



Research into Headship

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Research

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| Audience | Local Education Authorities, schools, headteachers, teachers, teaching unions and others in Wales concerned with education and career development of teachers. |
| Overview | This report outlines the findings of the research, drawing on a range of information including consultations, case studies and online surveys of headteachers and NPQH qualified teachers. |
| Action required | None – for information. |
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Research into Headship

Executive Summary

1. In November 2008, the Welsh Assembly Government contracted with York Consulting LLP (YCL) and partners Old Bell 3 Ltd. to carry out research to investigate a range of workforce issues affecting current and prospective head teachers in Wales. In broad terms, the aim of the research was to: “identify the employment and career needs and aspirations of current and aspiring school leaders.”
2. The study involved six key elements of research activity. These were:
 - Consultations with thirteen national and local stakeholders.
 - An email survey to all Local Education Authorities (LEAs).
 - An online survey and follow up consultations with current Headteachers.
 - An online survey and follow up telephone consultations with NPQH qualified teachers (non-Headteachers).
 - An online survey and follow up conversations with “ambitious” teachers defined as those who had undertaken School Leadership Modules (SLMs).
 - Case studies in five local authorities/eleven schools.

Recruitment of Headteachers

3. There have been some concerns that schools in Wales may face an immediate crisis in relation to the aging population of Headteachers. Over the last four years the proportion of Headteachers in the 55-64 age bracket has steadily increased. However, in 2009 there was a significant drop, from 37.2% in 2008 to 32.2%, and an increase in the proportion of those aged 35-44. This has alleviated some of the pressing concerns.
4. Increasing challenges in relation to the recruitment of Headteachers have been anecdotally reported to the Welsh Assembly Government. Our research found that:
 - The most significant challenge is in relation to the appointment of Headteachers in Welsh medium schools, with almost all areas reporting or anticipating challenges in the primary sector, and over half of LAs reporting or anticipating problems in the secondary sector.
 - In the English medium sector, around three quarters of LAs anticipate they will experience problems recruiting primary Headteachers. The severity of issues vary by local authority with some authorities currently experiencing challenges in recruiting for all school types whilst others face challenges in specific school types, in particular small, rural schools.
 - In the English medium secondary sector around half of LAs reported that the number of applicants had decreased and that they anticipated future problems, whilst the other half thought the situation would stay the same. One area expected recruitment to improve due to the availability of NPQH qualified teachers in the area.

5. The most severe problems appear to be experienced in areas with the following characteristics:

- A high number of small schools.
- Areas with a number of Welsh medium schools.
- Disadvantaged areas.
- Areas affected by school amalgamation.

6. Across the 16 Local Authorities who responded to the LEA survey, it was reported that 80 schools had an Acting Headteacher and of these, 75 were in the Primary sector. As a proportion of all primary schools in these areas this figure equated to 6.3% of English medium schools and 8% of Welsh medium schools. An increase in the use of acting Headteachers was expected in the future partly as a function of the school re-organisation plan for Wales which meant it was not always possible to recruit full time Headteachers in those schools where merger or closure was an acknowledged possibility.

7. Recruiting for Headteachers in schools with a religious character does not present significant issues for the Church in Wales community, but is more of an issue in the Catholic sector. This is because of the demand for the Head to be a practicing Catholic. The main issue with regards faith schools, is that, the more prerequisites placed on the Headteacher role, the fewer people can apply. There are examples of schools having to re-advertise posts, but in Cardiff, this was considered to be manageable, whereas in other areas, the situation is more challenging.

8. The key factors reported to be affecting Headteacher recruitment were: perceptions of the changing role of Headteachers; the schools amalgamation agenda; remuneration and specific skills shortages.

Aspirations to Headship

9. The research aimed to explore the extent to which the current pool of NPQH holders (non-Headteachers) aspire to Headship. Half (23) of the survey respondents indicated that they expect to become a Headteacher at some point in their career. Less than half (9) of these expected this to take place within the next three years. Two fifths (19) of survey respondents indicated that it was unlikely they would become a Headteacher.

10. Motivations for aspiring to Headship were: the opportunity to influence children's lives, the opportunity to shape a school and the opportunity to develop staff/a leadership team. The additional remuneration associated with the role played a modest motivating factor.

11. Reasons why teachers had changed their mind in relation to desire to become a Headteacher were: lack of success in applications; personal circumstances; career moves; greater understanding of the negative aspects of the role; and small differentials in pay between deputy and head positions.

12. An issue exists in relation to progression of non-Headteacher NPQH holders appears. Around half of the survey respondents were keen to progress to a Headship position. However, in most cases respondents have not had the necessary experience to effectively compete for Headship positions. Half (23) of the survey respondents had applied for a Headship position since completing NPQH. Only one had been successful and two were pending applications.

