

Y Pwyllgor Plant, Pobl Ifanc ac Addysg

Lleoliad:

Ystafell Bwyllgora 1 – y Senedd

Dyddiad:

Dydd Mercher, 18 Mawrth 2015

Amser:

09.15

Cynulliad
Cenedlaethol
Cymru

National
Assembly for
Wales



I gael rhagor o wybodaeth, cysylltwch â:

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Agenda

Cyn-gyfarfod preifat – 9.15 – 9.30

1 Cyflwyniadau, ymddiheuriadau a dirprwyon (09.30)

2 Ymchwiliad i Waith Athrawon Cyflenwi – Sesiwn dystiolaeth 2 (09.30 – 10.30) (Tudalennau 1 – 30)

Undeb Cenedlaethol yr Athrawon Cymru (NUT) ac Undeb Cenedlaethol Athrawon Cymru (UCAC)

CYPE(4)-09-15 – Papur 1

CYPE(4)-09-15 – Papur 2

Owen Hathway, Swyddog Polisi Cymru – NUT Cymru

Elaine Edwards, Ysgrifennydd Cyffredinol – UCAC

3 Ymchwiliad i Waith Athrawon Cyflenwi – Sesiwn dystiolaeth 3 (10.30 – 11.30) (Tudalennau 31 – 33)

Cymdeithas Llywodraeth Leol Cymru ac Awdurdodau Addysg Lleol

CYPE(4)-09-15 - Papur 3

Dr Chris Llewelyn, Dirprwy Brif Weithredwr, Cyfarwyddwr Dysgu Gydol Oes, Hamdden
a Gwybodaeth - Cymdeithas Llywodraeth Leol Cymru

Daisy Seabourne, Rheolwr Polisiâu Dysgu Gydol Oes, Cymdeithas Llywodraeth Leol
Cymru

Mae cyfyngiadau ar y ddogfen hon

National Assembly for Wales

Children, Young People and Education Committee

CYPE(4)-09-15 – Paper 1

Inquiry into Supply Teaching

Evidence from : NUT Cymru

Consultation questions

Question 1 – What are your views on whether there is a prevalence in the use of supply teachers on a planned and unplanned basis?

Every school will have a need to call upon the assistance of supply teachers at some time.

Planned use may include securing cover for staff whilst on maternity leave, secondments, CPD courses or school trips. Unplanned cover will typically involve sudden absences due to illness or requests for leave of absence.

Clearly the demand for use of supply teachers is demonstrated by the proliferation of supply teacher agencies that now exist, though it remains NUT policy that it is preferable that supply teachers should ideally be resourced through local authority maintained supply lists. Indeed the practices of supply agencies, and their impact on the motivation, morale and professional development of those who act as supply teachers is arguably the biggest issue with the entire provision.

There is significant variation in the use of supply teachers. The provisions of the workload agreement (in particular rarely cover) have led to increased demands for external cover in schools, many of these at relatively short notice. Given the limited SEG funding for many schools, access to INSET and CPD has declined compared with the situation in the 1990's and the first few years of the last decade.

There is evidence of increased sickness absence in a number of schools which increases the demand for supply cover in these institutions.

Many schools, in the primary sector in particular, are using unqualified staff (LSA's and HLTA's) to provide cover for absences and PPA classes. This results either in child minding or specified work being undertaken by persons unqualified to do it. There should

always be a qualified teacher leading a class.

Supply teachers are a common sight in medium to large schools with anecdotal evidence suggesting that in larger secondary schools, the engagement of between three and ten on several days per week is not uncommon.

If you believe that this results in problems (for example, for schools, pupils or teachers), how do you think they could be resolved?

It is not a problem that there is a need for supply teachers. Indeed, utilising supply in order to allow permanent teachers to be released to access professional development and to share best practice within their schools, and with other schools as part of collaboration working, is a real success for the system. It could also be the case that schools may utilise supply cover to address a shortage in subject specialism in their timetables or to enhance their compliment of teachers in a certain field if they are aiming to improve results in those subjects.

However, it very much remains a problem that supply agencies have become increasingly more powerful in controlling this staffing provision and the impact their practices are having, not only on schools and pupils but also on the individual teachers who are registered, often due to having no other alternative, with them.

Further to this the NUT believes that staff absence levels are exacerbated by the pressure caused by excessive workload. These workload issues are resulting in more and more teachers being forced into taking sick leave due to mental health and stress related illnesses.

There is a serious shortage of supply teachers able to teach through the medium of Welsh and in some areas specific secondary subjects are in short supply. In rural Welsh-speaking areas, a body in front of a KS4 class is an achievement. We know of examples where an absent teacher's timetable is being split between at least three staff as no one supply teacher is available in that area for that subject for a full working week.

How significant is this issue? (Please select one option)

1 - This is a key, urgent problem.

X

<i>2 - This is a problem that needs to be addressed.</i>	
<i>3 - This is a minor problem</i>	
<i>4 - Not a problem.</i>	
<p>Question 2 – What are your views on the circumstances in which supply teachers are used for example, the types of classes they cover; the types of learning activities which take place under the supervision of supply teachers; whether they are qualified to teach relevant subjects?</p>	
<p>Ultimately it is incumbent on a school to ensure that the supply cover they access matches the requirements they have in terms of the gaps in their teaching compliment. Of course this will prove more challenging depending on the nature of the cover. Finding the appropriate supply cover for a pre-planned absence, i.e maternity leave or for training, will be far easier than if it is necessary to find cover for a short-notice unplanned absence due to illness.</p> <p>One issue that does cause even greater problems for schools is the way in which supply agencies operate. In some areas of Wales for example certain supply agencies will have been given a monopoly to provide cover for schools. This has a very concerning impact on the sorts of relationships schools can build with individuals as well as the way in which they can access cover. Schools, and indeed individual teachers, are very much at the mercy of those supply agencies and so being selective about the criteria of teacher and skill set they require can be outside the gift of the school.</p> <p>Longer term absences are often managed by rejigging staffing to ensure that target, or vulnerable groups, are taught by teachers employed at the school. Otherwise, it will depend on who is absent.</p> <p>There is often a mismatch between the subject or key stage required and that in which the supply teacher has experience. Secondary schools often do not cover sixth form classes unless the absence is prolonged – they are unlikely to secure a suitably qualified candidate for a number of A level subjects.</p> <p>Demand can often be seasonal – transition arrangements, INSET and (in the secondary sector) requirements of external examinations increase demand from April and illness either side of Christmas.</p>	

Some NUT members working in the supply sector have reported that they have been asked to cover more than one class at a time, on occasions resulting in them overseeing classes of close to 50 pupils. This is of course unacceptable.

If you believe there are problems in this area, how do you think they could be resolved?

NUT Cymru have long argued that it would be more appropriate for local authorities to run their own supply pools which would extend access and make the process far easier to navigate. The benefit of this would be to allow schools to plan more appropriately; to be able to have greater familiarity with the individuals they are employing on supply terms – which would also increase the familiarity of those individuals with the schools and pupils with which they are interacting, as well as map out a better system in terms of matching skills and knowledge with teaching gaps in the council areas they serve.

