

ADVANCING PROFESSIONALISM IN TEACHING

The Report of the Review of Teacher Employment in Scotland

September 2011

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Comment from the Chair

Education is of paramount importance to the future of society. It has the potential to set each of us on a personal journey of discovery, allowing us to better engage with the world, and to secure a sustainable future for ourselves and our families. It equips us for life. Alongside parents and guardians, the teaching profession is central in ensuring our children and young people reach their full potential.

In January 2011, the Scottish Government asked me to Chair a Review of the Teachers' Agreement¹, which was negotiated following the report of the McCrone Inquiry² in 2000. This Agreement defines the terms and conditions of employment of teachers in Scotland. A seven member review group was formed and tasked by Government to consider evidence and make recommendations on future terms and conditions of teachers' employment which would secure improved educational outcomes for our children and young people.

Teachers, employers and trade unions hold strong views about the issues raised by the Review, and acknowledge that the financial context within which it has taken place is challenging. Local authority budgets are shrinking, a new curriculum is being implemented and wider changes to the way in which public services will be delivered are being considered. Together these factors have a significant impact on the education sector. The debate about priorities within education is healthy, and we have been impressed by the passion with which views have been expressed. With this in mind, I would like to assure all those with an interest in Scottish education that we make our recommendations on the basis of a considered assessment of the evidence we have received. Our raw material has included the outcomes of meetings with teachers, employer's representatives, parents, schoolchildren and other interested parties. We commissioned research and issued a call for evidence which received almost 3,400 responses, some of which were very detailed.

Taking the 34 recommendations in this report, together with those made by Professor Graham Donaldson³ in his report on teacher education, I believe we have the potential to develop and strengthen teaching in Scotland while improving outcomes for children and young people. This goal is vital to the future of Scotland and to all current and future learners in our schools.

Professor Gerry McCormac
Chair of the Review

¹ A Teaching Profession for the 21st Century: Agreement reached following recommendations made in the McCrone Report (Ministerial Implementation Group 2001)

² A Teaching Profession for the 21st Century: Report and Appendices (McCrone Inquiry, 2000)

³ Teaching Scotland's Future (Graham Donaldson, 2010)

Acknowledgements

The seven members of the Independent Review of Teacher Employment would like to thank all those who engaged with the review process. We are grateful that so many people provided written evidence, which we have studied, deliberated on, and used to inform our recommendations. We are also grateful to the teachers, their representative groups, schools, employers and other organisations that we met face-to-face. The open and honest discussions were enormously helpful in informing us of the strength of feeling about the terms and conditions of employment within the teaching profession. They also contributed to our appreciation of the changes required to respond to the evolving needs of society and to realise the full potential of Curriculum for Excellence.

Throughout the review process, we have been met with a genuine willingness to embrace change where that has the capacity to enhance the teaching profession and improve outcomes for our children and young people. There was widespread acceptance of the difficulties presented by the current economic situation and recognition, from everyone we spoke to, of the paramount importance of a high quality education system, led by high calibre teaching professionals who ensure our children and young people have the knowledge, skills and resilience to contribute to and succeed in, an ever changing world.

We are grateful to the Children's Parliament for gathering views from children and young people in Scotland, and we also wish to thank George Street Research for analysing the responses to the Call for Evidence. Thanks are also extended to Professor David Bell for his research on teachers' pay and conditions. These reports form part of the evidence used in the Review.

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SECTION 1

The Case for Change

1.1 Scotland has a long-established international reputation for the importance it attaches to education and for the quality of its educational provision. There is a strong political and professional consensus that Scotland's young people should benefit from teaching of the highest quality, designed to allow them to become responsible, well-rounded, productive and successful individuals and citizens. This Review shares that ambition. It is in this context that we have been asked to examine the current terms and conditions of employment of teachers in Scotland and to make recommendations to enhance professionalism in teaching in ways which ensure the best possible outcomes for children and young people.

1.2 The background to this Review is complex, posing many challenges for everyone engaged in Scottish education and in public service more generally. It is evident that further improvement in the quality and effectiveness of all public services is necessary and will have to be achieved in ways which make efficient use of limited resources. Success will depend, in large measure, on the creativity and commitment of everyone involved. That context has inevitable implications for our schools and the teaching profession. While our recommendations build on the strong platform created over the decade since the publication of the McCrone Report, they also recognise that much has changed in education and in the wider economic, political and social environment over that period. As a society we will require a collective determination to respond creatively to the changed circumstances and we must ensure that educational opportunities for children and young people are enhanced and not diminished by these circumstances.

1.3 The established strength of the Scottish education system provides firm foundations upon which to build. The 2009 report by Her Majesty's Inspectorate of Education (HMIE) 'Improving Scottish Education'⁴ highlights a number of positive features of the country's education system, including a well-qualified and committed teaching profession that provides a positive and stimulating environment for young people's learning. Most young people respond positively to their school experience and many achieve to an exceptionally high level. Recent years have seen significant improvements in education leadership, with Scotland being recognised as a leading nation in its approach to self evaluation and school improvement.

1.4 Despite these undoubted strengths, other HMIE evidence, combined with PISA⁵ data, makes sober reading. Both show that Scotland has still to address fully some longstanding educational issues and is standing still in terms of its relative international performance. The gap between the performance of the lowest 20% and the average, in terms of learning outcomes, has not changed since 1999 and is greater than in comparable countries. In the OECD country report on Scotland in 2007⁶ it was stated that

"In Scotland, who you are is far more important than what school you attend... the school system as a whole is not strong enough to make this matter".

⁴ Improving Scottish Education (HMIE, 2009)

⁵ The Programme for International Student Assessment (PISA) is a worldwide [evaluation](#) of 15-year-old school pupils' scholastic performance, performed first in 2000 and repeated every three years. It is coordinated by the [Organisation for Economic Co-operation and Development](#) (OECD), with a view to improving educational policies and outcomes.

⁶ Quality and Equity of Schooling in Scotland (OECD, 2007)

1.5 In other words, Scottish schools could and should do more to reduce the inequalities in our society. The messages regarding underachievement are therefore clear, and those teaching in areas of multiple deprivation have a particularly difficult task. The recent Christie Commission Report⁷, the recommendations of which are yet to be fully discussed, commented on the impact of deprivation on life expectancy and health. It highlighted that the gap in healthy life expectancy between the 20% most deprived and least deprived areas, has increased from 8 to 13.5 years since 1999. While teachers alone cannot be expected to solve issues of this magnitude, schools do play a critical role in helping to break the cycle of deprivation and underachievement. A teacher in Scotland therefore, not only requires the necessary skills and confidence to deliver high quality teaching, but must also have the capacity to interact with families, communities and the wider set of services responsible for the welfare of children.

1.6 Ensuring our education system anticipates and addresses the rapidly changing and highly variable educational needs of children is a central professional and policy concern. The nature of the world in which today's pupils will live their adult lives cannot be predicted with certainty, but it is likely to be characterised by an increasingly fast pace of change. We are already experiencing the powerful impact of global interdependence and competition, allied to the transformative effects of technological advances, on all our lives. Twenty-first century Scots require high levels of skill and resilience if they are to thrive in that world. Education has never been more important in meeting that need.

1.7 In education, the policy and professional responses to these new challenges are captured in the broad reform programme associated with Curriculum for Excellence. Unlike previous major curricular changes, Curriculum for Excellence includes changes in governance and culture as well as more specific implications for content, methods and assessment. It covers the entire 3-18 age group, providing opportunities to build coherence and progression throughout a young person's educational journey. It establishes firm expectations about the nature of general education as an entitlement for all young people up to age 15, developing their capacities as successful learners, confident individuals, effective contributors and responsible citizens. It also establishes new requirements for smooth progression between stages, and for better blends of subject and inter-disciplinary learning. Teachers will work more closely together, learning from each other, developing common understanding of standards and appropriate assessment. Curriculum for Excellence also expects teachers, individually and collectively, to shape the curriculum and to think creatively about matching their teaching to the needs of the young people and desired learning outcomes.



⁷ Commission on the Future Delivery of Public Services (Dr Campbell Christie, 2011)

1.8 Curriculum for Excellence has major implications for the teaching profession. A review of teacher education in Scotland undertaken by Professor Graham Donaldson in 2010, *Teaching Scotland's Future*, (the Donaldson Report) provides the basis for enhanced quality and leadership in the teaching profession. When considered alongside the recommendations in this report, and potentially also those of the forthcoming Review of Devolved School Management⁸, there is an opportunity to make a significant positive change to the educational landscape in Scotland. The Donaldson Report examines the qualities and skills required for twenty-first century teaching and leadership, and it makes 50 recommendations to strengthen the profession. The Scottish Government has accepted Donaldson's findings and has charged a National Partnership Group with taking forward implementation of many of his key recommendations. Its implementation will be key to the successful realisation of Curriculum for Excellence.

1.9 The Donaldson Report also sees teachers as increasingly expert practitioners whose professional practice and relationships are rooted in strong values. The vision is of teachers who take responsibility for their personal professional development and who build their capacity to contribute to the collective understanding of the teaching and learning process. It sees professional learning as an integral part of educational change, acting as an essential part of well-planned and well-researched innovation. This Review endorses that view of teaching, and our recommendations are designed to support the work of the National Partnership Group by establishing appropriate terms and conditions of employment for teachers.

1.10 The challenge facing this Review, therefore, is to consider the ways in which teachers' terms and conditions of employment can best support and sustain Scotland's ambitious education agenda for successive generations of young people. They need to:

- build the capacity of the profession to improve outcomes for learners;
- strengthen the quality of teaching and leadership;
- promote collegiality and partnership working, not just with other teachers but with all of those who can assist young people's growth and learning;
- enable necessary efficiency and flexibility; and
- embed a culture of self-evaluation and improvement based on impact on young people's learning.

1.11 As both McCrone and Donaldson envisaged, Scotland needs a reinvigorated professionalism in teaching within which the driving force continues to be the best interests of young people. That professionalism needs to be buttressed by contractual requirements which provide consistency and fairness but also depends crucially on all teachers embracing professional obligations which go beyond that which can or should be embodied in a contract.

⁸ Review of Devolved School Management – Published Recommendations (David Cameron 2011)

1.12 Many stakeholder groups who gave evidence eloquently made the point that Scottish education following the McCrone Report and the subsequent Teachers' Agreement has been very different from the preceding period – one characterised by perceptions of low teacher morale and an ongoing threat of industrial unrest. The Teachers' Agreement undoubtedly helped usher in a decade of calm in Scotland's classrooms while, at the same time, helping to enhance professionalism in teaching. Most of the stakeholders we met said it was essential to ensure that legacy was secured. This is a sentiment we support.

