

Ministerial Supply Model Taskforce

Report to the Cabinet Secretary
for Education

February 2017

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

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Foreword

Dear Cabinet Secretary for Education

Over recent years, several reports have been published which explored the issues surrounding the deployment and management of supply teachers and the impact on learner outcomes. In May 2015, in response to the Children, Young People and Education Committee's report a Supply Model Taskforce was established to consider the future delivery options for supply teaching in Wales.

During the course of the last six months, the Taskforce heard evidence from key stakeholders and carefully considered the written evidence and correspondence on matters affecting all aspects of the recruitment, deployment and management of the supply workforce. Whilst our remit was to focus on the role of supply teachers, many of the issues and complexities identified as the work progressed could equally be applied to teaching assistants who choose to work flexibly in our schools.

The Taskforce was unable to identify a single existing model of delivery which could meet the needs of a rapidly changing Welsh education system. However, in drawing our conclusions we have taken a holistic and pragmatic approach and we believe there are key aspects which could be addressed immediately and which would be beneficial to both supply teachers and learners. For example, more focussed support for professional learning, introducing accredited minimum quality standards for those delivering a supply teaching service, and by obtaining clear, detailed, and more transparent data on the supply teacher demographic.

Following recent developments it is probable that teachers' pay and conditions will be devolved to Wales. In the future, this could offer an opportunity for the Welsh Government to look more closely at the parity of pay for supply teachers.

It will be for you and the Welsh Government to decide on which recommendations you wish to take forward. We believe that it should be possible to take forward all of the recommendations within an 18 month timeframe.

If we are to improve learner outcomes in Wales it is vital that the supply teaching workforce are recognised as key members of the education system and that they need to be well informed, supported and afforded the same opportunities as their colleagues in full time employment.

Yours sincerely

Sandra Jones
Chair – Supply Model Taskforce

December 2016

Acknowledgments

1. We would like to take this opportunity to thank all those involved in providing both oral and written evidence to the Taskforce. The information received has been extremely valuable in terms of assessing the current context in which supply teachers work and the issues affecting the introduction of alternative future delivery models. A full list of contributors is attached at Annex A.

Introduction

2. It is recognised that supply teaching is an essential part of everyday school life; therefore, it is vitally important that teachers who choose to work in this way are of the highest quality and have equal access to a range of professional learning opportunities so that there is a positive impact on learning.

3. Over recent years there have been a number of reports (Estyn, Wales Audit Office, and National Assembly Committee reports) which have attempted to address the issues surrounding supply teaching in Wales.

4. In December 2014 the Children, Young People and Education Committee agreed to undertake an inquiry into supply teaching. The Committee's goal was to build on work that had already been undertaken, take account of recent reviews, and focus on specific areas where concerns were still being raised. In particular, they were keen to learn about whether the use of supply teachers affected pupils, and if that was the case, the impact this had.

The Ministerial Supply Model Taskforce

5. Earlier this year, in response to the recommendations contained in the Children Young People and Education Committee report (published December 2015)¹, the then Minister for Education and Skills, Huw Lewis AM, established a Supply Model Taskforce² to consider future delivery options for supply teaching in Wales. The *Alternative Delivery Model for Public Sector Service: An Action Plan* published in March 2016³ states the Welsh Government's commitment to review an alternative delivery model for supply teaching.

6. The Taskforce was charged with reviewing national and international models of delivery for the supply workforce and engaging with key stakeholders with a view to recommending alternative options. It was asked to undertake a comprehensive analysis of the advantages and disadvantages of each option and in particular it was asked to consider the following issues:

- Recognise and support a flexible teaching resource.
- Ensure a fair, consistent and transparent pay system for supply teachers across Wales.
- Provide a structured and formal approach for supply teachers to access professional development and performance management processes, including disciplinary and grievance procedures.
- Ensure that schools have access to quality teachers providing continuity in high quality learning.
- Support short term supply NQTs to enable them to be able to fully demonstrate their attainment of professional teacher standards.
- Provide accurate management information on cost, absence levels and patterns in temporary employment.
- Offer value for money.
- Reduce administrative and bureaucratic burden on head teachers.
- Take into account the underlying principles of the *Alternative Delivery Models for Public Service Delivery: An Action Plan*.
- Fulfil the requirements set out in the Well-being of Future Generations Act⁴.

7. The Taskforce was asked to report its findings to the Cabinet Secretary for Education by the end of December 2016.

8. In September 2016 the First Minister outlined a Welsh Government commitment to developing 'a new model for the employment and development of supply teachers in Wales as set out in Programme for Government – *Taking Wales Forward 2016 - 2021*⁵.

¹ <http://www.assembly.wales/laid%20documents/cr-ld10483/cr-ld10483-e.pdf>

² <http://learning.gov.wales/docs/learningwales/publications/160719-supply-model-taskforce-terms-en.pdf>

³ <http://gov.wales/about/cabinet/cabinetstatements/previous-administration/2016/alternativedeliverymodel/?lang=en>

⁴ <http://gov.wales/topics/people-and-communities/people/future-generations-act/?lang=en>

⁵ <http://gov.wales/about/programme-for-government/?lang=en>

Methodology

9. Between June and September 2016 the Taskforce received oral and written evidence from a range of key stakeholders and interested parties. A comprehensive list of all organisations and individuals that contributed to the call for evidence is attached at Annex A.

10. In preparation for the evidence sessions all stakeholders were asked to identify alternative models of delivery which they believed could be successful in Wales. They were also asked to reflect on the advantages, disadvantages and the likely costs of implementation.

