-term Teacher Recruitment and Retention task and finish working group.

To be delivered by: **Welsh Government, Teacher Recruitment and Retention Board**

Category B

Recommendation 23

- 7.1.19. The panel recognised the importance of encouraging diversity in teacher recruitment and the value of skills developed through prior relevant work experience outside teaching. Whilst it is the expectation that Newly Qualified Teachers start at the lowest point on the scale, an exception is recommended for those with substantial relevant work experience in another employment sector to help attract rather than dissuade appropriate individuals into the profession.

There should be an adjustment in the starting point on the main pay scale for those entering teaching with relevant prior work experience in other occupations. The regulations should set out how this should be calculated, in a transparent and formulaic manner, on the basis of the number of years of relevant and successful experience incorporating a maximum entry point.

Working to ensure that the route into teaching is not negatively affected for graduates into teaching will safeguard the calibre of applicants across the curriculum subject disciplines, including areas of shortage. Building public confidence and national respect for teachers is fundamental.

To be delivered by: **Welsh Government, Welsh School Teacher Review Body**

Category C

Recommendation 24

7.1.20. **The Circumstances of Wales: the issue of the border with England and regional pay**

One of the most consistent themes within the call for views and discussions with Teacher Unions and Professional Associations was concern that the devolution of teachers' pay and conditions arrangements would lead to deterioration in the pay of teachers in Wales relative to their counterparts in England, with potential negative implications for the recruitment and retention of teachers, particularly in areas close to the border with England. The panel appreciated this concern and recognises the importance of maintaining comparability between teachers' pay and conditions in England and Wales, whilst at the same time using the opportunities provided by the devolution of teachers' pay and conditions to enhance support to learners within Wales, aligned to the aims of the review to consider how the devolved pay and conditions structure can contribute to a 'highly motivated teaching profession and strengthen the delivery of a high quality education system'³¹.

7.1.21. The panel was also aware that increased flexibility introduced into the current regulations, and structural changes in schooling, for example, the introduction of Academy Schools in England, were already leading to pay differentials within England, and therefore between some schools in England and Wales, and that this was particularly true in leadership positions.

7.1.22. However, further analysis of national pay data from the Annual Survey of Hours and Earnings (ASHE) did not suggest that average teachers' pay in Wales was below the rest of the UK. Overall, the panel therefore felt the evidence presented supported the case for retaining the existing levels of pay within the School Teachers' Pay and Conditions Document (2018).

7.1.23. The panel believes that Wales should hold firm to a proportionate and realistic national pay scale and emphasise the integrity of its profession. The panel also believes that 'Our National Mission' contains an abundance of professional attraction to encourage teachers to consider a career in Wales rather than England. The enthusiasm for the work on the curriculum, the new NAEL, revised Initial Teacher Education and Training programmes, refined professional standards and a proportionate use of accountability and inspection are creating a professional excitement in which teachers are wanting to play their part.

³¹ [Kirsty Williams AM Cabinet Secretary for Education \(December 2017\)](#)

Pay ranges, for teachers and leadership, for Wales should retain initially direct comparability with England as set out in the School Teachers' Pay and Conditions document (2018).

The panel further advises that future pay setting arrangements for teachers in Wales should be cautious in deviating negatively from pay awards implemented in England, due to the potential impact on relative teachers' pay in Wales and the associated implications for recruitment and retention. This is not to say that settlements in Wales should mirror those in England. Indeed, the potential for Wales to be more attractive in career, conditions and pay is very real.

To be delivered by: **Welsh Government, Welsh School Teacher Review Body**

Category C

Recommendation 25

7.1.24. **Comparison with other professional occupations**

Submissions to the call for views, particularly from Teacher Unions and Professional Associations, highlighted the decline in real earnings of teachers during the period of austerity, since about 2010. It was appreciated by several contributors that teachers were not unique in facing a decline in real earnings and that similar trends were evident in other occupations in the public sector. Concerns were nevertheless raised about the impact of the future attractiveness of teaching and the professional standing and perceived value of teaching as a profession.