1.13 Throughout this Review we heard a great deal about the success of many of the recommendations of the McCrone Report, subsequently taken forward in the Teachers' Agreement. Indeed, in an Audit Scotland report in 2006⁹ and a subsequent HMIE report in 2007¹⁰, it was acknowledged that there had been a wide range of benefits from the Teachers' Agreement including helping to maintain a period of stability in education, and the introduction of an induction year for newly qualified teachers, which is seen as a 'gold standard' and envied by many other countries. Additionally, talented young people are now choosing teaching as a career with a 10% increase in the number of teachers under the age of 40 in the profession since 2003. Over the same period average class sizes have reduced. Attainment has also improved, for example in 2000, 6.6% of school leavers gained no qualifications at all, compared to 3.3% of leavers in 2008/09¹¹. While these successes are welcome, both HMIE and Audit Scotland concluded that they have not as yet impacted sufficiently on the learning of all young people. Some of the intentions of the McCrone Report have not been fully realised and elements of the Teachers' Agreement have not been fully implemented or have given rise to unintended and unhelpful consequences.

1.14 Full realisation of the potential of Curriculum for Excellence can only be achieved through the professionalism of teachers, working as leaders of the educational process, engaging with others who can contribute to the diverse educational and social needs of children and young people. Flexibility was identified in the McCrone Report as essential and vital to the future of education in Scotland. However, the degree of flexibility envisaged was not sufficiently embedded in the current terms and conditions and we aim to address this through some of the recommendations in this Report.

1.15 The available evidence suggests that well-trained, high-quality teachers working in our classrooms produce positive learning outcomes for young people. Thus our emphasis should be on attracting, developing and retaining individuals as teachers who are highly skilled, have strong personal competence in numeracy and literacy whilst being reflective and committed to professional growth and development. Once in the classroom, these teachers must be able to adapt to an ever-changing environment, reflect on their practice, and develop their skills as their careers develop. An excellent teacher should be open to change and to new ideas, using their experience and research evidence to evaluate and adapt potential innovations to ensure

⁹ A first stage review of the cost and implementation of the teachers' agreement: A Teaching Profession for the 21st Century (Audit Scotland, 2006)

¹⁰ Teaching Scotland's Children (HMIE, 2007)

¹¹ Summary Statistics for Schools in Scotland (Scottish Government, 2010)

benefit for pupils and for fellow educationalists. In our view it is also critical that a teacher is not perceived as being a lone figure with responsibility for their class or subject. On the contrary, the modern teaching professional must be a contributing team member delivering a wide-ranging curriculum tailored to the needs of every pupil.

1.16 The Scottish Government has accepted Donaldson's call for leadership to be prioritised as a second main determinant of educational success. As with teaching, the nature and scope of leadership requires to be clearly understood in the emerging educational environment. The qualities associated with leadership should be nurtured and developed from the start of a teacher's career as part of a more collegiate culture which encourages initiative and teamwork. We have considered the implications of this in making recommendations about terms and conditions, particularly in relation to mentoring, team-working, evaluation and impact. Similar considerations have been taken into account as we looked at career structure and the future of the chartered teacher grade.

1.17 Our analysis of the evidence gathered during this Review has led us to the view that it is necessary to adapt terms and conditions to ensure that our highly trained and committed teachers, together with those in formal leadership roles, have the confidence and skills to deliver the kind of excellent education which Scotland's learners deserve. If adopted, we believe our recommendations will benefit all staff in schools and contribute to improved educational outcomes for Scotland's children and young people.

1.18 In both the current and foreseeable financial climate, the issue of affordability cannot be ignored. In particular, difficult choices will have to be made about the relative importance of the size of the workforce in relation to other spending priorities. In an ideal world there would not be a trade-off between teacher numbers and teacher quality. However, that is not the position we are in. Evidence, including from some stakeholders, suggests that maintaining a low pupil-to-teacher ratio does not necessarily result in improved outcomes. Improving teacher quality and enhancing the sense of professional purpose in teaching is a better indicator of improved outcomes for children and young people^{12/13}. We are therefore of the view that while the existing pupil teacher ratio should be maintained, the kind of further marginal reductions in class size which are likely to be possible in the medium term should not be pursued at the expense of raising overall teacher quality.

1.19 'Advancing Professionalism in Teaching' is the goal of this Review. We have sought to make recommendations that emphasise the importance of high quality teaching, contribute to a working environment that is rewarding for teachers, provides the taxpayer with value for money and allows our children to flourish in a rapidly changing and complex world.

¹² How the world's best performing school systems come out on top (McKinsey and Company, 2007)

¹³ Pay and Conditions of Scottish Teachers: Recent Evidence (Professor David Bell, University of Stirling Management School, 2011)

SECTION 2

The Review in Context

2.1 Teaching as a profession was under growing pressure at the time of the McCrone Report. Low pay, long hours of work and low morale had paved the way for significant industrial unrest and created a feeling that the teaching profession was not valued by society. There were concerns about recruitment to the profession and about the capacity of teachers to deliver education in a system that focused more on plans than on outcomes and which seemed constantly to be required to respond to the next 'new' initiative.

2.2 The McCrone Report sought to address these and a number of other issues which were seen as contributing to a profession in decline. Issues such as the prescription of allowances, duties, and other conditions of service, laid down in a scheme whose provisions had statutory effect were seen by McCrone as inflexible and not conducive to the changing needs of the education system. They reported that "the teaching profession of the twenty-first century needs a more flexible, collegial framework if it is to rise to the challenges it faces".

2.3 The Teachers' Agreement of 2001 which followed the McCrone Report set out a number of major changes to the professional terms and conditions of teachers. These included a 23% pay increase over three years for all teachers, a new, simplified career and salary structure (including a new chartered teacher grade), new working time arrangements, lower limits on class contact time, a greater emphasis on Continuing Professional Development (CPD) for all teachers, and increased support staff provision.

2.4 Eleven years on from the original McCrone Report and in light of a number of reports, including the 2007 country report on Scotland undertaken by the OECD and the most recent Programme for International Student Assessment (PISA) study, it is clear that Scotland has not improved its position as a mid-ranking performer. As part of the recent spending review agreement with the Convention of Scottish Local Authorities (COSLA), an independent Review of Teacher Employment in Scotland was set up (this Review) in January 2011 by Michael Russell, Cabinet Secretary for Education and Lifelong Learning (remit of the Review and details of its membership is provided in Appendix A).



2.5 It is important that this Review is seen in context. In 2010 local authorities employed more than 52,000¹⁴ teachers (full time equivalent) in Scotland and spent just over £5 billion¹⁵ on school education, with approximately £2.4 billion¹⁶ covering teacher salaries. With recent financial pressure on budgets, savings are being sought by local authorities. Teachers and their representatives are concerned that both affordability and the removal of ring-fencing on education budgets, following the concordat between the Scottish Government and local authorities in 2007, may have a detrimental effect on education services in Scotland. While conscious of affordability, we have, throughout this Review and in making our recommendations, remained focused on the opportunities to improve outcomes for learners.

2.6 Education in Scotland is served by a teaching profession that is committed, energetic and hard working, and which does a very demanding job in what are often difficult circumstances. Schools in Scotland vary in size and teachers face a diverse set of circumstances that can include, in some instances, teaching pupils from multiple class years, teaching in remote rural schools or in schools located in dense inner city conurbations. In addition, the children and young people that teachers are tasked with educating can be equally diverse; some are from affluent families, others suffer great deprivation.

2.7 Tackling social deprivation requires significant levels of care and attention, and it is teachers who are in a position to observe, identify and request assistance to help reduce impediments to learning. While the teachers' primary role is to teach, teachers across Scotland currently identify and respond to the wider needs of their pupils. In addition to being a skilled professional in the classroom, the modern teacher must have an awareness of a whole series of policies and initiatives ranging from curricular change in the form of Curriculum for Excellence through to multi-service work under the Getting it Right for Every Child (GIRFEC) banner. A teacher in Scotland not only needs the necessary skills and confidence to deliver a high quality education programme, but must also have the capacity to interact with the wider set of services responsible for the welfare of children.

2.8 Our education system should have the capacity and flexibility to deliver the outcomes identified within Curriculum for Excellence, irrespective of the background of the pupil. In facilitating this outcome our teachers should, in the words of the Donaldson Report, embrace the concept of "extended professionalism" and be able to go "well beyond recreating the best of current and past practice" to ensure the best possible outcomes for learners.

¹⁴ Summary Statistics for Schools in Scotland (Scottish Government, 2010)

¹⁵ Scottish Local Government Financial Statistics (Scottish Government, 2011)

¹⁶ Staff Pay Census (Scottish Government, 2011)

SECTION 3

Twenty-First Century Teaching: A Profession Focused on Outcomes

3.1 A revised outline of teacher duties was agreed as part of the Teachers' Agreement and is commonly referred to as Annex B. The outline was not intended to function as a prescriptive list but to provide general guidance for the development of specific job descriptions in local authorities.

3.2 A list of tasks that should not be routinely carried out by teachers was also specified in Annex E of the Teachers' Agreement.

3.3 The majority of responses to the call for evidence (64%) considered the prescribed set of duties in Annex B to be suitable for a profession implementing Curriculum for Excellence. Educational establishments, unions and professional bodies were least supportive of change to Annex B, while organisations such as local authorities and parents/carers groups were most supportive of revisions. The substantive responses and the input from Review Group meetings we held with stakeholders, focused mainly on a perceived need for revisions to teachers' duties based on outcomes and competencies. On balance, our view is that prescription of what a teacher of a given grade should and should not do, places the emphasis on inputs, whilst what is required of professionals is a focus on outcomes and the standards that are expected of teachers at each grade.

3.4 A similar view was expressed in the 2006 Audit Scotland report which highlighted the need for the Scottish Government, teacher organisations and local authorities to agree a comprehensive set of outcome measures against which current and future investment in education could be assessed. That report identified indicative measures of outcomes such as: the impact of educational attainment, improvement in classroom practice and the quality of educational leadership. We believe it is essential, as budgets come under pressure, that there is a clear link established between investment in education and outcomes.

3.5 We are of the view that Annex B should be replaced by a set of standards which support the objectives of Curriculum for Excellence. The revised standards should be pupil centred while encouraging a culture of partnership and collegiality. They should also have associated with them, clearly defined and measurable outcomes. The standards should apply to all teachers working in Scotland. We are aware that the General Teaching Council for Scotland (GTCS) is now taking steps to revise the current set of professional Standards and we are of the view that our recommendation regarding the removal of Annex B should be factored into this work.

3.6 As with Annex B, the majority of responses to the call for evidence (54%) considered that it was not necessary to revise the tasks in Annex E of the Teachers' Agreement i.e. those duties that should not routinely be carried out by teachers. While we accept that there are duties which are best performed by individuals other than teachers, and that the main focus of teachers' work should be to lead the learning of children and young people, sensible flexibility within a school – that does not detract from the core educational role of the teacher – should be the norm. We do not believe that it is appropriate to specify what a teacher should not do, as per Annex E of the Teachers' Agreement. We therefore recommend the removal of Annex E.