This would help adequately match the right individuals to the right schools based on the specialisms they require, and the ethos and relationships that have been established at the schools. It would also address the issues of supply agencies having a monopoly on the professional capital in the system.

Alternatively, if additional funding were available, schools could employ sufficient teachers to act as internal supply teachers. In the current financial climate, this is a pipe dream with many schools facing making existing staff redundant.

How significant is this issue? (Please select one option)

<i>1 - This is a key, urgent problem.</i>	X
<i>2 - This is a problem that needs to be addressed.</i>	
<i>3 - This is a minor problem</i>	
<i>4 - Not a problem.</i>	

Question 3 – What are your views on the impact of the use of supply teachers on the outcomes for pupils (including any impact on pupil behaviour)?

Where we can ensure that there is a motivated, respected and supported pool of supply teachers there should be no noticeable impact on pupil outcomes.

It has to be accepted that building relationships with pupils is a key factor in how a teacher ensures their students reach their potentials. There is anecdotal evidence that in some schools supply teachers face issues of disruptive behaviour because they are not familiar with the school, its pupils and procedures.

For a supply teacher it can be difficult if they do not know the school setting. However, there is no reason that if those working in supply roles are empowered correctly and provided with access to training as an ongoing issue, they cannot manage pupil behaviour effectively and continue to maintain standards for pupil outcomes when they are in charge of lessons.

The reality at present however is that many supply teachers do not feel they are valued professionals. They are paid a fraction of the agreed rate for a teacher in a fully contracted role; they are denied adequate pension contributions and, worryingly in terms of standards, the access they are given to professional development when working with supply agencies is virtually non-existent. Where it does take place is rarely focused on developing classroom skills. While some supply teachers may access professional development through their union membership, even this is difficult to take up due to the zero hour contract nature of being associated with a supply agency.

One impact of workload on pupil outcomes in the supply sector, is that teachers hard pressed for time are sometimes tempted to leave work prior to a planned absence which can be easily done by a supply teacher who is not an expert in the subject, rather than work which will extend the pupils but with which the supply teacher might be unfamiliar.

If you believe there are problems in this area, how do you think they could be resolved?

Again, NUT Cymru’s view is that there should be a supply system that is run by local authorities. This would allow individual teachers to have a greater sense of partnership in the education system; it would address issues around pay and pensions and could create a better system for ensuring that those working through the supply chain can access proper training on new schemes of work, initiatives and specialisms. This would greatly enhance the self-worth of those supply teachers which will have a major impact on motivation and morale and lead to a more empowered supply workforce supporting pupil outcomes, as well as a profession who have a greater consistency of knowledge and skills in relation to what is being taught and how it is being taught in our schools. This will eliminate a large proportion of the variation that can sometimes be seen in teaching quality if a supply teacher without access to ongoing professional development covers lessons on a sporadic basis.

How significant is this issue? (Please select one option)

<i>1 - This is a key, urgent problem.</i>	X
<i>2 - This is a problem that needs to be addressed.</i>	
<i>3 - This is a minor problem</i>	
<i>4 - Not a problem.</i>	

Question 4 – What are your views on the Continuous Professional Development of supply teachers and the potential impact of the National Professional Learning Model?

The sad reality is that for the vast majority of teachers with permanent contracts in schools, access to continuous professional development is almost non-existent. For those working in the supply sector, particularly those fully reliant on supply agencies, this provision does not exist. There may be some training from supply agencies around their priorities. However, not only is this very rare where it does exist it does not focus on the national priorities of the Welsh Government; it does not have a good reputation amongst those who undertake it for developing professional skills, it is not focused on new initiatives or schemes of work and very rarely will help supply

teachers maintain let alone enhance their professional capabilities.

Some schools will allow supply teachers to attend INSET sessions but cannot afford to pay them unless they are on medium to long term cover and would have been in work anyway. Even in these cases, some schools instruct supply teachers to stay home to save money.

The ERW consortium has sought to introduce a pay policy via its LA's which would cap supply teachers' salaries.

It should not be underestimated that those individuals who are supply teachers are very capable teachers. They are highly trained and a credit to the profession. However, working through supply agencies leave them increasingly marginalised from the changes that are taking place to policies on an almost daily basis by the Welsh Government and far removed from any high quality industry recognised professional development.

The national learning model has thus far not been effective. It has sound and laudable ambitions but in an age of shrinking school budgets it is becoming increasingly harder to see how schools will ensure a full complement of staff can be maintained, let alone enhance their professional development. However, where this does happen of course, it is even more difficult to envisage how supply teachers will benefit. If anything the more successful the national learning model, and the new deal CPD that has been suggested more recently by the Minister, the more supply teachers will be left behind due to the restricted access to CPD they get working through supply agencies. Essentially supply agencies are creating a skills gap, particularly in regards to ensuring familiarity and knowledge of new initiatives and frameworks that need to be embedded into the system.

If you believe there are problems in this area, how do you think they could be resolved?

Ensuring funding is set aside to allow supply teachers to be able to access CPD as an ongoing entitlement is essential. This could either be done through a central pot that supply teachers could access or through providing the funding for schools who could then make provisions for supply teachers to join their staff, thus improving the economies of scale of the CPD purchase.

Regional consortia should have access to specific funding (not top-sliced from schools' budgets) to provide CPD for supply teachers on a structured regional or sub-regional basis.

Ultimately of course the big barrier to making progress in this field is the fact that many supply teachers, in order to have any access to work, are forced into contracts with agencies who have a monopoly, including preferred supply status, to deliver supply cover for schools. This massively restricts individual's freedom to access CPD and build unilateral relationships with schools.

How significant is this issue? (Please select one option)

1 - This is a key, urgent problem.

X

2 - This is a problem that needs to be addressed.

3 - This is a minor problem

4 - Not a problem.

Question 5 – What are your views on performance management arrangements for supply teachers?

What performance management arrangements? Some supply teachers have been eligible for progression for up to six years but have been unable to progress up the incremental scale. Given that some schools try to hold back their own staff on the basis of affordability, this should come as no surprise.

If you think there are problems in this area, how do you think they could be resolved?

The new pay policy introduced by Michael Gove was seriously disadvantageous to supply teachers. Problems will continue unless this is reversed. We've already seen this with the ERW consortia's attempt to cut supply teacher's pay via their draft pay policies.

In terms of performance management if, as has been argued by NUT Cymru, there was a responsibility for local authorities to run the supply services rather than delegating that role to supply agencies, there would be a clearer approach.