7.1.25. Reflecting this, analysis in the STRB (2018) showed that both average starting salaries and overall earnings were lower for teaching than for other graduate professions. In the context of a gap relative to targets of recruitment to Initial Teacher Education and Training (ITET) in England the STRB assessed the pay gap relative to other professions as having serious implications for recruitment and retention and, indeed, this formed an important part of the motivation for recommending to government a 3.5% increase in the pay for teachers and leaders in 2018. Evidence to the STRB from the Welsh Government, suggested that, as a consequence of lower average earnings in Wales, salaries for teachers are more comparable with other graduate occupations in Wales. This is consistent with the STRB analysis which shows a smaller negative occupational differential for teachers in Wales than most UK regions. In terms of overall average earnings, the STRB (2018) indicates that classroom teachers are broadly comparable with other professional occupations in most UK regions, with the exception of London and the South East. Their analysis

does not extend to Wales but Welsh Government analysis of the 2017ASHE³² suggests that primary and secondary teachers' median pay is within the top half of graduate professions and that leadership occupations within education are amongst the highest paid graduate occupations within Wales. While the panel recognised that this information does not take into account differences in average levels of experience, qualifications or detailed working conditions, which includes important fringe benefits such as the value of pensions, we nevertheless believe the information is informative as an indicator of the relative earnings of teachers. Nevertheless, the panel recognised the concerning indicators from the National Education Workforce Survey³³, in which a third of teachers responding to the survey indicated that they would consider leaving the profession within the next three years. The panel found this to be consistent with the important role of working conditions and workload in particular in occupational choice and also noted the lack of evidence on the extent to which pay differentials alone affect the recruitment and retention of teachers in particular. Overall, the panel felt the evidence supported the case for retaining pay levels within the School Teachers' Pay and Conditions Document, but that the pay of teachers relative to other occupations should be monitored and used to inform decisions on teachers' pay in the future.³⁴

Pay ranges should remain unchanged relative to the School Teachers' Pay and Conditions Document (2018) for the purposes of recruitment to the profession.

The average pay of new and existing teachers is not sufficiently out of line with other graduate professions in Wales to recommend any change in pay scales or ranges on this basis.

To be delivered by: **Phase 1 Welsh Government.**

Category C

Recommendation 26

³² [Annual Survey of Hours and Earnings \(2017\)](#)

³³ [National Education Workforce Survey \(2016\) Education Workforce Council](#)

³⁴ At the time of writing the STPCD (2018) has yet to be produced but on the 24th of July 2018 the Government announced a national uplift to teachers' pay, which will be implemented in September 2018. See: <https://www.gov.uk/government/news/government-to-fund-pay-rise-for-teachers> As such, we refer to the future pay arrangement from September 2018 as the STPCD (2018).

Processes should be put in place to monitor continually teachers' pay in Wales relative to other graduate occupations as part of future pay setting arrangements.

These figures should be published annually and used to support decisions on future pay awards for teachers in Wales. This process should apply for all teachers and head teachers as well as new teachers entering the profession.

To be delivered by: **Welsh Government, Welsh School Teacher Review Body**

Category C

Recommendation 27

7.1.26. **Pay Portability**

In their written and oral evidence, several Teacher Unions and Professional Associations raised the issue of the need for 'pay portability', the ability for a teacher to retain their current or previous pay point when moving between schools, or when returning to work after a career break. The implications of a career break for those taking time out of the labour market with childcare responsibilities, particularly women, were highlighted in particular. These comments largely reflected disagreement with a change to the regulations in England and Wales in 2013, when pay portability was removed in favour of giving individual schools flexibility over deciding the starting salary for a teacher at appointment. This was an example of the market forces approach to salaries giving the schools and individual teachers the scope to negotiate.

7.1.27. The panel was concerned that the absence of pay portability appeared to go against the principles of equity, fairness and transparency in the reward for experience and professional development that underpinned the principles of our review. The panel recognised the benefits of a supported career break and the potential benefits for Welsh education of a system which makes returning to teaching after a period of external work experience more attractive, particularly in relation to the recruitment of a diverse range of teachers, with differing experience and skills. Nevertheless, we also heard evidence from teachers and some of their representatives that the flexibility to move down the pay scale when this is associated with different job demands can be welcomed, particularly to provide flexibility at the end of a career or for those working with childcare responsibilities.

7.1.28. In line with the introduction of a pay scale, the panel believes that pay portability should be a measured feature the Welsh system.

Pay portability should be factored into regulations for application in the new national teachers' pay scale with regulations determining the precise value of relevant wider career experiences and qualifications.