3.7 In its 2007 report “How the world’s best-performing school systems come out on top”, McKinsey and Company state that:

“The top-performing school systems recognise that the only way to improve outcomes is to improve instruction: learning occurs when students and teachers interact, and thus to improve learning implies improving the quality of that interaction.”¹⁷”

3.8 We are firmly of the belief that developing the profession and continuing to improve the performance of teachers through career long Professional Review and Personal Development (PRPD) and appropriate recognition and reward is the surest way to improve educational outcomes.

3.9 The McCrone Report recommended that immediate steps were taken “to introduce universal review procedures in line with best practice identified across Scotland”. It also suggested that “any system of Review should be based on an agreed job description and individual personal objectives, relating both to the overall objectives of the school and to the professional development of the individual.” However, evidence to this Review makes it clear that the review process, which was subsequently put into place, often lacks credibility and is subject to wide variation in practice nationally. We remain convinced that a revitalised system of review and development is required as an integral part of enhancing professional standards and raising the quality of teaching and learning. All teachers, irrespective of grade, should therefore be engaged in a worthwhile review process which relates professional development to its impact on learners; everyone engaged in that process should be provided with mandatory training to make the system effective.

3.10 In our view, annual reviews should provide opportunities to identify development needs, recognise good performance, and more effectively address underperformance. The starting point for the process should be self evaluation by each teacher of their performance in relation to the revised standards described in paragraph 3.5 above, using evidence which relates directly to the teacher’s impact on their pupils over the year. These evaluations should be discussed with an identified reviewer and a development programme agreed for the year to come, again relating to relevant standards and specified primarily in relation to improvements in teaching and learning. A mid-year reporting stage, when both teacher and reviewer can take stock of progress, should also be introduced. What we propose is a national system for review that dovetails with the GTCS proposals on ‘professional update’ and matches the ambition of teaching as a learning profession. Thus, the concept of lifelong learning and both professional review (evaluating performance across a year) and personal development (individual learning) (PRPD) would be firmly embedded within the review process.

¹⁷ How the world’s most improved school systems come out on top (McKinsey and Company, 2007)

3.11 Furthermore, we are of the view that all staff who contribute to the delivery of education in schools should have agreed objectives and should be engaged in a process of PRPD.

3.12 While the vast majority of teachers perform to a very high standard and are dedicated to the profession, we received some comments relating to how slowly the system responds to addressing issues around poor performance. This is of concern given that children can have their education negatively impacted during the time taken to resolve issues related to poor performance. While we recognise that there are procedures in place for addressing consistently poor performance, we believe that these arrangements could be strengthened through the proposed system of annual review.

RECOMMENDATIONS

Recommendation 1: Annex B of the Teachers' Agreement should be removed and teachers should work to a set of Standards developed by the GTCS as the basis for their professional practice.

Recommendation 2: All teachers should be engaged in a revitalised process of Professional Review and Personal Development which should be implemented consistently and on a national basis¹⁸.

Recommendation 3: Annex E of the Teachers' Agreement should be removed.

Recommendation 4: Other staff, within a school, who contribute to the education of pupils should be entitled to PRPD. These groups of staff should also have objectives agreed and their performance assessed with local needs and the school improvement plan in mind.

Recommendation 5: Staff acting as reviewers in the PRPD process should be properly trained and their involvement in the process should be seen as an important part of their own professional development.

¹⁸ Note on Recommendation 2: All teachers should have a personal development plan which is based on the new GTCS standards, is framed in terms of actions which will lead to enhanced professional capacity and relates directly to intended improvements in teaching and learning. These plans should take into account the school improvement plan and where appropriate, any professional work external to the school with which a teacher may be involved.

SECTION 4

Development of the Profession

Continuing Professional Development

4.1 Prior to the Teachers' Agreement, the quality, frequency and relevance of CPD that teachers undertook during the specified five days per year, was viewed by the McCrone Report as being insufficient to meet the needs of the profession. CPD courses, for the most part, took place during the pupil day or on in-service days and were of questionable relevance to either the professional development of teachers or the needs of pupils.

4.2 The Teachers' Agreement highlighted the importance of CPD and the consequent responsibilities of teachers and local authorities and introduced a suite of arrangements to ensure the teaching profession could continue to develop and meet the changing educational needs of society. An additional maximum of 35 contractual hours per year of CPD was introduced and every teacher was required to have an annual agreed CPD plan and individual CPD record.

4.3 The Audit Scotland report acknowledged the successful implementation of the measures and noted that 93% of teachers that they interviewed said they had a CPD plan and 96% had a CPD record. Two thirds of the teachers interviewed at that time felt that the amount of CPD they undertook was about right, though some concerns were expressed about the available time teachers have to participate in courses and the convenience of the times when courses are held.

4.4 The majority of respondents (58%) to this Review's call for evidence do not see the need for any change to the current CPD arrangements. Those that do identify a need for change (34%) are typically national organisations and headteachers. Suggestions for change included: increased funding for CPD, more targeted and better quality CPD and changes to the timing of available CPD. The quality, impact and monitoring of CPD was also seen as important.

4.5 The Donaldson Report, commended the changes to CPD that were introduced by the Teachers' Agreement and reported of teachers in Scotland that;

"Their contractual entitlement and requirement to undertake paid continuous CPD is the envy of their counterparts internationally."

4.6 The report goes on to say that while there is no lack of provision of courses and resources covering a wide range of topics, there remains a huge variation in the engagement of individual teachers in high quality personal and professional development. The recommendations propose a further shift from set-piece events to more local team-based approaches that relate CPD more directly to its intended impact on educational outcomes for children and young people.

4.7 Inconsistency in the provision of CPD across different local authorities and the lack of alignment with relevant classroom practice was identified as an issue by many of the respondents to this Review. There were calls to develop stronger links between CPD and the existing Professional Review and Development (PRD) as part of an effective formal review process. In line with the Donaldson Report, there were suggestions from a small number of organisations that CPD could be a requirement for continuing registration or re-accreditation with the GTCS.

4.8 The McCrone Report proposed the use of sabbaticals as a means of providing significant additional CPD but this proposal was not adopted in the Teachers' Agreement. While the McCrone Report acknowledged that the costs could be prohibitive for some forms of sabbaticals, it also suggested that cost neutral teacher exchanges between schools and with those universities providing teacher education would be valuable components of CPD activity. We are of the view that teacher mobility between schools and indeed colleges and universities, as part of a well thought through programme of PRPD (as recommended above), would have the capacity to enhance professionalism and aid understanding of the learner journey. It would also allow schools and teachers to build strong links with the wider learning community.

4.9 The Donaldson Report recommended that a greater range of CPD should be formally accredited with a view to the teaching profession in Scotland becoming a 'Masters-level profession'. While that report accepts that the evidence for improvement of educational outcomes as a direct result of Masters qualifications is not yet compelling, a report by McKinsey (2010)¹⁹ 'How the world's most improved school systems keep getting better' suggests that higher skill levels produce more innovative, motivated and fulfilled professionals.

4.10 As discussed elsewhere in this Report it is our view that empowered teachers, working as part of a wider learning community, will lead to improved outcomes for learners. We therefore support the view of the Donaldson Report that teaching should develop towards becoming a Masters-level profession and we would encourage all relevant parties including the GTCS, universities providing teacher education, local authorities and the Scottish Government to support this aim.

4.11 In a survey completed by teachers for the Donaldson Report, 75% of respondents said they were unable to undertake all their CPD and collegiate activities within the allocated time. Although the McCrone Report proposed the allocation of an additional 35 hours of contractual time to CPD, it was never intended that this would be a ceiling on the amount of time spent on this activity. While the vast majority of respondents to the survey (72%) saw the priority for CPD as being to improve teaching practice, a significant minority (19%) reported that they saw it as simply satisfying a contractual commitment. Our view is that the allocation of contractual time to CPD has benefited teaching and this should continue as a professional obligation. However, the 35 hours of CPD enshrined in the Teachers' Agreement should not be seen as an upper limit on CPD, nor indeed as a number of hours to be accrued in a year, but as a basic platform on

¹⁹ How the world's most improved school systems keep getting better (McKinsey and Company, 2010)

which to develop teachers' education, professional development and school needs. The focus of CPD should be the teacher's ability to deliver improvements in teaching and learning.

4.12 We endorse the recommendations within the Donaldson Report on CPD, and would highlight the recommendation stating '*Teachers should have access to relevant high quality CPD for their subject and other specialist responsibilities*' and would elaborate on the meaning of 'other specialist responsibilities'. These should include professional development that focuses on the needs of children and young people to ensure that the knowledge, skills and experience of other professionals who can contribute to the education and well-being of children are effectively harnessed and directed by the teacher. On a related issue we strongly support the GTCS in its plans to introduce a system of re-accreditation, or 'professional update', that would help ensure teachers are maintaining and developing their skills.

4.13 We also acknowledge the recommendations in Chapter 4 of the Christie Commission Report on the Future Delivery of Public Services. The Christie Commission recommends that "the Scottish Government, local government and relevant organisations develop a systematic and coordinated approach to workforce development"; a priority, given that the boundaries between different branches of the public sector are overly restrictive and impact negatively on the delivery of public services. We see benefit in teachers developing a more detailed understanding of other related public services, for example, social work. The proposed PRPD process that we recommend should help ensure teachers are more aware of the role of other professionals working with children and young people.

4.14 We also see benefit from greater interaction between teaching and the private sector and would encourage schools and authorities to continue to develop links with local and national companies. This will benefit teachers by expanding knowledge and could result in new opportunities for pupils.

4.15 As is the norm in most professions, teachers presently use weekends, evenings and other personal time to engage in CPD. Indeed we know that many teachers undertake CPD during holiday periods. The maintenance and development of skills is an essential professional obligation and we are of the view that teachers should use opportunities, such as holiday periods, to engage in high quality CPD activity. However, in line with our view of professionalism, we do not believe that this should be made a contractual requirement at this time. At other times of the year CPD should, where possible, be organised so as not to disrupt normal programmes of learning for children and young people.