NUT Cymru also believe the Welsh Government should work with trade unions and supply teachers to establish a supply teachers

charter to maintain quality of training and employment.	
How significant is this issue? (Please select one option)	
<i>1 - This is a key, urgent problem.</i>	
<i>2 - This is a problem that needs to be addressed.</i>	X
<i>3 - This is a minor problem</i>	
<i>4 - Not a problem.</i>	
Question 6 – Do you consider that local authorities and regional consortia have sufficient oversight of the use of supply teachers?	
<p>No. In some areas they have none. In LA's where a pool system still exists, it is little more than a list of available people but is often out of date. LA's lack the capacity (and in some cases the will) to maintain them.</p> <p>However in many areas it is the case that local authorities and regional consortia have essentially washed their hands of the situation, having simply delegated, and indeed instructed, supply agencies to deliver this provision in full. In some areas, Newport for example, a single supply agency has been given a contract to act as a monopoly on the supply cover. This has not only resulted in the fact that those local authorities have lost all insight into the development and delivery of the supply pool but it has completely undermined the professionalism and professional development of the teachers that are forced to sign restrictive commitments with those agencies.</p>	
If you believe there are problems in this area, how do you think they could be resolved?	
<p>Local authorities would have a far greater understanding of the nature of supply teaching; both in regards to the requirements and use from a schools and individuals perspective, if they took a responsibility for the delivery of this workforce. Re-establishing local authority maintained supply pools would help resolve many of the existing concerns.</p>	
How significant is this issue? (Please select one option)	
<i>1 - This is a key, urgent problem.</i>	
<i>2 - This is a problem that needs to be addressed.</i>	X

<i>3 - This is a minor problem</i>	
<i>4 - Not a problem.</i>	
Question 7 – Are you aware of any local and regional variation in the use of supply teachers and if so, are there any reasons for this?	
Yes. Agencies are more prevalent in some areas than others, in some cases, promoted by LA's. Shortages of supply teachers are worse in some areas and in the Welsh-medium schools. There are serious shortages in some secondary subjects. Some schools make little use of supply teachers for short term absences, preferring to rely on unqualified internal staff.	
If you believe there are problems in this area, how do you think they could be resolved?	
A more uniformed, public sector driven, approach would resolve this inconsistency. However, there is no short-term fix available. This will require the will of tackling the practices, and the dominance, of supply agencies.	
How significant is this issue? (Please select one option)	
<i>1 - This is a key, urgent problem.</i>	
<i>2 - This is a problem that needs to be addressed.</i>	X
<i>3 - This is a minor problem</i>	
<i>4 - Not a problem.</i>	
Question 8 – Do you have any views on supply agencies and their quality assurance arrangements?	
The practices of supply agencies have caused no end of damage to the morale, motivation, professionalism and standards of supply teaching.	
The NUT is fundamentally opposed to the way in which agencies siphon off public money which should be spent on children's education, and is campaigning vigorously to halt the diversion of public funds away from schools and supply teachers into the hands of private businesses	
Supply teachers who work via agencies are increasingly employed under inappropriate 'umbrella company' arrangements, under which	

the employer seeks to avoid UK taxation and the employee is required to pay both employers' and employees' NI contributions to be entitled to state benefits

NQTs, who are in their first year of teaching after qualifying, often struggle to get work and end up being held over a barrel by agencies. Many suffer far lower pay and conditions than their qualifications deserve, not to mention an inability to access pensions or training. They cannot oppose the system as it's the only way they can access work to complete their induction period. It sadly leads to some enthusiastic and promising young teachers simply leaving the profession.

Supply agency teachers are not entitled to membership of the Teachers' Pension Scheme, not least because agencies themselves are unable to offer their teachers membership of the TPS. The NUT continues to campaign to allow agency supply teachers access to the TPS in common with other teachers.

Supply agencies have led to teachers who work in this field receiving limited or no access to professional development. This is a significant failing in the ambition to ensure Wales has a leading education workforce.

If you believe there are problems in this area, how do you think they could be resolved?

In regards to the issues with NQTs, and as a short-term measure, NUT Cymru have in the past proposed that the Welsh Government delivers a very positive policy that will guarantee an offer of work for 12 months in a maintained school for individuals to complete their induction. This will reduce class sizes and help to raise standards while in the process reducing the reliance on supply agencies amongst new practitioners. This is a policy the Welsh Government can bring into action relatively quickly which will have a noticeable impact on the profession.

In the medium-term phasing out the exclusivity contracts afforded to supply agencies which restrict the ability of schools and teachers to find sustainable working relationships at fair and equitable conditions of service should be examined.

In the long-term there should be a return to in-house supply services run by the public sector for the good of teachers and pupils rather than for huge profits at the public expense.

How significant is this issue? (Please select one option)

<i>1 - This is a key, urgent problem.</i>	X
<i>2 - This is a problem that needs to be addressed.</i>	
<i>3 - This is a minor problem</i>	
<i>4 - Not a problem.</i>	

Question 9 – Are you aware of any specific issues relating to Welsh medium education? If so, what are they?

As stated above there is a serious shortage of supply teachers able to teach through the medium of Welsh and in some areas specific secondary subjects are in short supply. In rural Welsh-speaking areas, a body in front of a KS4 class is an achievement.

If you believe there are problems in this area, how do you think they could be resolved?

There is a sabbatical scheme for improving language skill and creating access to this, in its proper form with a funding commitment for it, should be more readily available. We would question how many, if any, supply teachers are able to take advantage of the scheme to ensure they are proficient at teaching Welsh or through the medium of Welsh. Allowing practitioners that wish to learn Welsh or improve their Welsh to immerse themselves in the language for a defined period of time would be hugely beneficial to ensuring proficiency exists across institutions.

How significant is this issue? (Please select one option)

<i>1 - This is a key, urgent problem.</i>	X
<i>2 - This is a problem that needs to be addressed.</i>	
<i>3 - This is a minor problem</i>	
<i>4 - Not a problem.</i>	

Question 10 – If you had to make one recommendation to the Welsh Government from all the points you have made, what would that recommendation be?

We cannot separate the following in importance: take steps to reduce workload-related absence and, therefore, the demand for supply teachers, and deal with the pay and employment issues facing supply teachers (often but not exclusively employed by agencies) to increase availability.

Question 11 – Do you have any other comments or issues you wish to raise that have not been covered by the specific questions?

We would highly recommend that you visit this survey conducted by the NUT into the issue for supply with our members.

https://www.teachers.org.uk/files/supply-teacher-survey-aug-14-am_0.pdf

While it is not strictly an exclusive survey of only Welsh members many respondents do work, and have worked, in Wales and the concerns that are highlighted are evident in both nations.



Ymateb UCAC i'r Ymchwiliad i Athrawon Cyflenwi gan Bwyllgor Plant, Pobl Ifanc ac Addysg Cynulliad Cenedlaethol Cymru

Ionawr 2015

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Rhagarweiniad

Mae UCAC yn croesawu'r cyfle i gyfrannu at yr astudiaeth hwn.

Mae gan athrawon cyflenwi rôl bwysig ym myd addysg. Mae cael perthynas gydag athrawon cyflenwi o safon yn gallu bod yn allweddol i lwyddiant ysgol pan fydd problemau yn codi oherwydd salwch hir dymor. Gall colli athro am gyfnod effeithio ar ddatblygiad disgybl ac mae'n hynod bwysig medru llenwi'r absenoldeb mewn modd broffesiynol gydag athro sydd yn gallu sefydlu perthynas broffesiynol gyda disgyblion yn gyflym fel nad oes toriad yn yr addysg.

Mae 'run mor bwysig sicrhau bod absenoldebau byr dymor yn cael eu trin yn ofalus. Drwy ddefnyddio athrawon cyflenwi o safon sicheir nad oes unrhyw doriad mewn addysg ar adeg absenoldeb.