Teachers moving between schools in Wales or who, after a career break, continue to work in Wales should be paid according to their last pay point when working. It is recognised by the panel that, due to differences in the pay and conditions emerging between England and Wales, that it is not possible to introduce pay portability between England and Wales, or internationally. For those re-entering teaching from career experiences in other employment sectors, the regulations should acknowledge experience and qualification by determining, in a formulaic way, the starting salary on the national scale.

To be delivered by: **Welsh Government, Welsh School Teacher Review Body**

Category B

Recommendation 28

7.2. Teachers' career progression and pay

7.2.1. Since the current performance management arrangements for teachers and head teachers began in 2002 all schools have been required to review annually the performance of their teachers and head teachers. Well applied these processes enhance professionalism and benefit teachers and the panel found examples of performance management being used effectively to motivate and improve the expertise of teachers.

'We need to look at the 'life cycle' of a teacher from training to retirement in terms of development, support, opportunity and reward. We also need them to recognise their changing responsibilities to the profession'.

(Professional Association Representative)

7.2.2. However, since 2002 so many other aspects of accountability have developed around a school that the performance management of individual teachers is but part of a machine that endeavours to improve quality whilst checking for compliance. For a range of reasons, the level of consistency in the application of the current performance management policies is widely recognised as extremely variable.

7.2.3. If professionalism is to be valued in teachers, then the opportunity for effectiveness to be developed through good leadership is one that teachers should seek rather than have imposed upon them. The teachers' job descriptions, school policies and the professional standards for teaching and leadership create a triangle of insight into the work of the teacher upon which to make a judgement about the suitability to progress in terms of a pay award. This is reflected in Recommendation 5 where we emphasise the need to widen the parameters for considering effectiveness in teaching and school leadership.

7.2.4. Reflecting on effectiveness should be a natural aspect of the teacher's work and in this context the Professional Development Review process is central. The Professional Learning Passport is an invitation for teachers to record effort, events and insights into their growing professional learning in tune with descriptors in each of the five professional standards. A Professional Development Review meeting in a good school should be a supportive and demanding opportunity to clarify objectives and ambitions for the good of the school and the wider educational community. As in any employment, some people do not meet the required standard and leadership needs to act by employing the appropriate and separate capability procedures ensuring consistency with the principles and practices of equal opportunities, legislative provisions, including employment law, and all statutory duties that apply to all schools and Local Authorities.

A Professional Development Review process for teachers should be related to the teacher's evidence of engagement in professional learning and the extent to which it is applied and has impact upon pedagogy and outcomes. This should be used to approve the award of the annual increment for teachers.

Teaching is more than an episodic series of lessons and effectiveness should not be judged on a given number of lesson observations or narrow data driven aspects of pupil performance. Teaching should be an open activity, subject to constant discourse about effective pedagogy in a community of professionals committed to the best possible longitudinal provision for learners.

Teaching should also be a collaborative endeavour with measured innovation helping it to develop and each teacher taking responsibility for themselves, with leadership being exercised throughout the profession.

At the heart of increased effectiveness for teachers is professional learning; the quest for personal professional growth and development.

To be delivered by: **Welsh Government, Welsh School Teacher Review Body**

Category C

Recommendation 29

A new nine-point national pay scale for all teachers should comprise eight annual increments based on the teacher demonstrating their reasonable professional growth towards increased sustained effective practice on the five Professional Standards for Teaching and Leadership within the context of their individual job description.

This new national pay scale would combine the current main and upper pay scales and stipulate the annual nature of pay progression for all teachers except those subject to capability procedures.

To be delivered by: **Welsh Government, Welsh School Teacher Review Body**

Category C

Recommendation 30

For those teachers with an appropriate Master's level qualification, there should be an uplift of one increment and a tenth salary point.

For new graduates, the date of award would trigger the additional increment. For those teachers already recognised with an appropriate Master's level degree, their date of eligibility for the additional increment should be September 2019. This additional increment should be broadly similar to the previous annual increments.

The detailed arrangements for this transition should be the urgent work of the STRB to ensure the process is in place for September 2019.

To be delivered by: **Welsh Government, Welsh School Teacher Review Body**

Category C

Recommendation 31

The panel recommends that the new pay progression arrangement is implemented from September 2019 and that the distinction between the Main and Upper Pay Ranges be discontinued from that point and the concept of the threshold removed.