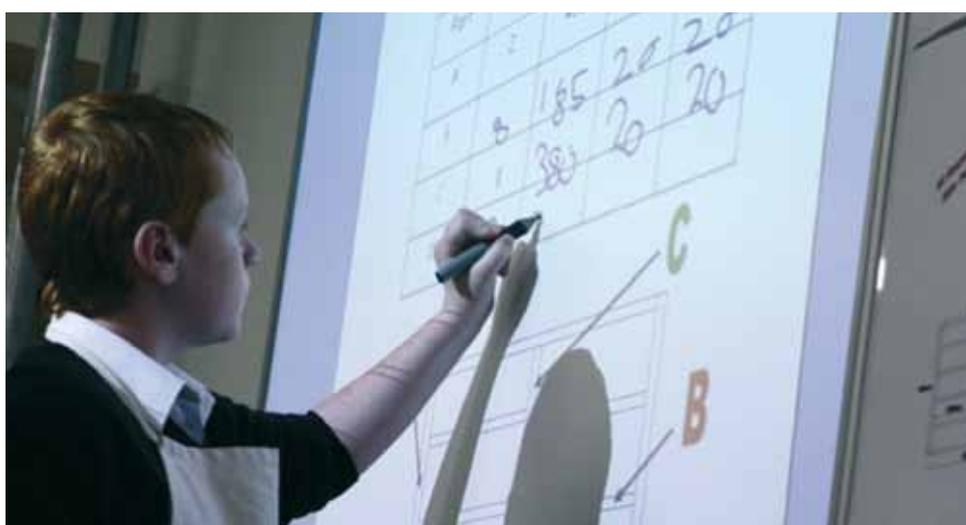
4.16 Throughout the Review process we have heard from some sources that CPD and the related PRD process for headteachers is often of poor quality. We believe that it is important that headteachers are provided with opportunities to identify and address areas of personal development and therefore should be entitled to a relevant PRPD process. A valuable component of PRPD for headteachers might include a 360 degree review on a triennial or more frequent basis. Many professionals in senior management positions find such development tools extremely useful in helping them identify their professional performance and development needs.

Probationer Teachers and Induction Scheme

4.17 The evidence we have obtained almost unanimously supports the guaranteed one-year training contract, the induction scheme and the allocation of a period of protected time for professional development leading to full registration for probationer teachers. These arrangements are seen as a 'gold standard' and have been recognised by other countries as exemplary. We also heard that many probationary teachers, as they progress through the induction year, wish to, and in many cases do, spend more time with their class gaining valuable experience in the process which does not detract from their development.

4.18 We therefore recommend that the arrangements relating to class contact time for probationer teachers should remain, but with increased flexibility that acknowledges the capacity and needs of the individual. Thus the current maximum class contact time of 18.5 hours per week, should be considered as a block of 74 hours per month (4 week period), with the remaining 16 hours protected for professional development. The increased flexibility that this allows would ensure that probationer teachers, on occasion, have the opportunity to experience class teaching for the maximum class contact time, and would provide longer continuous periods of time during the month for activities such as contact with university staff during the induction year. Headteachers should have the capacity to reduce overall contact time for individual probationers depending on the development needs of the individual.

4.19 There may also be benefit in considering class contact time for probationers over an even longer period, such as a term as per the discussion in paragraph 6.8. In considering changes to the way in which the probationary scheme is structured, it will be necessary to ensure that the ongoing educational and developmental needs of the probationer remain paramount.



4.20 We note recommendation 30 of the Donaldson Report which the Scottish Government remitted to us for consideration. Recommendation 30 proposed that:

“The overall level of non-contact time in the induction scheme should build more directly and progressively from initial teacher education. The use made of the time should allow greater flexibility and personalisation.”

4.21 In noting the existing maximum class contact time for probationer teachers, we believe that it would be possible for a probationary teacher, in discussion with their mentor, headteacher or immediate line manager, to adjust the level of class contact time as the year progresses so that towards the end of the induction year, working hours are very close to or equivalent to that of a full-time teacher. Equally, it should be possible for a probationary teacher to request that their level of class contact time is reduced, as and when this becomes necessary.

4.22 We consider that the role played by the probationary teacher’s mentor is vital to the success of a teacher in their probationary year. We also support the assertion made in the Donaldson Report that there would be benefit in all teachers seeing themselves as teacher educators and being trained in mentoring whether or not they have responsibility for mentoring student teachers or probationers at any particular time. In Section 5 of the Report we discuss the possibility of headteachers having the ability to temporarily promote teachers to undertake particular roles within the school. Duties associated with mentoring would be a strong candidate for the use of such an arrangement.

Supply Teachers

4.23 In discussing mechanisms for the development of the teaching profession we believe it is important to consider the needs of supply teachers. While not permanently employed by a local authority we believe that it is essential that supply teachers develop their professional practice by way of structured CPD. We note the work that has already been undertaken in this area by the National CPD Team (now part of Education Scotland) through the CPD Stepin programme.

4.24 Supply teachers should also be entitled to engage with a national PRPD process to allow them to maintain their skills, set objectives and reflect on their work. As many supply teachers work to temporary contracts with a number of schools in a local authority area it is clearly difficult for one school to take responsibility for this process. Nonetheless, it is important that supply teachers should continue to develop their skills and arrangements should be put in place for all teachers on local authority supply lists to engage in a meaningful PRPD process.

RECOMMENDATIONS

Continuing Professional Development

Recommendation 6: Teacher education should be seen as a continuum, building progressively across a career as proposed by the Donaldson Report. We therefore endorse the GTCS plans to develop a system of re-accreditation, or 'professional update', for registered teachers and recommend that this is introduced as soon as possible.

Recommendation 7: The CPD requirements for teachers should be linked to the revitalised national system of Professional Review and Personal Development as described in recommendation 2.

Recommendation 8: The 35 hours of contractual time per year that was allocated for CPD should remain but this should not be viewed as a time limit on CPD.

Recommendation 9: We recommend greater mobility of all teachers, including headteachers, between schools and more widely within the educational sector as a component of CPD to enhance professional development and improve understanding of issues related to the learner journey.

Recommendation 10: A rigorous and relevant programme of CPD should be made available to all teachers; spanning initial teacher education to masters level.

Recommendation 11: CPD should, where possible, be organised so as not to disrupt normal programmes of learning for children and young people.

Probationer Teachers and the Induction Scheme

Recommendation 12: The guaranteed year of employment for all probationary teachers should continue.

Recommendation 13: Class contact time for probationary teachers should not exceed 74 hours over a four week period (or pro-rata to a term), be flexible and allow sufficient time for development needs.

Supply Teachers

Recommendation 14: Supply teachers should have access to high quality CPD and should be entitled to engage in a PRPD process.

Headteachers

Recommendation 15: Headteachers should engage in an appropriate PRPD process that should include professional development tools such as 360 degree review.

SECTION 5

Career Structure

Teachers' Career and Management Structures

5.1 The Teachers' Agreement introduced a simplified four-tier career structure to address what was seen in the secondary sector, as a hierarchical, inflexible system lacking appropriate rewards and, in the primary sector, a lack of management capacity. In response to concern that there were too few opportunities for career progression for teachers who wished to remain in the classroom, a new chartered teacher grade was introduced.

5.2 Some local authorities used the changes to the career structure as part of wider management restructuring and phased in a reduction in the number of middle-managers by giving management and curriculum responsibility for a number of subjects to principal teachers, rather than the previous, single subject which had been the norm.

5.3 The evidence received by the Review was broadly positive in terms of the benefits of the four-tier career structure implemented through the Teachers' Agreement. Specific issues identified related to the comparability of promoted staff salaries between different schools and the consequent potential barrier to staff mobility. Issues around the recently introduced faculty head²⁰ post in some secondary schools, resulting in the removal of some principal teacher posts, were also mentioned frequently in responses to the call for evidence, and in discussions with stakeholders.

5.4 In primary schools, the restructuring has had a positive impact, with the introduction of the post of principal teacher helping to address the issue of limited management capacity and, in some schools, increasing the career opportunities by filling the gap between the headteacher, deputy head and un-promoted teacher. It should be noted that the number of primary principal teacher posts created differs between local authorities and opportunities to progress to this grade can depend on the authority and size of school in which a teacher works. This slightly mixed picture is reflected in the results of the call for evidence where a significant minority of respondents did not agree that the career structure as set by the Teachers' Agreement provided suitable opportunity for promotion to management roles.

5.5 In contrast, the overall reduction in promoted posts in secondary schools has reduced career progression opportunities. Some local authorities have complemented the introduction of faculty posts by providing opportunities for teachers to take responsibility for specific pieces of work, for example, on curriculum development. In some instances, additional non-class-contact-time for those staff in promoted posts, has contributed to an increase in management capacity within schools.

5.6 In considering the available evidence including the Audit Scotland Report, it appears that the consequence of these changes has been that teachers, headteachers and deputies in primary schools are much more positive about the career opportunities afforded by the new structures than are staff in secondary schools.

²⁰ Faculty Heads or curriculum leaders as they are sometimes known are teachers working at Principal Teacher Grade but often have wider responsibility e.g. for multiple subjects as opposed to the traditional single-subject principal teacher role.

5.7 Perceived anomalies in pay and management responsibility and potential disincentives to career progression are two issues that have emerged as a consequence of the current career structure and the use of the job-sizing toolkit. Job-sizing is used to assess the teaching and management responsibilities and place promoted staff on the appropriate point on the pay scale.

5.8 Salary conservation has meant that those who were job-sized at a lower grade retained their previous salary. Where posts were abolished because of the implementation of the new career structure, staff also had their salary conserved. Thus, some teachers on conserved salaries earn an equal or greater salary than someone in a job-sized promoted post, resulting in teachers on conserved salaries not applying for promoted posts. Job-sizing and salary conservation are discussed in more detail in section 7.

Promoted Posts

5.9 The management restructuring in secondary schools undertaken by many local authorities has resulted in an overall reduction in the number of promoted posts in the secondary sector, reducing the potential for career progression. This change in structure was an issue highlighted in the responses to the call for evidence with 19% of respondents suggesting that posts of senior teacher or assistant principal teacher should be brought back into the management structure. In addition 17% of respondents suggested that principal teachers should be re-introduced where they had been removed.

5.10 There is no doubt that the reduction in the number of promoted posts reduces the opportunity for career progression, and may impact upon the efficient operation of schools. To ensure that teaching in Scotland remains an attractive career choice for talented individuals, opportunities must exist for teachers to progress within a well-defined career structure which has an appropriate number and range of promoted posts.

5.11 With this in mind we recommend that more use is made of the existing principal teacher post. For example headteachers and local authorities should be able to promote staff on a temporary basis to the lowest tier (point 1) of the principal teacher scale to allow them to take forward particular pieces of work. We believe a more imaginative and flexible use of the principal teacher grade could lead to teachers being given the opportunity to lead on discrete areas of work while also contributing to the school's overall responsibilities in terms of mentoring and performance management. Other possible roles might include taking a lead in liaising with the wider learning community in the form of work with other schools, colleges or professionals linked to the school (see recommendation 24).

5.12 We are aware that this is already common practice in some schools, and in some local authorities, but are of the view that more flexible use of the principal teacher grade would be advantageous across all parts of the school system. Using the principal teacher grade in this way would be attractive to teachers who are considering leadership roles and wish to gain experience without significantly reducing their time in the classroom. In light of our



recommendations on the future of the Chartered Teacher Scheme below, we are also of the view that the existence of a suitable number of lower grade promoted posts is necessary to allow for gradual career progression and personal development.