Mae gwaith athro cyflenwi yn gallu bod yn anodd iawn ac mae sefyllfa gwaith athrawon cyflenwi wedi gwaethgu yn ystod y 10 mlynedd diwethaf, yn enwedig wrth i asiantaethau athrawon cyflenwi ddod i rym yng Nghymru.

Mae UCAC yn ymwybodol iawn fod prinder athrawon cyflenwi dirfawr mewn rhai ardaloedd yng Nghymru. Gall sefyllfa o'r fath arwain at ysgolion yn methu llenwi bylchau pan fo absenoldebau ymhlith y gweithlu.

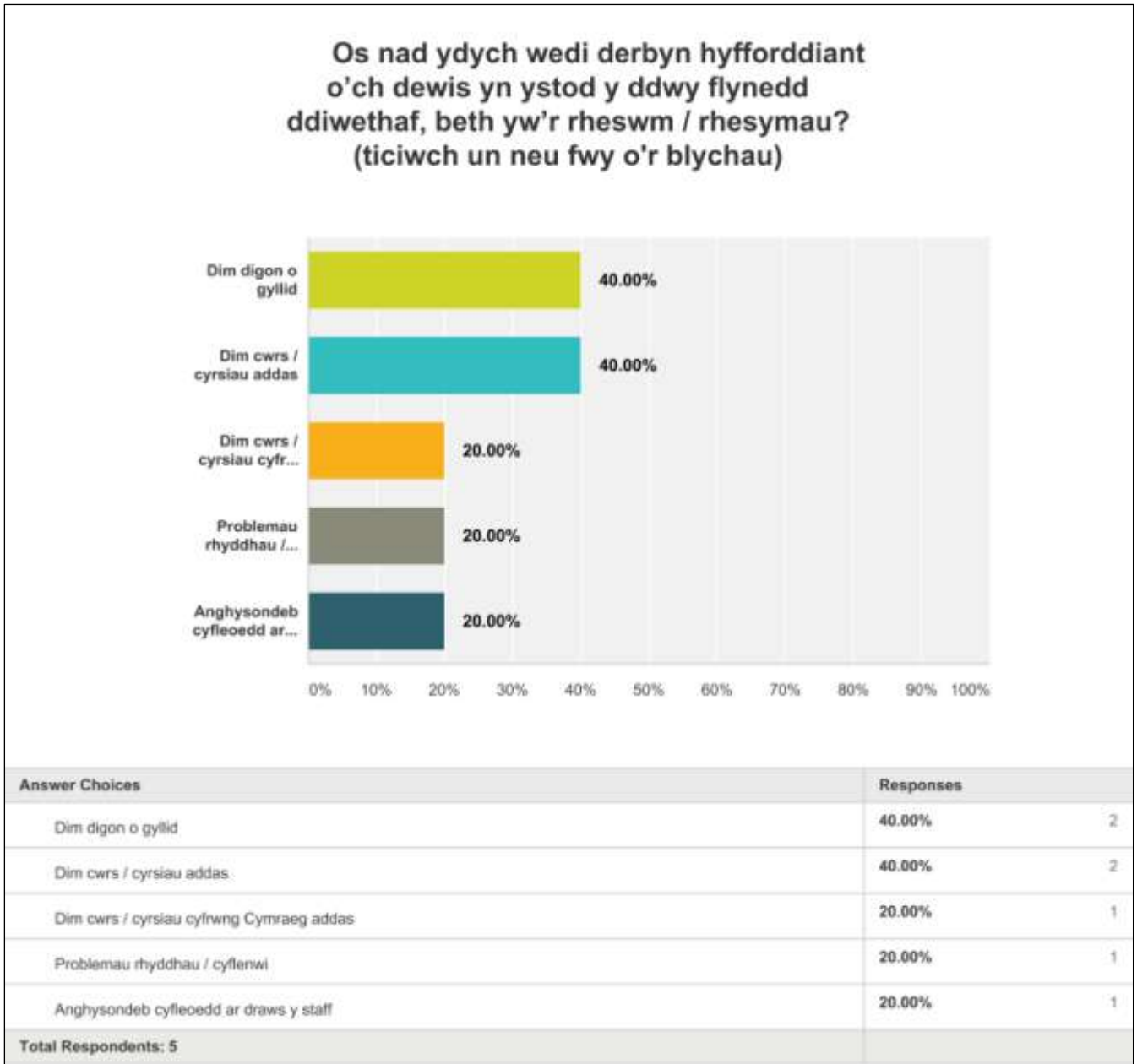
Mae'r sefyllfa yma yn cael ei hamlygu pan fo cyrsiau hyfforddiant mewn swydd a'r gofyn am athrawon cyflenwi yn drwm iawn ar yr un diwrnod. Mae llawer o enghreifftiau mae UCAC yn ymwybodol ohono lle methodd ysgol ddod o hyd i athro i gyflenwi. Mae'r sefyllfa o'r fath yn hollol annerbiniol ac yn rhoi pwysau ar ysgolion i gynnal gwasanaeth dan amodau anodd iawn. Mae'r sefyllfa yma'n arbennig o wir mewn rhai ardaloedd lle mae ysgolion cyfrwng Cymraeg oherwydd bod y pwll o athrawon cyflenwi sy'n gallu addysgu trwy gyfrwng y Gymraeg yn fwy cyfyng.

Cwestiynau'r Ymgynghoriad

1. Mae athrawon cyflenwi yn cael eu defnyddio'n fynych gan ysgolion. Yn aml pan fo salwch neu pan gyfyd amgylchiadau arbennig nid oes modd cynllunio'r defnydd o'r athro cyflenwi. Y drefn sy'n bodoli fel rheol yw y bydd ysgolion yn cysylltu gyda naill ai'r awdurdod addysg, asiantaeth gyflenwi neu gyda athro/awes yn uniongyrchol i drefnu cyflenwi ar ddiwrnod cyntaf yr absenoldeb.
 - 1.1. Os bydd y cyfnod o absenoldeb yn parhau yna bydd yr ysgol yn gallu gwneud trefniadau fel bo athro cyflenwi yn ei lle tra pery'r absenoldeb.
 - 1.2. Mae ysgolion yn aml yn cynllunio i ddefnyddio athrawon cyflenwi. Enghraifft o'r cynllunio hwn yw y modd y bydd athrawon cyflenwi yn cael eu defnyddio i gyflenwi yn ystod cyfnodau CPA athrawon. Bydd ysgolion hefyd yn defnyddio athrawon cyflenwi er mwyn rhyddhau athrawon ar achlysuron arbennig sydd wedi'i gynllunio ymlaen llaw. Gall hyn olygu cyrsiau hyfforddiant, cyfarfodydd strategol neu chynllunio, diwrnodau safoni asesiadau athrawon, cyfnod o absenoldeb hir dymor diswglyiedig, e.e. mamolaeth, llawdriniaeth, ac ati.
2. Defnyddir athrawon cyflenwi ar yr adegau canlynol o absenoldebau amrywiol:
 - Cyfnodau o salwch annisgwyl sydyn
 - Cyfnodau o salwch mwy hir dymor
 - Cyfnodau absenoldeb mamolaeth / mabwysiadu / tadolaeth
 - Cyfnodau absenoldeb tosturiol
 - Cyfnodau CPA athrawon