The present threshold arrangements are used effectively for a minority of schools but in the vast majority prove ineffective and a burden on workload in terms of the assembly of evidence needed for review. There is a lack of clarity about the duties of teachers who reach the Upper Pay Spine which has led to a wide variation of expectation and application. The current system of threshold assessment is not doing what was originally intended. At the time it was introduced, there were few measures of performance in schools; assessment information and data technology has made this prolific, but the difficulty of apportioning the outcomes of school performance to the impact of individual teachers is profound. This means that a teacher's application is virtually automatically approved, save clear and evident cases of capability. This was not the original intention, but practice has determined the reality and there is evidence of inconsistency of practice. The time spent preparing for the threshold process adds to the work of teachers rather than encouraging reflection on effectiveness. The panel believes that the threshold arrangements have outlived their usefulness to teachers and to learners.

To be delivered by: **Welsh Government, Welsh School Teacher Review Body.**

Category C

Recommendation 32

7.3. Allowances and other payments for classroom teachers

7.3.1. Teaching and Learning Responsibility

Teaching and Learning Responsibility (TLR) payments provide a mechanism that allows schools flexibility to extend responsibility and recognise the contribution of individual teachers to priority aspects of development. These responsibilities can be allocated on a permanent or temporary basis and provide teachers with experience of aspects of school leadership.

7.3.2. The benefits of the flexibility of the fixed-term TLR 3 in particular were highlighted and the panel heard evidence of positive examples where this was being used to support innovative and relatively short-term project work, in some cases initiated by the needs identified by classroom teachers themselves. There was general support for Teaching and Learning Responsibility (TLR) payments as a mechanism to enhance pay for individuals with specific responsibilities.

7.3.3. There was evidence that secondary schools are more able to use TLR payments than primary schools, reflecting differences in the size and structure of the primary and secondary school system. In some cases, the TLR payments were being used by schools as a pseudo-incentive to recruit or retain individual teachers and the panel

was concerned that this practice had the potential to introduce a market-driven approach and undermine any attempt at transparency and fairness. There was inbuilt confusion in the structure of the current TLRs with pay range and level being identified on different bases.

The concept of a Teaching and Learning Responsibility (TLR) payment system should be retained, with clarified national scales introduced and operated scrupulously.

The focus for TLR arrangements should be on leading pedagogy, sustaining effective school leadership and school improvement and stimulating career development prospects.

The new TLR system should be structured around five levels with Level 1 being the lowest and level 5 being the highest levels of formal responsibility. This will replace the current classifications of three pay ranges (1-3) and the practice of sub levels (A-C), which should be discontinued as it is widely found to be confusing. Each of the five levels should be a fixed allowance. The lower levels could be temporary or permanent and Levels 3, 4 and 5 should be permanent. The new WSTRB arrangement should realign pay allowances for the levels for TLR payments within the minimum and maximum of the current arrangements.

The panel believes that the use of the new Level 1 TLRs should be encouraged particularly in primary schools, and especially to promote the development of leadership in early career teachers. Levels 3, 4 and 5 should carry with them increasingly significant elements of leadership responsibility and accountability for the work of other teachers.

To be delivered by: **Welsh Government, Welsh School Teacher Review Body.**

Category B

Recommendation 33

7.3.4. The panel proposes that primary schools should consider pooling resources to encourage collaborative work between schools by designating Teaching and Learning Responsibilities for shared areas of concern. The notion of pooling TLR resource across primary and secondary phases should also be considered as a means of addressing issues of pupil transition.

7.3.5. **The Leading Practitioner role**

Linked to some of the issues surrounding the operation of the threshold, many respondents expressed concern about pay and career opportunities for experienced teachers who choose to stay in the classroom rather than seek management responsibilities. In particular, the lack of opportunities for career progression among this group was cited as providing limited incentives for them to continue to develop and innovate.

