

Learning to be a teacher for Wales: the induction of teachers into the profession

**A consideration of the process of teacher induction
into the teaching profession in order to suggest ways in
which it could be more effective for both the
system and the individual teachers**

Professor Mick Waters



@WG_Education



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Mae'r ddogfen yma hefyd ar gael yn Gymraeg.
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Overview

The purpose of this review was to evaluate the process of teacher induction, particularly by eliciting the views of partners, in order to determine ways in which it could be more effective for both the system and the individual teachers.

The report results from the analysis and synthesis of information gleaned from meetings, workshops and conversations with representative groups of partners involved in the process of teacher initial education and induction. These included regional consortia and local authorities, representatives of appropriate bodies, external verifiers and induction mentors and headteachers and teachers from schools. Universities and representatives from higher education institutions (HEI) / school partnerships formed another overlapping interest group. Meetings took place with a range of organisations, boards and agencies including the Education Workforce Council (EWC), Estyn, teacher unions and professional associations. Meetings with people representative of supply teaching agencies also informed the review. Attendance at days on the induction programme for newly qualified teachers (NQTs) offered the opportunity to sample the courses as well as to engage with the teachers in discussion about their experience.

This report makes extensive use of the findings of research report produced by OB3 (2020)¹ which aimed 'to generate evidence which will help inform policy development and the implementation of induction arrangements in the future' and meetings were held with Nia Bryer, the author. The research produced by OB3 contains a succinct literature review which explains the evolution in policy in respect of induction in relation to wider developments in education in Wales. This report does not repeat that but adds a perspective on more historical development of outlooks on the induction of teachers which underpin the structure used today.

In the course of this review, attendance at the Teacher Recruitment and Retention Advisory Board (TRRAB) and the Teacher Education Accreditation Board (TEAB) offered further perspectives as did a discussion with the Independent Welsh Pay Review Body (IWPRB).

The fieldwork for the review was conducted during the autumn of 2019 and spring of 2020, finishing just before the period of lock down. The recommendations of this report have been influenced somewhat by the pragmatic and strategic arrangements brought into being during lockdown.

Rarely can a review of an aspect of schooling have met such a wave of unanimity. In consideration of the induction of newly qualified teachers there was widespread agreement that processes and practices are not good enough. Everybody involved demonstrated a commitment to new teachers and their professional and personal well-being, believing that they should be part of a professional community helping to bring out potential in young people. Equally everybody articulated aspects of the current processes and practices which caused frustration and professional disappointment. While everybody agreed that the process has to be better, the consensus around solutions was less forthcoming.

¹ OB3 (2020), Research on Teachers' Statutory Induction in Wales

While critical of much of the current provision, this report avoids blaming any particular agency or community within the education arena. Indeed there is recognition of the effort, skill and commitment of many. There is detailed explanation of the evolution of the current provision and practices and the way that circumstances have conspired over time to create a distorted focus upon managerial efficiency rather than a clear focus upon effectiveness of practice.

The suggestions in this report are intended to address the issues that came to the fore during the review. They will not satisfy everybody: they herald more organisational change, more structural adjustment. They propose a change of emphasis and requirement and an adjustment of funding streams. In suggesting solutions to most difficulties, they raise the spectre of other complications.

More importantly, they describe a different kind of professional effort and emphasis which would please many and leave some discomfited. Most importantly, they go beyond a consideration of the immediate inconvenience to the system and focus upon the present experience and future prospects of our new teachers and their potential for influence on a generation of young people in Wales.

Contents

Acknowledgements	2
Glossary	3
Section 1: Introduction	4
Section 2: Joining a profession: how do we want our new teachers to behave?	6
Section 3: The background narrative	8
Section 4: The complexity of qualification to teach	22
Section 5: Reconceptualising and reframing the process of induction into the teaching profession	25
Section 6: Suggesting ways forward	26
Section 7: Conclusion	51
Section 8: Appendices	52

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- mentors, external verifiers and headteachers for their contribution to workshops and for hosting visits to schools
- deans and senior staff, lecturers and course organisers from each of the HEIs who explained the development of their programmes and partnerships
- staff from some supply teacher agencies, who shared perceptions, practices and possibilities
- teaching workforce unions and professional associations, who presented evidence and engaged in meetings on behalf of their membership
- course presenters, who allowed access to their sessions with NQTs
- EWC, from where much data and background were accumulated
- the TRRAB, which offered insight and advice
- the TEAB, which provided background to recent development
- directors of local authorities, who shared perceptions and observations
- Estyn, who furnished background from inspection evidence
- staff of two appropriate bodies in England who offered familiarisation with processes and structures in their system
- OB3, who shared their research evidence and perceptions, and
- officials of the Welsh Government who provided the policy background, technical support and, vitally important, the organisation of logistics to enable the timely gathering of information, evidence and insight.

Everyone who contributed to this review did so in positive and open spirit and was keen to emphasise the effort being made to secure the best induction experience whilst often articulating shortcomings in present arrangements for NQTs. There was a tangible commitment to the next generation of teachers.

Glossary

Definition	Acronym/key word
AB	Appropriate body
ALN	Additional learning needs
CSC	Central South Consortium
DBS	Disclosure and Barring Service
EAS	Education Achievement Service for South East Wales
ERW	Ein Rhanbarth ar Waith
EV	External verifier
EWC	Education Workforce Council
GwE	Gwasanaeth Effeithiolrwydd
GDPR	General Data Protection Regulation
HEI	Higher education institution
IM	Induction mentor
IWPRB	Independent Welsh Pay Review Body
ITE	Initial teacher education (adopted term in Wales)
LA	Local authority
NAEL	National Academy for Educational Leadership
NQT	Newly qualified teacher
NPS	National Procurement Service
ONS	Office for National Statistics
PLP	Professional learning passport
PPA	Planning, preparation and assessment
QTS	Qualified teacher status
RC	Regional consortia
TEAB	Teacher Education Accreditation Board
TPSM	Teacher planning supply model
TRRAB	Teacher Recruitment and Retention Advisory Board

Section 1: Introduction

This review set out to consider and suggest ways in which new teachers in Wales could best be supported in a productive early career experience while ensuring that the nation can be secure that teachers new to the profession have demonstrated that they have reached the professional standards expected.

'Teaching Tomorrow's Teachers'² (2015), a report produced by Professor John Furlong, proposed fundamental changes to the arrangements for initial teacher education (ITE). Since that time there has been much concerted effort to build a new framework of experience to enable prospective teachers to build a deeper and richer understanding of their role with knowledge, skills and insight aligned with 'Our National Mission'.³

This review has revealed that the processes, procedures and practices of the current newly qualified teacher (NQT) induction period are ill-prepared to build on the changes made in ITE. Individuals with qualified teacher status (QTS) are not able to build on their period of training due to a series of systemic hindrances. A period which should be their most accelerated professional learning becomes burdened by the managerial⁴ expectation upon them and those who support them. A majority find difficulty in securing a teaching post, a significant proportion spend this time in supply teaching, often intermittent. Many find themselves taking teaching assistant posts either full-time or to supplement their part-time supply teaching work. The induction period for many new teachers extends to two or three years before they accrue the required number of teaching sessions to meet requirements. Some are lost to the system or hard to find and in order to track and support this turbulent group, the systems developed are comprehensive but the system itself then becomes the focus for too many involved in the induction period, including the NQTs themselves. Many of those who support new teachers are themselves moving in and out of support depending upon whether they are needed in their locality. Their own understanding of the education reform agenda is variable and the support they offer is too often reliant upon the managerial completion of procedural documentation rather than the learning to be gained through induction.

Those ultimately responsible for the system care deeply for the professional welfare of the new teachers and for their professional learning in the context of the national reform agenda. Aware of the difficulties in the arrangements, they seek to build positive relationships with the new teachers and are endlessly supportive and optimistic.

Sometimes, the balance slips and professional kindness and understanding becomes over-protection with the result that many new teachers are not making that vital step to becoming the self-sufficient, self-organising, contributing professionals that the country needs in its schools.

Schools should provide the foundation for a successful, rigorous and supportive induction period. Most provide very effective mentoring for their permanent or long-term temporary NQTs. For too many NQTs who find themselves employed on a short-term or intermittent

² Professor John Furlong (2015) Teaching Tomorrow's Teachers, Oxford University

³ Welsh Government (2017) Our National Mission

⁴ Hoyle, E. & Wallace, M. (2006) Educational Leadership: Ambiguity, Professionals and Managerialism. London, Sage.

supply basis, the level of mentoring is minimal and left to the external verifier (EV) who has to find them wherever they happen to be teaching.

Sometimes, schools fail to invest sufficiently in the NQT on temporary or supply contracts because they represent little long-term benefit to the school. Many schools are reluctant to offer permanent posts to NQTs, allowing themselves flexibility should their annual budget reduce or as a way of avoiding difficult decisions if the teacher falls short of expectation.

This review set out to consider, as part of its brief, structures for effective professional learning and has concluded that any revision of 'formal' mechanisms for professional learning will be set against the 'informal' learning about teaching that is taking place through the experience of the induction phase. The 'hidden' curriculum of the induction period is as influential as the formal arrangements made.

Many, though not enough, NQTs enjoy an induction period that sets them well for a productive, worthwhile and enjoyable career. They experience professional support and challenge with colleagues who open doors and introduce them to the big agenda. With good guidance and advice, in years to come many will become significant influences and have positive impact upon the educational success of Wales. Too many experience a start to their career which is stuttering, complex and onerous. They are most likely to lose impetus, enthusiasm and interest and relatively quickly decide to work in another employment sector.

This report, therefore, suggests fundamental changes to the arrangements for building upon what has been secured in ITE.

Most important is the proposal that the process of 'learning to be a teacher for Wales' itself needs to be reconceptualised.

The report begins with a short section on professionalism in teaching and the purpose of the induction period. There follows a narrative which wrestles with the range of issues raised during the review, bringing together the range of strengths in the current arrangements and the disappointment and discontent expressed by participants and observed during the review. That disappointment was measured and almost resigned. The wish to make it better was profound.

The report then offers a summary of the way the present arrangements have developed which leads to a proposal for the need to reconceptualise the processes of the teacher's early career. The report offers incisive suggestions and options intended to improve the professional insight of the new teacher, clarify and reduce the complexity of organisation and ensure that professional growth continues through extending the partnerships between schools and higher education.

The appendices contain sections summarising ways in which the reconceptualised experience would be different from current arrangements and which suggest and briefly respond to some of the alternative viewpoints that might be raised.

Section 2: Joining a profession: how do we want our new teachers to behave?

When we talk of fledgling teachers, ready to enter the profession: what do we expect? Do we see them as tottering, trying to become airborne, likely to achieve little height at first? Do we support their early efforts so much that we risk clipping their wings? Do we throw food into their mouths to the extent that they have less need to seek or to explore and resort instead to waiting for food to be dropped into their beaks? Do we tell them that to take risks is precarious and they would better to stay low, cling to the nest?

Or do we cajole, encourage, challenge and urge effort? Do they strive to fly for themselves: to glide, soar, swoop and dive? Do they enjoy the exhilaration of reaching new heights and seeing possibilities beyond their current horizon?

The four purposes for learners around which the Curriculum for Wales⁵ is constructed determine the outcomes sought for every learner. In turn, they carry implications for every teacher. We would want our newest teachers to be confident, capable, contributing, creative and informed. We would want them to enjoy a professional life which is healthy, ethical and enterprising and we would want them to be ambitious for themselves, for the young people they teach and for the future of education in Wales.

As the review unfolded, the stark contrast that exists between what we want our NQTs to experience and the reality of their induction period emerged. We want the very best but fall far short, not for want of effort or concern: almost the opposite. The systems that are in place to offer support become burdensome and counterproductive. The two descriptions that follow are pieced together from the range of evidence to summarise the tension that exists. They are generalised images based on the kaleidoscope of evidence, observations, interviews, conversation and snapshots of experience presented over the course of the review. They are intended to highlight the gap between our ambition and our practice due to misplaced mechanisms, commitment and energy.

2.1 What would we want our newest teachers to experience?

We would naturally want them to be effective teachers; to be able to build relationships with young people that encourage a learning outlook, to have the organisational skills to manage a classroom efficiently. We would want them to enjoy being with their learners and feeling the joy of being a teacher. We would want them to be fully involved with the work of their school, part of the team, responsible for themselves and willing to help colleagues. We would want to help them with new, early career experiences and in turn use their perceptions to modify our own practice.

We would also surely see the new teacher as someone tuned in with recent curriculum thinking and pedagogy and able to devise interesting pathways into the most complex of ideas, whose innovative outlook can add a new dimension to the work of our school.

We would want to trust them as a fellow professional within our team bringing new energy and fresh thinking. We would encourage them to question, debate, argue and challenge by engaging them in discourse, introducing them to wider professional experiences and wise

⁵ Welsh Government (2020) Curriculum for Wales

professionals with experience to share. We should connect them with research, reading and ideas and value their insight.

We would welcome our new colleagues into a professional life full of optimism for the future with the belief that they can make a significant contribution to 'Our National Mission' and the reform of schooling in Wales.

2.2 What is the typical experience of our newest teachers?

Welcomed to the school, the new teacher is supported by a series of professionals in order to ensure their work is of the expected standard and that they develop from their initial award of QTS. They know the first phase of their career is important, know they can fail though experienced professionals will help them to navigate the challenge of proving their worth. However, for most, the first phase of their career is time limited or haphazard in that their job is temporary, part-time or supply-based. Most see their time with learners as the highlight of their new-found level of responsibility.

They grapple with the clerical burden of proving their progress in their first year. They spend the 10% non-contact, planning, preparation and assessment (PPA) time (which they mostly call 'release' time) completing pro-forma lesson plans to support their teaching. They spend their additional 10% non-contact time provided for NQTs for professional learning, 'doing their PebblePad'⁶, trying to record their professional experience in the professional learning passport (PLP). The atomised evidence for their professional standards is seen as the final hurdle in a series that they have been helped to clear since they were learners in primary school.

Their schools support them by not placing too great a burden on people mostly new to working life, sheltering them from wider professional demands and opportunities. They are kept in a cohort of newness, attend courses with peers and meet few very experienced colleagues beyond their own school. They read little and live a hand to mouth professional existence with the risk that, for too many, learned fatigue displaces ambition. Lifelong learning is a concept beyond their compass. The validation of their qualification is seen as the light at the end of the tunnel when the burden of thinking beyond the classroom routine can end. At the same time, the lack of clarity in job prospects leads to frustration and the potential for feeling surplus to requirement.

These two images are extreme and summarise the extent to which the ambitions of those who work to support those new to teaching are distorted. These images are intended to emphasise rather than criticise. Indeed it is hard to fault the good intentions of most who are involved with the work of NQTs. There is an undoubted professional drive to do best by our next generation of teachers yet the dissatisfaction with the current situation is pronounced. The reasons are complex and the next section of this review tries to tease out those complexities.

⁶ PebblePad is the name of the web platform that hosts the PLP.

Section 3: The background narrative

3.1 Why is there so much dissatisfaction with the current practice? ... especially when all involved in supporting new teachers are trying hard?

As new developments in the Welsh education reform agenda are proposed they are generally welcomed with approval. It is recognised that something different is needed and the image of a better future is warmly anticipated.

It is difficult to imagine a different future when we live in a present built on the past.

To make the new and different practice come about we tend to imagine it rooted in today's world, in the present. In order to do that we resort to the systems and processes we know and use, which have evolved from the past.

We tend to suck new developments into our old story, making sense of the new concept in our old construct. Since education has been increasingly managerial in outlook, driven by high stakes accountability for the past twenty or more years, it is natural that ambitious new visions are embraced by positive and committed people who seek to make them a reality within the constructs of their previous and current managerial frame.