- Cyfnodau paratoi ANG
 - Pan fydd athro yn mynychu sesiwn Hyfforddiant Mewn Swydd
 - Pan fydd athrawon wedi'u galw i wasanaeth rheithgor
 - I ryddhau'r gweithlu ar gyfer cyfarfodydd mewnol / allanol amrywiol
 - I gyflenwi yn yr ysgol yn ystod teithiau addysgol
- 2.1. Mae rhai athrawon yn hapus i gyflenwi'n achlysurol am gyfnod a dim awydd am swydd parhaol tra bo eraill yn dymuno dychwelyd yn barhaol i'r gweithlu.
 - 2.2. Mae ystadegau'r Llywodraeth yn dangos y bydd angen 'dychwelwyr' i'r proffesiwn yn y dyfodol wrth i boblogaeth disgyblion dyfu. Gweler tystiolaeth Llywodraeth Cymru i'r STRB 2014: *A baseline projection from the TPSM (Teacher Planning and Supply Model) for the period 2013/14 – 2022/23 using updated data shows that without any change to numbers there would be no over supply of primary ITT entrants, but a sustained and significant reliance on large numbers of re-entrants to fill vacant positions.*
 - 2.3. Mae'r gweithgareddau dysgu sy'n digwydd dan oruchwyliaeth athrawon cyflenwi yn gallu amrywio'n sylweddol.
 - 2.4. Ceir enghreifftiau clodwiw pan fydd yr athro wedi cydgyllunio efo'r athro cyflenwi. Yn aml bydd athrawon yr ysgol wedi cynllunio cyfres o weithgareddau ar gyfer yr athrawon cyflenwi ar gyfer yr absenoldeb. Yn aml bydd athro wedi cynllunio bod athro cyflenwi yn edrych ar agweddau penodol yn ystod eu habsenoldeb. Wrth reswm, mae enghreifftiau i'r gwrthwyneb lle nad oes cyfle wedi bod ar gyfer cynllunio digonol ymlaen llaw a gall hyn amharu ar ddilyniant.
 - 2.5. Gall absenoldebau'r gweithlu arwain at broblemau mewn ysgolion uwchradd lle nad oes arbenigedd pynciol gan athro cyflenwi. Mae UCAC yn ymwybodol o enghreifftiau lu lle na fu'n bosib dysgu rhai pynciau arbenigol (cerdd, dylunio a thechnoleg, celf a rhai o'r pynciau craidd) gan nad oedd modd cyflogi athro cyflenwi gydag arbenigedd yn y maes. Wrth reswm gall sefyllfa o'r fath arwain at bryder gan rieni yn enwedig pan fo plant yn paratoi ar gyfer arholiadau ac, yn anffodus, ar adegau gall arwain at ddirywiad mewn safonau.
 3. Anodd iawn yw mesur yn feintiol unrhyw effaith ar ganlyniadau o ganlyniad i ddefnyddio athrawon cyflenwi.
 - 3.1. Mae hyfforddiant yn fater allweddol (neu diffyg hyfforddiant) o ran yr agenda codi safonau. Nid yw asiantaethau, fel y cyfryw, yn cynnig cyfleoedd hyfforddiant pwrpasol. Mae datblygu sgiliau, cynnal ac ehangu gwybodaeth bynciol, ymgyswddo â datblygiadau cenedlaethol pwysig a derbyn hyfforddiant ar y defnydd o TGCh mewn dosbarth yn allweddol. Nid yw asiantaethau'n buddsoddi mewn hyfforddiant i'w hathrawon. Pam ddylen nhw? Does ganddyn nhw ddim byd i'w ennill.
 - 3.2. Dengys canlyniadau Holiadur UCAC yn 2014 fod awydd gan athrawon sydd yn cyflenwi o ddydd i ddydd ac athrawon cyflenwi sydd ar gytundeb byr dymor i dderbyn hyfforddiant mewn meysydd penodol.
 - 3.3. Yn ystod 2014 cynhaliodd UCAC astudiaeth o safbwynt Llwyth Gwaith Athrawon. Amlygwyd yr angen am hyfforddiant gan Athrawon Cyflenwi dydd i ddydd ac Athrawon Cyflenwi â Chytundeb.

Mae'r graff isod yn dangos yr amrywiol resymau pam na chafodd Athrawon Cyflenwi hyfforddiant:

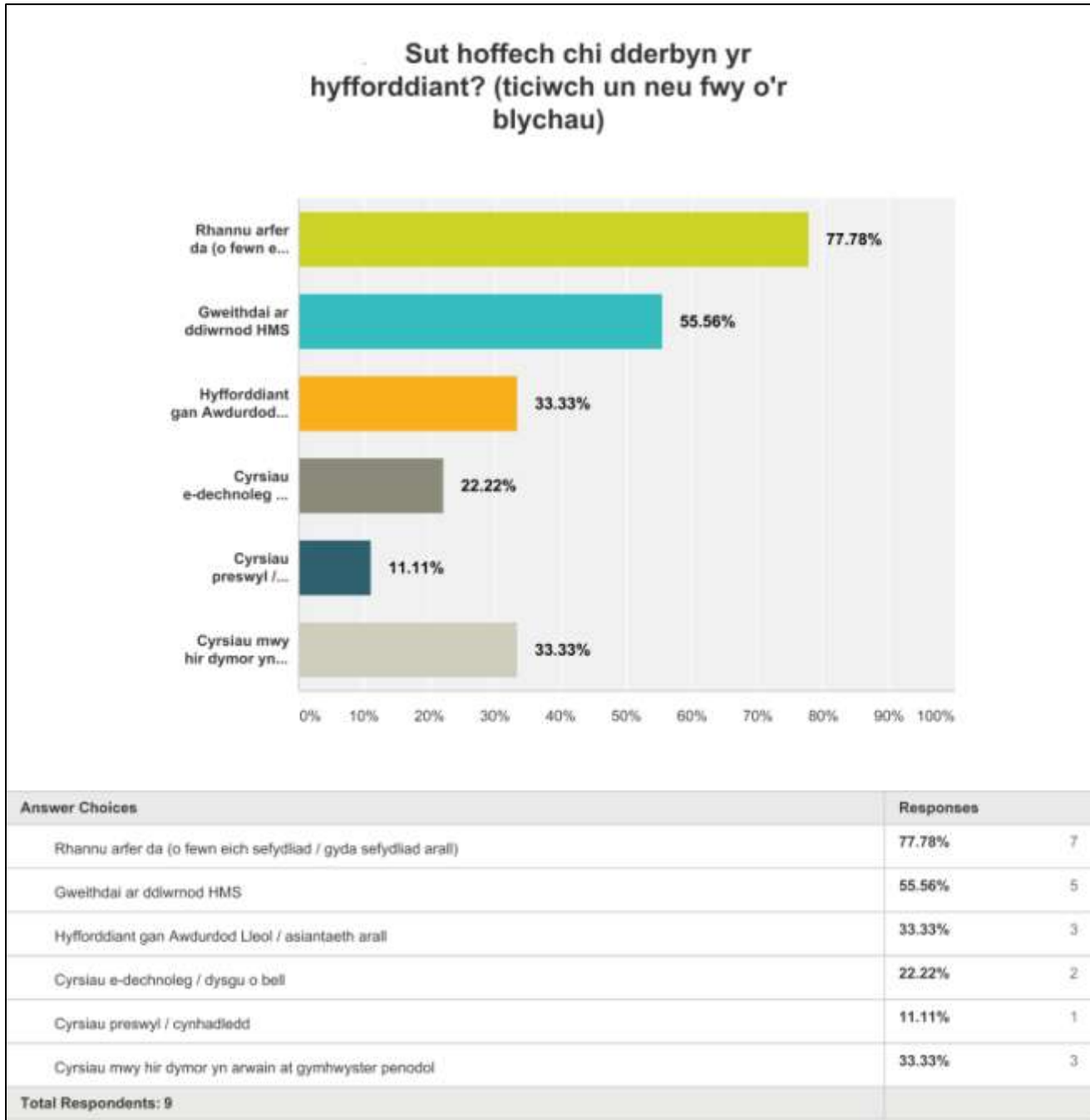


Yn yr astudiaeth rhestrodd Athrawon Cyflenwi eu blaenoriaethau parthed hyfforddiant.

Gwelai Athrawon Cyflenwi â Chytundeb Dros Dro hyfforddiant ar Reoli Ymddygiad fel prif flaenoriaeth (57.14%) gyda Cynllunio'r Cwricwlwm, Llythrennedd a Rhifedd ac Anghenion Dysgu Ychwanegol fel ail flaenoriaeth (14.29%).

Gwelai Athrawon Cyflenwi o Ddydd i Ddydd Cynllunio'r Cwricwlwm, Rheoli Ymddygiad a Llythrennedd a Rhifedd yn flaenoriaethau ar y cyd (33.3%).

Isod gwelir ymateb Athrawon Cyflenwi pan holwyd sut yr hoffent dderbyn yr hyfforddiant:



- 3.4. Mae diffyg hyfforddiant digonol ar gyfer athrawon cyflenwi yn gallu arwain yn ddi-os at ddirywiad yn ymddygiad disgyblion. Mae sefyllfaoedd lle nad yw'r athro cyflenwi yn hollol ymwybodol o ddatblygiadau cyfredol ac o ganlyniad nid yw ei paratoad gyda'r gorau a gall ymddygiad dirywio wrth i'r disgyblion gymryd mantais o'r sefyllfa.
- 3.5. Mae defnydd eang o gymorthyddion dysgu yn hytrach na athrawon cyflenwi yn ein hysgolion bellach a gall hyn yn sicr fod yn ffactor lle bo gostyngiad mewn safonau.
- 3.6. Cred UCAC mai athrawon cymwysedig yn unig ddylai fod â gofal dosbarth cyfan a bod y trefniadau i ddefnyddio goruchwylwyr cyflenwi a chynorthwylwyr dosbarth ar gyfer gwersi pan fydd athro'n

absennol yn gallu tanseilio safonau, yn enwedig lle nad oes hyfforddiant penodol wedi bod ar faterion megis rheoli ymddygiad. Mae'n debygol iawn hefyd, yn y fath sefyllfa, lle efallai bydd gwaith wedi cael ei osod, na fydd modd cynnig cymorth i ddisgyblion sydd angen cyngor pellach ar dasgau penodol.

- 3.7. Mae disgyblion yn ymgysgu â'r modd y bydd athro yn eu addysgu, gall newid yn y 'ffordd a'r dulliau' yma pan fo athro yn cyflenwi arwain at densiynau rhwng athro a disgybl a all arwain at dirywiad mewn ymddygiad. Lle bo hynny'n bosib mae'n hollol angenrheidiol bod athro sy'n cyflenwi yn trafod efo'r athro sy'n mynd i fod yn absenno l- lle bo hynny'n bosib - ymlaen llaw. Mewn sefyllfa o brysurdeb dyddiol fel sy'n bodoli yn ei hysgolion. Mae trefnu cyfarfod i drafod cyn i athro cyflenwi byr rybudd orfod cymryd dosbarth yn beth prin iawn.
4. Ar hyn o bryd nid yw cyfundrefn addysg Cymru yn trin athrawon cyflenwi fel pobl broffesiynol. Mae angen cefnogaeth lawn ar bob athro cyflenwi i sicrhau bod hyn yn digwydd.
 - 4.1. Bu cymaint o newidiadau yng nghyfundrefn addysg Cymru dros y blynyddoedd diweddar fel bod gweithlu ein hysgolion yn cael trafferthion cadw i fyny efo pob newid. Mae'r sefyllfa yma yn gwneud gwaith athro cyflenwi bron yn amhosib.
 - 4.2. Mae dau o bolisiâu blaengar y Llywodraeth, sef y Cyfnod Sylfaen a'r Fframwaith Rhifedd a Llythrennedd wedi'u cyflwyno heb nemor ddim hyfforddiant i'r gweithlu parhaol. Ni fu unrhyw hyfforddiant gwerth ei sôn amdano ar gyfer athrawon cyflenwi ac eto disgwylir iddynt weithredu'r polisiâu yma yn yr ysgolion.
 - 4.3. Cred UCAC fod y sefyllfa yma yn hollol annerbyniol ac y dylid sicrhau hyfforddiant digonol ar gyfer ein gweithlu fel bo'r polisiâu blaengar yma'n cael eu sefydlu a'u datblygu yn ein hysgolion hyd yn oed pan fo absenoldebau ymysg y gweithlu.
 - 4.4. Mae UCAC yn credu ei bod yn hollol angenrheidiol fod athrawon cyflenwi yn y sector uwchradd yn hollol ymwybodol o'r disgwyliadau arnynt bellach o safbwynt y Fframwaith Rhifedd a Llythrennedd lle mae gofyn i athrawon gyflwyno rhifedd a llythrennedd a'i asesu fel rhan o bob pwnc cwricwlaidd. Mae oblygiadau hyfforddiant sylweddol ar y Llywodraeth yma os yw'r strategaethau yma'n mynd i weithio.
 - 4.5. Yn aml mae athro cyflenwi yn chwilio eu hunain ac yn talu am gyrsiau hyfforddiant ac erbyn hyn mae sawl ardal yng Nghymru mae athrawon cyflenwi yn gweithio i Asiantaethau Athrawon ac yn cael eu talu'n wael a does ganddyn nhw ddim yr un hawliau ag athrawon eraill na statws person cyflogedig. Maent yn weithwyr asiant a does ganddyn nhw ddim yr un statws dan y gyfraith.
5. Cred UCAC fod cynnwys athrawon sy'n cyflenwi am gyfnod hwy na thymor yn y broses reoli perfformiad yn ddatblygiad pwysig o safbwynt rheoli perfformiad yr unigolyn. Mae prinder dybryd o hyfforddiant ar gyfer athrawon cyflenwi a gall y broses reoli perfformiad gynnig hyfforddiant a diweddariad gwerthfawr i athrawon sy'n cyflenwi.
 - 5.1. Os yw athro yn cyflenwi mewn ysgol am gyfnod hwy na thymor yna mae'n angenrheidiol i'r athro fod yn ran o holl brosesau gwella'r ysgol gan gynnwys rheoli perfformiad.
 - 5.2. Cred UCAC fod rheoli perfformiad yn ffordd o sicrhau fod pob athro yn cael ei drin yn deg. Ni ellir drin athro sydd yn cyflenwi mewn ysgol am gyfnod estynedig yn wahanol i weddill aelodau'r gweithlu.
 - 5.3. Mae'r Llywodraeth wedi amlinellu cyfrifoldebau ysgolion ar gyfer Rheoli Perfformiad i Athrawon Cyflenwi ond cred UCAC nad yw'r trefniadau hyn yn cael ei gweithredu'n eang eto. Mae'r trefniadau yma'n gymharol ddiweddar ond maent wedi derbyn ymateb positif lle defnyddiwyd hwy.
6. Mae sefyllfa awdurdodau lleol ac athrawon cyflenwi yn tueddu i amrywio llawer ar draws Cymru. Tra bo rhai awdurdodau yn parhau i gadw rhestr athrawon cyflenwi mae mwy fwy o ysgolion yn cysylltu'n uniongyrchol â'r athro/awes. Mae oblygiadau wrth i'r arfer yma ddatblygu wrth reswm o safbwynt gwiriad DBS yn benodol.
 - 6.1. Mae oblygiadau ieithyddol wrth i ysgolion gysylltu'n uniongyrchol ag asiantaethau neu'r unigolyn. Ydy'r athro cyflenwi gyda'r gallu i ddysgu trwy gyfrwng y Gymraeg? Mae'n ofid mawr gan UCAC os yw'r sgil angenrheidiol yma yn cael ei anwybyddu er mwyn cael athro cyflenwi.