- 7.3.6. The common perception of experienced teachers as two completely distinct groups; those who want to teach and those who want to take on management and leadership responsibilities was seen by the panel as too stark since the vast majority of middle leaders and even many senior leaders continue to have significant teaching responsibilities. It became clear to the panel that the articulation of wishing to ‘stay in the classroom’ and not wishing ‘to take the leadership route’ are not the same thing for everyone who expressed these views. Some do not want to take the leadership route because they do not want the responsibility and accountability for the work of others. This is different from being committed to remaining as a classroom teacher for professional fulfilment and risks implying that those who take on leadership responsibility are not equally committed to teaching and learning.
- 7.3.7. Although the potential of the designated leading practitioner pay range in rewarding pedagogical expertise was recognised, there was also widespread evidence that in practice this had very limited use in Wales. The number of teachers designated Leading Practitioners in Wales is less than 50, with fewer than 10 in the primary sector. The frequency with which teachers expressed concern at the lack of incentive to develop imposed by the upper limit on the teachers’ pay scale meant the issue warranted further investigation and action, especially in the context of the increasing importance of professional learning. Our recommendations in relation to the introduction and development of Specialists in Pedagogy (15a and 15b) are, in part, designed to address this issue.

The role of ‘leading practitioner’ should cease and a new approach should be established to encourage the leadership of innovation, collaboration of professional learning and pedagogic practice.

The Specialist in Pedagogy role will better meet the ambition to recognise and empower classroom teachers with high levels of expertise. For those teachers currently designated as Leading Practitioners, their role should remain unchanged until a natural ending occurs.

The detailed arrangements for this transition should be the urgent work of the WSTRB to ensure process is in place for September 2019.

To be delivered by: **Welsh Government, Welsh School Teacher Review Body.**

Category C

Recommendation 34

7.4 Unqualified Teachers

7.4.1. The issue of the employment of unqualified teachers is contentious. The UK Government has been keen to encourage the employment of unqualified teachers and relaxed the rules in 2012, arguing that talented people from other employment sectors would be encouraged to teach.

7.4.2. While there has been a rise in the number of unqualified teachers generally, the total number of unqualified teachers in schools in Wales is low.

7.4.3. The panel believes that Wales should seek to reduce to the minimum the employment of teachers who are not qualified and that there should be a clear and separate national pay scale within the existing range to ensure equity. While there needs to be some tolerance in the system for people who need to reach qualified teacher status for reasons such as having worked abroad, it should be seen as a right of learners to be taught by a qualified teacher. The panel acknowledges that some people are part of a Teach First programme and that there are possible developments towards a Now Teach programme for senior professionals who seek to give something back to society. It is imperative that any such scheme carries the most stringent qualification demand. While teaching needs people with a range of career experience and background, it is not the case that teaching is a profession in which people can learn as they go along.

7.4.4. It does not follow logically to place pressure on Higher Education to improve courses for new entrants to teaching and then to allow unqualified people to practice. Teaching, as with other professional vocations, is to be learned, honed and extended through deep professional engagement and continuing research. People should work to learn to be a teacher and their professional learning should drive their continuing improvement. A profession expects the highest standards of itself and requires yet higher qualification. The ambition of 'Our National Mission' means that the bar should be set high in Wales.

7.4.5. School Leadership Progression and Pay

In exploring views relating to Leadership Group Pay, the overarching principles regarding pay progression continue to apply, particularly the need to have a consistently applied system across Wales in the interests of fairness and transparency.

7.4.6. As mentioned in terms of the general principles on pay, there was very limited support for flexibility of leadership pay. There was, however, considerable concern expressed about the consistency to which such a system operates and the level of decision making being at the level of the individual school. Several stakeholders also expressed concerns about flexibility only being applied to leadership and not teachers' pay, creating greater pay inequality within schools against the spirit of 'Our National Mission'.

'As governors, we are faced with sorting out pay in a world we don't fully understand'.

(School Governor)