11. In addition, the Taskforce secretariat gathered the following supporting evidence:-

- information related to a centralised pay model adopted by the Department for Education in Northern Ireland (DENI);
- the mainly contract-based supply model currently utilised in Scotland;
- a Co-operative Community Interest (CIC) Company model currently operating in South West England;
- the arrangements for supply operating in the mainly mixed economy, market led models in Australia and, New Zealand; and
- the arrangements that currently apply in England.

12. The Taskforce also reviewed published reports and recommendations on this subject and sought advice on the types of data available to examine the supply teacher demographic across Wales. This included information available to better identify and understand the key issues related to working as a supply teacher. The perceived strengths and weaknesses of the current mixed economy model in operation were evaluated accordingly.

13. During this time, the Taskforce in examining the evidence available and the views from organisations and individuals, considered the merits of a number of alternative models of delivery. This included several models being adopted or developed elsewhere in the UK or internationally, some of which utilised the latest technology (an e-matching service).

14. Consideration was given to each of these models, including the advantages and disadvantages and more specifically, how these models, or elements of them, might operate within a Welsh context. A summary of these findings is attached at Annex B.

15. It became clear that whilst the current system has its disadvantages there is no simple 'one size fits all' solution that could be implemented across Wales with immediate effect. However, as a consequence of the work of the Taskforce there is now a deeper understanding of the complexities surrounding the issues which are still to be addressed.

Recommendations

16. We have already established that the arrangements for the provision of supply teachers and the reasons behind schools appointing supply teachers in Wales are highly complex, with a number of systems and models currently in operation.

17. The Taskforce has been unable to identify a single existing model which is immediately achievable and meets the needs of a rapidly changing Welsh education system.

18. After considering all the evidence we believe that the Welsh Government should:-

R1. Work with others to define the term 'supply' more accurately, thus ensuring future data collection is both accurate and reliable. This should serve to ensure that there is effective monitoring of provision, impact on learner outcomes and overall costs.

R2. Establish comprehensive and consistent data collection at all levels i.e. school, Local Authority and on an All-Wales basis. This will assist in the monitoring of costs and serve to inform future developments.

R3. Work with local authorities, schools and commercial supply agencies, to undertake a full cost analysis of the provision and delivery of supply teaching.

R4. Consider the employment of supply teachers in the context of existing social partnerships arrangements regardless of whichever model of delivering supply teaching is adopted, (including transitional arrangements); unions, employers and government should, working together, reach agreement on fair treatment as well as appropriate terms and conditions. Agreement can be enforced through collective representation, the terms of procurement contract tenders, ministerial guidance and, potentially in the future, through regulations.

R5. Raise awareness with employers to the responsibilities placed upon them in relation to safeguarding, update its effective management of school workforce guidance and provide an annual update on these matters to all stakeholders.

R6. Consider regulating the quality of commercial supply agencies by introducing a set of accredited minimum quality standards that all commercial agencies providing teachers to maintained schools should meet. This approach will serve to ensure that all agencies deploying teachers to schools are working to the same minimum standards, and demonstrating compliance with key policies, e.g. All Wales Child Protection Procedures.

R7. Consider how, as part of any future alternative delivery model, those on supply (less than one term) in particular Newly Qualified Teachers, might benefit from more structured performance management arrangements together with the opportunity to access regular professional learning opportunities.

R8. Include, in any suggested future options for the delivery of supply teaching, the scoping of a collaborative model based upon a Regional footprint. Any model recommended for implementation should include access to professional learning opportunities, and in the first instance, be trialled.

R9. Abide by the principles of the Well-being of Future Generations (Wales) Act 2015 to ensure that any future alternative model of delivery is sustainable and flexible in the long term. Developments should support the wider planned reforms to ensure supply teachers are seen as an informed sector of the wider school workforce.

R10. Work towards an 18 month timetable to bring forward proposals to support alternative delivery models whilst considering the transitional arrangements and implications for the current National Procurement Service Framework arrangement.

What is 'supply' cover?

19. It is clear that the delivery and provision of supply cover is extremely complex and solutions to the identified issues are far from straightforward. This was alluded to in earlier reports on the provision, quality and cost of supply cover undertaken by Estyn⁶, the Wales Audit Office⁷ and the Children Young people and Education Committee.

20. There is no clear definition of the universally used term 'supply' which is clearly understood by all involved in the education sector. The term means different things to different people and is used to describe different circumstances.

21. Supply has become a term to describe **all** cover for staff absence for both teaching and support staff where, for whatever reason, the regular member of staff is unable to undertake their classroom duties. The period of cover can be for a few days of absence of the regular teacher or to cover a lengthier period of absence for which there may be a variety of reasons.

22. However, the term 'supply' is most often used to describe the arrangements put in place for daily/weekly absence to cover illness and professional learning. Short term supply teachers face barriers that others employed on longer fixed term contracts do not e.g. variability of pay and the lack of availability of professional learning opportunities. Estyn has also noted that short term supply can pose difficulties in ensuring the consistency and quality of teaching to achieve good learner outcomes.

R1. The Welsh Government should work with others to define the term 'supply' more accurately thus ensuring future data collection is both accurate and reliable. This should serve to ensure that there is effective monitoring of provision, impact on learner outcomes and overall costs.

⁶ <https://www.estyn.gov.wales/thematic-reports/impact-teacher-absence-september-2013>

⁷ https://www.wao.gov.uk/system/files/publications/Covering_Teachers_Absence_English_2013.pdf

Current landscape for the provision of supply in Wales

23. The arrangement currently in place for providing supply teachers to maintained schools is largely a demand-led, mixed economy model. There are approximately fifty commercial supply agencies that operate either on a national basis or in a specific geographical area of Wales.