5.13 We are aware that a number of authorities have adopted systems whereby schools are allocated points allowing headteachers to determine the number of promoted posts depending on the needs of the school. We endorse the flexibility created by such an approach which also allows for the creation of temporary promotion opportunities. For example, a headteacher could elect to have a reduced number of deputy heads, but an increase in staff working as principal teachers. Headteachers should be free, within budgetary constraints, to create such posts as and when they are required and be accountable for their positive impact on the work of the school. In turn, local authorities should devolve budgetary responsibility for these posts to individual schools.

5.14 We believe that more flexible use of temporary promotions could make a positive contribution to the life of the school and the education of its pupils while potentially encouraging more of the teaching staff to participate in a wider range of activities. Our proposal could be facilitated by devolving some budgetary control to headteachers, which is discussed in the published recommendations of the Review of Devolved School Management chaired by David Cameron.

5.15 While the terms faculty heads, or curriculum leaders are being frequently used by local authorities, in effect these are convenience titles for principal teacher grade. We do not believe it is necessary for this role to be formally recognised within a revised career structure. It is our view that the current grade of principal teacher, effectively job-sized, gives enough scope to recognise and pay teachers in these positions.

Chartered Teacher

5.16 The grade of chartered teacher was created with the intention of rewarding teachers who remained in the classroom and to simultaneously provide encouragement for main grade teachers at the top of their salary scale to engage in a robust, self-funded continuous professional development programme. The design intent was to recognise and reward excellence. To encourage participation in the Chartered Teacher Scheme two routes to chartered teacher status were created; one via accredited prior learning, the other on completion of twelve modules (for each two modules completed a salary increment is awarded).

5.17 As of May 2011, 1,216 teachers have attained chartered status and a further 2,800 are currently on the programme and have gained at least one module²¹. Entry to the accreditation route to chartered status was ended in 2008.

5.18 While we received evidence that demonstrated the commitment and professionalism of many chartered teachers, the widely held view is that the existing cohort of chartered teachers does not singularly represent the best teachers in Scotland. The reasons for this are several; the means of entry to the scheme when it was first created and the self-selection process for entry did not provide a sufficiently robust means of screening applicants; also some of our very best teachers for a variety of reasons have not embarked on the route.

5.19 Until recently, self-selection without approval of a headteacher resulted in instances of headteachers not being aware that staff in their schools had applied for chartered teacher status. This has been revised recently and headteachers must now approve applications for staff to participate in the programme – albeit that this process is still rather light touch. Absence of specific duties attached to the role of chartered teacher means that in some instances, chartered teachers are paid more to undertake the same job they have always done with no improved outcomes for children and young people.

5.20 We heard evidence that there are barriers to participation in the Chartered Teacher Scheme in the form of finance and the time available to complete the modules. Thus some dedicated classroom teachers are unable to embark on the programme of study that would result in achieving chartered teacher status because of other commitments.

5.21 Local authorities have no means of controlling the cost of the Chartered Teacher Scheme because it is essentially self-selecting. Additional salary is, in some instances, paid to staff for little tangible benefit, and indeed we heard evidence that some chartered teachers would prefer that it were not known within their schools that they had achieved the status, lest expectations would rise that they should contribute more. We also heard some evidence that the scheme is seen as mainly academic and did not sufficiently recognise good classroom practice.

²¹ Chartered Teacher Database (General Teaching Council for Scotland, 2011)

5.22 The responses to the Review's call for evidence clearly demonstrate that there are mixed feelings amongst the education community about chartered teachers. Thirty-eight per cent of respondents felt the scheme should be retained, 37% felt it should be amended and 25% felt it should be discontinued.

5.23 We are of the view that the Chartered Teacher Scheme, while laudable in its aims, has not delivered against its stated objectives. The available evidence does not show that the 'best' teachers have remained in the classroom rather than pursuing promoted posts – indeed promoted post holders have commented to us that theirs is a vital role and should not be equated with not wanting to teach or being inferior teachers. Furthermore, the overall contribution made to education in Scotland by chartered teachers does not represent a good investment, due mainly to the lack of any formal role post qualification.

5.24 Taking all the evidence into account, we believe that the Chartered Teacher Scheme should now be discontinued. Our view is that despite positive steps such as the introduction of the revised Standard by the GTCS and notwithstanding the excellent practice we are sure some chartered teachers bring to schools, the concept of chartered teacher has not worked successfully since it was introduced by the Teachers' Agreement. The model by which individuals are able to enter the system without sufficient gate keeping regarding their appropriateness has damaged the credibility of the Chartered Teacher Scheme. Similarly the lack of clarity as to the role of chartered teachers has made it difficult for both local authorities and the teachers themselves to make the most of their skills.



5.25 In place of a system of organised study that leads to a new status and a commensurate pay rise, we believe that consideration should be given to the creation of a system of professional recognition of teachers that demonstrates long term innovative classroom practice. Universities and/or the GTCS could validate tiers of recognition that would be progressive and acknowledge CPD and wider pedagogic and education contributions by individuals. Indeed, involving the University sector in the recognition of good teaching practice, and validating tiers of recognition, aligns with recommendations from the Donaldson Report which suggests it is necessary for schools and universities to develop closer links thereby encouraging a culture of lifelong personal development.

5.26 We acknowledge that removing chartered teacher as a grade within the career structure as set by the Teachers' Agreement could, taken in isolation, be seen as resulting in a flattening of the career structure and a reduction in the opportunities for career development available to classroom teachers. We believe that any such effects from our recommendation to discontinue the Chartered Teacher Scheme will be mitigated, by our recommendations in relation to the more flexible use of the principal teacher grade (see recommendation 18).

5.27 Recommendation 45 of the Donaldson Report, which the Scottish Government remitted to us for consideration proposed that:

“The award of Chartered Teacher status should be based on a range of evidence, including improved teaching skill and significant impact on improving the learning of the young people and colleagues with whom they work. The award should be reviewed as part of PRD and professional reaccreditation. Local authorities should have greater control over the number of teachers who apply for the award.”

5.28 If our recommendation regarding the Chartered Teacher Scheme is accepted and the grade of chartered teacher is discontinued, then recommendation 45 is no longer required.



RECOMMENDATIONS

Career and Management Structures

Recommendation 16: The four grade career and management structure in respect of promoted posts remains fit for purpose and should be retained.

Recommendation 17: Resources should be devolved to headteachers to determine the number and level of promoted posts within the available budget that best delivers the priorities of the school.

Recommendation 18: The post of principal teacher should be more flexibly deployed by local authorities and schools; it should be possible to promote staff to these posts on a temporary basis.

Chartered Teacher

Recommendation 19: The Chartered Teacher Scheme should be discontinued.

Recommendation 20: Skills gained in achieving chartered teacher status should be harnessed and negotiations through the Scottish Negotiating Committee for Teachers (SNCT) should ensure that credit is given for completed modules.

Recommendation 21: A form of professional recognition should be developed by the GTCS and/or universities for teachers who demonstrate long term innovative classroom and collaborative practice or who have a successful history in mentoring or research.

SECTION 6

The School Week

Teachers' Agreement

6.1 In August 2001 the Teachers' Agreement introduced a 35 hour working week for all teachers. The 35 hours were sub-divided into a series of time slots and the maximum teaching time was reduced to 22.5 hours per week for primary, secondary and special school teachers. The equivalent of one third of the revised class contact time (7.5 hours) was set aside for class preparation, marking and the correction of pupils work, and the remaining block of time (5 hours) was to be used to support other activities such as staff meetings, parents meetings and curriculum development to be negotiated at school level.

6.2 During the Review it became clear that many teachers contribute to the education of children and young people outside of the contracted 35 hour week. In his report commissioned for this Review, Professor David Bell noted that it is not uncommon for teachers to work well in excess of 40 hours per week²². While conscious of work life balance, we are of the view that rigid adherence to working times is not typical of the professions, which tend to be outcomes focused. That said, we are of the opinion that the contracted 35 hour working week for teachers should remain.

6.3 The evidence we have obtained would suggest that the total annual pupil/teacher contact time in Scotland is high. Indeed, OECD data²³ suggests that Scottish teachers spend more time in contact with a class than the majority of nations considered by the OECD. Given the evidence we have examined, it is difficult to justify increasing the level of class contact time and we do not believe that doing so would improve levels of attainment. We therefore advocate that the overall annual class contact time should remain at 855 hours. We do however consider that more flexible management of that time would result in improved outcomes for learners and a better working life for teachers.

6.4 While of the view that the total number of contracted hours should remain the same, we recommend a flexible, professional approach clearly allied to positive outcomes for children and young people. We are strongly of the view that the strict division of hours into blocks of time, for teaching, preparation, collegiate activities etc. runs contrary to effective school improvement. Hence, throughout this Report we are recommending that time is used flexibly in the interests of improved outcomes for learners and the professional obligations of teachers.

6.5 The pupil week in schools is 25 hours (primary and special) and 27.5 hours (secondary) both of which are greater than the agreed maximum class contact time for teachers of 22.5 hours in all sectors. In some cases, in some primary schools, this has led to ad hoc arrangements during the pupil week to release the teacher from class. As with many issues considered by the Review, practice across Scotland varies significantly.

6.6 While some commentators have been critical of the way in which the 2.5 hours of non-contact time is covered in primary schools, we have received evidence of good practice in some schools in relation to the use of specialist teachers to cover this period. Such practice can be of considerable benefit to learners.

²² Pay and Conditions of Scottish Teachers: Recent Evidence (Professor David Bell, University of Stirling Management School, 2011)

²³ Education at a Glance 2010: OECD Indicators

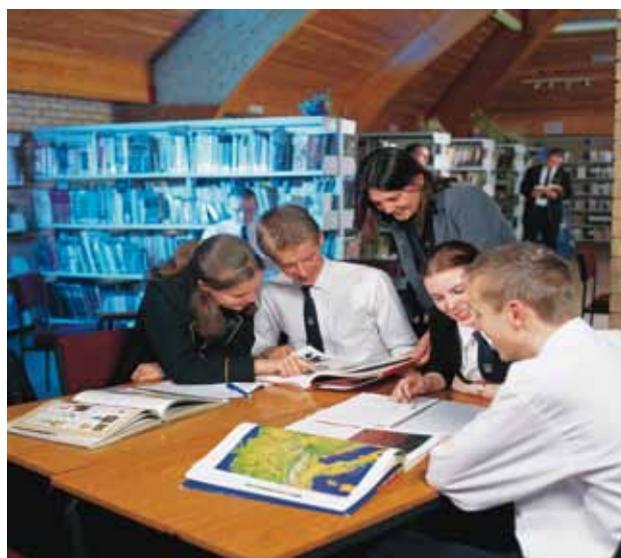
6.7 However, we also received evidence of poor practice in some schools where children from several classes are assembled for activities to cover the 2.5 hours of the pupil week for which their class teacher was not available. We also heard evidence that in some cases, non-class contact time was broken up into very short time slots and therefore was of limited benefit to the teacher in terms of professional activity. We are of the view that both of these practices are disruptive to quality teaching and learning and to positive outcomes for children and young people.