- 7.4.7. The panel therefore considered the issue of leadership pay flexibility at length. Consistent with the vast majority of views they agreed that the concerns on the grounds of equality, transparency and the potential implications for competition between schools in Wales leading to unsustainable upward pressure on leadership pay, outweighed the advantages of flexibility. Accordingly, **the panel repeats the recommendation that for individual teachers and head teachers there should be an agreed national teaching and leadership pay scale with no regional or local variance. Local Authorities, as employers should implement and monitor individual contractual adherence to the scale.** This includes the immediate removal of the available 25% flexibility facility above the group pay range for head teacher salaries.
- 7.4.8. The issues raised about leadership pay included the dependency on the number of pupils and their age as the determinants of each school's 'group' and hence the leadership pay range. The panel considered this issue carefully and recognised that to determine pay entirely in relation to school size had shortcomings, given the existence of a core leadership function of a head teacher, with associated requirements in terms of workload that were independent of school size. Several respondents expressed the need to look more widely at other contextual circumstance such as remote rural situations, schools in challenging or failing circumstances and Welsh medium schools. Many governors reported that they felt unsure of how to set salaries, unclear about how to apply advice and nervous about their distribution of public funds due to their lack of experience. Most respondents were very wary again of straying from a nationally applied formula.
- 7.4.9. The panel examined the trends in head teacher vacancies and the predicted patterns for schools across the country³⁵. The number of vacancies is relatively small; just 22 head teacher or deputy head teacher posts were advertised in secondary schools in 2017³⁶. While no data is collected by Welsh Government on primary head teacher recruitment, reliable estimates put the number of primary schools recruiting a head teacher during the same period at 60. The panel believes that it should be possible to ensure fairness and transparency, and to reduce the risk of spiralling salary expectations, while at the same time recognising the individual school context as well as size in determining job demands and responsibilities. What matters is how the decision is made and at what level in the system.

³⁵ [Leadership Matters: policy briefing. \(2017\) Education Workforce Council](#)

³⁶ [StatsWales Recruitment and Retention Data; Welsh Government](#)

Detailed consideration should be given to the feasibility of establishing an independent board to determine the initial head teacher salary level for each individual school that seeks to appoint a head teacher to a vacancy.

A board should comprise three individuals who apply a consistent formula to the vacant post and arrive at the determined salary for that post. The board would be selected from a national board of approximately twenty five appropriate people across the country to ensure a level of knowledge of the particular school and impartiality. Contextual factors would be considered, including the current outcomes and level of performance of the school and its recent history. The panel believes that such a process would have considerable merit, aligning transparency with the recognition of variable circumstances within the context of school size. This detailed consideration should be concluded in time to be implemented, if feasible, from September 2019.

To be delivered by: **Welsh Government, Welsh School Teacher Review Body**

Category C

Recommendation 35

7.4.10. **The pay of deputy head teachers and assistant head teachers**

There is little specific mention in the current regulations about the pay of deputy head teachers and assistant head teachers. Again, issues of fairness and equity are important, and the panel believes that the benefit of a defined and transparent scale outweighs arguments about market forces in education as a public service. It is important that head teachers and Governing Bodies make decisions about the best way to structure staffing in a school, and particularly leadership, given the range of organisational variables, it is vital that deputy and assistant head teachers across Wales feel part of a community of shared interest and responsibility.

7.4.11. However, it is also essential to ensure equity between schools as well as within them. It will be important to ensure a differential between head teacher and deputy head teacher salary in order to encourage professionals to see leadership as a developing set of responsibilities.

7.4.12. It should be remembered and reinforced that not all deputy and assistant head teachers will wish to take on the leadership role of head teacher. They may reach a maximum point in their annual salary increments. However, they also may appreciate and benefit from working in other schools either regularly or periodically. Deputy and assistant head teachers are a key part of the future of school leadership in Wales and issues of succession planning to and from these roles are vital and currently under-developed. Similarly, using the expertise and experience in other contexts, especially cross phase, can be a career affirmation as well as a career succession opportunity.

Deputy head teacher and assistant head teachers should be paid at a scale that equates to a minimum and maximum percentile of the salary paid to the head teacher. To enable governors to determine appropriate points within the range, the WSTRB should provide detailed advice.

Pay flexibility has distorted differentials at deputy and assistant head teacher levels and a detailed review should look at case studies in order to analyse and recommend appropriate proportionate pay for these responsibilities.

To be delivered by: **Welsh Government, Welsh School Teacher Review Body**

Category B

Recommendation 36

7.4.13. **Newer roles in the leadership of schooling**

Over recent years there has been a diversification of models of school leadership. While most schools have their own head teacher, there are now several other examples of how schools are led.

7.4.14. There are instances of schools in Wales being 'federated', in some cases with one head teacher, often called Executive Head Teacher, who leads the community of two or more schools each in turn led by a designated 'head of school'. In some, mainly rural areas, four small schools are led by one Head Teacher, with different titles for the role emerging. These arrangements are based on efficiency of educational provision.