24. In August 2015, New Directions under the National Procurement Service (NPS) Framework agreement commenced the delivery of supply teaching services. As the sole provider, the agency is monitored and quality assured throughout the contract term. Under the Staffing of Maintained Schools (Wales) Regulations 2006 (as amended)⁸, schools across Wales are responsible for making decisions about how they organise, employ, deploy and manage their teaching workforce.

25. Schools are able to recruit and appoint teachers and are responsible for making arrangements for covering for absent teachers as needs arise. Teachers who are employed on daily or short term (e.g. one term or less) basis are routinely employed by commercial supply agencies. There is some evidence to suggest that teachers on medium to longer term contracts are in the main employed by the school. There are however many commercial supply or recruitment agencies operating independently of the Framework arrangements and hence are outside both the monitoring and quality assurance requirements placed on the framework provider.

26. It has been highlighted in earlier reports that professional learning opportunities and support for performance management is limited, particularly for those working on a short-term basis. This is also an issue for those new to the profession. The opportunities for individuals to benefit from or receive awareness training on new and emerging policy and priorities are very ad hoc. In addition, short term supply can have an impact on the quality of teaching and impact on learners.

27. The current market led approach provides a degree of flexibility in recruitment for schools. However, supply teachers should be able to expect pay and conditions appropriate to their qualified teacher status. They should be free to continue in supply teaching as a lifestyle choice or use supply as a step towards permanent employment; in either case they should be able to access professional learning and career development.

⁸ <http://www.legislation.gov.uk/wsi/2006/873/contents/made>

Data collection

28. The Taskforce considered in detail the available data on the supply teacher demographic provided by the Education Workforce Council (EWC) for Wales' register 28 July 2016 which has since been published⁹.

29. In considering this information it was noted that the number of registered teachers identified as supply had reduced from 4,794 in December 2014 to 4,253 in July 2016 although the overall percentage of supply as a total of the teaching profession registered remains relatively constant.

30. In 2016, 20.8% of supply teachers were under the age of 29 and 31.7% are over 55. Of all registered supply teachers 44% (1,871) were trained in the primary phase; 26.2% (1,115) were trained in the secondary phase, and a further 29.8% (1,267) were registered but the phase in which they trained is unknown.

31. The data highlighted that 46.7% (1,987) of supply teachers identified the local authority as their employer compared to 50.4% (2,143) who identified their employer as a supply agency. A further 2.9% (123) recorded their employment status as 'other'. These figures are of particular interest as it is known that except in certain limited circumstances, the majority of local authorities no longer operate a supply register or a supply pool. Evidence given to the Taskforce confirmed that the main reasons for the local authority being identified as the employer is the geographical and rural constraints of providing supply cover at short notice, particularly to cover teachers who teach through the medium of Welsh and those teaching pupils with Additional Learning Needs (ALN).

32. As such, the number of supply teachers employed by a local authority and paid via the statutory School Teachers' Pay and Conditions Document (STPCD) via fixed term contracts is much higher than originally envisaged. The numbers vary significantly across Wales with the highest concentration located in Powys, Ceredigion, Carmarthenshire, Gwynedd, Flintshire and Swansea Local Authority areas.

33. In more urbanised areas and regions of Wales where a significant number of commercial supply agencies and supply teaching staff are concentrated, for example, in Blaenau Gwent, Newport and Torfaen, relatively few supply teachers are paid via a local authority payroll. The schools in these areas tend to rely on private commercial supply agencies, or teachers known to them, to secure most of their staffing needs.

34. The fact that almost 50% of all registered supply teachers, as stated earlier, are recruited by schools and paid via local authority employment contracts in line with the terms of the STPCD was unexpected. It also raises questions around the concerns raised of fair pay for supply teachers and in relation to who should take responsibility for their professional learning.

⁹ <http://www.ewc.wales/site/index.php/en/research-statistics/education-workforce-statistics>

However, it is acknowledged that the fact that there is no agreed definition of the word 'supply' may also have a bearing on the data provided.

35. The Taskforce secretariat surveyed all local authorities in Wales to gather information about the type of supply contracts in place, their duration and the associated costs involved. However, only six of the twenty-two authorities surveyed responded to the questionnaire and of these only four could provide details about the cost of supply in their area. The survey highlighted the lack of available data across Wales, and emphasised the complexities of how information is recorded at both school and local authority level.

Supply teacher survey

36. Currently, information on the supply workforce in Wales is poor. Limited information is available through various data collections and surveys, such as the Pupil Level Annual Schools Census (PLASC)¹⁰, the EWC register and ad hoc collections carried out by Welsh Government and external organisations.

37. In spring 2014, at the request of Welsh Government, the EWC undertook a survey of all supply teachers registered on its data base. The purpose was to provide an overview of the numbers of teachers undertaking supply work, the duration of their contracts, their experiences and the main reasons why schools required supply cover¹¹.

38. A summary of the findings highlighted that of the 14% (5,223) of all registered teachers who undertake some form of supply work, 41.4% (2,162) responded to the survey. 66% of respondents were either in the early part of their career, at the end of their career or retired and worked predominantly in the primary phase. The main reason given for the need for supply was to cover teacher absence and to allow teachers to attend professional learning.

39. As part of the Welsh Government's wider Education Workforce Survey a similar survey for registered supply teachers has recently been undertaken. The questions asked mirrored those asked in 2014, but also included additional questions relating to professional learning opportunities and a request for more detail on the occurrence and duration of supply cover undertaken. The analysis of the survey will be undertaken in early 2017.