13. In relation to the types of school survey respondents would apply for the least amount of interest was expressed for schools in special measures and shared Headships. A slightly higher proportion would apply for a rural school or acting Headship and half would apply to a small school.

14. Two fifths (14) of the teachers surveyed that had participated in SLMs aspired to become a Headteacher at some point in their career. For many, involvement in the programme had reignited their interest in developing their career.

15. One quarter (9) of SLM participants had no desire to progress to Headship. The key reasons were: the additional workload and stress; lack of contact with pupils and lack of personal ambition.

Training and Development of Current and Aspiring Headteachers

16. Three national programmes of training and development for current and aspiring Headteachers are provided under the National Headship Development Programme. These are:

- Professional Headship Induction Programme (PHIP).
- Leadership Programme for Serving Heads (LSPH).
- The National Professional Qualification for Headship (NPQH).

17. Additionally the NHDP provides funding to LEAs to support the development of middle managers in schools (through the School Leadership Modules (SLM) programme), some in partnership with universities, as a way of improving the skills of Headteachers and aspiring heads. The picture across Wales seems very varied and it is difficult to align or compare provision across LEAs because of these differences.

18. LEAs also offer support through schools advisors who provide advice and support on issues relating to school performance, school effectiveness and how to deal with challenging situations. However, the capacity of LEAs to support their schools varies, with secondary Headteachers in some authorities reporting they receive very limited LEA input.

19. There are a number of networks of Headteachers and Deputy Headteachers operating across Wales which are providing invaluable support, advice and guidance to Headteachers who are engaged. However, these are not consistently available, particularly at the Deputy Headship level, leading to variation in the development experience of future and existing Headteachers.

Effectiveness of Current Provision and Future Needs

20. The following proportions of Headteachers rated the NPHD programmes to be very effective or effective:

- NPQH - 85%.
- PHIP – 61%.
- LPSH – 84%.

21. A total of 86% of Headteachers indicated that they would be likely to undertake formal CPD activities in the next three years. Almost half (45%) of the Headteachers who expected to undertake CPD identified finance and budget management as key areas of need.

22. Around one third of Headteachers respondents also identified the following development key areas: providing effective leadership (38%); policy and strategy (38%); performance management and measurement (35%); data analysis (35%) developing staff capacity (33%); and human resource management (32%).

23. In relation to whether existing opportunities would meet needs, one third of Headteachers reported that current opportunities would meet their needs, just under a half reported that provision would meet their needs to some extent and around one tenth reported that opportunities would not meet their needs.

24. Two key issues were repeatedly identified in relation to development needs. Firstly, the changing nature of the role over the last five years has placed ever increasing demands on Headteachers; and secondly many Headteachers felt isolated in their role.

25. Headteachers reported they would value greater opportunity for networking with other colleagues (through some form of facilitated arrangement) or receiving some form of coaching or mentoring. Such opportunities exist in some LAs (which are in addition to the LPSH), but they are not widespread.

26. In relation to aspiring Headteachers, whilst feedback on NPQH was largely positive, stakeholders raised significant concerns in relation to the application process. These were: the complete reliance upon a paper application process and the lack of an interview stage; the lack of regional/local input into decision making; the disadvantages for teachers in small primary schools in developing and demonstrating their skills and issues with Headteacher sign off of the application. Fundamentally, a number of stakeholders reported that whilst NPQH provides the building blocks for Headship, it is not sufficient to ensure that completers of the course progress into Headship.

27. The following issues are likely to influence the future supply of school leaders and need to be considered in any future decision making:

- Variation in approach to and quality of delivery of development opportunities at middle leader level.

- Implications of changes to NPQH selection criteria: the tightening of the criteria for selection for the NPQH will by default leave something of a gap for teachers who want to develop their skills but do not aspire to become a Headteacher.
- Development opportunities beyond NPQH: there is a clear need to ensure that those who have undertaken the NPQH are supported to get the necessary experience to progress. Suggestions were made in relation to the development of a programme similar to the PHIP.

Conclusions and Recommendations

2.8 The conclusions address the six study objectives:

- **Aspirations of NPQH holders:** whilst around half of non-Headteacher NPQH holders aspire to progress to Headship, issues emerged in relation to readiness to progress. There are issues in relation to teachers gaining the necessary experience to build on the NPQH, in particular at primary level.
- **Why do some schools struggle to recruit Headteachers:** the most significant challenge is in relation to the appointment of Headteachers in the Welsh medium sector, with almost all LEAs reporting challenges at the primary level and half at the secondary level. In the English medium sector, around three quarters of LEAs are facing challenges recruiting for primary and half at secondary level. The key challenge is in relation to the availability of good quality candidates. Factors affecting recruitment were perceptions of the changing role of Headteachers; the schools amalgamation agenda; issues associated with pay differentials between deputy and head posts; and specific skills shortages.
- **Investigate the future needs of headteachers in relation to Welsh medium schools:** Despite repeated probing on the issue no development needs were identified which differed to those of English medium Headteachers.
- **Investigate the needs of serving headteachers in terms of training and support:** Specific development needs identified related to budget and finance management and issues associated with the legal framework surrounding school management. However, the most pressing issue related to Headteachers feeling relatively isolated, as they coped with pressures associated the changing demands of the role. Headteachers would most value flexible networking and coaching support. Concerns were raised about the gap that may be left by the withdrawal of funding for LPSH.
- **Investigate the employment and deployment of acting Headteachers:** No significant issues were raised in relation to whether acting headships changed the professional ambitions of potential headteachers to take on permanent positions. A minority reported they had been put off by the experience, but more commonly the experience had been positive.