7.4.15. However, while these models have developed, the School Teachers' Pay and Conditions document has offered a limited response to these arrangements. This has the potential to lead to unfairness. The current method of establishing the Executive Head Teacher salary relies on the sum of the total number of pupils, a model that is questioned by many. The panel believes that Wales should take the opportunity to offer clarity in line with the principles of the pay considerations in this review.

7.4.16. With this diversification of school organisation and the flexibility of head teacher arrangements, so the role of deputy head teacher in the affected schools has become more diverse, taking on different levels of demand. From taking additional responsibility while the head teacher is supporting other less strong schools to being asked to support another school in an interim capacity, the current pay scales need some adjustment to recognise the impact upon deputy head teachers.

7.4.17. The panel was of the view that these roles needed to be clearly defined and more transparently rewarded and this was best achieved by specifying a consistent salary ratio adjustment to the leadership scale, according to the existing group of the school.

There should be an agreed national leadership pay scale which sets pay points for both Executive Head Teachers and Heads of School and their deputies where appropriate and that each new arrangement is subject to the salary setting procedure by independent panel proposed in Recommendation 36.

In adjusting the pay of leaders in these new roles, the underlying principle should be that the Executive Head Teacher is paid at no more than a level of one group size above the biggest school in the federation. The Head of School and, where appropriate the deputy head teacher in a federated school, should be paid at a level one group size below that of the individual school in which they are based. This will necessitate the determination of an additional group for the small number of instances where the biggest school is already in Group 8.

Any new arrangements for school re-organisation should be included within the provision of Recommendation 36

To be delivered by: **Welsh Government, Welsh School Teacher Review Body.**

Category C

Recommendation 37

7.4.18. **Temporary leadership arrangements**

Some head teachers of successful schools have taken responsibility for another school in addition to their own due to concerns about its effectiveness. A variety of arrangements are in evidence. The head teacher might spend two days a week in the school which needs support, working alongside a leadership team and driving improvement. Sometimes, the leadership team of the strong school works together to support the struggling school.

- 7.4.19. Our evidence is that most head teachers who are asked to take on the role of temporarily supporting another school in addition to their own ensure that any payment for this work is channelled to their school and receive no personal benefit beyond the experience gained. The panel supports this approach as this is in line with the collaborative intent of a self-improving school system. However, care needs to be taken to ensure that head teachers and others who lend professional strength where needed are not exploited unintentionally. This is another way in which unfairness is brought about through a lack of clarity in the decision-making processes. The developments to build school to school support, well managed, are highly consistent with the emphasis in 'Our National Mission' on professional collaboration and the drive for professionals to have system-wide influence.

8. Conclusion

- 8.1. The panel has worked to identify steps that should be taken to enable the teaching profession to exert its best influence upon 'Our National Mission'. Some proposed steps are big strides and will need careful consideration to ensure footholds are secure. Other recommendations seek steps that will set the profession on the right footing for the work that needs to be done. Some recommendations seek to correct misplaced steps and trips in the current system.
- 8.2. Together our recommendations seek to build a 'Made in Wales' framework for teachers' careers, conditions and pay that recognises professionalism. The potential of what can be achieved by good teachers for the future of Wales is immeasurable. To succeed, the teaching profession needs belief in itself, partnership with government and the confidence of the public.

Schedule of recommendations

Recommendation	Category	Description	Delivered by
Procedures and Documentation			
1	C	WSTRB established	WG
2	B	New coherent 'Career, Conditions and Pay Framework for Teachers in Wales' document written	WG,WSTRB
Teachers working lives			
3	C	(1) Commission established	WG
3	A	(2) Vision 2030: Re-imagined Schooling published	WG
Professional learning			
4a	B	Each teacher expected and entitled to seven days of professional learning each year, evidencing the impact it has made on practice	WG, Schools
4b	B	One of the teachers' professional learning days each year is a National Teachers' Professional Learning Day	WG
5	C	Salary progression depends upon Professional Development Review of impact of Professional learning and Our National Mission outlook	GBs, RSIOs
6	C	Newly appointed and established head teachers have access to an effective mentoring process in early phase of new posts	RSIOs, NAEL
The early careers of teachers			
7	C	Early stages of a teachers career should carry a reduced teaching commitment	Schools,WSTRB
8	A	A funded Master of Education programme should be available for any teacher from their 3rd year onwards	WG
9	A	(1) Costs finalised: Higher Education Institutions are encouraged to offer a Master's in Education programme for teachers at a negotiated costs	WG, HEIs
9	A	(2) First Master's courses available	WG, HEIs
10	B	Teachers in their induction year are part funded in their registration to an approved professional body	WG, EWC