40. When considering any future delivery model for supply teaching it is suggested that the Welsh Government use the data from the survey to support the development of a profile for the supply teacher demographic.

R2. The Welsh Government should establish comprehensive and consistent data collection at all levels i.e. school, Local Authority and on an All-Wales basis. This will assist in the monitoring of costs and serve to inform future developments.

¹⁰

<http://gov.wales/topics/educationandskills/schoolshome/schooldata/ims/datacollections/pupillevelannualschoolcensus/?lang=en>

¹¹ <http://www.ewc.wales/site/index.php/en/research-statistics/education-workforce-statistics>

The cost of supply cover

41. The Wales Audit Office report of September 2013 stated that schools spent more than £54m on supply cover. EWC data referenced in paragraph 28 established that circa 50% of the supply workforce is paid by a local authority, around 25% are employed by the NPS Framework provider, New Directions, and the remaining 25% are employed by other commercial supply agencies. Although schools and some local authorities hold information on supply costs there has been no comprehensive and consistent data captured at a national, local or school level since the WAO report in 2013.

42. In the absence of a full financial analysis of the cost of providing supply teachers through commercial agencies and the overall spend within the public sector; it has been very difficult to quantify the overall cost of provision.

43. At the current time, and without being able to establish the true cost of supply cover across Wales, it is difficult to identify the total cost and potential savings that might be realised in operating an alternative delivery model. Furthermore, there is no evidence readily available to explain or evaluate how the arrangements for managing supply costs via the local authority mutual insurance arrangements, or via the school's own private insurance might offset such costs without undertaking a comprehensive piece of work.

R3. It is recommended that the Welsh Government work with local authorities, schools and commercial supply agencies to undertake a full cost analysis of the provision and delivery of supply teaching.

Supply teacher pay rates

44. It is interesting to note that around half of all supply teachers employed on medium to longer term contracts are being paid at a rate commensurate with the individuals' qualifications, skills, and experience in line with the STPCD.

45. However, in contrast, the rates of pay for supply teachers employed by commercial supply agencies is market led and varies considerably depending on the demand for a particular phase, medium of instruction, or geographical location.

46. Currently, school teachers pay and conditions of service are not devolved to Wales. If in the future they were to be devolved there would be scope for the Welsh Government to take a more pro-active approach to the setting of pay and conditions for supply teachers. It is understood that the reason the central supply model operating in Northern Ireland appears to offer a fair and transparent pay structure is because the register is centralised. It also has the complete backing of all local authorities and the teachers through their unions.

47. In considering any new model for the delivery of supply teaching, equity within the profession needs to be addressed. Supply teachers should be able to expect pay and conditions appropriate to their qualified teacher status. They should be free to continue in supply teaching as a lifestyle choice or use supply as a step towards permanent employment; in either case they should be able to access professional learning and career development.

R4. The Welsh Government should consider the employment of supply teachers in the context of existing social partnerships arrangements regardless of whichever model of delivering supply teaching is adopted, (including transitional arrangements); unions, employers and government should, working together, to reach agreement on fair treatment as well as appropriate terms and conditions. Agreement can be enforced through collective representation, the terms of procurement contract tenders, ministerial guidance and, potentially in the future through regulations.

Safeguarding

48. Safeguarding and promoting the welfare of children is everyone's responsibility. All organisations that come into contact with children need to make sure that the way they work keeps them safe. During the evidence gathering process the Taskforce identified several concerns around safeguarding, in particular relating to employer accountability. These concerns were raised with Welsh Government officials in summer 2016 and all matters were promptly responded to.

49. It is worthy of note that supply teachers on medium or long term fixed contracts are generally governed by the schools safeguarding policy. However, supply teachers on daily or shorter term arrangements often do not benefit from the continuity and support of this type of arrangement. The 'employer' function often becomes blurred with neither the school nor commercial supply agency taking full responsibility for safeguarding issues, capability, or disciplinary matters. This is a cause for concern. There needs to be absolute clarity around employer responsibilities in this area so that issues are resolved quickly, due process followed, and the supply workforce afforded the same rights as a teacher in full-time employment.

50. The Welsh Government in response to the highlighted issues has undertaken a programme of work to raise awareness and strengthen safeguarding arrangements relating to the provision and recruitment of supply teachers.

- Officials raised issues with the Education Workforce Council to ensure that any loopholes that existed across all categories of registration were tightened;
- The statutory induction guidance for NQTs (2016)¹² was reviewed and the role and responsibilities of employers in relation to safeguarding strengthened;
- In September 2016 briefings were undertaken with commercial supply agencies to highlight employers' statutory responsibilities in relation to safeguarding and DBS checks;
- Factsheets were produced for employers reminding them of the arrangements for DBS checks and the need to check the qualifications of the teacher and if they have Qualified Teacher Status. The factsheets were circulated to all employment agencies, supply teachers, published in the Dysg newsletter and the supply teacher pages on the Learning Wales website¹³;

¹² <http://learning.gov.wales/docs/learningwales/publications/141002-induction-guidance-en.pdf>

¹³ <http://learning.gov.wales/resources/collections/supply-teachers?lang=en>

- The effective management of school workforce attendance guidance has been reviewed to ensure greater clarity around the safeguarding obligations for those employing supply teachers;
- All local authority HR departments were reminded of the statutory employer responsibilities in relation to safeguarding;
- During safeguarding week (14 – 18 November) employers were contacted directly to emphasise their responsibilities for safeguarding and to remind them of the guidance available on Learning Wales;
- On-line training modules were promoted to all commercial supply agencies to raise awareness of the importance of supply teachers completing the training.