Very swiftly new approaches can become shaped by the managerial: the clerical certainty associated with spread sheets, pro forma and documentary evidence. The completion of records and the meeting of deadlines become vital as various levels of accountability check things have happened as required.

The vast majority of those involved in the education and induction of new teachers are committed to their role. They see their role as an important contribution to the reforming Welsh education system and to the individual teacher. That the system should support effectively new teachers is one area in education around which there is almost universal agreement; most teachers reflect upon their own early career and either want to repay a debt of professional gratitude or offer a colleague a better welcome to the profession than the one they themselves received.

The balance needs to shift from the process and proof towards the person and the profession. Yet everywhere, people are burdened by the need for proof. This professional tension vexes so many involved, yet all seem unable to resolve it.

3.2 The distorted roles of those who support the new teacher

Nearly everyone who supports the induction experience describes their role in terms of helping new teachers to secure the evidence to complete their induction successfully. Success is too often seen as completion of the induction profile. Questions about how to improve the experience are met with responses that allude to the complexity of the completion of documentation rather than how to build the professional expertise and contribution of the teacher. This focus on documentation, allied processes and proof needs to be kept in proportion.

3.3 Becoming part of the profession

The successful entry of a teacher to the profession should be seen as a continuous and explicit process, beginning on the first day of 'training' in whatever route is chosen, and

concluding after induction into the role of a teacher. This entire experience of training and induction should be a coherent first step on the professional pathway. While some take their training in England or elsewhere, the majority experience initial training associated with a Welsh HEI. At the beginning and regularly throughout their course, trainees need to be shown the route they are on and not be surprised when new horizons bring new expectations of professionalism.

Too many new teachers have little view of a career or themselves as part of the teaching profession. Too many have, and continue to be given, an image of themselves as people with a one-year employment horizon. Too many understand little of the structure of their school let alone the wider system. Too many describe their own image of their professional world as one of an 'operative' providing a number of lessons per week with some additional institutional duties.

There is much concern about the growing tendency for teachers to leave the profession after four or five years. A small-scale piece of research on the attractiveness of teaching in Wales suggested that several potential reasons and teaching might be similar to other employment sectors; perhaps it is in part the 'millennial' outlook.⁷

Interviews with teachers uncertain of their future suggest that, for some of them, their image of the profession is so limited that they do not know what they are leaving. They have never seen themselves as a professional, felt that they have made a difference or a part of something significant. They have felt passive in a job that expects of them rather than feeling like someone in charge of their remit.

3.4 Securing a teaching placement and a chance to undertake induction: a job

The current route from ITE into work is too difficult. In essence there is a gap between supply and demand. The country produces too many teachers in primary sector and not enough in some parts of the secondary sector.⁸ The issue of recruitment to teaching is addressed later in this report.

NQTs report a system that is unwelcoming, hard to get into, unwilling to commit to them and, at times, taking advantage of them. They talk of appointment processes that are convoluted, time consuming, unfair to their situation and disappointing in terms of feedback. There are widespread accounts which describe multiple job applications with considerable clerical demand leading to a process of familiarisation visits to schools, observed teaching, formal interviews followed by rejection on the grounds that the schools sought 'someone with experience'. Perhaps this is easier than feedback that is more pointed, but the profession's obligation to its new people should at least be honest.

Offers of appointment are rarely made for permanent posts. School leaders acknowledge that they are hedging their bets by offering temporary contracts in case their budget reduces, allowing them to operate a 'last in, first out' principle. Many schools appoint NQTs to part-time posts backed up with teaching assistant (TA) work at lower grade and on lower pay, at times to support the new teacher in the best way they can and at times to get the most time for the money.

⁷ Welsh Government, 2019 Research Study on the Attractiveness of Teaching and Retention of Teachers

⁸ Source: EWC

Some school leaders explain that their budget is so tight that they cannot afford to appoint NQTs on their reduced teaching commitment and the part-time contract provides some leeway. This, despite the fact that schools can re-claim this funding.

Many new teachers are currently in temporary posts in their first experience of teaching. They spend their first year trying to prove themselves in a setting where they have limited future against a backcloth of trying to find another post in schools that are seeking to appoint an NQT on a short-term temporary contract.

A minority of school leaders voice their comparative lack of commitment to temporary or supply teachers working in their schools. They are less prepared to invest in individuals' professional learning and development because they see them as having no long-term future in their school. This is sad and reductionist and shows a lack of the professional outlook that Wales wishes to engender in its leadership.

Whatever the background, the introduction of a new teacher to 'Our national mission' is less than welcoming and at times is debilitating. A stuttering, piecemeal, temporary beginning does not offer a feeling of commitment from schools towards the individual.

The intense scrutiny and need to prove oneself and the knowledge that there is no work beyond the immediate future, coupled with the perceived status in a hierarchy of responsibility might be contributing significantly to the departure of many from the profession within their first five years. The profession does not seem to extend a welcome, leaving teachers at this early professional stage asking, 'Is this the career for me?' or, 'Does Wales really need the teachers it claims?'

'We see all the signs everywhere saying, 'Come and teach for Wales!'. When you do, Wales doesn't seem to want you.' Newly qualified teacher

The system's inability to welcome the teachers it trains is a significant problem at the root of the quality of the induction period. One solution would be for the number of trainees to be better regulated through more stringent analysis through the teacher planning supply model (TPSM) by the Education Workforce Council (EWC) where there should be sophisticated forecasts of need stretching ahead. Alternatively, the system can elect to continue as it is with minor amendment, turning a blurred eye to the significant issues and modify processes, improve things slightly for those lucky enough to be in the right place at the right time with the right people. Or, it might explicitly make the securing of a job a prize for only the most effective teachers, driving up the quality of its HEI provision and, by implication, the standard of new teachers.

Wales might reasonably set high standards for its teachers and make a job in its schools hard to secure, only available to the best. Other images of why it is hard to secure employment in schools in Wales are detrimental.

3.5 Effort towards consistency

The formal processes involved in the first 190 days of a new teacher's career are detailed, sophisticated and complex. The justification for this is the achievement of consistency.

However, there is not clarity about where the consistency is sought. While consistency exists in a managerial and administrative sense, there is inconsistency in practice and experience. Where there is consistency in a structural sense, there is an inconsistency of culture that is supportive of new teachers' professional growth.

3.6 Why is consistency so difficult to achieve?

The system is trying to manage too many variables. The range of routeways into the teaching profession is significant and the range of work situations and settings is vast. In the most recent year for which detailed analysis of statistics is available, the 2018/19 school year, data gathered by EWC⁹ records that there were 1170 registrations of NQTs. Of those, 469 NQTs (40%) began their experience on supply work of which 335 were on short-term supply (28.6%). Temporary positions accounted for 536 new teachers. Just 165 NQTs held permanent posts at the beginning of their induction period, 14.1% of the total cohort of teachers new to the profession.

At the beginning of the school year 2019/20, 322 new teachers at the start of their induction period were on short-term supply. This compared with the 158 in permanent posts, 15% of the total of 1055.

This means that a significant proportion of NQTs are 'inconsistent' in their appointment position while the system attempting to support them is designed for a 'consistent' cohort and experience. The modifications and accommodations become the system.

For example, registration with EWC as a teacher is straightforward in principle, but anomalies and poor practice are compensated for by a system that tolerates, forgives and therefore condones. In terms of support for an NQT, responsibilities are clear but overlapping so if one agent does not fulfil its duty, then confusion reigns until someone sorts everyone else out. The procedures and funding of the NQT induction period are complex, ill-applied and not cost-effective. Over time, various procedures have been introduced to benefit and support the system and the individual teacher. They all work up to a point, but the complexity delivers unintended consequences.

The funding provided to cover the cost of mentoring and the additional 10% in the first and non-class allowance for NQTs during induction become hard to manage, especially for individuals in schools less committed to endorse time for professional learning. Access to funding is a problem for many due to lack of awareness, understanding or application. NQTs are tipped off that they can use resource differently from intention, building from the beginning of their careers the notion that we can 'game the system'.

Consistency of experience is impossible. Consistency of support and challenge processes is difficult. Consistency of recognition and validation should be achievable. To secure confidence in validation and recognition processes, and to avoid possible redress where there are problems, there is recourse to consistency of provision of support and expectation. The quality assurance of that provision along with reliable validation has led to a complex infrastructure of administration which at times serves itself more than the new teacher.

In spite of all the effort to secure consistency, the only consistencies in the actual experience of NQTs are variability and inconsistency.

⁹ Source: EWC

There are too many people involved in what is a relatively small concern. The typical annual cohort is around 1100 new teachers, less than the size of many secondary schools. There are approximately 800 induction mentors (IMs) (some IMs have more than one teacher to support). There are about 150 external verifiers (EVs). There is an estimated number of schools involved of 1300. Supply agencies, of which there are 9 that are on the National Procurement Service (NPS) supply agency framework and other agencies not on the framework, employ nearly half the new teacher cohort. All this is managed by 13 appropriate bodies (ABs), 11 of which are LAs and two of which are regional consortia, where LAs have delegated their role.

Much effort has been made to secure national agreements and practices but at almost every level these agreements fall down through lack of adherence or because of the turbulence of the cohort.

What looks sound and organised 'on paper' becomes unmanageable in the ways planned.

- Too many NQTs are slow to register with the EWC and notify EWC when they commence induction.
- People do not stay still; they cross borders between LAs and regions, especially in temporary posts or on supply.
- Schools both try to hedge their bets about employing new teachers and at the same time try to help teachers into the profession. Contractual positions become complex.
- Supply agencies have variable relationships with the regional induction leads and the ABs, especially in terms of NQT attendance at training courses.
- Some heads deploy and pay NQTs in the role of teaching assistant but expect them to carry out tasks over and above that required of a teaching assistant.
- Few new teachers are appointed to a permanent post and a significant proportion are in temporary posts, often long-term supply.
- Some new teachers work in many different schools during their induction phase.
- A majority of new teachers spend their first year unsure about their second, both in terms of whether they will have a job and whether teaching is the career for them.
- IMs and EVs go 'off the radar' and reappear, sometimes after considerable time when education policy has moved on.
- The four regions run agreed induction processes, professional learning and course programmes which some LAs then amend or offer alternative provision that is different, for reasons known to themselves.

While managerial and organisational efficiency matters, there is a need for clarity at the higher level of purpose rather than at the level of organisational efficiency. At present, the way to feel in control of the system is to ensure documentation is secure and people at every level are chased to comply with requirements, embedding a system where efficacy and quality is based on completed documents and files rather than interrogating the quality of practice and professionalism.

Too easily, the system is spoon feeding itself, with everyone trying to help the new teacher meet the administrative demands of the first year. At the same time, from the NQT 'upwards', everyone is spoon feeding the layer above them to satisfy the central record. The induction of a teacher into the profession should be a rigorous experience and it should be their insight, practice and effectiveness that is rigorously considered rather than their ability

to satisfy various levels of scrutiny. Too many new teachers and those who support them are being rigorous about their required documentation rather than their growth as a teacher.

From a position, many years ago, where NQTs were largely ignored by the system itself and found themselves supported or otherwise in their schools, there is now more clarity about what the system should offer, the fundamentals of what each partner in the process should do, and clarity about what constitutes a successful experience.

There are too many administrative requirements placed upon the new teacher. Their induction profile, the professional standards for teaching and leadership, the mentoring paperwork and even counting sessions and checking they are recorded create a background of documentation that risks overwhelming the function of teaching.

3.7 The experience of supply teachers is highly variable within a variable system

The circumstances, motives and situations of supply teachers in the current induction period are many.

- Those NQTs who seek a post but find none are available and have little flexibility in where they live.
- Those who elect not to take a full-time post but prefer to select from offers made for short-term supply work, often one day commitments.
- Those seeking a full-time post and prepared to take supply on a short-term or long-term basis in the hope that this will lead to longer term work.
- Those unable to find permanent employment but securing a longer-term supply position, covering for a teacher who is, for instance, on maternity leave.
- Those who take supply work or temporary contract on a part-time basis and are invited to do other work on a part-time basis as a teaching assistant, paid at a lower wage level.
- Those who are on supply and taking a seemingly infinite amount of time to complete induction.
- Those who have neglected to complete the EWC induction notification form and are doing short-term supply teaching without completing induction, with schools apparently believing that they have.

Some of the supply teachers are being used by the system and some are using the system. The turbulence of the supply NQT experience exacerbates the problems but the problems exist anyway. There are examples of individuals who have not yet completed induction who began in 2012 and who have never properly recorded their work, there are schools that employ people who do not register their work with EWC.

Some EVs suggest that their support for schools and NQTs is hampered by the slowness of administration at EWC in notifying them of the placements. The reality is that slowness is a feature at every level from teacher to school to region and cannot be addressed by a system that some people elect to over-ride in part or totally or see as relatively unimportant.

A new supply agency framework for Wales was set up by the Welsh Government and the National Procurement Service (NPS) in September 2019. Supply agencies on the NPS framework have agreed protocols with Welsh Government and signed up to specific

requirements for the engagement of new teachers on a supply basis¹⁰. One of the requirements of the NPS framework is for all agencies to offer relevant professional learning for employees and to ensure that appropriate support is given to all newly qualified teachers to enable them to meet induction requirements. Based on discussions with NQTs, regional consortia and headteachers, there is limited evidence that this is being taken seriously in practical terms. While records reportedly show the expected picture, the day by day experiences reported by the teachers involved in this study do not often reflect the framework requirements. There are notable exceptions where the agency acts with integrity and the professional interests of the new teacher are well represented. In terms of agencies that are not on the NPS framework, there is also limited evidence to suggest that they support, through professional learning, supply teachers who are undertaking induction.

Overall, the experience of the new teacher on a short-term supply basis is a poor one. Some supply teachers in their early teaching career cannot attend professional learning opportunities designed for them because they have to take work on these days, covering for other NQTs as one of their limited chances for employment. While it can represent the opportunity to experience a great many schools, or offer flexibility to the individual, or find a toehold in the profession, we delude ourselves if we think that this is how someone should learn to be a teacher and enter the profession.

Some NQTs rationalise their work on short-term supply by recognising the range and variety of experience they gain in different schools. Supply is no place to learn to teach whatever we say about variety.

3.8 From ITE to induction

'A golden thread is developing between HEIs and schools, but it is breaking too often on the way into and through the first year of teaching.' Regional induction lead

The future of Welsh education and the success of so many aspects of the reform agenda rely upon the quality of the teaching community, one of the four enabling objectives of 'Our National Mission'. The people new to teaching will eventually become the leaders of the self-improving school system. Such high stakes ambitions cannot be left to chance.

Major steps forward have been taken in building effective partnership between HEI and partnership schools. There is widespread enthusiasm for the new HEI / school partnership from all partners and new-found confidence in the process of developing teachers for the new era. However, those partnerships are a different universe from the one in which the NQT finds themselves in the term following the completion of ITE. As they make this transition, the NQT finds themselves having much experience repeated, starting from square one or facing new hoops through which to jump. The experience of ITE followed by the experience of statutory induction seems too often to be one course, twice served.

Those responsible for supporting the new teacher work diligently and ensure that the vehicle of documentation is in working order. Their natural professional concern for the new

¹⁰ The NPS supply teachers' framework for Wales

teacher extends to an implicit understanding that they have to be helped through this period. For many who support the teacher, the expectations around the welter of documentation are a burden as much as they are to the NQT and the effect on their enthusiasm must transmit.

This narrowing of the process to one of transmission is compounded by the way that many of the new teachers respond and in turn behave. They respond to being supported and 'protected' by becoming more dependent and less responsible. There is an acceptance that the system will spoon feed them and even the most straightforward of tasks, such as registering for the profession, become complex.