Recommendation	Category	Description	Delivered by
Building Professional commitment			
11*	A	Consideration of a scheme for entitlement to 3 months leave of absence for each completed 10 years of service	Teacher Recruitment and Retention Board
12*	A	Teachers with 35 years successful experience should be entitled to one day a week unpaid leave with a pension penalty	Teacher Recruitment and Retention Board
13*	A	All teachers with 10 of more successful experience should be encouraged to engage in a career check	Teacher Recruitment and Retention Board
Benefitting from the commitment of classroom teachers			
14	A	A new system role of Specialist in Pedagogy should be established	WG, NAEL, WSTRB
15	A	On appointment of a Specialist in Pedagogy the host school should receive a Newly Qualified Teacher or early career stage teacher	WG, NAEL, WSTRB, LAs
16a	A	Up to 100 Specialists in pedagogy are appointed across the nation	WG, NAEL, WSTRB
16b	A	Specialists in Pedagogy are remunerated for a period of 3 years with a budget to support their work	WG, NAEL, WSTRB
17	B	The NAEL should be charged with developing the Specialist in Pedagogy role	NAEL
Additional Learning Allowances			
18	B	A task and finish group will test the proof of concept of a new leadership role ' School Leadership for Wales'	WG, LAS,NAEL, RSIOs
Additional Learning Allowances			
19	A	The WSTRB is asked to undertake a review of the provision for Additional Learning Needs regarding career, conditions and pay of teachers	WG, WSTRB
Supply Teachers			

Recommendation	Category	Description	Delivered by
20	B	Supply teachers should be able to demonstrate their growth against the professional standards for teaching and leadership each year	WG, WSTRB, Supply Teacher Agencies, Schools.
Pay - underlying principles			
21	C	There should be 'no detriment' in building the new framework for 'Career, conditions and pay for Teachers in Wales'	WG
22	C	There should be agreed standardised national teaching and leadership pay scales with no regional variance	WG, WSTRB, Local Authorities
23	B	Develop an offer to financially support trainee teachers during training experience to support living in another area of Wales	WG, Teacher Recruitment and Retention Board
24	C	Adjustment to the starting point on the pay scale for those with relevant prior work experience	WG, WSTRB
25	C	Pay ranges (for teaching and leadership) should initially retain direct comparability with England (STPC 2018)	WG, WSTRB
26	C	Pay ranges should remain unchanged relative to the School Teachers' Pay and Conditions Document (2018)	WG, WSTRB
27	C	Future pay setting arrangements should monitor teachers' pay relative to other graduate occupations	WG, WSTRB
Teachers' career and pay progression			
28	B	Pay portability should be factored into regulations, determining the value of wider career experiences and qualifications	WG, WSTRB
29	C	Professional Development Review should be related to teachers' evidence of professional learning and its impact	WG, WSTRB
30	C	A new national pay scale should comprise eight annual increments based on demonstration of reasonable professional growth	WG, WSTRB

Recommendation	Category	Description	Delivered by
31	C	For those with an appropriate Master's qualification there should be a lift of one increment level and a tenth salary increment level	WG, WSTRB
32	C	A new pay progression arrangement is implemented and the Upper Pay Spine is discontinued, the concept of the threshold is removed	WG, WSTRB
33	B	TLRs should be retained with clarified national scales introduced and operated scrupulously	WG, WSTRB
34	C	The role of 'leading practitioner' should cease	WG, WSTRB
Leadership pay and progression			
35	C	Consideration given to establishing an independent board to determine the initial head teacher salary of each school who advertises a vacancy	WG, WSTRB
36	B	Deputy head teachers should be paid equating to standardised percentile of the salary paid to the head teacher	WG, WSTRB
37	C	There should be an agreed national leadership pay scale for Executive Heads and Heads of School and their deputies	WG, WSTRB