51. The prompt attention taken by Welsh Government to address the concerns raised is welcomed.

R5. Welsh Government should raise awareness with employers to the responsibilities placed upon them in relation to safeguarding, update its effective management of school workforce guidance and provide an annual update on these matters to all stakeholders.

Accredited minimum quality standards for supply agencies

52. In September 2007, a Quality Mark (QM) was launched as a joint initiative between the Welsh Government and the Recruitment and Employment Confederation (REC). The aim was to raise standards in the delivery of supply teaching.

53. In 2011, for a variety of reasons, the QM scheme ended. It was felt that the introduction of a National Framework for the provision of supply supported by local authorities would offer a suitable alternative. To operate as a provider on the framework agencies are required to meet minimum operating standards. These standards particularly relate to safeguarding, quality assurance and supporting appropriate professional learning opportunities.

54. However, evidence suggests commercial supply agencies are largely unregulated. Agencies can however, choose to take part in a voluntary audit operated by REC. We know that circa 50% of registered supply teachers are employed by commercial supply agencies. However, there are no statutory minimum quality standards that **all** commercial supply agencies must meet. The setting of minimum standards for all agencies providing teachers to maintained schools, will serve to ensure that they demonstrate compliance with employment legislation, meet specific quality assurance criteria, and address key national priorities e.g. All Wales Child Protection Procedures¹⁴.

55. The setting of minimum quality standards for all commercial agencies wishing to deploy supply teachers to maintained schools in Wales together with the movement toward a devolved pay and conditions system for Wales in the future will be a step toward a fair and transparent system.

R6. Welsh Government should consider regulating the quality of commercial supply agencies by introducing a set of accredited minimum quality standards that all commercial agencies providing teachers to maintained schools should meet. This approach will serve to ensure that all agencies deploying teachers to schools are working to the same minimum standards, and demonstrating compliance with key policies, e.g. All Wales Child Protection Procedures.

¹⁴ <http://gov.wales/topics/health/socialcare/safeguarding/?lang=en>

Newly Qualified Teachers

56. The evidence provided by the EWC suggests that around 30% of teachers operating as supply teachers are NQTs or teachers in the early stages of their career (between 0 – 5 years). All NQTs must complete an induction period of three school terms or 380 school sessions. The revised Induction regulations now state that all periods of employment of one school session (one school session is defined as one full morning or one full afternoon of employment as a qualified teacher in a school) or more must count towards a NQT's induction period. Those not employed on a full-time basis can accrue sessions until the required number (380) has been reached.

57. In 2012 the Welsh Government, asked the EWC to conduct a piece of specific work to track short term supply teachers undertaking induction. In response the EWC introduced a web based facility to enable NQTs to record when they had completed a school session. It is clear that more needs to be done to support NQTs who undertake short term supply particularly during their period of induction. Evidence provided by the EWC, as at July 2016, highlighted that there were 342 registered teachers with an induction route of short term supply only. Without the right support there is a risk that some NQTs will not be able to complete induction or may leave the profession.

58. The current appraisal regulations for teachers come into force once a supply teacher has been working for a school for a term or more. NQTs employed by schools on medium to longer term contracts are therefore able to benefit from performance management and appraisal arrangements in much the same way as permanent staff members. Those on shorter contracts are not captured by the appraisal regulations.

R7. Welsh Government should consider how, as part of any future alternative delivery model, those on supply (less than one term) in particular Newly Qualified Teachers, might benefit from more structured performance management arrangements together with the opportunity to access regular professional learning opportunities.

Professional learning and development

59. All teachers in Wales are expected to take responsibility for their own professional learning and development. However, the opportunities to access professional learning is often through employment, therefore where teachers choose to work flexibly as supply teachers, opportunities are often limited. This is particularly the case for those on short term supply.

60. The Welsh Government recently launched the new and enhanced Professional Learning Passport (PLP)¹⁵, an online portfolio available to EWC registrants. The PLP is not mandatory (except for newly qualified school teachers maintaining their induction profile) and so it can be used in a way that works best for the individual.

61. The issue of equity and access to professional learning opportunities are of particular concern to NQTs undertaking short term supply work. While teachers are able to access their PLP and Hwb¹⁶ (The National Digital Content Repository) it is important that NQTs are appropriately supported and developed so that they are able to demonstrate that they meet the statutory induction standards¹⁷. We are aware that regional consortia support induction arrangements for NQTs including those undertaking supply but access to professional learning opportunities is not always available or accessible at a time to suit the supply teacher without forfeiting a day's work.

62. Hwb, enables learners and teachers to access online resources anywhere, at any time, from any device. Hwb hosts a wide range of public, bi-lingual teaching materials which are all available free of charge. However, to access the licenced materials and tools hosted on Hwb, users must be authenticated through data sharing arrangements which have been agreed with the local authorities across Wales. User accounts are securely created and automatically updated from data in a school's management information systems (MIS).

63. Therefore, as short-term supply teachers are not registered on any schools MIS, login details are not generated for them and they do not have full access to Hwb. Safeguarding e-learning modules have been made available for public access via Hwb, and this was brought to the attention of supply agencies during National Safeguarding Week in November.