6.8 Rather than considering class contact time on a weekly basis, we suggest there is merit in considering teaching blocks on a 4 week or term basis. In the 4 week model, 90 hours of class contact time could be managed more flexibly, allowing, for example, timetabling that is better suited to the educational needs of children and more beneficial to teachers. Considering class contact time on a monthly basis would potentially allow a teacher, or group of teachers, to plan a full day or even several days out of class that could be used to focus specifically on collegiate working within school or working with other professionals across the local learning community. This approach would also provide greater continuity for pupils.

6.9 Considering class contact time over the length of a term could arguably provide even greater benefits as it would allow the primary headteacher to more readily identify periods when cover arrangements are required. This would create the possibility of recruiting supply teachers for contracts of significant length, with obvious benefits to the supply teacher and the school. Class contact time determined over a term would also maximise the flexibility for detailed planning, preparation, collegiate working and/or high quality CPD. There would also be direct benefits for teachers; allowing them to have longer time spans within which to undertake work outside the classroom.

6.10 While treating class contact time in this way could result in a reduced number of breaks from class for teachers, we are of the view that creating such flexibility is more useful for teachers and, if well managed, would result in tangible benefits for learners.

6.11 It is also our view that the class teacher in primary schools, working in conjunction with their headteacher, should be responsible for the education programme of the children for the pupil day, including those occasions when the class teacher may not be present in the classroom. This would require teachers to plan classes drawing on a range of resources that would enhance the education provision to children during times that they themselves are not in class.



6.12 We accept that this approach is not readily transferable to a secondary school setting where teachers have responsibility for a number of timetabled classes within a subject. Nevertheless, we believe that all teachers, irrespective of the school sector in which they work, should contribute to the programme of learning within the wider learning community. This might include such activities as engaging in cross-curricular work with other departments in schools, work between schools within their local authority area or work with other education professionals. Therefore, it is our view that teachers as professionals have a substantial role in the wider learning community and that a more flexible approach to the use of class contact time would allow more frequent involvement in meaningful collegiate work within the 35 hour week. While this is the case, we believe that ordinarily teachers should remain within the school during the pupil day.

6.13 Evidence indicates that the significant majority of teachers are hard-working and dedicated to their profession. However the strict division of the 35 hours into blocks of time is seen by some as not being open for discussion. We received evidence, mostly from teachers in schools, of frustration at the inflexibility of a small minority of their colleagues. This has created the impression that some teachers opt out of their professional obligations.

6.14 The divisions of time, outside class contact time, into blocks of hours per week we consider to be inappropriate for the teaching profession. We believe that teachers need time to prepare their work and assess the work of pupils. Headteachers must ensure that appropriate time is set aside to allow for this. However, recording of time spent on activities to a high resolution is not typical of the professions and can be counter-productive and act against flexible and innovative working methods.

6.15 While the flexible, professional approach clearly allied to positive outcomes for children and young people that we are recommending was envisaged by the McCrone Report and was included in the Teachers' Agreement, we note that Stage 4 of the transitional arrangements have not been fully implemented. If Stage 4 had been implemented the period of time beyond class contact would be discussed jointly between teachers and school managers as a matter of course.

6.16 In our view teachers, irrespective of sector, should play an active role in the wider learning community and contribute to the development and delivery of a coherent 3-18 curriculum as envisaged through Curriculum for Excellence. The recommended use of time would help all teachers to be actively involved in the learning community that covers the full breadth of this curriculum; allowing them and other education professionals to learn from one another and thus benefit from a deeper understanding of the challenges across the range of school and nursery education. If realised, the educational coherence in the learner journey that would result, would act to enhance the reputation of teachers as the leaders of learning.

RECOMMENDATIONS

Recommendation 22: There should be no change to the length of the current contracted week of 35 hours.

Recommendation 23: Teachers should normally remain on the school premises during the pupil day.

Recommendation 24: There should be flexibility within the 35 hour week to allow teachers to undertake effective collegiate work and play a substantial role in the wider learning community contributing to the development and delivery of the 3-18 curriculum.

Recommendation 25: Marking, preparation and peer review are key elements of the work of teaching professionals and headteachers must allow appropriate time for such core activities.

Recommendation 26: There should be no change to the current 855 hours per year of class contact time.

Recommendation 27: Class contact time for teachers, in all schools, should be considered over a longer period such as a month or a term.

Primary School Teachers

Recommendation 28: All primary school teachers, in consultation with their headteacher, should be responsible for the education of their class for the entire length of the pupil week, although they need not necessarily be in class during all these hours.

SECTION 7

Pay/Job-Sizing Arrangements

Teachers' Salaries

7.1 The Teachers' Agreement brought forward a three year pay award which included a salary increase of 23%, awarded in stages. It was widely acknowledged at the time that teachers' pay was low and had fallen behind levels of remuneration enjoyed by other professions. The increase in pay was clearly welcomed by the teaching profession and was a key recommendation of the McCrone Report.

7.2 In considering the impact of the Teachers' Agreement we felt it necessary to consider whether the current level of teachers' pay remains comparable with other professions and is commensurate, in relative terms, with the adjusted level from a decade ago. With this in mind, we commissioned Professor David Bell of the University of Stirling to revisit the research he had undertaken on teachers' pay for the McCrone Report in 2000. His findings are available on the Review's website at www.reviewofteacheremployment.org and form the basis for our recommendations on pay.

7.3 The research by Professor Bell broadly suggests that teachers' pay remains at a similar level to comparable professional employees in the public sector. Professor Bell states that, "though average weekly pay levels are lower than other professionals comparisons of median pay and average hourly pay cast teacher remuneration in a much more favourable light". This is explained by very large senior salaries, in some professions, which skew the average, an effect mitigated by the use of the median. We note from Professor Bell's report that the impact of the pay increase awarded as part of the Teachers' Agreement has been maintained and that teachers' pay in Scotland remains at a level whereby the pay rises realised between 1999 and 2006 are still retained and hence teachers are currently appropriately remunerated.

7.4 In our call for evidence, the question related to pay resulted in 47% of respondents agreeing that the current level of teachers' pay reflects their status as professionals working within the public sector. Forty-seven per cent of respondents did not agree with this statement.

7.5 While not recommending a change in pay for teachers, we are of the view that pay should be kept under review in light of likely changes to pension allowances which will impact on the overall remuneration of teachers. It is important that teachers' salaries are commensurate with their professional status and remain at a level that ensures teaching is an attractive career choice.

7.6 With that in mind it is our view that teachers on short term supply do not have the same responsibilities as their colleagues in permanent posts and accordingly we believe the level of pay for such posts should reflect the duties undertaken. We believe that the precise arrangements for the pay of supply teachers should be considered by the SNCT.

Job-Sizing

7.7 In our call for evidence we received mixed comments on job-sizing. While some issues raised related to anomalies created between promoted posts in schools in disadvantaged areas and those in more affluent areas, the majority of comments pointed to the recent revisions to the job-sizing toolkit and commented on the relative success of the system.

7.8 Other issues that were commented on included the lack of motivation of conserved salary teachers to move to promoted posts that had been job-sized at a lower grade, and deputy headteachers in smaller schools in disadvantaged areas, earning more than headteachers in more affluent areas in bigger schools. Another anomaly that was highlighted, relates to deprivation payments where pay levels for headteachers in a small school can be greatly affected by the introduction of a small number of children in receipt of free school meals whereas a similar increase in a large school would make no difference. In addition, throughout the Review process, many individuals and organisations have suggested that the job-sizing toolkit has been inconsistently applied across local authorities with the result that similar posts in different authorities are paid at a different level. We would recommend that steps are taken to ensure that there is consistent use of the toolkit throughout Scotland.

7.9 While we believe that the revised job-sizing toolkit is a useful tool, a number of issues have been raised through the Review and these warrant further consideration of both the algorithm and operation. We would recommend that a further review of the toolkit is undertaken by the SNCT. In undertaking this review questions such the anomaly between head and deputy headteachers' pay and the inconsistent implementation of the toolkit should be considered. Other emerging developments, such as shared headteachers should also be reflected within any revision.



RECOMMENDATIONS

Teachers' Salary

Recommendation 29: The level of teachers' pay remains at an acceptable level and does not require to be reassessed in the short term. It is important that teaching remains an attractive career option and pay levels should reflect this.

Job-Sizing

Recommendation 30: There should be a further review of the job-sizing toolkit by the SNCT to address anomalies and ensure consistent application.

SECTION 8

Other Staff in Schools

8.1 The Teachers' Agreement resulted in resources being allocated for the deployment of 3,500 support staff across schools in Scotland to undertake a wide range of tasks and functions such as administration, finance and secretarial services. The purpose of introducing this group of staff to schools was to help manage teacher workload, which in the period leading up to the Teachers' Agreement was seen as being very high and to introduce other professional skills to the education sector as appropriate. As previously discussed, Annex E to the Teachers' Agreement sets out a list of administrative and non-teaching tasks that it was considered would be generally undertaken by support staff. Our views in relation to Annex E are discussed in detail in section 3 and in recommendation 3.

8.2 The support staff recruited as a result of the agreement were mainly classroom assistants (approximately 5,400 currently employed) and administrative assistants such as business managers (approximately 340 currently employed)²⁴. Schools also employ other groups of individuals, including Additional Support Needs staff, to bring specialist skills to children. These cover a range of specialisms including sports coaches, music instructors, art teachers and college lecturers. These professionals are required to be GTCS registered or have a GTCS registered teacher present if they are to take a class.

8.3 In considering the evidence provided to the Review it is clear that the cohort of support staff deployed in schools further to the Teachers' Agreement is very highly valued. 84% of respondents to the call for evidence felt that support staff have had a positive impact on the learning of pupils with many respondents emphasising that their presence helps teachers to focus on their primary role as classroom leaders. Teachers and their representative bodies are very concerned that, in financially straitened times, classroom assistants and other non-teaching staff will be removed, resulting in a significant increase in workload for teaching staff. In primary schools in particular, we heard that the presence of a second adult in the classroom has significant benefits. We see value in the role played by support staff in schools and believe that any reductions in numbers should be considered against a clear view of impact on pupils.

8.4 While noting the importance of support staff, we believe it is critical to the successful development of a pupil centred education system as envisaged through Curriculum for Excellence, that both primary and secondary schools make the best possible use of all the resources available to them. Regular, structured, involvement with groups such as sports specialists, college lecturers, university staff or local employers, brings additional dimensions to the education being provided to pupils.

8.5 While this type of activity already takes place in schools across Scotland and individual teachers access a wide range of resources for the benefit of their pupils, we are aware of barriers, either perceived or real, that exist and currently prevent pupils accessing the widest possible range of educational experiences.