There seems little awareness or overt recognition on the part of schools employing NQTs of the expectation upon them to date. For many individual NQTs and their IMs, the clerical expectation must be daunting in its repetitiveness. The problem of transition between stages during schooling re-emerges as teachers move from ITE to work.

The system should be trying to empower student teachers and NQTs who themselves are products of the very education system we want to change. They need to see themselves as agents of change, empowered to make schooling better than they experienced as learners. They need to feel able to challenge pre-conceptions and belief patterns and to do so, there needs to be a balance between compliance and challenge. Their capacity to take a role as agents of change can be stolen from the very people that we want to make a long-term difference.

3.9 Mentoring and validation

The notion of a central register of education practitioners was introduced in 2004 by the General Teaching Council for Wales and taken into the remit of EWC from 2015 with the purpose of maintaining a record of all teachers in Wales. With the role of AB built into statute, the processes associated with ensuring provision are managed variably depending upon regional and LA arrangements.

Considerable and committed effort towards consistency of experience across the country, has led to consistency of documentation and equity of compliance. Whether the low failure rate of NQTs is the result of the well-managed system of support and quality assurance is questionable. Indeed, the system itself may be compliant in avoiding failure because at every level, the provision of documentation rather than the quality of practice drives judgement.

Each NQT is allocated an IM and both are overseen by an EV. Almost in contradiction to some of the difficulties highlighted earlier in this review, a significant majority of IMs is strong. They have been well trained by the regional induction leads and show high regard for their NQT charges, spend time well in effective reflection and work well alongside them in each other's classrooms as well as helping them to feel an important part of the school. They are tuned into the Welsh education agenda and bring it alive in the school setting. Some of these IMs are themselves relatively new to the profession and the responsibility for a colleague's development has been grasped as a recognition of their own worth. Whilst these people are a strength, the complexities of the system itself and the perceived checks and balances overwhelm the professionalism of many IMs.

The agreed NQT induction schedule attempts to accommodate the range of NQT experience, divided into segments of 70 teaching sessions, whenever they occur, to plan

responsibilities and provision. However, the school system is so dominated by the termly outlook and institutional schedules that it cannot respond effectively to a schedule that is differentiated by the individual's variable level of participation which is evident in those undertaking induction through intermittent supply teaching.

The year on year cohorts of NQTs on various types of supply are spread across the segments of 70 sessions to such an extent that the notion of which segment they are in and what is the current developmental expectation is too complex. While the annual cohort of those beginning the induction period is small at around 1100, the accumulated cohort of NQTs doing supply teaching over a five-year spread is of an additional similar number.

Many EVs also act in a mentoring capacity for individuals who are working on a supply basis in a range of schools at various points on their schedule. A significant and too great a proportion of EVs and some IMs see the world of the NQT through the eyes of their own accountability.

The practice of observing lessons as the key determinant of effectiveness is distorted by the range of pro-forma in use and the accompanying often out-dated terminology. In some cases, the observation pro-forma follows a schedule that might be used in inspection, there are examples of the descriptors from the professional standards being used as a check list of features of lessons and there are home-made pro-forma that seek to better those. The best IMs start with a conversation about the teaching they are seeing and draw from that aspects of progress and further development, making some astute notes for reference at a later date and pointing to relevant reading or good practice by colleagues. The observation is not an end in itself, a summative experience but part of a formative process.

For many of those NQTs based in schools on permanent or temporary contracts, the performance management outlook underlying mentoring procedures is holding back their development because it is a restraining process sitting alongside the developmental aspects of the professional standards, often influenced by school leadership under the threat of perceived accountability.

There is a view that the inclusion of a judgement on the support for teachers in their induction period within inspection reports would ensure that schools paid appropriate attention to the issue. Currently, Estyn inspection's focus upon such matters serves to illuminate issues concerned with the quality of teaching and professional learning and is included within leadership. However, short-term supply teachers are rarely working in schools during inspection as all staff are required to 'stand by their posts'.

For those supporting new teachers, the level of innate professionalism varies and simple common professional decency prevails; caring about juniors (or anyone) and enabling them is one of the bedrocks of professionalism. The good experienced teacher is paying back through their relationship with the NQT for the support they had from others at the start of their own career. While a formal mentor arrangement is an important role, it does not deny or reduce the responsibility we all carry for the informal commitment and mentoring of new professionals.

There is little acknowledgement that this new cohort of teachers represents 'the future', a driving force in 'Our national mission'. Instead, the image is one of people who will eventually understand what is going on once they have got themselves sorted out, which

will be quite a while because their entry into the profession is haphazard and they will need to earn their spurs before they have anything significant to offer.

3.10 Ticking boxes and jumping through hoops

The perception of the induction period as a 'hoop to jump through' or a 'last hurdle in the qualification process' is a major issue.

The typical new teacher will have been clearing hurdles since they were learners in key stage 2. At each stage through GCSEs, A levels, degree and ITE, they will have been supported by diligent professionals responding to the prevailing accountability regime by helping them to see how to please the examiner in order to clear the hurdle. Is there any wonder that the new teacher would see this induction period as leading to the final hurdle and seek support from a mentor to tease out the essentials of 'evidence' for scrutiny?

For many of those experienced within the profession, the image of the first year in teaching as a trial by ordeal prevails, where people are regaled about awful happenings a generation ago in the style of Python's three Yorkshiremen sketch. Too many envisage, 'Thirty-nine weeks to clear the final hurdle and then it is a free run for thirty-nine years...or more.' They see the proof and evidence burden as just that; something structural to tolerate.

Yet, when asked about the positives of their own first years in teaching, something they would want for every teacher, the responses of experienced teachers almost always point to professional culture aspects: being part of a team from the beginning, being trusted, enjoying the long term learning relationship with learners, finding my feet and being asked for support by senior colleagues, working with thoughtful colleagues, being asked for suggestions, being involved in a whole school effort, being asked for an opinion.

3.11 Planning, preparation and assessment (PPA) and NQT allocated time

New teachers need to be helped to get away from seeing the time they are provided for reflection as 'time off teaching' or 'release time'. PPA time is seen by many as a pro forma filling allowance as they compile lesson plans by amending previous ones. What image are they gaining of the role? How are they supposed to see teaching as a joyous profession, celebrating the achievement of learners, nurturing the young, helping them towards a confident adulthood, making the world a better place?

The time allocated for reflection on teaching is used by most NQTs in the relentless quest 'to Pebblepad' (used as a verb), which can become a displacement activity to show endeavour. Added to the 10% PPA, this provides one day per week, described as 'off'. There has been a growing view that the provision of 'release time' for new teachers should extend beyond the first year to 'help them adjust'. This study has raised the question of whether the experience of new teachers is demanding enough about the right things. If they are given further time in subsequent years to experience the burden rather than the joy of the work, is it beneficial?

3.12 The professional standards for teaching and leadership

By most accounts, the professional standards for teaching and leadership are making a significant positive difference to the ITE experience of student teachers. However, too often in the induction period, they are being used to create a second chapter of evidence

gathering rather than as a vehicle for consideration and development of the practice of teaching.

However the standards are applied, they are sitting alongside a range of other processes each seemingly requiring further documentation, meaning that, too often, the NQT experience becomes that of feeding a machine of scrutiny rather than developing as a teacher. There appears more intent on ensuring that the teacher writes about collaboration than engaging in it. The level of innovation is low due to the need to complete documentation about it. Professional learning is seen as a source of more evidence to write rather than a stimulus for deep thinking and extensive reading, challenged beliefs or changed practice.

The use of the professional standards in the induction period is variable. There are examples where they are used extremely well, as described in the guidance for their use. This is usually where the NQT is working in a school where the standards have been embraced, are part of the fabric of the school community and are used to move practice forward rather than as a summative judgement.

The 2019/20 cohort of NQTs is the third to use the revised professional standards during induction. Those teachers working as IMs with NQTs report that the process of doing so is affecting positively their own work and their use of the professional standards for their own growth.

Beyond this strong practice, the indications are far from positive. In too many instances, the professional standards are being used not so much as a device to enable reflection or even a device to enable judgements about validation. Instead they are used as a documentation tool for each of the various levels of scrutiny around which their own work is managed to bring evidence of completeness. The professional standards are being largely used in a managerial fashion by those who manage rather than in a reflective fashion by those who need to reflect.

In many cases, NQTs from previous cohorts are working through the old set of 55 standards and their mentoring EV is applying the same evidence gathering expectations. Worryingly, there are examples of the new NQT cohort working to the old set of 55 standards because the mentor has not been working in schools for the last few years and did not know things have changed.

3.13 The professional learning passport

The PLP has the potential to be a reflective tool in the quest for professionalism. However, because of the hurdle-clearing outlook, many see the PLP as a device to accumulate their evidence to complete their induction profile and they are supported in this by IMs and EVs, who feel pressure upon themselves to ensure that the new teacher does so because their own contribution is measured on the basis of this documentation.

The quality of evidence offered on the PLP varies considerably. Observation and consideration with NQTs of their PLP or scrutiny of a selection of anonymised completed PLPs reveals that some individuals are using the process to reflect well on their experience to date, seeing the place and impact of their professional learning, recognising areas of development and showing insight as a maturing professional.

Many NQTs and those in support of them refer to 'doing the PebblePad'. Some new teachers are described as 'click happy' and this drives their outlook to the PLP. Too many PLPs contain trite observations, immature offerings on teachers' learning, contrived reflections to emphasise aspects of standards. There are examples of uploaded copies of documentation, such as timetables for parent's evening appointments or the front cover of 'Successful Futures'¹¹, which purports to signify a depth of understanding or insight.

Some friendship groups of NQTs are making their own versions of the PLP, often as a shared web platform to be used on tablets within their own group. These are dynamic interactive tools, providing connection between standards and descriptors, facilitating the linkage of on-going experience and reflection. These teachers report that they find the PLP facility slow and cumbersome. As each term progresses, they copy the information onto the induction profile within the official PLP, turning their effective and shared professional reflection into a clerical millstone.

One of the results of a managerial and administerial approach is that various formats of the professional standards have emerged, sometimes creating four 'tracks' of development. Similarly, agreements made between regions for a national approach to help mentoring have too often constrained rather than enabled. Advice about how to build an evidence base talks about seeking 'experiences' to analyse, with a number of experiences proposed. These lead to 'assets', again defined by number. The effect of this supportive action for IMs and new teachers is to create a shared hurdle with the mentor often under equal pressure of documentation as the teacher. The level of 'subsidiarity' of decision-making¹² is reduced and, in turn, people seek clarification to ensure they are doing what is required rather than necessarily what is needed.

Hardly any NQTs report that they will continue to use the PLP as a reflective tool once they have completed their induction year. Their reasons given are that it is just a 'box ticking' exercise or 'jumping through hoops', experienced teachers do not use the PLP, it is all about proof rather than reflection and that it is time-consuming. There is some validity in all of these arguments; few of the experienced professionals supporting their induction challenge that view or demonstrate an alternative view and many reinforce it.

In ITE, where standards and descriptors are being used as an integral part of courses from the beginning, the trainees are reportedly seeing the value and benefit of reflection and the influence on their growth in teaching. Those supporting trainees are seeing the standards as 'game changers'. This process needs to be seen as continuing and somehow the people responsible for the early professionals have got to address head on the issues of professional cynicism, perhaps in professional studies courses which seek to give an understanding of educational development over time. The professional justification and benefits for the use of the PLP should begin at the start of ITE as a way of building the habit of professional reflection for its own sake.

The concern is that the experience of learning to be a teacher is seen as the gradual shedding and rejection of aspects of professionalism: the end of higher education as end of research and theory, the end of the first year of teaching as the end of reflection.

¹¹ Welsh Government, 2015, Successful Futures

¹² *ibid* 10

3.14 Regional consortia support and the professional learning programmes

The four regional consortia have worked well together and with EWC to promote the system and procedures to enable an effective induction period. The regional induction leads have significant roles in the process of supporting the new teachers and strive for consistency, equity and professional benefit of the early experience in teaching. These individuals, and some colleagues who work closely with them, are a positive strength in the system in Wales and they commit wholeheartedly to securing the best outcomes for the new teacher against the backcloth of complexity, described throughout this report. Ways should be found to allow them to influence the early career experiences more profoundly. They understand the induction period from many perspectives and work hard to make it as good as possible and address difficulties carefully.

As part of this, they have collaborated over professional learning programmes in order to achieve consistency and equity. In the Central South Consortium (CSC), the Aspire programme is clearly understood and valued by new teachers and the Education Achievement Service (EAS) provides a similar programme which is well regarded. In both of these cases, much provision is led by the professional learning schools and involves a range of teachers and others beyond the new teacher cohort. In Ein Rhanbarth ar Waith (ERW) and Gwasanaeth Effeithiolrwydd (GwE), professional learning programmes for new teachers are provided by the regional consortia and supplemented or amended by some individual LAs, for no apparent reason other than custom, habit and personality and some variability, though not always positive, occurs. This is rationalised in terms of meeting local need.

The content of the central programme, agreed by the strong consensus of those arranging them, focuses on the range of issues which are headlining at present, many of which are being presented to the wider teacher population of Wales, some of which should be the province of their host school and some of which should be covered elsewhere. Vital issues such as child protection, General Data Protection Regulation (GDPR) and health and safety should be addressed by their employer in the host school. Because so many of the induction cohort have no host school, the programme provided centrally addresses these issues and, for any individual in a permanent post, this would be repetition. Issues such as safeguarding, health and safety and GDPR should be an early part of training programmes at HEI / school partnership level, reinforced regularly and not part of the early training experience of NQTs. Documentation from the Welsh Government, through EWC, should articulate expectation and there should be no need to spoon-feed new teachers and use valuable time on administration.

So much of the training that NQTs receive is explaining the structures of new development in Wales and concerns familiarity with policy documentation. If this is important, should not highly trained professionals be 'tested' and accredited for their understanding and knowledge? Much of this is done by the regions because there is concern about the uncertainty of information reaching new teachers in their diverse settings, especially on supply.

In terms of the wider agenda, where NQTs meet matters such as the introduction of Curriculum for Wales or the Digital Framework, the content offered is the same as offered to any teacher group. The new teacher needs their introduction to go beyond an explanation of the structure of new policy, which many should have been working with during ITE as it

evolved. The issue that emerges is one of expectation of the purpose of courses; that it is awareness-raising rather than understanding, practice-changing and system-influencing. The NQTs are not seeing themselves as agents of change in the system but rather the cohort that is hanging on the coat tails of change. They need to be helped to see how these new developments can be interpreted within their own pedagogy and how they can help to innovate by working with colleagues in their schools.

Collaboration with and between the special school sector as part of HEI / school partnerships is imperative in the ITE phase and there need to be opportunities for wider professional learning in the early career phase within that sector and in the broader Additional Learning Needs (ALN) agenda. Similarly, opportunities for professional learning that engage the wider early career phase teaching community with Welsh-medium schools will support the achievement of the ambition for the teaching of Welsh language.

There are many practical problems associated with the programmes, particularly around awareness and availability for supply teachers but also with release of NQTs from schools. For many NQTs who need to work on a short-term supply basis, the programme for NQTs represents both a potential source and loss of income as schools offer them work covering other NQTs on the programme. For some the need for the income means that they therefore miss the professional learning opportunity. Welsh-medium schools, in particular, struggle to release their new teachers for the course programme because they find it difficult to find supply teachers to cover the absence of, often, several staff.

The programmes are widely appreciated by the new teachers. Many see these opportunities as a chance to take stock, work together and reflect. However, they reflect as much on the way they are being treated as on their effectiveness as a teacher. By meeting as a cohort of NQTs there is almost an implicit suggestion that they have not yet left the cocoon of training. Does their initiation into teaching, from the beginning of ITE, need to carry more of the image of the highly-tuned professional?