¹⁵ <http://www.ewc.wales/site/index.php/en/professional-development/professional-learning-passport>

¹⁶ <http://hwb.wales.gov.uk/>

¹⁷ [http://www.assembly.wales/laid%20documents/sub-ld10121%20-%20the%20education%20\(induction%20arrangements%20for%20school%20teachers\)%20\(wales\)%20regulations%202015/sub-ld10121-e.pdf](http://www.assembly.wales/laid%20documents/sub-ld10121%20-%20the%20education%20(induction%20arrangements%20for%20school%20teachers)%20(wales)%20regulations%202015/sub-ld10121-e.pdf)

Regional collaborative model for supply

64. Although Wales is a relatively small country there are very clear regional and geographical differences in the needs of schools and local authorities in securing supply teachers. Consequently, a national centralised supply model was not considered appropriate for Wales.

65. However, the landscape in Wales is changing. The planned reforms to the education sector, the possibility of pay and conditions for teachers being devolved to Welsh Government, together with the proposals for strengthening regional collaborative arrangements for a range of services (Cabinet Secretary for Finance and Local Government's, written statement on regional working issued on 4 October¹⁸) provides an opportunity for the Welsh Government to consider a collaborative regional partnership model. This model could involve local authorities, Regional Consortia, Higher Education Institutions and schools.

66. This approach could afford an opportunity to support a collaborative arrangement on a geographical footprint which could address some of the specific difficulties experienced in some areas in placing supply teachers at short notice e.g. particularly to cover teachers who teach through the medium of Welsh and those teaching pupils with additional learning needs.

R8. The Welsh Government should include, in any suggested future options for the delivery of supply teaching, the scoping of a collaborative model based upon a Regional footprint. Any model recommended for implementation should include access to professional learning opportunities, and in the first instance, be trialled.

R9. The Welsh Government should abide by the principles of the Well-being of Future Generations (Wales) Act 2015 to ensure that any future alternative model of delivery is sustainable and flexible in the long term. Developments should support the wider planned reforms to ensure supply teachers are seen as an informed sector of the wider school workforce.

R10. The Welsh Government should work towards an 18 month timetable to bring forward proposals to support alternative delivery models whilst considering the transitional arrangements and implications for the current National Procurement Service Framework arrangement.

¹⁸ <http://www.assembly.wales/en/bus-home/pages/rop.aspx?meetingid=3994&language=en&assembly=5&c=Record%20of%20Proceedings&startDt=04/10/2016&endDt=04/10/2016#427466>

Annex A: List of contributors to the call for evidence

Oral and or written evidence to the Supply Model Taskforce:

Teaching Unions

National Union of Teachers (NUT) *(written and oral)*

The Association of Teachers and Lecturers (ALT) *(written and oral)*

The National Association of Schoolmasters Union of Women Teachers (NASUWT) *(written and oral)*

Undeb Cenedlaethol Athrawon Cymru (UCAC) *(written and oral)*

Head teacher Unions

The Association of School and College Leaders (ASCL) *(written and oral)*

National Association of Head Teachers (NAHT) *(written and oral)*

Support Staff Unions

Unison *(oral)*

Voice *(oral)*

Wales Educational Consortia

Central South Consortium Joint Education Service (CSC) *(written and oral)*

Education Achievement Service for South East Wales *(written and oral)*

Education through Regional Working (ERW) *(written)*

GwE *(oral)*

LA Directors of Education

Neath Port Talbot County Borough Council *(oral)*

Rhondda Cynon Taf County Borough Council *(oral)*

Local Authority HR Directors

Ceredigion County Council *(oral)*

Newport City Council *(oral)*

Pembrokeshire County Council *(oral)*

Rhondda Cynon Taf County Borough Council *(oral)*

Stakeholders

Education Workforce Council (EWC) *(oral)*

Recruitment Employment Confederation (REC) *(oral)*

Wales Audit Office (WAO) *(oral)*

Welsh Local Government Association (WLGA) *(oral)*

Wales Co-operative Centre *(oral)*

Higher Education Institution's

Cardiff Metropolitan University *(written and oral)*

University of South Wales *(oral)*

Welsh Government

Education Workforce Council & National Support (*oral*)

Policy Framework & Standards Team (*oral*)

Professional Learning (*oral*)

School Governance & Organisation Branch (*oral*)

Supporting Achievement & Safeguarding (*oral*)

Other Interested Parties

MPS Healthcare (Nursing Agency) (*oral*)

New Directions Education (Recruitment and Training Specialists) (*written and oral*)

Plymouth Learning Partnership (Co-operative, Community Interest Company) (*written and oral*)

Oral and or written evidence to the Secretariat, provided to the Supply Model taskforce.

Welsh Government

Health & Social Services (NHS Pay Policy and Contracts Workforce and Organisation Development) (*oral*)

Procurement

National Procurement Services (NPS) (*oral*)

NWSSP Procurement Sourcing, a division of NHS Wales Shared Services Partnership (*oral*)

Government

DfE (*oral*)

Northern Ireland Executive (*written and oral*)

The Scottish Government (*research*)

Other Interested Parties

13 Supply Teachers or Interested Individuals (*written*)

CSAT (Co-operative agency for supply teachers) (*written*)

E-Teach Group (Recruitment Solutions) (*written*)

ITN Mark (Education Recruitment) (*written*)

Teacherin (e-matching Platform) (*written and oral*)

The Supply Register Limited (Bank/e-matching Platform) (*written*)

Wydelta (e-matching Platform) (*written*)

Annex B: Alternative delivery models considered

The models of delivery considered were recommended by individuals and/or stakeholder organisations in providing evidence. Whilst no one model suggested would appear to offer a complete solution, there are a number of principles and elements of individual models which could work in a Welsh context if supported by stakeholders.

The conclusions are set out in the following section.