²⁴ Summary Statistics for Schools in Scotland (Scottish Government, 2010)

8.6 Principal amongst the issues raised with the group was the GTCS requirement for registration before individuals are permitted to work directly with a class. There are strong arguments supporting this position, given that teaching is a graduate profession requiring an appropriate teaching qualification to teach in Scotland. Thus the bar for entry to the profession is admirably high and this is not something we would wish to see altered. However, we are of the view that while teachers, as leaders of learning, must be registered, placing this requirement on external experts is overly restrictive and risks denying access to potentially valuable experiences for children and young people.

8.7 As previously described in section 6, we envisage a system in which the classroom teacher is responsible for pupils' education for the entire length of the pupil week, including those times when the teacher is not in direct contact with a class. It should be possible for a local authority, headteacher, teacher, or a group of teachers within a school or across a wider learning community, to identify, vet and then introduce external experts as per the needs of their pupils. These external experts could work in conjunction with teachers while they are in the classroom but crucially our view is that this group of staff could, if properly skilled and vetted, be deployed in the classroom without the class teacher present. Determining whether an external expert could lead a class on their own should be a decision made by a headteacher and overall responsibility for children's learning would remain with the class teacher.

8.8 It is important to view this discussion in light of our earlier recommendations which place the teacher as the leader of learning. We propose that teachers should be at the centre of an extended team of education professionals and should lead the deployment of expertise in the classroom. This, in our view would act as a significant enhancement to the role of the teacher as a professional by extending their influence over the breadth of resources that they can deploy. We believe empowering teachers to draw additional resource to the classroom will help deliver a strong, diverse and pupil centred curriculum.

8.9 Our recommendation in this area, it must be emphasised, is not driven by potential financial savings. On the contrary, we would argue that a teacher empowered to lead a team and draw on a wide range of expertise will have their professional status enhanced. This vision is supported by the findings of the 1999 Accounts Commission/HMIE Report, *Time for Teaching* which argued that a team ethos should be created that embraced the role and contribution of all members of staff²⁵.

8.10 Throughout this process we have heard evidence of poor practice in relation to the management of non-class contact time, particularly in the primary sector. We believe that allowing for planned periods where a class benefits from the contribution of a vetted, external expert on a given subject, has considerably more merit than, for example, assembling children in very large groups to engage in activity that is more about keeping them occupied than it is about their learning experience.

²⁵ Time for Teaching: Improving Education in Schools (Accounts Commission/HMIE, 1999)

8.11 As discussed we do not believe that only registered teachers can work directly with a class as part of a planned, teacher-led education programme. We do however believe that the GTCS could help in assuring both teachers and parents that a wider group of professionals working in schools are appropriately skilled by validating local authority schemes for the approval of external experts. It is important that any validation processes that are developed are not overly burdensome while ensuring that external experts can play an effective role as part of a teacher-led education team.

8.12 To be clear, we do not view this as a form of registration by the GTCS, but feel that the GTCS could play a useful and relatively light touch role in helping to set criteria for engagement of such individuals. Standard arrangements in terms of disclosure certificates for working with children and young people would apply.

RECOMMENDATIONS

Recommendation 31: The involvement of external experts in the delivery of teacher-led school education should be facilitated. Schools should be encouraged to draw on appropriately skilled individuals to enhance the learning of pupils. Headteachers should determine whether these individuals may work directly with a class on their own.

Recommendation 32: The GTCS should develop a validation process to assist local authority schemes for the involvement of specialists who can contribute to positive learning outcomes for pupils.

SECTION 9

Negotiating Machinery

9.1 The Teachers' Agreement established a tri-partite national negotiating body, the SNCT, whose membership is drawn from the Scottish Government, employers and teacher unions to consider salaries and conditions of service. The Teachers' Agreement also established Local Negotiating Committees for Teachers (LNCT) at which certain devolved conditions could be discussed at local authority level.

9.2 The overwhelming view from organisations and individuals that responded to the call for evidence was that the negotiating committees worked well. Eighty-three per cent of respondents suggested that the SNCT had performed either well or satisfactorily since its inception. Undoubtedly, the recent and very difficult SNCT negotiations that led to the agreement of May 2011 have led some to question the effectiveness of the body, though despite these circumstances few called for substantial change. Some stakeholders have suggested that the SNCT is an inherently slow body that can take a very long time to conclude elements of its business.

9.3 Similarly, 82% of respondents felt that arrangements for local negotiating committees for teachers have performed either well or satisfactorily with regard to teachers' conditions of service.

9.4 These views were strongly echoed in the meetings we held with stakeholders. Most stakeholders were of the view that the strength of the SNCT lies in bringing the Scottish Government, teacher unions and employers in the form of COSLA around a table to jointly work on national issues relating to conditions of service. It is noteworthy that the negotiating mechanisms have held firm and all bodies have remained at the table, achieving agreement, despite the acknowledged difficulty of the recent SNCT discussions.

9.5 Despite these positive aspects of the negotiating machinery we note that the SNCT has not been successful in the delivery of all aspects of the Teachers' Agreement. In particular stage 4 of the arrangements governing the working week has never been achieved, despite the expectation that this would be reached by 2006. We are of the view that if this had been completed, some of the recommendations in sections 4 and 6 of this report would not be necessary.

9.6 In considering the evidence submitted to the Review and reflecting on the period of industrial unrest before the Teachers' Agreement, we are of the view that the SNCT has generally worked effectively within its remit and change is not necessary. Similarly, arrangements for local level negotiation have worked effectively and again no change is being recommended. However decisions taken by the SNCT impact on the way in which the school education service is delivered and we would strongly recommend the Committee to remain conscious of the effect its actions have in terms of the educational experience of children and young people in our schools. In addition, we consider that the SNCT should ensure that their deliberations take into account the wider educational context.

9.7 We are of the view that the concept of school-level negotiation through which management teams agree activity for the coming year with staff requires to be reconsidered. Arrangements by which a headteacher negotiates a programme of activity with staff in our view detracts from creating a sense of shared purpose within a school and runs contrary to effective school improvement. Accordingly we do not believe that what should be a collegiate discussion about how the school will operate throughout the school year should be treated as a formal negotiation process. These discussions should be collaborative and consultative in nature focusing on creating the best outcomes for the school and its pupils and not be treated as a forum for negotiation.

RECOMMENDATIONS

Recommendation 33: The arrangements set out in the Teachers' Agreement governing national negotiation in the Scottish Negotiating Committee for Teachers and in the Local Negotiating Committees for Teachers are appropriate and these bodies should remain.

Recommendation 34: Planning at school level, should in the future, be characterised by collaborative, consultative and collegiate processes focused on the best outcomes for the school and its pupils. This should not be treated as a forum for negotiation.

SECTION 10

Conclusions and Recommendations

10.1 Our overarching objective in producing this report has been to examine the terms and conditions and make recommendations that improve outcomes for the children and young people who attend Scotland's schools. Our view is that a highly skilled, empowered and well led teaching staff, working to implement Curriculum for Excellence and supported by the flexibility that our suite of recommendations provides, will deliver clear benefits for both teachers and pupils. Providing the highest possible quality of education to Scotland's children and young people is crucial for their development and their future life chances in a complex, rapidly changing world. The success of our education system is critical to the future success of Scotland as a country. School education must be seen in this light, and in making recommendations relating to teachers' terms and conditions we are acutely aware of the risks, and potential rewards, that exist in changing aspects of the way in which education is delivered.

10.2 With this in mind we are of the view that mechanisms should be created through which the impact of teachers' terms and conditions are monitored over time, including evidence from school inspection. This should include a regular review of the ongoing suitability of these terms and conditions to deliver the best possible education service for children and young people in a rapidly changing world. Any analysis of the impact of terms and conditions should take into account the views of teachers, employers, pupils and parents while drawing on available evidence.

10.3 The recent SNCT agreement, that delivered a one year settlement on a range of issues related to the terms and conditions of employment of teachers, put in place a number of measures to control costs, regularise annual leave entitlement and provided guarantees on teacher numbers and the teacher induction scheme. If accepted, some of our recommendations such as those relating to the development of a more flexible working week, the teacher as lead educator and the devolution of the control of management structures to headteachers will feature in future negotiations of the SNCT.

10.4 In considering the list of recommendations, we suggest that they are viewed as an integral part of a wider set of reforms currently being discussed by the education sector. Curriculum for Excellence provides the vision relating to educational outcomes and delivery in Scotland. We believe the recommendations in this Review, will act to support the successful implementation of Curriculum for Excellence, enhance professionalism and provide the flexibility required to deal with a diverse learner population. Equally we view our recommendations as enabling many of the recommendations made by the Donaldson Report while supporting of some of the preliminary recommendations from the Review of Devolved School Management. As such, there would be merit in considering these recommendations alongside those in the other reports, possibly through the same implementation groups.

10.5 While many of our recommendations propose change related to increased professionalism, others support existing practice. We believe that the quality of the teaching profession is paramount and the capacity for schools and local authorities to utilise professionalism in a flexible manner will ensure the best possible educational outcomes for our children and young people. It is also crucial that the energy and commitment of those excellent teachers we spoke to during the Review is encouraged and harnessed.

List of Recommendations

Section 3: Twenty-First Century Teaching: A Profession Focused on Outcomes

Teaching Standards

Recommendation 1: Annex B of the Teachers' Agreement should be removed and teachers should work to a set of standards developed by the GTCS as the basis for their professional practice.

Performance Management

Recommendation 2: All teachers should be engaged in a revitalised process of Professional Review and Personal Development which should be implemented consistently and on a national basis²⁶.

Recommendation 3: Annex E of the Teachers' Agreement should be removed.

Recommendation 4: Other staff, within a school, who contribute to the education of pupils should be entitled to PRPD. These groups of staff should also have objectives agreed and their performance assessed with local needs and the school improvement plan in mind.

Recommendation 5: Staff acting as reviewers in the PRPD process should be properly trained and their involvement in the process should be seen as an important part of their own professional development.

Section 4: Development of the Profession

Career and Management Structures

Recommendation 6: Teacher education should be seen as a continuum, building progressively across a career as proposed by the Donaldson Report. We therefore endorse the GTCS plans to develop a system of re-accreditation, or 'professional update', for registered teachers and recommend this is introduced as soon as possible.

Recommendation 7: The CPD requirements for teachers should be linked to the revitalised national system of Professional Review and Personal Development as described in recommendation 2.

Recommendation 8: The 35 hours of contractual time per year that was allocated for CPD should remain but this should not be viewed as a time limit on CPD.

Recommendation 9: We recommend greater mobility of all teachers, including headteachers, between schools and more widely within the educational sector as a component of CPD to enhance professional development and improve understanding of issues related to the learner journey.

²⁶ Note on Recommendation 2: All teachers should have a personal development plan which is based on the new GTCS standards, is framed in terms of actions which will lead to enhanced professional capacity and relates directly to intended improvements in teaching and learning. These plans should take into account the school improvement plan and where appropriate, any professional work external to the school with which a teacher may be involved.