New teachers need to experience working with professionals at all levels. Their stratification as the 'new teacher cohort' is not beneficial to their wider development, does not enhance their opportunity for collaboration and restricts innovation and professional learning. Again, the potential range of prior experiences means the provider works to the lowest common denominator and offers an agenda to meet the needs of the unplaced and the new to Wales while those who are versed in the developments described, see it as revisiting.

Some matters that are the subject of the introductory day should not need to be explained. When new teachers are told, apparently for the umpteenth time, that they need to register with EWC, an attitude of dependence is reinforced. Similarly, explanation of how to complete the PLP and how to gather evidence through the year for completion of professional standards could better be left to IMs who have been well trained, especially as these processes should now become routine in ITE. The problem with such introductory sessions is that they establish, early in the new teacher's year and career, that procedural expectations have greater importance than educational and professional ones and that the system will support them through the clerical challenge towards proof of competence.

3.15 Career awareness

More should be done during ITE programmes to enable understanding of a career in the profession and what it means to be a part of a profession. There is little understanding of

how schools are led and managed. Too many NQTs do not understand the structure of their school and many do not understand their department or phase team structure. They know who the head teacher is but, for too many, this is a distant senior character. They know their head of department or phase and usually those within their team. They know their mentor and they know colleagues who have befriended them within the school, often within their own age group.

They report schools being hectic places where staff have little time for them or each other and their interactions with more experienced colleagues as being about planning and checking. They are learning that they are more an operative than a professional.

Some schools take the induction period very seriously with dedicated time and people working to enable good experiences across the spectrum of the professional standards. They engage the new teacher in the fullness of school in a positive way and build a feeling of contribution and worth. For too many though, their first year in teaching is spent at the bottom of a tall hierarchy they do not understand.

Their understanding of education beyond their school is minimal. They recognise the local authority as an important element and know the name of their regional consortia without knowing what it is or does. In most cases they know the significant people in their region or local authority in terms of their own experience. Where they meet such people consistently on their professional learning programme, they respect and appreciate the support and advice they receive. They also value the high levels of professionalism shown to them and the professional way in which they are treated.

Most have little concept of being part of something bigger than their school (and many fall short of that) and exhibit an outlook that it is not for them to be involved in something that has not been set up 'for them'. Many report that they would not consider going to an 'open' conference or workshop after school because it 'would not be for them as a new teacher'. The notion that one day they will be a real teacher, rather than today they are a real teacher, is strong.

From the start of their ITE programme and into induction, trainees need to be exposed to the bigger education arena, included in debate beyond their university course and induction experience. They need to be invited to conferences and exhibitions and helped to meet and speak with a wide community of educators. They are not at university simply to take a degree; they are there to learn by degrees about teaching. Learning by degrees involves going deeper and wider into their sphere of interest and understanding. Their induction experience is not simply to prove themselves; it is a continuing introduction to a vocational and influential professional within which they are invited and expected to exert influence.

Section 4: The complexity of qualification to teach

4.1 Where did it all start? Why does the induction year exist?

The OB3 Report offers a succinct review of literature pertaining to the more recent relevant and specific developments leading to concern about the effectiveness of induction arrangements. The steps leading to the changed arrangements for ITE in Wales are outlined along with an analysis of developments in the national reform agenda that have led to this consideration of the statutory induction arrangements.

Any consideration of the possible new arrangements for teacher induction needs also to reflect on how the current arrangements have emerged over time.

The roots of what we do now were planted by the McNair¹³ Report of 1944 which set up processes for teacher training to meet the demands of schooling at the end of the war in the light of the Beveridge Commission. To both improve schooling and meet the demand for teachers, wide ranging reforms were proposed, later subsumed into the Butler proposals in the 1944 Education Act.

At that time, school learners were to be encouraged and enabled to stay at school until eighteen before taking a teacher training course of three years. People with degrees or other experience might be able to train in one year. Significantly, the McNair committee also recommended NQTs should be required to serve a probationary year in school before confirmation of their recognition is decided. Paragraph 280 stated:

‘To make the probationary year an effective part of the training of all students will take a long time and entail considerable development of administrative machinery; but only if it is so treated can the schools be saved from the person who has somehow got through his three years’ training and only at the last lap reveals his incapacity. These will be few, and the main purpose of the probationary year is not to catch them but to help the young teacher to settle into his profession with the minimum of disappointment and discomfort. The damage done to a young teacher by his taking a first post under a personally unsympathetic Head or one who has no understanding of what the training institutions aim at doing may be irreparable, and such tragedies can be prevented only by a properly organised system of probation which is regarded as a continuation of the teacher’s training period.’

The definitive paragraph 281, stated:

‘We recommend that the Board of Education should in the first instance grant only provisional recognition as qualified teachers to students who have satisfactorily completed a course of training, and that such teachers should be required to serve a year of probation in the schools before the question of confirmation of that recognition is decided.’

The notion of ‘provisional recognition’ just in case has prevailed ever since though the purpose, intention and methodology have been adapted over time. The notion of ‘the first instance’ prevails today with the award of QTS that has little worth for those who want to practice until the completion of the next 380 teaching sessions.

In 1972, the James Report¹⁴ recommended that teaching should be a degree level profession and that teacher training should be seen as falling into three consecutive ‘cycles’: the first, personal education (school and beyond), the second, pre-service training and induction, the third, in-service education and training.

It was this report that led, eventually, to the change of name for the first year of teaching. The move to the use of the term ‘newly qualified teacher’, and with it ‘NQT’, was intended to emphasise training and support.

¹³ The McNair Report (1944) Teachers and Youth Leaders, HMSO

¹⁴ The James Report (1972) Teacher Education and Training, HMSO

In 1999¹⁵, after devolution but while Wales was still using shared frameworks with England, new arrangements for the induction of NQTs came into operation. These new arrangements were highly significant because for the first time, a system of induction was created that centred on the twin pillars of assessment of the individual and entitlement for the individual. The expectation of a recorded assessment to reach standards balanced by an entitlement to thoughtfully planned professional development, the opportunity to observe teaching elsewhere and a reduced teaching timetable was intended to raise the stakes.

Yet still, the quality of entry into the teaching career caused anxiety. The House of Commons Select Committee for Children, Families and Schools' report on 'The Training of Teachers'¹⁶, published in 2010, well after devolution, recognised improvements but pointed to shortcomings. 'We welcome the requirement that teachers should gain and maintain a licence to practise. This brings the teaching profession in England in line with other high-status professions' and 'A major weakness in teacher training is the poor support that trainees receive when making the transition from initial training to their first teaching post. Induction to the teaching profession should be treated as a three to five year process, and NQTs seen much more explicitly as 'novice' teachers with much still to learn.'

The Welsh Government, in commissioning successive work around ITE, through Professors Tabberer¹⁷ (2013) and Furlong¹⁸ (2015) have grasped and addressed a thorny problem. In turn this has raised questions about the next stage of a teacher's development and the induction period has been the focus of several studies, usually recommending the extension of the phase or the tapering of the process of moving from ITE into the career. This includes the report of the panel reviewing school teachers' pay and conditions, 'Teaching: A valued profession'¹⁹ which considered the career, conditions and pay of teachers in advance of the teachers' Independent Welsh Pay Review Body.

The outcome of this review of arrangements for NQTs is that the nettle to be grasped is not that of induction alone but the entirety of the experience of the individual from the beginning of training (ITE) to being established in the profession.

It is the gradual and piecemeal approach to improvement since 1944, with the changing relationships between ITE communities and employers, the changing structures of pathways and qualifications, the shift in the professional perception of a teacher that has led to a situation where the statutory induction period is characterised more by assessment than professional learning, more by managerial considerations than by purposeful professional growth, more by aspects of quantity than by aspects of quality and as likely as ever to be frustrating than ambitious.

A significant issue lies with what we call the teacher who is no longer in training as a student. A 'probationary' teacher was treated as a teacher and deemed to be successful as long as they worked a year without falling short. The use of 'newly qualified' to describe a teacher recognised that the ambition should be greater and implied a level of support for further development. Lately, the term 'recently qualified' has become a formal term to describe teachers who have left the 'new' or NQT stage and will still receive support. While

¹⁵ DfEE, (1999) Teaching: High Status, High Standards, Circular 5/99

¹⁶ House of Commons (2010), The Training of Teachers, Children, Schools and Families Committee, HMSO

¹⁷ Tabberer R (2013) 'A Review of Initial Teacher Training in Wales'

¹⁸ Furlong J (2015) Teaching Tomorrow's Teachers

¹⁹ Welsh Government (2020) Teaching: A valued profession

anyone connected with learning would argue that continuing support is vital for learning, it is the quality rather than the amount of support that counts. Extending the time without improving the experience might serve to exacerbate frustrations and reduce confidence in the very teachers we need to grasp the reform agenda.

This review of induction arrangements has concluded that the growing call for an extended induction period is misplaced and will serve only to extend and complicate current weakness in arrangements without improving the strengths. Instead, this review concludes, the challenge is to reconceptualise the entire process and improve the entirety of the training and early career experience. From the start of ITE to being embedded in the career and beyond is a process of continuing professional growth and induction is a pivotal point in the process.

4.2 When is a teacher ‘qualified’?

This raises the question of exactly when an individual is deemed to be qualified. The change to the term ‘newly qualified teacher’ has meant the use of a misnomer for the teacher is not fully qualified to teach until they have completed induction. The award of QTS is an interim step in the process, conferring a ‘licence to practice’ for a limited period.

We should leave behind the confusion created by history. The Welsh Government should consider reframing the central register of practitioners managed by EWC. Being a qualified teacher should be the ambition rather than a turnstile to pass through and only at the end of a successful induction should they be recognised with entry onto the register of teachers for Wales. Those indicating a wish to teach by joining one of the training routes through ITE or salaried provision should be recorded as having enrolled and be called ‘*enrolled teachers*’ until validated. Similarly, those joining the new ‘alternative’ route via the Open University programme will see the system offering another avenue into teaching and the induction period will need to be imagined and ‘tailored’ differently for those involved.

The award of a degree, higher degree or other qualification is evidence of a depth of study and learning achievement and can be secured both during training and at other times throughout the career. Those entering teaching should see that high-level qualifications have benefit in themselves. They should be sought for their personal benefit and influence upon understanding and knowledge. High level degrees and other qualification might support their career prospects but that should not be the only reason for study; this should be the case from the outset.

Section 5: Reconceptualising and reframing the process of induction into the teaching profession

This review has as its core suggestions, the principle of a reconceptualised process and a reframing of the elements that constitute the period from beginning of ITE to being fully qualified as a teacher.

The process of induction into the teaching profession should be seen in its entirety, beginning upon entry to ITE, including salaried routes, and concluding at the end of a successful period of induction. During this early phase of the teacher’s career they should be an *enrolled teacher*, expressing their wish, intention and commitment to becoming an effective teacher.

Suggestion 1

Each entrant to ITE should enrol to be a teacher in Wales through the EWC and become an **enrolled teacher**. Upon successful completion of their induction into the profession, the individual would become a **registered teacher for Wales**.

All teachers beyond the induction phase in Wales should be *registered teachers for Wales* and registration should be treasured as the acknowledgment of ability to evidence a commitment to the education profession through professional values and attributes and a willingness to strive for sustained professional practice to a high standard. The registration should be recognised by Government and celebrated as a significant career point.

The *enrolled teacher* phase should include ITE in whatever form it takes, the award of QTS, and a statutory induction period of between 36 and 39 weeks or equivalent, of which the final twelve weeks should be a **validation** period.

Suggestion 2

The Independent Welsh Pay Review Body should be asked to consider and make recommendations in respect of the pay of an enrolled teacher working in a school after the award of QTS. This enrolled teacher pay level should precede the main pay scale which would be accessed upon becoming a registered teacher for Wales. This might mean a re-adjustment and renaming of current pay scales or the creation of a new level for enrolled teachers.

Any award of degree or post graduate degree qualification is for the individual HEI to determine but inclusion on the register of teachers for Wales can only be achieved after a successful period of equivalent to one year in a school.

Section 6: Suggesting ways forward

6.1 Imagining and securing professional futures

The time is right to promote a different image for the process of induction into the teaching profession. The image of a series of hurdles to be cleared as entry to teaching needs to be replaced by an image of gradually increasing levels of awareness and responsibility built on the shared commitment between the individual and the Welsh Government.

The individual entrant to ITE, the *enrolled teacher*, commits a vocational intent and a financial contribution. Through a period of engagement with partnerships in the system, they should be supported from entry to ITE, to have the opportunity to join teaching as a secure professional, able to offer effective professional practice, with the values and dispositions, skills, knowledge and awareness to continue to grow and make a positive impact on the Welsh education system. The Welsh Government has already committed to these principles in 'Investing in Excellence'²⁰ with a commitment to new modes of support.

²⁰ Welsh Government, 2019, Investing in Excellence: Our national workforce plan

Currently, the individual *enrolled teacher* experiences a period of ITE as a 'student' and then a second distinct phase called 'induction' as an NQT. The whole process should be continuous, with a coherent ambition for learning and performance to reach a level sufficient to be accepted into the profession and the register of teachers for Wales. This would take place upon validation and the successful completion of induction. The gaining of university awards of degrees or post graduate degrees may be achieved by individuals before or as part of that experience but the overall programme of experience seeks recognition as a *registered teacher for Wales*; something to be achieved, valued and respected.

The issues illuminated in the narrative of this review shine a light on the many facets of change needed to ensure a good 'career entry phase'. All of these facets interlock and proposals to address any one touch others. The problem of 'unintended consequences' is significant as the possible solution to one facet creates difficulty elsewhere. Potential solutions are inhibited by resource or the pace of change elsewhere in the system.

It would seem that the facets of the development needed can be clustered into eight main areas:

1. **A professional introduction:** how do we welcome new teachers into the profession and emphasise the habits of professionalism? How do we encourage the values and attributes that will ensure the highest standards and set the individual on a pathway to a positive career of contribution and influence? Practice and theory need to entwine with the professional attributes of collaboration, innovation and leadership.
2. **Transition:** how do we enable individuals to achieve a successful transition from ITE into work, maintaining the impetus of a good experience from start to end of their early career and beyond?
3. **Professional learning:** how do we provide sufficient and appropriate professional learning experience to sustain the individual and promote a career long expectation?
4. **Regulation and validation:** how do we ensure that only those teachers who are competent and effective are allowed to enter the profession?
5. **Quality assurance, supervision and mentoring:** how do we provide appropriate and timely support that enables professional learning and development, given the multiple and different settings in which career entry teachers will be working?
6. **Comparison with England:** how do we ensure that any outlooks, procedures and practices compare well with changes in England and benefit, rather than disadvantage schools and *enrolled teachers* in Wales?
7. **Supply teaching:** how do we address the long standing and continuing concerns about the quality of experiences of NQTs who find themselves working on a supply basis?
8. **Availability of jobs:** how do we address the disparities between supply and demand for teaching posts?

The final two facets on this list, influence the degree of effectiveness of the early career phase overall. While effectiveness, including professional learning, can be addressed

through the other facets, the influence of the availability of jobs and the effect of supply work is significant.

6.2 Availability of jobs

How do we address the disparities between supply and demand for teaching posts? This issue is full of contradictions. On the one hand, Wales is said by some to have a recruitment and retention problem while, on the other hand, there is a surfeit of new teachers overall.

6.3 Under- and over-supply of new teachers

Representations to the IWPRB for teachers²¹ from unions described a ‘deepening crisis’ in teacher recruitment and retention and LAs reported shortages in some secondary subject disciplines. The Welsh Government countered with the view that the recruitment situation remained ‘relatively robust’, though there were ‘pockets of difficulty in certain secondary sections’ which were being addressed in the TPSM. This contradiction becomes clearer with detail within a broad picture that shows a surplus of NQTs entering the primary phase and a deficit of NQTs entering the secondary phase in some particular subject disciplines.