The centralised model operating in Northern Ireland

From September 2006 only substitute teachers who are on the Northern Ireland Substitute teacher Register (NISTR) are able to work on a temporary basis in schools. The NISTR is supported by the Department for Education Northern Ireland (DENI) and endorsed by the General Teaching Council Northern Ireland. NISTR is a highly centralised model which comprises an on-line networked teacher booking system, a register of substitute teachers which operates across the majority of schools in Northern Ireland. The register is managed by local education authorities with Belfast local authority board as the lead.

The clear advantages of this type of model are that all substitute temporary teachers registered with the NISTR are able to benefit from statutory set national pay and conditions of service and the associated benefits. As pay and conditions are not yet devolved, coupled with variations in the way supply teachers are recruited and the significant use of commercial supply agencies to meet school needs it is difficult to see how, within the current context a similar centralised model could operate within the existing legislative framework in Wales.

The Open Market Supply Model Operating in England

The use of commercial supply agencies operating in England is prevalent and we understand that the Department for Education have no plans to regulate or intervene in these arrangements.

With the take up of academy and free school status in England schools have the discretion to employ and appoint staff and to operate their own pay arrangements (outside of local authority control) allowing scope for paying teachers including supply teachers rates of pay outside of the STPCD arrangements. In maintained schools a market led agency approach operates similar to that in Wales.

Therefore, it is possible for some commercial supply agency workers to command higher rates of pay depending on regional factors and whether

there are shortages of teachers in a particular subject specialism or phase of teaching. The model operating in England has similar disconnections, disadvantages and pressures to those observed in Wales.

The Plymouth Learning Partnership Model. A Co-operative, Community Interest Company

The Plymouth PLP model is a highly collaborative, not for profit, partnership arrangement which includes close collaborative working between the Community Interest Company, Plymouth Local Authority, two local university providers, a network of schools (predominantly primary schools but with some secondary) and the local Teaching School. It is supported by an autonomous e-platform to manage bookings with marginal overheads required to operate and manage the system.

Supply teachers registered with the PLP are supported to access professional learning opportunities which are provided by the universities and the Teaching School. They receive transparent rates of pay with pension contributions via the Government NEST scheme.

Supply teachers in the area choose to register with the PLP because of the additional and on-going support available and the fact that many teachers go on to be placed in schools in the Plymouth and surrounding area on a permanent basis. The PLP is able to meet demand from its stakeholder schools for relief teachers in the majority of circumstances.

The advantages of this type of collaborative model appear to clearly outweigh any disadvantages in the context of the Plymouth partnership. Some of the principles of the model could be considered should an alternative collaborative model be considered for Wales, however, the ability to deliver on a larger scale is questionable.

Any profits generated by the CIC are re-invested in providing support for social and wider educational improvement initiatives.

The contract based model currently operating in Scotland

It is understood that Scottish legislation requires a supply teacher to be employed by a local authority. Short term supply teachers engaged on periods of work of 2 days or fewer are paid on point 1 (point 0 if not fully registered) of the Main Grade Scale negotiated with the Scottish Negotiating Committee for Teachers (SNCT) for each period of supply work. Pay is calculated at the appropriate hourly rate.

Where a short term supply teacher has been engaged on a single, continuous period of supply cover of 2 days which is subsequently extended, the rate of

pay for the extension period will be the incremental point on the Main Grade Scale for which the teacher qualifies.

Each separate agreement for 2 days or less is treated as a separate contract. Where supply exceeds 2 days the supply teacher is issued with a fixed term temporary contract and from day 3 onwards are paid in accordance with the terms of the SNCT Handbook. The fact that pay and conditions is devolved to Scotland allows the Scottish Government to negotiate across all aspects and levels of teachers' pay and conditions including supply.

There is little evidence of local authorities working collaboratively to pool resources and it is understood that in some areas where there are specific geographical constraints or particular shortages the contract based arrangement does not always provide sufficient cover arrangements. However, in terms of assessing the cost of supply cover, the costs are projected and monitored as salary rates are known from the outset.

The greatest advantage of the Scottish model is the clear pay structure and ability at local authority level to plan and monitor absence cover and manage workforce pressures. In terms of NQTs, the guaranteed induction year ensures teachers to meet the induction standards overcoming the issues around providing adequate support for NQTs. The disadvantage would appear to be the bureaucracy involved in handling several contracts for periods of 2 days or less and the uncertainty for supply teachers who continually teach on a daily or short-term basis.

The free mixed economy models operating in Australia and New Zealand

The models for cover or relief teachers in place in Australia and New Zealand operate on a similar mixed economy delivery model to that currently operating in Wales and England.

There are no specific models operating in these countries which would appear to offer a direct solution to the issues affecting the provision of supply teachers in Wales. In Australia, individual States are responsible for education in their area and the arrangements in place to supply schools with relief teachers appear to vary considerably depending on geographical location and remoteness of the service. However it is apparent that the use of latest technology in certain areas, particularly to match relief teachers into temporary posts, is well developed with several commercial ventures offering the latest e-matching platforms to supply school demand and connect relief teachers to individual, groups or networked schools.

E-platform matching services and intuitive technology based systems

In recent years there have been advances in the technology available to support interactive, autonomous e-matching services and e-platforms. Matching systems of this type to support supply agencies are either already available or being developed in the UK. The e-matching technology allows available supply teachers to be linked directly to schools via app based technology with supply vacancies at short notice and with minimum system management.

App based systems of this type allow supply teachers to register for free, but schools pay to access the service. The fee payable dependent on pupil numbers within the school.