7. Mae yna bryder fod amrywiaethau lleol a chenedlaethol yn y cyfrifoldebau a roddir i athrawon sy'n cyflenwi. Mae'n bryder fod rhai athrawon cyflenwi yn gorfod ysgwyddo cyfrifoldebau y byddai gweithlu parhaol ysgol yn gwneud.
8. Mae mwyfwy o Awdurdodau Lleol wedi peidio â chadw rhestr o athrawon cyflenwi i hwyluso'r broses o ffeindio athrawon cyflenwi addas. Yn sgil hyn mae wedi mynd yn anoddach i ysgolion ffeindio a threfnu cyflenwi ar fyr rybudd a hefyd i ffeindio athrawon at bwrpas hir dymor. Mae Asiantaethau wedi gallu manteisio ar y cyfle hwn i sefydlu yng Nghymru a gwneud elw sylweddol o'r Gwasanaeth Addysg Cyhoeddus. Cred UCAC bod dros 40 o asiantaethau yn gweithredu yng Nghymru ar hyn o bryd.
 - 8.1. Mae UCAC yn bryderus am y defnydd cynyddol o Asiantaethau. Er bod yr arfer yn fwy cyffredin ar hyn o bryd yn y De, mae'n lledu ledled Cymru. Busnesau sydd yn bodoli er mwyn creu elw ydynt. Maent yn tansilio statws a hawliau athrawon fel unigolion a fel proffesiwn, ac yn creu haen ail ddsbarth o athrawon. Er mwyn cystadlu â'i gilydd maent yn gwerthu gwasanaeth athrawon am y pris rhataf posibl – mae rhai yn cysylltu gydag ysgolion i gynnig athrawon am bris rhatach a rydym hyd yn oed wedi clywed am gynnig "dau am bris un." Nid dyma sut i greu gweithlu cyflenwi ymroddedig a phroffesiynol ar gyfer byd addysg Cymru.
 - 8.2. Lle roedd y berthynas rhwng ysgol, Awdurdod Lleol ac athro cyflenwi yn golygu rhyw lefel o sefydlogrwydd i'r athro, yr ysgol a'r disgyblion, a rhyw ymdeimlad o fod yn gyflogedig gan y Sir a'r ysgol, mae llawer o athrawon cyflenwi erbyn hyn yn teimlo'n fwyfwy ynysig, ac yn bendant yn derbyn swm yn sylweddol llai o arian.
 - 8.3. Nid yw'r Ddogfen Cyflog ac Amodau Athrawon Ysgol yn pennu telerau ar gyfer athrawon nad ydynt yn uniongyrchol gyflogedig gan Awdurdod Lleol neu ysgolion a gynhelir. Nid oes gan athrawon a gyflogir gan asiantaeth yr amddiffynfa sydd wedi bod gan athrawon eraill hyd hyn.
 - 8.4. Nid yw asiantaethau yn buddsoddi ym myd addysg ac mae'r mwyafrif ohonynt yn fusnesau o Loegr sydd wedi gweld eu cyfle i fanteisio ar fyd addysg Cymru, er rydym yn gweld busnesau'n cael eu sefydlu yng Nghymru erbyn hyn.
 - 8.5. Nid oes rhaid i'r asiantaethau ddilyn rheolau byd addysg. Os daw cwyn gan riant yn erbyn athro sydd yn cyflenwi trwy asiantaeth, nid oes disgwyl i'r asiantaeth ymchwilio i'r mater, fel y byddai disgwyl i bennaeth ymchwilio petai'n gyhuddiad yn erbyn aelod o staff ei ysgol. Yn hytrach, mae gan UCAC brofiad o athrawon yn cael eu cyfeirio gan yr asiantaeth yn syth at Gyngor Addysgu Cyffredinol Cymru, heb ymchwiliad, a chymryd enw'r athro oddi ar eu llyfrau'n syth. Nid yw'r athro'n gallu cael gwaith cyflenwi wrth ddisgwyl canlyniad ymchwiliad gan Gyngor Addysgu Cyffredinol Cymru. Nid yw asiantaethau'n talu athro sydd yn wynebu cyhuddiad tra peri ymchwiliad ac mae yna bosibilrwydd i athro sydd wedi derbyn cyhuddiad di-sail fod heb gyflog am gyfnod hir a heb unrhyw bosibilrwydd o gael ei gyflogi gan ysgol neu asiantaeth arall.
 - 8.6. Mae hyn yn gyfnod pryderus iawn i'r athro ac mae hefyd yn wastraff o arian Cyngor Addysgu Cyffredinol Cymru (CGA o Ebrill 2015). Mae hyn i gyd oherwydd nad yw'r asiantaethau'n cymryd cyfrifoldeb fel cyflogwyr.
 - 8.7. Mae diffyg prosesau ymchwilio ond hefyd diffyg prosesau cefnogi'r athrawon. Mae hyn wedi digwydd ar fwy nag un achlysur gan adael yr athrawon i deimlo'n fregus tu hwnt. Mae sawl pryder ychwanegol yma:
 - yr effaith andwyol ar iechyd athrawon;
 - y diffyg dealltwriaeth gan yr ysgol ei hun am y prosesau;
 - diffyg ymwybyddiaeth gan yr awdurdodau lleol o'r hyn sydd yn digwydd;
 - anhawster sefydlu deialog gyda'r asiantaeth athrawon;
 - y posibilrwydd bod y mater yn mynd at CyngACC (CGA);
 - yr anghysondeb yn y modd mae CyngACC (CGA) yn edrych ar y mater
 - 8.8. Mae llawer iawn o ysgolion erbyn hyn yn troi at asiantaethau athrawon i ffeindio athrawon cyflenwi, nid yn unig oherwydd bod modd arbed rhywfaint o arian, ond er hwylustod – un galwad ffôn i wneud y trefniadau.