Recruitment to ITE may be reducing, and this may be a concern in due course, particularly and more urgently in the secondary phase where there is greater recruitment from the shorter Postgraduate Certificate of Education and salaried routes and therefore less time to react. In the secondary phase, recruitment to ITE in 2018/19 showed a shortfall of 44% against targets. However, overall, 1065 individuals began ITE in that year with approximately 825 anticipated to complete, based on previous success rates.

For 2019/20, recruitment to primary ITE is around 90% of target while in the secondary sector recruitment is just 43% of its target. Notably, primary recruitment is growing whilst secondary recruitment is reducing, year on year. In a majority of subject disciplines, recruitment to secondary ITE has fallen below 50% of target with sciences, design technology, information technology, mathematics, Welsh and music being below 30% of target.

The proportion of student entrants to ITE from Wales who choose to undertake training outside Wales is around 50% (double the proportion four years ago) with England being the most popular training destination.²² The view that most of these people will return to their home region to teach is reinforced by insight and example, though little data is available.

The reasons for the growth of students from Wales electing to follow ITE beyond Wales could be manifold, including young people anticipating a phase of their life elsewhere with the wish to spread their wings. At the same time, there has been relatively little promotion of the high quality of ITE now available in Wales and of the changes made since the publication of the Furlong review sent shock waves through the system. One of the consequences of exposing the inadequacies of the previous system might have been, and might continue to be, to encourage prospective teachers to look elsewhere.

²¹ Welsh Government, 2020, Independent Welsh Pay Review Body: second report 2020

²² Ibid 19

Whilst the Government promotes schooling as a national mission and teaching as a career, the prospective trainee meets only the prospectus that they seek out. The Welsh education community has supported the rejuvenation of ITE but seems to have done little to tell prospective teachers that things have changed for the better within ITE itself.

Suggestion 3

The Welsh education community, from Government to HEI to schools and careers services, should promote *training to teach in Wales* as a reformed, exciting and rewarding prospect.

The websites of ITE institutions in Wales typically offer a home page of administrative or technical information about application. The few exceptions provide a notion of ambition and professional importance and, significantly, an expectation on the individual. Generally, there is little reference to new teachers becoming ‘the most important cohort for a generation’ or their potential to ‘make a difference in the classroom from day one.’ There needs to be more focus upon the importance of being a good teacher and the professional influence that can be enjoyed rather than ‘how to become a teacher’. The tone for expectation and ambition for learners and learning in Wales needs to be set from the first smouldering of interest in being part of the teaching profession.

There are undoubtedly challenges in recruiting individuals to ITE in the right proportions for the needs of the system at a more granular level than headline numbers. While there are pockets of shortage, some of them are very deep pockets, there is over-recruitment and therefore over-supply of teachers. Yet, at the same time, school leadership that is said to be concerned about recruitment finds it difficult to commit to the employment of many teachers in their induction year.

This, in itself, might lead to some of the issues of teacher retention. The number of teachers leaving the profession is highest in the first five years of teaching.²³ Next largest is around the age of 40, one of life’s traditional decision points. EWC retention data shows that, of teachers who gained QTS in Wales in 2013, 42% were not registered as teachers with EWC in March 2019.

The scale of the numbers leaving teaching within the first five years is often stated as a crisis which reflects upon the job of teaching in terms of workload and salary, though the scale of attrition is very similar to other public service professions.²⁴ Nevertheless, retaining the best teachers is important for the success of the school system and this review outlines some of the reasons why the introduction to the profession needs to be better.

The Welsh Government national workforce development plan proposes new models of early career support and professional learning.²⁵ Increased levels of support, common national professional learning provision and new professional learning programmes for mentors are all planned to improve induction and such developments are being welcomed within the profession. However, for those who will experience the benefits, there is little promotion for

²³ Welsh Government, 2019, Research Study on the Attractiveness of Teaching and the Retention of Teachers

²⁴ ONS, June 2019, Is staff retention an issue in the public sector?

²⁵ Welsh Government workforce development plan 2019 to 2021

the changing face of the early career of teachers in Wales. Indeed the world of induction is little considered by the people who will experience it.

The impact of COVID-19 is unpredictable in terms of schooling but it is reasonable to expect it to affect the demand for teachers. The economic climate could result in restraint for all sectors and schooling would likely be one of those. Historically, an economic downturn signals a rise in the applicants for teaching.

At the same time, as a result of COVID-19, the appetite for risk in older teachers might lead to people leaving the profession at a point earlier than previously anticipated, resulting in an opportunity to employ NQTs. This is of course conjecture, but the on-going situation might be more volatile than for some time. Couple this with the need to work through remote as well as school-based learning and the potential for flexible approaches to the use of digital technology and it might be possible to creatively suggest previously unimagined career pathways. For some entrants to teaching, the system might re-imagine the role entirely to address some of the post covid-19 challenges.

The issue of the lack of availability of jobs for a significant proportion of NQTs is one that exists. It influences so much of their professional agenda and the challenge is the extent to which the matter should be addressed or tolerated.

The spectrum of possibility ranges from continuing as we are or seeking better provision for those involved in the turbulence of an early career. Some would argue that all NQTs should be guaranteed a teaching post for an induction year, as in Scotland.²⁶ The cost is probably prohibitive and such a commitment might risk simply moving the issue one year.

An important strategy is to ensure EWC works well with LAs and HEIs to better control the flow of new teachers though this cuts across the market outlook of higher education as well as the potential restriction of choice for potential students. Professor Furlong's report 'Teaching Tomorrow's Teachers'²⁷ highlighted the risk of potential higher education students selecting ITE courses for insecure reasons. EWC, through its ITE Board has been reluctant to establish quotas for individual HEIs.

If HEIs became selecting organisations in respect of teaching, as opposed to recruiting organisations, then quality of ambition and student intake should increase with the perception of teaching as a valued and sought-after profession. However, degree courses in education are of value in their own right and HEIs would rightly argue that their education courses open routes into other avenues than schooling. Whatever steps are taken to improve the jobs situation during induction, there are some longer-term possibilities worthy of consideration.

6.4 Career decisions at too early a stage

When asked in this review about their choice of phase for teaching, a common response from NQTs, especially those who had followed the longer undergraduate courses, was that they had seen secondary school teaching as being 'too close' to their own experience as a pupil and had therefore elected to work with the primary phase, where learners were markedly younger than themselves. This is perhaps a natural consequence of asking school

²⁶ GTC Scotland (2020) Teacher Journey, website

²⁷ Ibid 16

leavers to imagine themselves as working adults at the end of their course to be completed in a few years' time. Many of those who had followed the PGCE route had only elected for their phase after undergraduate study with a discernible gap in age between themselves and prospective learners.

Prospective secondary teachers, often on the PGCE route, focus upon a subject discipline or Area of Learning and gain limited experience across the range of other disciplines or in other phases of education.

This early separation of trainee teachers into prospective future career paths might be one of the reasons for recruitment and retention problems and at the same time might be worthy of consideration as a positive step in the support of new curriculum developments.

6.5 Links between recruitment to ITE and curriculum reform

The reform agenda is enabling all provision to coalesce around the Curriculum for Wales which sets a new horizon for schooling. At the heart of the Curriculum for Wales are the notions of coherence and continuity in learning for learners with connection and linkage between subject disciplines being emphasised within and between Areas of Learning and Experience.

It seems logical then, that the training of teachers should also encourage a connectedness of outlook on curriculum with pedagogy and that the traditional separation of teaching into primary and secondary specialisms should be rethought. Indeed, while GCSE examination for learners at the age of sixteen demands their key stage 4 experience is offered by traditional subject discipline courses, the interconnectedness of Areas of Learning until that point is important and emphasised.

The notion of subject specialist and generalist teaching approaches, defined or implied by phase, should be questioned. For some time, the quality of learning at key stage 3 has been an area of concern identified in inspection, particularly in schools requiring improvement, and there are long standing concerns about the transition for learners between primary and secondary phases. The 2018/19 annual report by Estyn notes that only 'around two-in-ten schools design their curriculum to build effectively on learners' experiences at key stage 2'²⁸

Yet ITE continues to offer most of its training for teaching in either primary or secondary phases with prospective teachers usually expected to select their preference at the beginning. It is reasonable to anticipate that the new curriculum will close the traditional separation that exists in pedagogical approaches between primary and secondary phases. The implication is that pedagogic skills and experience will ultimately become more portable across phases.

²⁸ Estyn, 2019, Annual Report

Suggestion 4

ITE should offer urgently courses for prospective teachers which specialise in combined key stage 2 and 3, inviting flexibility. This would see familiarity, study and placements in both sectors with prospective teachers able to exercise flexibility in their working phase and career experience.

The issue of disparity between supply and demand should continue to be addressed. While evidently a resource affected problem, it is also an ethical and moral problem. At the very least, those entering ITE need to know before they begin their course what the probability of their securing a teaching post is likely to be. At present some extremely proficient and committed NQTs are lost to the system that needs them.

6.6 Supply teaching

How do we address the long-standing and continuing concerns about the quality of experiences of NQTs who find themselves working on a supply basis?

If the issue of availability of jobs is a conundrum, the matter of supply work during the career entry phase is a complication arising from it. The haphazard nature of work for those NQTs working on a short-term supply basis might provide experience of schools but it does not provide a coherent engagement with the profession. The NQT should work in a stable environment and in post long enough to build an understanding of pedagogy in context and to take part in the working life of the school.

The minimum unit that should count towards validation should be a one-day session in a school. The current arrangement of counting half-day sessions should be discontinued. While an NQT may work for a half day during induction, it would not count towards the record for validation.

Suggestion 5

Registration with a supply teaching agency or entry into supply arrangements with an individual school should be conditional upon a limit of 125 days of supply work during the induction period. While further supply teaching would not be disallowed, it should not be encouraged without validation.

Suggestion 6

The professional learning arrangements for NQTs, delivered by supply teaching agencies, should be subject to regular and systematic inspection by Estyn. The NPS framework should be regularly strengthened in terms of requirements to support NQTs during their induction period.

6.7 Different approaches to supply teaching

There have been productive examples of groups of schools in a locality sharing a supply teacher arrangement over the course of a year through the Welsh Government funded

Supply Cluster Model. The evaluation of the pilot identified a range of positive teaching and learning outcomes as well as the development of wider school improvement activities.²⁹ Such models could be used within the context of the reformed arrangements but in such arrangements, the NQT should be placed in one school for the duration of the arrangement. A more experienced teacher from the group of schools should take the role of supply or 'change agent' teacher across the group of schools to gain further and wider experience or support new developments. That is, an experienced teacher takes the opportunity to work across the cluster with the NQT taking responsibility for their class.

Suggestion 7

A second phase of the Supply Cluster Model, used successfully in some localities, should be developed, in line with the findings of the evaluation, to benefit schools, and at the same time to provide some security of tenure for some NQTs.

Regional consortia should explore this further using insight from their school improvement function.

6.8 A professional introduction

How do we welcome new teachers into the profession and emphasise the habits of professionalism? How do we encourage the values and attributes that will ensure the highest standards and set the individual on a pathway to a positive career of contribution and influence?

The aim and purpose of career entry phase should be to provide a period of support at the beginning of a teacher's working life which should be to set them on a path for a productive, fruitful and positive career. The new teacher needs to believe that they are, from the beginning, a significant part of the educational effort in their nation and that they can contribute fully to the mission to build a world class education system in Wales.

Professional learning has an important role in the achievement of 'Our national mission'. It is a vital aspect of every phase of a teacher's career. In the early phase of a teacher's career it can 'disturb' the status quo in the new teacher's thinking about how schooling has been, is and needs to be. The 'professionalisation' of teaching is potentially disruptive to some in senior leadership in schools and particularly so if new teachers are driven by a sense of 'moral purpose'. Systems which encourage proof of competence encourage performative behaviours as opposed to holistic professionalism and development.

The challenge has to be to encourage enrolled teachers in their NQT induction stage to see their own growth and improvement as an aim as opposed to survival beyond the next professional hurdle. They should see their experience as a continuous 'horizon lifting' engagement with their IM and others rather than compliance-driven assessment. The current system has allowed a distortion of the stated educative principles of the processes of training and induction.

²⁹ Welsh Government (2019) Evaluation of the School Based Supply Cluster Model Project

The process of joining the profession, for the enrolled teacher, should be seen as a coherent and extensive set of experiences which build towards professional effectiveness. Through extensive and varied experience, coherence in the process can be achieved through building upon the growing professional partnerships within HEI / school partnerships to ensure equity of provision regardless of routes into teaching or location.

The enrolled teacher's development, through ITE and induction, has several outcomes. The purposeful and enthusiastic development of committed and competent teachers is the driving agenda.

The regulatory function, ensuring that only those who meet required standards are qualified to teach is vital. Most who train will reach the required standard by virtue of vocational commitment, developing insight and skill and hard work; concern about the few who fall short should not dictate the entire process for everyone.

Administrative processes are important for the nation but should not assume importance above the professional imperative.

Responsibility for successful induction to the profession should be a partnership between all concerned seeking the best experience and growth for the individual who, from the beginning, takes responsibility for themselves and who drives their own development as a professional. The individual teacher should assume responsibility for their own development, as described in the professional standards for teaching and leadership.

6.9 Professional learning

How do we provide sufficient and appropriate professional learning experience to sustain the individual and promote a career long expectation?

The National Approach to Professional Learning³⁰ (NAPL) sets out the expectations of the Welsh Government for all participants in the schooling system. Wales has set its sights on raising the respect for teaching in the country and extending the expectation for continued learning, study and research is seen as one way to do that.

Professional learning is a career-long process. It should lead the enrolled teacher, through ITE and induction, to entry upon the register of teachers for Wales and extend throughout the career. All of the experience as an enrolled teacher from the beginning of ITE onwards, should be seen as professional learning, a cumulative, career long entitlement.

6.10 Wider professional involvement

Enrolled teachers, and particularly those in the induction period, should be helped to explore wider professional horizons. 'Teaching: A valued profession'³¹ argued that engagement with the wider education agenda in the early stage of the career is an important facet of wider professional involvement and influence.

³⁰ Welsh Government, 2018, The National Approach to Professional Learning (NAPL)

³¹ Ibid 17

Suggestion 8

Each NQT should be encouraged to join an association to further their understanding of either a subject discipline, phase of education or an educational ambition. The Welsh Government should provide a list of endorsed organisations and subsidise the first year's subscription of the NQT.

At every stage from the outset, the individual needs to drive their own professional learning, seek experience, opportunity, insight and analysis. They should read deeply, engage with all levels of the profession and believe they have a contribution of thinking and practice to offer.

During the whole of their experience as an enrolled teacher, the individual should be helped to see the potential development of their career and the importance of continued professional learning.

6.11 A professional learning programme in the induction phase

Just as partnership schools have worked with ITE providers to bring coherence between 'theory and practice', so those who provide early career support to enrolled teachers, including induction, should work to enable coherent professional learning opportunity that builds on the work of the various developments involving schools across the country in the reform agenda.

The regional consortia should work with HEIs to co-ordinate and extend the concept and practice of partnership provision throughout training as far as and beyond the end of induction, extending the link to a widening range of 'partnership schools' that would influence the quality of outlook.

If the new arrangements for ITE are being effective, then the habits of professionalism should be in train by the time the enrolled teachers reach their induction phase. The regional consortia role would be to ensure that enquiry led development, driving practice through research would be the ambition of the last stage of training and make a break with the current outlook of proof.