Recommendation 10: A rigorous and relevant programme of CPD should be made available to all teachers; spanning initial teacher education to masters level.

Recommendation 11: CPD should, where possible, be organised so as not to disrupt normal programmes of learning for children and young people.

Probationer Teachers and the Induction Scheme

Recommendation 12: The guaranteed year of employment for all probationary teachers should continue.

Recommendation 13: Class contact time for probationary teachers should not exceed 74 hours over a four week period (or pro-rata to a term), be flexible and allow sufficient time for development needs.

Supply Teachers

Recommendation 14: Supply teachers should have access to high quality CPD and should be entitled to engage in a PRPD process.

Headteachers

Recommendation 15: Headteachers should be required to engage in an appropriate PRPD process that should include professional development tools such as 360 degree review.

Section 5: Career Structure

Career and Management Structures

Recommendation 16: The four grade career and management structure in respect of promoted posts remains fit for purpose and should be retained.

Recommendation 17: Resources should be devolved to headteachers to determine the number and level of promoted posts within the available budget that best delivers the priorities of the school.

Recommendation 18: The post of principal teacher should be more flexibly deployed by local authorities and schools; it should be possible to promote staff to these posts on a temporary basis.

Chartered Teacher

Recommendation 19: The Chartered Teacher Scheme should be discontinued.

Recommendation 20: Skills gained in achieving chartered teacher status should be harnessed and negotiations through the Scottish Negotiating Committee for Teachers (SNCT) should ensure that credit is given for completed modules.

Recommendation 21: A form of professional recognition should be developed by the GTCS and/or Universities for teachers who demonstrate long term innovative classroom and collaborative practice or who have a successful history in mentoring or research.

Section 6: The School Week

Recommendation 22: There should be no change to the length of the current contracted week of 35 hours.

Recommendation 23: Teachers should normally remain on the school premises during the pupil day.

Recommendation 24: There should be flexibility within the 35 hour week to allow teachers to undertake effective collegiate work and play a substantial role in the wider learning community contributing to the development and delivery of the 3-18 curriculum.

Recommendation 25: Marking, preparation and peer review are key elements of the work of teaching professionals and headteachers must allow appropriate time for such core activities.

Recommendation 26: There should be no change to the current 855 hours per year of class contact time.

Recommendation 27: Class contact time for teachers, in all schools, should be considered over a longer period such as a month or a term.

Primary School Teachers

Recommendation 28: All primary school teachers, in consultation with their headteacher, should be responsible for the education of their class for the entire length of the pupil week, although they need not necessarily be in class during all these hours.

Section 7: Pay/Job-sizing

Teachers' Salary

Recommendation 29: The level of teachers' pay remains at an acceptable level and does not require to be reassessed in the short term. It is important that teaching remains an attractive career option and pay levels should reflect this.

Job-Sizing

Recommendation 30: There should be a further review of the job-sizing toolkit by the SNCT to address anomalies and ensure consistent application.

Section 8: Other staff in schools

Recommendation 31: The involvement of external experts in the delivery of teacher-led school education should be facilitated. Schools should be encouraged to draw on appropriately skilled individuals to enhance the learning of pupils. Headteachers should determine whether these individuals may work directly with a class on their own.

Recommendation 32: The GTCS should develop a validation process to assist local authority schemes for the involvement of specialists who can contribute to positive learning outcomes for pupils.

Section 9: Negotiating Machinery

Recommendation 33: The arrangements set out in the Teachers' Agreement governing national negotiation in the Scottish Negotiating Committee for Teachers and in the Local Negotiating Committees for Teachers are appropriate and these bodies should remain.

Recommendation 34: Planning at school level, should in the future, be characterised by collaborative, consultative and collegiate processes focused on the best outcomes for the school and its pupils. This should not be treated as a forum for negotiation.

Appendices

APPENDIX A:

Remit and Membership of the Review

Context

The 2010 spending review agreement between Scottish Government and COSLA's leadership, published in November 2010, includes an agreement to an independently chaired review of all aspects of the McCrone Agreement (The Teachers' Agreement).

Remit:

To review the current arrangements for teacher employment in Scotland and make recommendations designed to secure improved educational outcomes for our children and young people.

Output:

The review will report with recommendations by summer 2011 with a view to the agreed recommendations being implemented from August 2012.

Some issues for the review to consider:

- the need for a flexible, creative, learner-centred teaching profession that supports Curriculum for Excellence and excellent education for the future
- whether the teachers' agreement, "A Teaching Profession for the 21st Century" (TP21), is delivering all the intended benefits
- public expenditure issues and affordability
- the need for a teacher workforce that is of an appropriate size and quality in the short to medium term
- the need to continue to attract talented people into teaching
- how to recognise and encourage excellence in the classroom
- the need to develop leadership capacity to improve education
- the role of other staff in schools and the relationship between their responsibilities and those of teachers
- the recommendations of the Donaldson review of teacher education
- teachers' class contact time

Principles underpinning the Review

- Inclusivity – all stakeholders to have the opportunity to contribute
- Openness – nothing should be ruled out and nothing ruled in
- Evidence based – the review should look at relevant evidence from home and abroad in shaping its recommendations

Membership of the Review Group

- Chair: Professor Gerry McCormac – Principal and Vice-Chancellor of the University of Stirling
- Tasmina Ahmed-Sheikh – Solicitor/Businesswoman/Actress, Hamilton Burns WS Solicitors, Glasgow
- Professor Graham Donaldson CB – Former Senior Chief inspector of Her Majesty’s Inspectorate of Education/University of Glasgow, School of Education
- Isabelle Boyd CBE – Headteacher, Cardinal Newman High School, Bellshill
- Sue Bruce – Chief Executive, City of Edinburgh Council
- Moira McCrossan – Retired primary Headteacher/past President of the Educational Institute of Scotland (EIS)
- Alf Young – Journalist/Economic commentator
- Secretary: David Roy (Scottish Government)

APPENDIX B:

The Evidence Gathering Process

The Review Group believed it was essential to gather a broad cross-section of views from individuals and organisations that have a direct interest in Scottish education. The Call for Evidence was issued on 23 February to a very wide range of stakeholders. Every local authority was asked to highlight the Call for Evidence to each of their schools. In addition the Call for Evidence was highlighted by the Scottish Government in the Learning Update and Education E-bulletin and it was also advertised in the Times Education Scotland magazine. Towards the end of the time period available for this piece of work all groups on initially contacted were written to again reminding them that the Call for Evidence would soon close.

We were very pleased to receive just under 3400 responses, the vast majority of which came from individual teachers. This was more than the Review undertaken by Professor McCrone and is an indication that the teaching community understands the importance of the issues being discussed. Where the respondent was content, the submission can be found and in the Scottish Government library. Due to the high number of responses we have decided not to publish them all on the internet as is often the norm for exercises of this type. However, where the respondent was content, submissions are available in the Scottish Government library, Victoria Quay, Edinburgh – Contact 0131 244 4556 or SGLibrary@scotland.gsi.gov.uk.

We commissioned George Street Research to undertake an analysis of the responses to the Call for Evidence and their report was presented to the Review on 24 June 2011. In addition to the formal analysis, we independently considered the submissions received from key stakeholders. The complete text of this report is available on the Review's website at www.reviewofteacheremployment.org.

Oral Evidence

We met with a number of organisations to take oral evidence supplementing the written submissions. These meetings were particularly useful in allowing members of the Review Group to develop a more complete understanding of the issues under consideration.

The following organisations gave oral evidence to the Review:

- Association of Chartered Teachers Scotland
- Association of Directors of Education in Scotland
- Association of Heads and Deputies in Scotland
- Convention of Scottish Local Authorities
- Educational Institute for Scotland
- General Teaching Council for Scotland
- Her Majesty's Inspectorate of Education

- Highland Council
- National Association of Schoolmasters and Union of Women Teachers
- National Parents Forum Scotland
- School Leaders Scotland
- Scotland's Colleges
- Scottish Council for Independent Schools
- Society of Local Authority Chief Executives
- Scottish Secondary Teachers Association
- Scottish Teacher Education Committee
- VOICE The Union

Meetings with Teachers

The Review visited 12 schools to hear the views of teachers. The schools visited were:

- Cargenbridge Primary School, Dumfries
- Castlemilk High School, Glasgow
- Castleton Primary School, Glasgow
- Clydebank High School
- Dingwall Academy
- Drummond Special School, Inverness
- Dunfermline High School
- Liberton High School, Edinburgh
- Liberton Primary School, Edinburgh
- St. Leonard's Primary, Dunfermline
- St. Kentigern's Academy, Blackburn
- St. Ninian's Primary, Stirling

Members of the Review Group were consistently impressed by the contribution and high level of commitment made by the teachers they met as part of this process and we would like to formally thank staff for welcoming members into their schools.

Individual Meetings

Throughout the period of the Review, members of the Review Group had a number of one-to-one meetings with individuals who provided their experience and views of teacher employment.

Additional Evidence

We commissioned Professor David Bell from the University of Stirling to revisit the work on teachers' pay he had carried out for the McCrone Report. His paper examines pay trends among Scottish teachers' in recent years and gave the Review a good basis for making recommendations on pay. This paper was supplemented by a comparison of teachers' terms and conditions undertaken by the Education Analytical Services Division of the Scottish Government.

The Children's Parliament were commissioned to consult with pupils on their views on some of the issues discussed by the Review. This paper, along with the research by Professor Bell and the paper from the Scottish Government are available on the Review's website at www.reviewofteacheremployment.org

We were also grateful for the submission of research papers on subjects related to the Review from a number of bodies.

APPENDIX C:

Selected Bibliography

- A Curriculum for Excellence (Scottish Executive, 2004)
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- A Teaching Profession for the 21st Century: Report and Appendices (McCrone Inquiry, 2000)
- A Teaching Profession for the 21st Century: Agreement reached following recommendations made in the McCrone Report (Ministerial Implementation Group 2001)
- A Teaching Workforce for Scotland's Children (Children's Parliament, 2011)
- Accomplished Teaching, Accomplished Teachers in Scotland (Professor Christine Forde and Dr Margery McHahon, University of Glasgow, 2011)
- Commission on the Future Delivery of Public Services (Dr Campbell Christie, 2011)
- Continuing to Build Excellence in Teaching (Scottish Government, 2011)
- Education at a Glance (OECD, 2010)
- Getting it Right for Every Child (Scottish Executive, 2004)
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- Improving Scottish Education (HMIE, 2009)
- Pay and Conditions of Scottish Teachers: Recent Evidence (Professor David Bell, University of Stirling Management School, 2011)
- Post-Probationer Employment Survey (GTC Scotland, 2010)

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How do some students overcome their socio-economic background? (PISA/OECD, 2011)

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Valuable Assets: A General Formal Investigation into the role and status of Classroom Assistants in Scottish schools (EOC, 2007)

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