- 8.9. Gan amlaf nid yw'r penaethiaid yn gwybod beth yw telerau cyflog ac amodau gwaith yr athrawon hyn. Does ganddyn nhw ddim syniad beth yw "cut" y cwmnïau hyn o'r ffi mae'r ysgol yn ei dalu.
9. Mae'n bryder gan UCAC y gall y cyfrwng addysgu Cymraeg ddiodef ar adegau pan fo athrawon cyflenwi yn dysgu. Yn aml, ac eto oherwydd diffyg hyfforddiant, gall y cyfrwng droi o'r Gymraeg i'r Saesneg pan fo athro/awes mewn sefyllfa anghyfarwydd, oherwydd nad yw'r athro cyflenwi yn hollol rhugl yn y Gymraeg ac nid yw safon eu hiaith Gymraeg yn ddigonol o fewn sefyllfa'r dosbarth. Gall hyn ddylanwadu ar safonau disgyblion.
- 9.1. Mae'n bryder fod oblygiadau mawr o safbwynt hyfforddi a gloywi iaith rhai athrawon cyflenwi.
- 9.2. Mae'n bryder na fu hyfforddiant digonol ar gyfer athrawon cyflenwi ar gyfer gweithredu'r Fframwaith Lythrennedd o safbwynt y Gymraeg yn ein hysgolion. Dengys Holiadur UCAC 2014 bod hyn yn wir.

UCAC Ionawr 2015



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Cenedlaethol
Athrawon
Cymru



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National Assembly for Wales
Children, Young People and Education Committee
CYPE(4)-09-15 - Paper 3
Inquiry into Supply Teaching
Evidence from : Welsh Local Government Association

INTRODUCTION

1. The Welsh Local Government Association (WLGA) represents the 22 local authorities in Wales, the three national park authorities and the three fire and rescue authorities.
2. It seeks to provide representation to local authorities within an emerging policy framework that satisfies the key priorities of our members and delivers a broad range of services that add value to Welsh Local Government and the communities they serve.
3. The WLGA welcomes the opportunity to provide evidence to the Children and Young People Committee Inquiry into Supply Teaching. In drafting this response the WLGA is guided by a number of key principles which underpin the work of the Association. The WLGA believes that decisions about services should be taken as close point of delivery as possible and that the people and communities using those services should be as engaged as possible in their delivery. It is also our belief that local services should be provided within a democratic framework of local accountability.
4. The WLGA recognises that it is the role of the Welsh Government to set the strategic framework and policy direction for services at a national level and that it is the role of local government to deliver those services taking account of the local circumstances and pressures. It is also recognised that services must be provided within a proportionate but effective regulatory framework to ensure that public resources are used appropriately and that services are delivered effectively and efficiently.
5. The WLGA has consistently argued for an un-hypothecated revenue support grant (RSG) as the best way of funding local government and any new responsibilities or additional burdens placed on local government should be fully costed and appropriately funded.

6. The WLGA recognises that some policy initiatives or strategies need to have funding attached to them for specific periods of time to make sure that they become embedded and are delivered as intended. For this reason, the WLGA, by exception, supports the use of specific grants or the ring fencing of revenue funding for specified purposes on the understanding that funding will eventually return to the RSG.
7. The Wales Audit Office and Estyn undertook a thematic inspection of the impact of teacher absence in 2013 which resulted in a number of recommendations being made to Welsh Government, local authorities and schools. Although managing teacher absence is the responsibility of individual schools local authorities recognise that they have a role to play to support schools with this issue. Following the publication of the Estyn and Wales Audit Office report the WLGA worked closely with Welsh Government and local authorities to highlight the issues raised in the report to ensure that local authorities and schools were aware of the recommendations.
8. The Wales Audit Office (WAO) estimated in 2013 that just under 10% of lessons were taken by staff who were not the usual class teacher. This estimate includes cover being provided for teacher absence by other teachers, or support staff within the school, as well as cover from supply teachers. The General Teaching Council for Wales (GTCW) has over four and half thousand teachers registered as supply teachers which represents approximately 13% of registered teachers in Wales. The use of supply teachers by schools is both necessary and effective in covering teacher absence particularly for planned or long-term absence. Since the introduction of the teachers workforce agreement teachers within a school need only provide cover where the absence is unforeseen, the 'rarely cover' agreement.
9. The report from Estyn and the WAO provided evidence that there was an impact on learners from teacher absence and that in some instances this caused disruption to lessons and problems with the behaviour of pupils. Some of these effects were mitigated in primary schools by the use of Higher Level Teachers Teaching Assistants (HLTAs). Where local authorities and schools work closely with supply agencies the effective matching of the skills and qualifications of supply teachers to particular classes and activities is possible for schools to manage. It should be considered however, that in some circumstances this is not always possible, for example, if supply cover is needed quickly. Many local authorities working with preferred providers monitor how schools are using supply teachers through regular

meetings with agencies and by seeking feedback from schools on the use of supply teachers. Working closely with providers gives the opportunity for schools and local authorities to tailor supply cover to the need, particularly when managing long term or planned absence.

10. Wherever possible schools and local authorities seek to minimise the impact on learners from teacher absence and the use of supply teaching. The Estyn and WAO report demonstrated that teacher absence did have an impact on learners at the time of their report. Since that time local authorities and schools have worked with Welsh Government to examine the recommendations in that report. A particular strand of work has been to look at monitoring the use of supply cover effectively, including seeking feedback when supply teachers have been used. Work has also been undertaken to strengthen guidance for school and local authorities on safeguarding issues when looking to use supply teachers. In addition, the provision of appropriate information for supply teachers when they enter a school for the first time has been highlighted. If supply teachers receive accurate information about where the class is and what is expected for the coming lessons before they cover a class this can help them to deliver appropriately targeted lessons.
 11. It is essential that supply teachers have access to up to date continuous professional development opportunities. There are a number of ways that this can be achieved and is the subject of discussion during the development of the new Education Workforce Council (which replaces the GTCW). Working with preferred providers local authorities and schools can include supply teachers who work regularly within their area in local CPD arrangements. This provides formal professional development and also enables supply teachers to gain more informal knowledge about the schools and teachers within that area. This approach can be augmented by enabling access for supply teachers to national training and development opportunities. Given that over a third of registered supply teachers have qualified within the last 5 years, it is essential that they take an active part in CPD opportunities.
 12. In conclusion the use of supply teachers in schools is necessary to cover teachers absence in some circumstances. The management of teacher absence is the responsibility of schools, however, local authorities in Wales are working with schools and with supply teacher providers to ensure that children and young people are not disadvantaged by teacher absence or the use of supply teachers.
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