There is considerable expertise within the current arrangements. In regional consortia and LAs there is understanding and expertise along with commitment to the best experience of teachers and the Welsh reform agenda. The new arrangements should include a small team driven by ambition as well as managerial competence derived from the current provision.

The provision of professional learning, including opportunities solely for those in their induction period should be developed in a different form. While there is benefit in people at this career stage spending some time together, it is more vital that they take part in professional learning opportunities alongside their experienced colleagues and work with colleagues at various career stages. They need to cease seeing themselves as a 'novice' cohort. Most have been in the same 'age cohort' since they first entered education; they need to build working relationships with their profession in its widest sense.

NQTs should play a full part in the professional learning experiences of the school in which they are based and in any provision that is linked to the expertise of the school.

Suggestion 9

The ITE programme should carry significant units at a very early stage on 'How schools are structured', 'How a teacher's career might develop' and 'The bigger educational agenda.'

Suggestion 10

Aspects of employment such as safeguarding, GDPR and health and safety should be addressed at a very early stage in the ITE programme and subject to ongoing assessment through a national web platform with appropriate updating.

6.12 What might an enrolled teacher's professional learning programme contain?

The time provided for professional learning programmes should be used to co-ordinate the best of opportunities for professional insight and reflection. Some regional organisation of structured school visits, reading of research and theory, consideration of matters of debate, all with structured reflection would help these new teachers to be the sorts of people who can lead a self-improving school system at some point in the future. Many new teachers believe that half termly meetings in a local accessible school with a chance to look around and discuss issues together would be both worthwhile and sufficient for meeting together as NQTs.

Any professional learning where NQTs gather should be of high quality and address matters of, for instance, 'ways to innovate' or 'how to collaborate with experienced colleagues' and 'how to demonstrate leadership in new settings'.

The issue of supporting learners with ALN is a system-wide challenge, as is the ambition for Welsh language. Work to build teacher confidence and competence in both of these areas is an important continuing area of development for the induction period.

Where possible, all of this sort of provision needs to include teachers at different career stages.

Suggestion 11

The regional consortium induction leads should develop a national programme for professional learning that offers a range of approaches and explores issues concerned with the effective growth of the five professional standards for teaching and leadership within the context of the education reform agenda. This programme should involve professional learning schools and build on the current HEI / school partnerships.

The new teacher should see the achievement of a registration as a career step, one that they have the opportunity to extend through Master's level study when they are ready.

The new teacher needs to enjoy the exhilaration of a positive working life, a range of aspects of recreation beyond work, including where appropriate further professional study, and a personal life of their own making.

Previously, the Welsh Government offered a Master's level programme in the year after induction and this was well received by many. Reportedly, some small-scale localised research in participating universities showed that attrition rates from teaching were lower for those who undertook the Master's in Educational Practice, though a causal link was not established. However, the view was that this was too demanding a career point for the individual to take on this extended commitment, especially after the then bureaucratic experience of the induction period.

A new Master's programme is being developed, as outlined in the national workforce plan, beginning at an appropriate point for the teacher. This is reasonable; higher degree courses should be demanding as well as stimulating as should the daily work of a teacher. In their NQT stage, many teachers are also coming to terms with relocation or new stages in their personal life in terms of relationships or family commitment and a balance needs to be struck.

HEIs might, over time, consider working towards the national offer of the option for enrolled teachers to follow ITE which includes a 'sandwich year' in school and leads to a Master's qualification. This would be similar to courses in other domains available at university.

6.13 Being ready for induction: essential preparatory experience

The new approach to a coherent training experience should see the penultimate year of ITE (which may be the only year) as including the awareness of setting up for the school year. That is the ITE 'term' should begin in parallel with the school term. During the earlier part of their HEI / school partnership programme, each individual student should be assigned to a school to spend time with an experienced teacher for the period at the beginning of the school year. There should be academic and pedagogic reflection on how a school year starts, its impact on learners and the effectiveness of practice to build learning routines. As they begin their NQT phase, the individual needs to have had opportunity to experience these key elements from the viewpoint of a teacher.

Suggestion 12

Prior to the induction period, ITE should ensure that at least one placement during the course is timed to experience the beginning of the school year.

6.14 The role of the host school in the induction period

Reportedly, partnership schools have worked well with HEIs to enable the recent rapid development of effective ITE. Though the effectiveness has not been demonstrated over time by research, there is widespread agreement and acknowledgement that the situation is very positive. These partnerships should now extend their work to cover the latter stages of the process of entering the profession by influencing, helping to guide and develop the effectiveness of experience for individuals in the induction phase and beyond.

Partnership schools have become proficient in enabling good tailored experiences to align with study of theory and research. The learning so far can influence the next stage of development. The current HEI / school partnerships should be enlarged over time in order to extend their influence towards a coherent experience for all enrolled teachers, including those in the induction phase. This will involve regional induction leads working closely with HEI / school partnerships and liaising with other agencies to ensure that the experience of the individual is highly professional in every sense. For example, National Academy for Educational Leadership (NAEL) should be encouraged to develop approaches that encourage school leadership to adopt the best of practices.

The host school for an individual in the induction phase should promote the highest expectation built upon the enjoyment of being a significant part of a profession with a commitment to the future success of Welsh education.

The host school should also support the NQT in their continuing professional learning experience and opportunity in tandem with the programme offered by regional consortia.

As with any new teacher to the school, effort would be made to ensure understanding and familiarity with school procedures and expectations as well as recognising and addressing the specific challenges of sustaining full time, efficient work.

The individual NQT should have an assigned IM who will support the individual in their commitment to achieve registration through effective use of professional standards and by endorsing their period of effective teaching in the validation period.

Upon becoming an enrolled teacher on entry to ITE, regardless of the pathway, a new entrant should see themselves as a member of the teaching profession beginning a career long process of professional learning and a career-long influence upon the life chances of young people.

6.15 The role and working day of the NQT

There has to be an expectation that each individual is responsible for their own development, seeking guidance and support from designated trusted and trained professionals as well as the wider sphere of colleagues.

The five professional standards for teaching and leadership describe the important constituents of an effective teacher's work. It is important that all enrolled teachers address all five standards to secure their entry to the register of teachers for Wales, particularly the standard expecting the exercise of leadership.

The issue of a time 'allowance' for being an NQT is one that has been discussed for a long while. It was first introduced to supplement the PPA allowance and used to increase the 'time off' teaching to 20%, around one day per week. Recognising the challenge of achieving all the expectations of the first year in teaching, there have been growing calls to extend this allocation of time beyond the induction period. This review has concluded that such a step would have more detrimental than beneficial effects.

From the beginning of their ITE, the enrolled teacher should see a gradual increase in the amount of time they spend with learners. In the very early stages, they might begin with individual and small groups of learners in placement schools, supporting teachers on

educational visits and the like. Towards the end of the training, as they approach the final stages of ITE, they should have gradually taken more responsibility for a class group for extended time and should assume responsibility for an extended teaching commitment, which should, at this stage, be about 80% of each week.

The remaining 20% should be seen as the part of a continuation of their process of development which enables planning, preparation and assessment and a coherent package of professional learning experience that provides some opportunity to see a wider experience, with time tapering from the early phases at the very beginning of their training.

In the final stage of the induction phase, called the validation period, the teaching commitment should increase so that, for the final twelve weeks they work on the same basis as all teachers on the main pay scale, that is 90%.

The suggestion that weekly non-contact time should not be extended into future years is a contentious aspect of this review but the conclusion is that the quality and scope of the use of time over the year is more important than the amount of time allocated per week. Extending the concept of ‘newness’ beyond one year would serve to create more dependence and hold back the outlook of being a ‘full professional’ with all that entails.

Figure 1 represents diagrammatically the pathway from enrolment to entry onto the register of teachers for Wales, showing the induction period, the validation period and the gradual growth in teaching contact time.

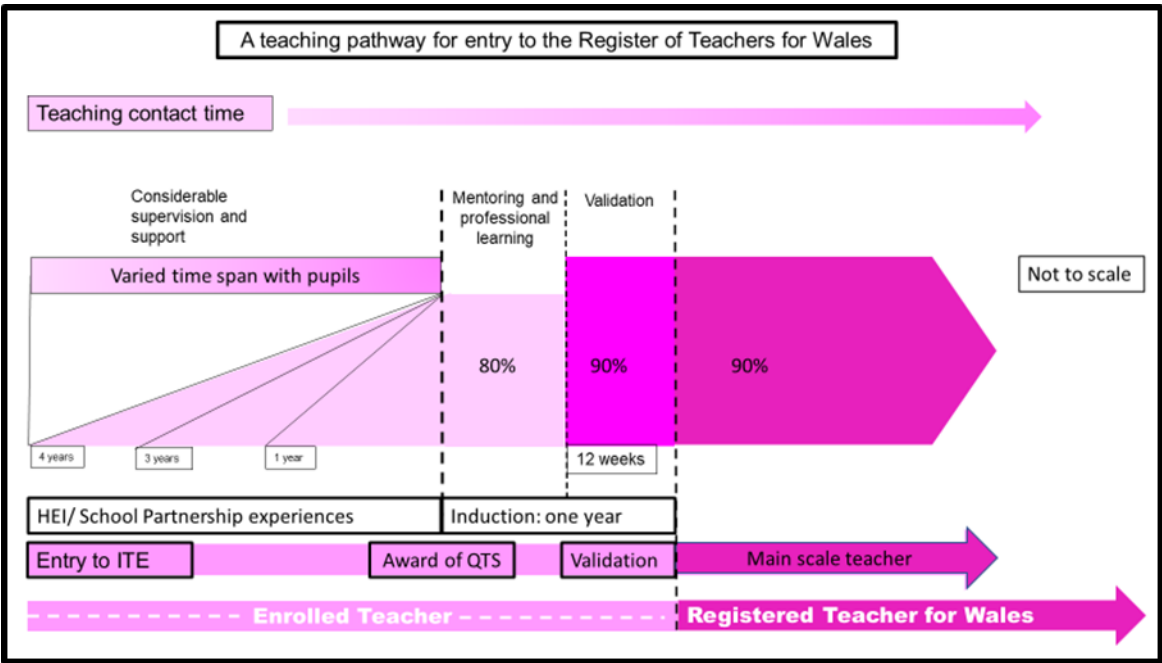


Figure1: A teaching pathway for entry to the register of teachers for Wales

This is not to imply or assert that all teachers should work at a particular level of contact with learners nor that the current allocation of 10% of time for PPA is sufficient. There are strong arguments for an aspiration to secure a better balance for all teachers and this review does not address that issue. The issue as far as induction is concerned, is that NQTs must quickly behave as secure professionals because otherwise, as this report argues, the repercussions are significant.

Any professional learning allowance of non-contact time to be used flexibly (as opposed to weekly) in respect of the induction phase would continue until the validation period and host schools would be expected to respect and support all aspects of the programme provided by the regional consortia induction leads.

Suggestion 13

Each regional consortium, through the regional induction lead, will provide three days of differentiated training provision for all NQTs in their region, including those joining from elsewhere. Each NQT will be expected to attend all three days in addition to professional learning opportunities within their school. These experiences will focus upon building professional behaviours and include an emphasis upon exercising professional collaboration, innovation and leadership. The use of flexible approaches including visits to schools and on-line connection should be exploited.

Suggestion 14

The professional learning opportunity should extend by a further ten days. Five days to be spent within school guided by the IM and five days co-ordinated by the regional consortia, through the induction leads, to extend insights through partnership learning, including extensive reading of theory and research. This time should also build upon processes prevalent from the beginning of ITE which encourage the questioning of the current system and ways in which new teachers can be agents of change.

Extending the HEI / school partnership development into this phase and engaging with HEI in building a coherent effective professional learning experience is an opportunity not to be missed as so much of the education reform agenda takes shape.

6.16 Transition

How do we enable individuals to achieve a successful transition from ITE into work, maintaining the impetus of a good experience from start to end of their early career?

The end point of induction should be entry to the register of teachers for Wales which brings acceptance into the profession of the individual with all the responsibilities entailed.

The individual will have demonstrated their effective practice as an enrolled teacher across the professional teaching and leadership standards along with the values and attributes expected at the level of a practising teacher. Their registered status means they are fit to practise, endorsed and respected by the profession.

To reach that point, the individual enrolled teacher will have taught as an NQT for the equivalent of a year in a school and, for at least the final 12 weeks (the validation period), will have taught at the same level of demand as any other main scale teacher in the school.

The early part of the induction experience would see a balance of time spent between the teaching role in the school and study and work with other trainees under the aegis of the regional induction leads co-ordinating with HEI / school partnerships.

Prior to the induction phase, the individual enrolled teacher will have gained experience in an HEI / school partnership with school-based experience underpinned and integrated with deep, theoretic and research-based learning demands. This period will have been tailored to the prior entry of the individual, whether from a graduate or A level base or elsewhere.

The importance of the evolving level of insight and demand is recognised by all involved. This review proposes that the evolution should be steeper than at present and that being accepted as part of the profession is more fruitful in the long term than being cocooned.

At the same time, being part of the profession involves extending professional insight and practice. That said, the induction phase should aim to set in train an aspiration to apply experience and study at significant depth. For that reason, newly enrolled teachers should be encouraged to see their ITE and induction phases as being a stepping-stone to the Master's programme which the Welsh Government is committed to offering. This should also lead to an on-going evolving productivity as the effectiveness of the HEI / school partnerships grows. If such a programme could be further developed through collaboration by HEIs, units could be offered through digital approaches that would enable teachers from across the country to work together on a range of issues within different courses.

It would be worth the collective of HEIs considering the offer for prospective teachers upon enrolment to be able to sign up for an undergraduate and Master's course combined. This could incorporate time to validate their teaching qualification in the middle of the course. This could offer teaching or study experience in different parts of the country, access to shared university expertise and opportunity for practical, remote and virtual experience of a dynamic nature. This could have the potential to increase the number of highly qualified people entering the profession across Wales.

Understanding of the strategic rather than mechanical use of professional standards, the PLP, personal professional learning, being part of a School as a Learning Organisation or a Self-Improving School System and images of a career in teaching need to be part of the developing awareness of each individual from the start of the experience in training. The outlook offered has to be one of a series of opportunities rather than a series of burdens or hurdles.

6.17 The role of the regional consortium induction lead

Each regional consortium induction lead is a key element in the successful provision for NQTs. They should assume the role of induction phase co-ordinator working alongside schools to support the development of new teachers in their region. Their responsibilities should include the organisation of effective mentoring, and the provision of an effective programme of professional learning. A central element of evolving practice will be the extension of the school partnerships with HEI into the induction phase of the early career and beyond.

6.18 Regulation and validation

How do we ensure that only those teachers who are competent and effective are allowed to enter the profession?

Validation processes

The act of validation of an individual teacher should be de-coupled from the process of supporting and advising individual NQTs during the induction period. Validation should be a

summative process to ensure the individual enrolled teacher meets the criteria for entry to the register of teachers for Wales. It should be carried out by the appropriate body (AB) in the final period of the enrolled teacher phase.

The outcome of validation would be that an individual is approved to enter the register of teachers for Wales, deferred or failed.

The appropriate body

The AB has the role of determining whether an individual merits the award of registered teacher status.

Suggestion 15

Each local authority should be the AB on behalf of the Welsh Government. The role of the AB should be limited to the validation and affirmation of the suitability of the individual to enter the register of teachers for Wales.

LAs, in their role as AB, should recruit, employ and deploy validators. Potential expertise lies with current EVs or challenge advisers and associates of the effective supply agencies.

Remuneration for validators should be a standard amount payable to their employer in lieu of release or to an individual in the case of contracted validators.

The LA, as AB, will determine the suitability of a school for the induction of NQTs.

The Welsh Government should establish through consultation a consistent and clear protocol for the work of validators. This protocol should be communicated to all validators through succinct on-line briefings, managed collectively by the regional consortia induction leads.