The advantages of this form of technology are that teachers and schools with supply vacancies are matched almost immediately to posts; schools are the employer from day one so supply cover is paid against the STPCD and individual supply teachers receive immediate alerts and are able to download details of the cover, including school details and lesson plans directly.

It is also understood that the arrangements for initial safeguarding, interviews and DBS checks and employment checks re undertaken by the e-service provider. The service has no direct employer functionality therefore schools undertake the necessary checks as the employer to meet their safeguarding obligations.

Further advantages of this type of matching service is the ability for registrants to access professional on-line learning modules via the platform and should an appointment become permanent any 'finders' fee can be waived.

As part of any future model of delivery consideration needs to be given to this type of technology.

Annex C: Supply Model Taskforce – terms of reference

1. Background

The Minister for Education & Skills announced the establishment of a Supply Model Taskforce to consider future delivery options for supply teaching in Wales. The work of the Taskforce is a commitment set out in the *Alternative Delivery Model for Public Sector Service: An Action Plan* published in March 2016.

2. Duty and Responsibilities

The Taskforce will draw on national and international evidence in addition to the findings of Wales specific reports recently published in this area notably:

- *The Impact of Teacher Absence*, Estyn, September 2013;
- *Covering Teacher Absence*, Wales Audit Office, September 2013;
- *Covering Teachers Absence*, Public Accounts Committee, May 2014; and
- *Inquiry into supply teaching*, Children, Young People and Education committee, December 2015.

The Taskforce is a commitment set out in the *Alternative Delivery Model for Public Sector Service: An Action Plan* and the work of the Taskforce should therefore take in to account the underlying principles of this document. The principles of social partnership will underpin the work of the Taskforce.

The specific function of the Taskforce is to:

- Review national and international models of delivery for supply cover and engage with key stakeholders to provide a list of alternative options (with associated financial costs) for the Welsh Government on a future delivery model(s) for Wales. There should be a comprehensive analysis of the advantages and disadvantages of each option, reflecting a balance of benefits, cost and risk.

The options should outline a system that encompasses a consistent approach to the provision of supply across Wales that enables positive learner outcomes and the safeguarding of all our learners. The recommended options presented should:

- Recognise and support a flexible teaching resource
- Ensure a fair, consistent and transparent pay system for supply teachers across Wales
- Provide a structured and formal approach for supply teachers to access professional development and performance management processes including disciplinary and grievance procedures.
- Ensure that schools have access to quality teachers providing continuity in high quality learning
- Support short term supply NQTs to enable them to be able to fully demonstrate their attainment of professional teacher standards
- Provide accurate management information on cost, absence levels and patterns in temporary employment.

- Offer value for money
- Reduce administrative and bureaucratic burden on head teachers
- Take into account the underlying principles of the *Alternative Delivery Models for Public Service Delivery: An Action Plan*
- Fulfil the requirements set out in the Well-being of Future Generations Act

3. Governance

Sandra Jones will chair the Taskforce and she will act as first point of contact. The Workforce Strategy Unit (Schools), Education & Public Services Group, Welsh Government, will provide secretariat support to the Taskforce.

4. Frequency of assessments/meetings

The Taskforce will operate between May and December 2016, and will meet at least monthly to discuss progress.

5. Taskforce Membership

The members of the Taskforce are as follows:

Chair

Sandra Jones

Core members

Martin Mansfield, General Secretary, Wales Trade Union Council

Eithne Hughes, Headteacher, Bryn Elian School

Donna Merrick, HR and Recruitment Consultant

Members of the Taskforce will be expected to:

- Offer their views and expertise on issues relating to all aspects of supply cover; and
- Contribute to discussion on alternative models of delivery for supply and provide appropriate options

The Taskforce will be expected to liaise with key stakeholders to inform the alternative delivery options. As a minimum this will include:

- Education Unions
- Wales Cooperative Centre
- Local Authority
- HR Directors
- Directors of Education
- Regional Consortia MDs
- Supply Agencies/ Recruitment & Employment Confederation (REC)
- Education Workforce Council
- Estyn
- WAO
- National Procurement Service
- Governors Wales
- Higher Education Institutions delivering teacher training
- Staff Commission

In addition, the Taskforce will be required to seek specialist legal advice, to ensure that any model is compliant with current UK and EU law and within our legislative competence. The Workforce Strategy Unit will provide support with accessing required legal advice.

Members will have regard for The Seven Principles of Public Life (**The Nolan Principles**):

Selflessness

Holders of public office should act solely in terms of the public interest. They should not do so in order to gain financial or other material benefits themselves, their family, or their friends.

Integrity

Holders of public office should not place themselves under any financial or other obligation to outside individuals or organisations that might seek to influence them in the performance of their official duties.

Objectivity

In carrying out public business, including making public appointments, awarding contracts, or recommending individuals for rewards and benefits, holders of public office should make choices on merit.

Accountability

Holders of public office are accountable for their decisions and actions to the public and must submit themselves to whatever scrutiny is appropriate to their office.

Openness

Holders of public office should be as open as possible about all the decisions and actions that they take. They should give reasons for their decisions and restrict information only when the wider public interest clearly demands.

Honesty

Holders of public office have a duty to declare any private interests relating to their public duties and to take steps to resolve any conflicts arising in a way that protects the public interest.

Leadership

Holders of public office should promote and support these principles by leadership and examples.

6. Termination of Taskforce Membership

Membership of the Taskforce is terminable by either party, in appropriate circumstances. A breach of any of the terms of the Constitution, including the Seven Principles of Public Life, will be considered an appropriate circumstance for the termination of membership.