Suggestion 16

Validators should offer a summative judgement on an individual's suitability for entry to the register of teachers for Wales.

Validators should work to the ABs and have a maximum caseload of twenty NQT validations at any one time.

Suggestion 17

The validation period should be in the final twelve weeks of induction. This must be served as a continuous full-time experience in school, working on the same terms and conditions as a main scale teacher (the new registered teacher for Wales). Between the third and eighth week of the validation period, the AB will ensure that a validator makes a judgement on the suitability of the individual to enter the register of teachers for Wales.

For those individuals on full-time permanent, full-time one-year contracts in a school the validation process will take the form of an analysis of the mentor's termly reviews of progress and the individual's summary of their own development as a teacher along with

observation and consideration of teaching. Only those individuals about whom there is a concern should be visited formally by a validator from the AB and that concern should be of no surprise to the individual teacher who will have been apprised of their position at an earlier stage. Indeed, the AB could be asked to deploy a validator at the request of an IM at any point during the induction period should there be concerns about effectiveness, progress or commitment.

Suggestion 18

An IM should be trusted to validate the suitability of an NQT for registration as a teacher at the end of a one-year period of work in a school. The AB should ensure a sample of registrations is reviewed for moderation and quality assurance by validators and should always respond where an IM expresses concern about the progress of an individual during the year and prior to the validation period.

For those teachers who have experienced induction through intermittent supply teaching, the securing of a placement for their final twelve-week validation period should be supported by the AB. The Welsh Government might consider a proportionate contribution to schools hosting an NQT for their validation period, honouring the enrolled teacher's original commitment to Welsh education.

The requirement to undertake a twelve-week validation period might be argued to be unfair or unrealistic for those who need to work part-time. While ensuring compliance with employment law, there should be an expectation that an individual entering the register of teachers for Wales does so on the basis of their competence and commitment within the context of a general contribution to all aspects of school as a learning community, rather than simply accumulated time in schools.

It is reasonable to expect a qualification that is going to be relevant for several decades to be subject to validation in a context which is proportionate. The NQT should work in a stable environment and in post long enough for a fair and reasonable assessment of their fitness to be entered on the register of teachers for Wales.

Suggestion 19

Validation would require a one-day visit from the validator between the third and eighth weeks of the continuous validation period. Validation will involve the scrutiny of periodic reviews by the assigned IM, observation of teaching quality and an interview with the individual, using the NQT's reflective notes and summaries. For any individual about whom there is concern at this stage, there would be a further summary visit by a different validator between the tenth and twelfth weeks.

An individual who does not meet the standard for entry to the register of teachers for Wales may serve a further full validation period of one complete twelve-week term in the same or a different school. There should be no limit to the number of validation periods that an individual can complete.

Suggestion 20

Validators should be deployed to conduct a full day visit to a sample of 20% of NQTs in each validation period in order to gauge quality and determine collated issues of effectiveness of provision, training and mentoring. Beyond this 20% sample, validators should only visit those NQTs over whom there is a concern, including those who have previously not met the standard.

Suggestion 21

An enrolled teacher whose record shows their time in school during induction since the award of QTS to have reached 125 days should be expected to enter the validation period except for agreed extenuating circumstances.

It should be the enrolled teacher's responsibility to inform the AB that they intend to enter the validation period with sufficient agreed notice.

6.19 Cause for concern processes

Any enrolled teacher at any point in the process through to validation, who is deemed to be of cause for concern in terms of their growth towards being an effective teacher and member of the profession, should be subject to a rigorous set of procedures to ensure that they meet expectations. In the ITE phase, this is a role of the provider. In the induction period, the regional consortium induction lead should determine with the school, as the employer, the appropriate course of action, taking account of employment rights. For NQTs working on a supply-teaching basis, the regional consortium lead should determine the appropriate course of action with the assigned IM. No teacher should enter the validation period unaware of concern about their suitability.

As now, an NQT deemed not suitable for entry to the register of teachers for Wales should have the right of appeal and the Welsh Government should maintain appropriate procedures.

By the time the individual begins the NQT period there should be a solid belief that a successful induction period with the entry to the register of teachers for Wales is in prospect. Schools need to have confidence that the individual is secure and effective. This means that HEI / school partnerships have to be rigorous in their removal of those who exhibit poor attributes and dispositions or poor standards in the period prior to the career entry phase. Naturally, the opportunity to re-take periods of the programme at HEI should be allowed and certificates of course completion provided to recognise commitment. However, not good enough means not good enough. The same principles apply to the NQT period.

Suggestion 22

The current central Register of Educational Practitioners should be modified to include only those who have completed induction successfully (as the register of teachers for Wales). Teachers who have not successfully completed induction should be recorded as enrolled teachers.

6.20 The regulatory function and associated administration

The EWC should manage the regulatory function of recording enrolled teachers and registered teachers and tracking the progress of each individual through their period as an enrolled teacher. The individual should enrol as condition of acceptance on PGCE, undergraduate or other training routes and should not be allowed to commence the programme without enrolment. Disclosure and Barring Service (DBS) checks should be completed at the same time as enrolment and renewed as necessary. EWC should inform successful teachers at the end of induction that they have been admitted to the register of teachers for Wales.

The onus should be upon the individual to update their own developmental records, with access available to a range of approved personnel. The EWC should provide a web platform that clearly specifies responsibility and other agencies should not offer further and re-interpreted guidance with the intention of support but which causes duplication.

Suggestion 23

Becoming an enrolled teacher with the EWC should be a condition of entry to the process of ITE by whatever route. Those joining Wales from elsewhere with QTS should enrol, through the AB, on arrival. DBS checks should be completed at the same time as enrolment and renewed, as necessary. Continuity of records should be the responsibility of EWC, including those entrants from other countries and at different career stages.

At every stage, bureaucracy should be kept to a minimum and drastically reduced from the current level. The futility of much of the current recording system and the frustration caused by the expected procedures is turning the processes of supporting those learning to teach into a record keeping activity rather than the professionally challenging and rewarding experience of entry to the profession. Those supporting NQTs are focused upon the completion of forms as much as on the crucial learning focused relationships that matter. This must be addressed.

6.21 Quality assurance, supervision and mentoring

How do we provide appropriate and timely support that enables professional learning and development, given the multiple and different settings in which career entry teachers will be working?

The regional consortia, through their induction leads, should be responsible for quality assurance of the induction experience which seeks to ensure parity of experience and support. The role of induction lead is a key position and the four leads working together is central to the success of the induction period for NQTs. The role includes the support for mentoring arrangements, provision of effective professional learning opportunities, building upon the HEI / school partnerships of ITE, identification of NQTs about whom there is cause for concern, oversight and moderation of records on individuals, the briefing of validators and the analysis of validation reports to inform future induction practice.

Suggestion 24

The four regional consortia induction leads should work together to determine effective processes for the induction period, unfettered by influence from local authorities in their role as AB. They should provide a consistent and coherent experience in the best interest of NQTs generally and individually.

The regional consortium induction lead should be the named contact with whom an NQT may raise a concern about their induction that they are unable to resolve themselves.

The role of the induction mentor

The process of mentoring should be separated from the act of validation. Each NQT should have a good, effective IM, approved and managed by the regional consortia. The on-going professional learning experience of the NQT should be driven by the NQT themselves, supported by the mentor and be coherent with the emerging agenda in the schools in which they work. There should be a natural emphasis upon effective classroom practice and pedagogy with the mentor widening consideration of aspects of collaboration, innovation and leadership within professional learning which is a 'natural' aspect of the individual's developing awareness and skill which began at the start of their initial course.

Suggestion 25

Each NQT should be entitled to be supported by a designated IM in their school whose role would be to enable the coherent early career experience as part of the education agenda for Wales.

Mentoring arrangements for those teachers on a straightforward, employed path through induction should usually, though not always, be secured from within the employing school. For those NQTs trying to manage induction through supply experience, the regional consortium induction leads should designate and fund an IM who will work flexibly, perhaps in different school or LA settings. Where the NQT works in a series of schools across boundaries of LAs, the regional consortium induction lead should ensure that liaison is strong between all parties.

Suggestion 26

For those NQTs not employed on a full-time permanent or a full-time temporary contract in a school, and working on a supply teaching basis, the regional consortium induction lead should ensure that an appropriate IM is designated for the individual. The IM should be assigned to the individual NQT and, where supply teaching work takes the NQT to schools in neighbouring LAs, the IM should remain with the NQT.

The regional consortia induction leads should scrutinise arrangements made by supply agencies for the effective professional learning and support of supply teaching NQTs and try to build secure practices to the benefit of the NQT. However, they should not be hesitant in reporting perceived breaches of the code of practice to the NPS.

The role of the IM is a key one in the process of developing strong, effective teachers. The regional consortia induction leads should build upon the developing HEI / school partnerships and ensure mentoring is of the highest order.

The IM should offer structured advice and support, insight and suggestion and, at intervals, a formal appraisal of progress against professional standards. A report published by Estyn, 'The professional learning continuum: mentoring in initial teacher education'³² (2018) emphasises the vital importance of the culture of the school in promoting career-long professional learning, seeing the concern for teachers in training and new teachers as high status work where mentors are engaged themselves in higher level study. The report outlines the importance of professional linkage between aspects of planned development and work done as a result of that report needs to continue into the career entry phase.

The on-going professional learning experience of the new teacher should be driven by the teacher, supported by the IM and be part of the emerging agenda in the schools in which they work in partnership with the associated HEI / school partnership development.

There should be an obvious emphasis upon effective classroom practice and pedagogy with the mentor widening consideration of aspects of collaboration, innovation and leadership within professional learning which is a 'natural' aspect of their developing work which began at the start of their ITE.

To ensure mentoring of high quality, the regions and HEIs should work with the NAEL to develop an approved ongoing programme of mentor development for those supporting the enrolled teachers at any stage, including NQTs. Such provision for mentoring might be developed into other career stages as a fundamental aspect of career development. The important role of IM should be valued as a professional contribution and any programme of mentor development could bring credits towards future Master's study.

As now, schools should be funded to support the NQT and should be asked to account for their provision as part of any inspection.

The status and support for the IM in the process of induction is crucial. Plans are in place to provide professional learning to support their efforts and financial arrangements are made with schools to ensure that resource is available to support the NQT through mentoring arrangements. The regional consortia induction leads should continue to provide co-ordinated professional learning opportunities taking account of the emphases in this report and using regular on-line updating as a key vehicle. The potential for mentors to collaborate to provide career-widening experiences for NQTs should be encouraged.

6.22 The role of the external verifier

Suggestion 27

The current role of external verifier (EV) should be deleted.

The current functions of the EV would be subsumed within the revised arrangements.

³² Estyn, 2018, 'The professional learning continuum: mentoring in initial teacher education'

6.23 Evidence and documentation

At every stage, the recording of development should be purposeful and benefit the teacher.

While the descriptors for the professional standards might reasonably be used to provide an evidence base for ITE, the consideration for validation for entry to the register of teachers for Wales should be a more succinct analysis of professional growth, using the five standards as a basis and reflection on the values and attributes, coupled with a commitment to aspects of growth going forward. The standards should be used to encourage forward-looking images rather than backward-looking proof and need to drive reflection and the process of mentoring.

Suggestion 28

The five professional standards for teaching and leadership should guide the experience and professional learning of the enrolled teacher from the beginning of ITE through to the end of induction and beyond and descriptors used to provide evidence of suitability for entry to the register of teachers for Wales. The summary analysis by the IM and the individual NQT should be the basis for validation.

Suggestion 29

In the induction period, the professional standards for teaching and leadership should be used as the basis for consideration of progress, highlighting areas of growth, or aspects of a lack of experience or performance. There should be clear and discernible growth during induction indicating suitability for entry to the register of teachers for Wales.

The induction period should require written reflection on practice and learning in terms of the professional standards for teaching and leadership, produced at intervals of eight weeks during the year provided by the individual and the IM to be used in summary validation.

The need for 'verification' proved by often perfunctory documentation at every level should not be necessary since the emphasis is on continuing development and learning in the widest professional context more than control of the regulatory function. While there is need for succinct record keeping and shared expectations to ensure equity of experience and fairness of validation, the system should be able to trust itself. The appropriate NQT experiences referred to throughout this report would, if professionally addressed, ensure that the expectations and spirit of the professional standards for teaching and leadership are met.

Where the progress of an NQT is a cause for concern, specific adaption to documentary requirement might be appropriate and should be specified and authorised by the regional consortia induction lead.

6.24 The professional learning passport

During induction, the induction profile within the PLP should be seen as a joint discussion document, shared between mentor and NQT, with each contributing as necessary to record significant professional steps. While teachers' experiences differ, it is reasonable to expect that any year in teaching brings several moments of insight. These insights should be collated into a coherent review of the early career stage to demonstrate development over time as a teacher, show the relevance of assignments and placements in schools, validate entry to the register of teachers for Wales and to point to the next stage of growth.

The PLP should include these reflections and should encourage the importance of reflection as a career long routine.

Suggestion 30

The PLP should be used as a cumulative reflection for the enrolled teacher, beginning at the outset of ITE and continuing through induction and beyond. The summaries for each standard, produced every eight weeks during induction should obviate the need to record evidence against each descriptor and instead ensure that descriptors are prompts for wider, deeper and more focused, professional consideration.

Suggestion 31

The future format of the induction profile and the processes of active reflection upon growth against the professional standards for teaching and leadership should be influenced by enrolled teachers and those who have recently completed induction. Their insight on the process of learning to teach, coupled with their dexterity with digital platforms should inform the future development of the PebblePad facility to enable ongoing increasingly productive use.

Understanding of the professional standards, the professional learning passport, being part of a School as a Learning Organisation or a Self-Improving School System and images of a career in teaching need to be part of the developing awareness of each enrolled teacher from the start of the experience in training in ITE/ school partnerships. The outlook offered has to be one of a series of opportunities rather than a series of burdens or hurdles.

6.25 Comparison between Wales and England

How do we ensure that any outlooks, procedures and practices compare well with changes in England and benefit, rather than disadvantage schools and enrolled teachers in Wales?

The difference from England that these suggestions imply: would they have an effect?

England is extending NQT induction period and the period of support to two years as part of their Early Career Framework³³. The argument is that this provides a longer lead-in and the additional 'release' from class-based teaching provides further time for evidencing

³³ Department for Education (England), 2017, Strengthening Qualified Teacher Status and improving career progression for teachers. Government consultation

standards for assessment and professional learning. The early career experience of new teachers is challenging because they are coming to terms with the complexity of working life and to extend the induction period would provide greater opportunity for professional insight and more security in terms of their assessment of suitability.

The suggestions in this review build upon proposals in 'Teaching: A valued profession'³⁴. Currently, the evidence is that teachers in their first year spend much of their non class-based teaching time completing procedural documentation related to evidence of their meeting expected standards or preparing for lessons. Many find this debilitating and the prospect of double this experience hardly seems enticing.

While they find support on a personal level, for many struggling to gain a foothold in the profession there is less a professional welcome and more a trial by ordeal where their newness and inexperience is emphasised. The realisation of the hierarchy of decision-making in the school means many NQTs see the professional pathway ahead as less an invitation and more a challenge. The prospect of remaining a junior in the profession for an exceptionally long time might be a considerable reason for the loss of teachers in their first five years of service.

For a significant proportion, the current NQT induction period is spent in supply teaching or temporary posts. The induction period is important to them in terms of qualification for the profession, but it is rarely a professionally enjoyable period of personal fulfilment.

The proposals in this review would see an individual in Wales able to complete their validation as a teacher at the end of the first year after leaving the HEI with entry to the register of teachers for Wales. For most this would be a greater attraction than the English development. While the English system promises extended support, the balance still lies with assessment over an extended period. If embraced properly at every level, the proposals in this report, coupled with the effort being made by the Welsh Government to provide well for enrolled teachers and to support continuously registered teachers through a package of professional learning, including access to a Master's level study would be more successful and more attractive.

This report urges NQTs to be part of the wider profession. In England, the cohort is seen as remaining 'unique' for longer. This report expects influence and responsibility earlier.

The English approach is to extend the non-contact time for NQTs over that two-year period. This report proposes managing teacher release time differently and ensuring a greater involvement in professional thinking and engagement through structured opportunities. This report takes seriously the Donaldson principle of 'subsidiarity',³⁵ taking responsibility at the level where it is needed. It gives and expects influence and responsibility to and from the new teacher.

The anticipation is that the suggestions in this report will make teaching in Wales more attractive than England. Should it do so, the implication of more teachers seeking work at the career entry stage in Welsh schools would increase some of the difficulties related to supply cover.

³⁴ Welsh Government, 2019, report of the independent review on STPC, Teaching: A valued profession

³⁵ Ibid. 8

Section 7: Conclusion

This is the right moment to make changes to the provision for the next generation of teachers in Wales. The whole system recognises that change is needed to create the circumstances to enable the teachers to learn to bring the new curriculum to the young. The next generation of teachers needs to believe that they are being supported and that they can address the future with ambition and optimism built upon the highest level of professional insight and practice.

Creating the register of teachers for Wales as an aspiration to be secured at the end of induction would build upon other developments in the system and propel teachers into a professional life that is rewarding...and affect positively the life chances of children and young people.

Mick Waters
November 2020

Section 8: Appendices

Appendix A: Headline suggestions

1. Each entrant to ITE should enrol to be a teacher in Wales through the EWC and become an **enrolled teacher**. Upon successful completion of their induction into the profession, the individual would become a **registered teacher for Wales**.
2. The Independent Welsh Pay Review Body should be asked to consider and make recommendations in respect of the pay of an enrolled teacher working in a school after the award of QTS. This enrolled teacher pay level should precede the main pay scale which would be accessed upon becoming a registered teacher for Wales. This might mean a re-adjustment and renaming of current pay scales or the creation of a new level for enrolled teachers.
3. The Welsh education community, from Government to HEI to schools and careers services, should promote *training to teach in Wales* as a reformed, exciting and rewarding prospect.
4. ITE should offer urgently courses for prospective teachers which specialise in combined key stage 2 and 3, inviting flexibility. This would see familiarity, study and placements in both sectors with prospective teachers able to exercise flexibility in their working phase and career experience.
5. Registration with a supply teaching agency or entry into supply arrangements with an individual school should be conditional upon a limit of 125 days of supply work during the induction period. While further supply teaching would not be disallowed, it should not be encouraged without validation.
6. The professional learning arrangements for NQTs, delivered by supply teaching agencies, should be subject to regular and systematic inspection by Estyn. The NPS framework should be regularly strengthened in terms of requirements to support NQTs during their induction period.
7. A second phase of the Supply Cluster Model, used successfully in some localities, should be developed, in line with the findings of the evaluation, to benefit schools and at the same time to provide some security of tenure for some NQTs. Regional consortia should explore this further using insight from their school improvement function.
8. Each NQT should be encouraged to join an association to further their understanding of either a subject discipline, phase of education or an educational ambition. The Welsh Government should provide a list of endorsed organisations and subsidise the first year's subscription of the NQT.
9. The ITE programme should carry significant units at a very early stage on 'How schools are structured', 'How a teacher's career might develop' and 'The bigger educational agenda.'
10. Aspects of employment such as safeguarding, GDPR and health and safety should be addressed at a very early stage in the ITE programme and subject to ongoing assessment through a national web platform with appropriate updating.
11. The regional consortium induction leads should develop a national programme for professional learning that offers a range of approaches and explores issues concerned with the effective growth of the five professional standards for teaching and leadership within the context of the education reform agenda. This programme should involve professional learning schools and build on the current HEI / school partnerships.

12. Prior to the induction period, ITE should ensure that at least one placement during the course is timed to experience the beginning of the school year.
13. Each regional consortium, through the regional induction lead, will provide three days of differentiated training provision for all NQTs in their region, including those joining from elsewhere. Each NQT will be expected to attend all three days in addition to professional learning opportunities within their school. These experiences will focus upon building professional behaviours and include an emphasis upon exercising professional collaboration, innovation and leadership. The use of flexible approaches including visits to schools and on-line connection should be exploited.
14. The professional learning opportunity should extend by a further ten days. Five days to be spent within school guided by the IM and five days co-ordinated by the regional consortia, through the induction leads, to extend insights through partnership learning, including extensive reading of theory and research. This time should also build upon processes prevalent from the beginning of ITE which encourage the questioning of the current system and ways in which new teachers can be agents of change.
15. Each local authority should be the AB on behalf of the Welsh Government. The role of the AB should be limited to the validation and affirmation of the suitability of the individual to enter the register of teachers for Wales.
16. Validators should offer a summative judgement on an individual's suitability for entry to the register of teachers for Wales. Validators should work to the ABs and have a maximum caseload of twenty NQT validations at any one time.
17. The validation period should be in the final twelve weeks of induction. This must be served as a continuous full-time experience in school, working on the same terms and conditions as a main scale teacher (the new registered teacher for Wales). Between the third and eighth week of the validation period, the AB will ensure that a validator makes a judgement on the suitability of the individual to enter the register of teachers for Wales.
18. An IM should be trusted to validate the suitability of an NQT for registration as a teacher at the end of a one-year period of work in a school. The AB should ensure a sample of registrations is reviewed for moderation and quality assurance by validators and should always respond where an IM expresses concern about the progress of an individual during the year and prior to the validation period.
19. Validation would require a one day visit from the validator between the third and eighth weeks of the continuous validation period. Validation will involve the scrutiny of periodic reviews by the assigned IM, observation of teaching quality and an interview with the individual, using the NQT's reflective notes and summaries. For any individual about whom there is concern at this stage, there would be a further summary visit by a different validator between the tenth and twelfth weeks.
20. Validators should be deployed to conduct a full day visit to a sample of 20% of NQTs in each validation period in order to gauge quality and determine collated issues of effectiveness of provision, training and mentoring. Beyond this 20% sample, validators should only visit those NQTs over whom there is a concern, including those who have previously not met the standard.
21. An enrolled teacher whose record shows their time in school during induction since the award of QTS to have reached 125 days should be expected to enter the validation period except for agreed extenuating circumstances. It should be the enrolled teacher's responsibility to inform the AB that they intend to enter the validation period with sufficient agreed notice.

22. The current central Register of Educational Practitioners should be modified to include only those who have completed induction successfully (as the register of teachers for Wales). Teachers who have not successfully completed induction should be recorded as enrolled teachers.
23. Becoming an enrolled teacher with the EWC should be a condition of entry to the process of ITE by whatever route. Those joining Wales from elsewhere with QTS should enrol, through the AB, on arrival. DBS checks should be completed at the same time as enrolment and renewed, as necessary. Continuity of records should be the responsibility of EWC, including those entrants from other countries and at different career stages.
24. The four regional consortia induction leads should work together to determine effective processes for the induction period, unfettered by influence from LAs in their role as AB. They should provide a consistent and coherent experience in the best interest of NQTs generally and individually.
25. Each NQT should be entitled to be supported by a designated IM in their school whose role would be to enable the coherent early career experience as part of the education agenda for Wales.
26. For those NQTs not employed on a full-time permanent or a full-time temporary contract in a school, and working on a supply teaching basis, the regional consortia induction lead should ensure that an appropriate IM is designated for the individual. The IM should be assigned to the individual NQT and, where supply teaching work takes the NQT to schools in neighbouring LAs, the IM remains with the NQT.
27. The current role of EV should be deleted.
28. The five professional standards for teaching and leadership should guide the experience and professional learning of the enrolled teacher from the beginning of ITE through to the end of induction and beyond and descriptors used to provide evidence of suitability for entry to the register of teachers for Wales. The summary analysis by the IM and the individual NQT should be the basis for validation.
29. In the induction period, the professional standards for teaching and leadership should be used as the basis for consideration of progress, highlighting areas of growth, or aspects of a lack of experience or performance. There should be clear and discernible growth during induction indicating suitability for entry to the register of teachers for Wales. The induction period should require written reflection on practice and learning in terms of the professional standards for teaching and leadership, produced at intervals of eight weeks during the year provided by the individual and the IM to be used in summary validation.
30. The PLP should be used as a cumulative reflection for the enrolled teacher, beginning at the outset of ITE and continuing through induction and beyond. The summaries for each standard, produced every eight weeks during induction should obviate the need to record evidence against each descriptor and instead ensure that descriptors are prompts for wider, deeper and more focused professional consideration.
31. The future format of the induction profile and the processes of active reflection upon growth against the professional standards for teaching and leadership should be influenced by enrolled teachers and those who have recently completed induction. Their insight on the process of learning to teach, coupled with their dexterity with digital platforms should inform the future development of the PebblePad facility to enable ongoing increasingly productive use.

Appendix B: What would be different from the current arrangements?

- The individual would be recorded as an enrolled teacher from the outset of ITE until the end of induction and the achievement of entry to the register of teachers for Wales.
- The validation period would take place for 12 weeks at the end of the induction period.
- During the validation period, the individual would work on the same terms and conditions as a main scale teacher for the final 60 days as an enrolled teacher, prior to validation
- No supply teacher can work for more than 125 days during the induction period without entering the validation period. That is a twelve-week period of successful continuous service in one school.
- Regulation and validation are separated from support.
- LAs would assume the role of ABs.
- HEIs would be able to offer degrees, certificates or diplomas at the points they decided but these would not be commensurate with the register of teachers for Wales.
- The individual would take more responsibility for their own enrolment and registration.
- There would be an expectation that all NQTs would attend 13 days professional learning provision organised by the regional consortia induction leads.
- The provision of the additional 10% non-contact time for current NQTs would be removed for the validation period and beyond.
- The role of EV would cease.
- Validators would represent the ABs to determine an individual's suitability to enter the register of teachers for Wales.
- For NQTs in full time positions in one school, mentors would approve validation in the majority of cases.
- For those NQTs engaged in supply teaching, their final validation phase, will be as continuous service.
- Each school receiving an employed NQT would need to allocate an IM who would be subject to the approval of the regional consortia induction lead.
- Mentoring of supply teacher NQTs will be arranged and managed by regional consortia induction leads.
- In the NQT induction period, evidence against each descriptor in the professional standards for teaching and leadership will not be required. In that phase, the requirement will be a summary of professional growth for each of the five standards produced by the individual teacher and the mentor, endorsed where necessary by the validator. This will match classroom experience with the contribution made to the work of the school and the use made of the professional learning requirement.
- The AB, through the validator, would be responsible for endorsing the accurate record of development of the teacher.
- Each NQT would be entitled to professional learning and expected to engage with research, theory and wider professional learning alongside their experienced colleagues.
- Enrolled teachers, as ITE students or on salaried routes, would be versed in generic aspects of work such as safeguarding, GDPR and health and safety from the beginning and only as a member of staff in their own school when an NQT.
- Individuals embarking upon their NQT induction would have experienced the beginning of the school year from the teacher's viewpoint.
- Enrolled teachers and those who have recently completed induction would be involved in constructing future refinements to the PebblePad facility.

Appendix C: How would the suggested arrangements be better than present practice?

- Clarity about the point of qualification would be secured. Achievement of QTS would be properly seen as a point on the path to being recognised as a fully qualified teacher with the entry to the register of teachers for Wales.
- Those beginning a pathway in ITE would understand that they are an *enrolled teacher* working to be acknowledged as a *registered teacher for Wales* at the end of their successful induction period.
- The twelve-week validation period would be a clear point of reference in qualification.
- The creation of an enrolled teacher salary level would be fairer to all and urge an NQT to become a registered teachers for Wales to access the main pay scale.
- An NQT not being recognised through validation would not secure entry to the register of teachers for Wales, ensuring that quality rather than duration determines entry.
- Work as a mentor would be a high-status contribution to their own professional learning.
- The ITE / school partnerships would extend the growing good practice to build a highly professional induction and early career phase provision.
- There would be greater consistency of practice with a small team of validators.
- The professional standards for teaching and leadership would consistently guide the development and growth of individuals into the profession by both providing evidence of experience, skill and suitability and evidence of professional insight and professional contribution.
- The process of building detailed evidence of the professional standards for teaching and leadership would not be repeated two years running and, instead, the professional standards would be used to enable an acceleration of professional awareness and skill.
- Schools hosting the NQTs would be able to contribute fully to the work of the ITE / school partnership in the knowledge that any individuals placed with them were benefitting.
- The current concern around the quality of generic professional learning experiences for a large proportion of each cohort of NQTs would be addressed.
- The high-level commitment, expertise, experience and skill of the people currently working as regional induction leads should be utilised to focus upon the professional extension of NQTs and the further development of HEI / school partnerships.
- Those enrolled teachers in the NQT induction period who require additional support would be identified early and clear procedures adopted to both enable development and ensure proficiency.
- The provided days for additional professional learning would be carefully managed to ensure high quality professional learning opportunity, including expected engagement and application of research and theory.
- There would a greater likelihood of teachers enrolling for Master's level study in subsequent years.
- Individuals and schools would receive timely and coherent information.
- The record would show individuals as enrolled teachers and they would be less likely to be lost to the system.
- The PebblePad development would benefit from the immediate insight of users.

Appendix D: What might be some of the questions or doubts about moving to the suggested arrangements?

- **Issue:** The creation of *enrolled teacher* and *registered teacher* status could cause further confusion in a crowded field of confusion.
Response: The two levels are very clear in that a teacher may only join the register of teachers for Wales upon successful validation at the end of the NQT induction period. Prior to that all experience is as an enrolled teacher.
- **Issue:** The perceived loss of the additional 10% non-class-based time would be a disincentive: currently there is so much for NQTs to do and come to terms with that this breathing space is an important feature of their induction period.
Response: The current 10% additional non-class-based time serves to emphasise the lack of professional stature and expectation of the new teacher. Too much of that time is spent on procedural documentation. The new teacher often wonders whether they will be able to make the transition to 'main scale' with an extra 10% demand. The provision can emphasise dependence rather than progress. The 'reduction' is only the allowance lost during the validation period, which totals six days. The professional learning opportunity provided by the school and regional consortium will be of higher quality and value than the perfunctory clerical routine for which the time is currently so often used. In the suggestions, significant and dedicated time would be provided for high level professional learning, being encouraged to think, act and behave as a professional and be part of a team.
- **Issue:** Managing the placement of supply teacher NQTs for the validation period would be complex and difficult.
Response: The number of supply based NQTs coming to the point of the validation period each term would be limited and the flow relatively gentle. Securing places would be a case of partnership between agencies working well. Schools would get a highly motivated individual.
- **Issue:** Having no limit on the number of validation periods that an individual can undertake risks allowing teachers of poor quality to enter the register of teachers for Wales.
Response: There is more risk with a 'pass or fail' system. The tendency to allow an individual to pass rather than pronounce failure and end their career prospects is common in all professions. It is less final for all concerned to determine that the expected standard is 'not met'. While some individuals will repeat validation, very few will repeat more than once. To recognise that an individual has 'not met' the expected standard is a good and professional decision.
- **Issue:** The removal of the role of EV would mean the loss of expertise to the system.
Response: Those currently working as EVs could be engaged as IMs for NQTs currently in the system from previous cohorts who are working on a supply basis.
- **Issue:** Supply agencies would resent being inspected.
Response: The professional circumstances of NQTs are vitally important to their development and welfare and this is a legitimate area of concern.

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