- **Investigate the career aspirations below the level of Deputy and Subject Head:** There is reasonable pool of teachers who aspire to progress to senior leadership positions. Motivating factors included the opportunity to influence children's lives, the opportunity to shape a school and the opportunity to lead a team. Involvement in training at middle leader level helped to reignite latent ambitions. However, ambitions to Headship have been affected by changes to the pay structure, meaning that Assistant and Deputy Heads are able to earn salaries which do not significantly differ from the Head, but without taking on ultimate responsibility.

29. A series of recommendations are proposed for further discussion. These need to be considered in context and are therefore not presented in the Executive Summary.

1. Introduction

1.1 In November 2008, the Welsh Assembly Government appointed York Consulting LLP (YCL) and partners Old Bell 3 to carry out research to investigate a range of workforce issues affecting current and prospective Headteachers in Wales. In broad terms, the aim of the research was to: *“identify the employment and career needs and aspirations of current and aspiring school leaders.”*¹

1.2 In 2001, the Assembly Government published ‘The Learning Country’ which provides the route map to achieving the goal for Wales to *“have one of the best education and lifelong learning systems in the world.”* One of the specific goals of the plan is to *“drive up standards of teaching and attainment in all our schools, valuing and supporting the teaching profession to achieve this.”*

1.3 With regards to teacher development, the plan explicitly states that the Assembly Government’s intention to, “give still stronger support to practitioners through...continuing professional development reflecting the outcomes that need to overcome weaknesses in standards and attainment in Wales.”

1.4 It was against the broad strategic backdrop of the Better Wales plan that the **National Headship Development Programme (NHDP)** was introduced in February 2002 to support the ongoing development of Headteachers within Welsh Schools. The programme has three main strands, namely:

- The **National Professional Qualification for Headship (NPQH)** for aspiring Headteachers.
- The **Professional Headship Induction Programme (PHIP)** for newly appointed Headteachers.
- And the **Leadership Programme for Serving Headteachers (LPSH)** for experienced Headteachers.

1.5 Additionally the NHDP provides funding to LEAs to support the development of middle managers in schools (through the School Leadership Modules (SLM) programme), some in partnership with universities, as a way of improving the skills of Headteachers and aspiring heads.

1.6 In addition to NPHD, the Assembly Government is piloting a programme of Chartered Teacher Status (CTS) modules to help establish the status of qualified teachers both within and outside the profession and to ensure continued professional development.

1.7 The funding for two of the programmes (PHIP and LPSH) is currently under review. To support future decision making, the research aimed to explore the extent to which the training and development needs of current aspiring Headteachers were being met, and explore the issues which may be influencing Headteacher recruitment in Wales.

¹ Study brief

Study Objectives and Approach

1.8 The specific objectives defined for the study were as follows:

- **Objective 1:** investigate the aspirations of registered NPQH holders.
- **Objective 2:** determine the reasons why some schools in Wales experience difficulties in filling Headship posts.
- **Objective 3:** investigate the future needs for head teachers in relation to Welsh medium schools.
- **Objective 4:** investigate the needs of serving head teachers, in terms of training and support.
- **Objective 5:** investigate the employment and deployment of ‘acting’ head teachers in Wales.
- **Objective 6:** investigate the career aspirations of teachers below the level of deputy and subject heads.

1.9 The study involved six key elements of research activity. These were:

- **1:** Consultations with **eight national and local stakeholders** to understand and contextualise the broad Headship and leadership development issues in Wales.
- **2:** An email survey to all **Local Education Authorities (LEAs)** in Wales to understand the broad trends in Headship in Welsh schools. Responses from 16 of the 22 (73%) of the authorities were received.
- **3:** An online survey and follow up consultations with **current Headteachers** to understand their perceptions of Headship and their ongoing career development needs. A total of 286 responses were received².
- **4:** An online survey and follow up telephone consultations with **NPQH qualified teachers** to understand their perceptions of Headship and aspirations to future school leadership. A total of 46 responses were received.³
- **5:** Online survey and follow up conversations with **ambitious teachers**, identified as being those teachers who have participated in SLMs. A total of 36 survey responses were received.
- **6: Case studies** with five Local Education Authorities (LEAs)/eleven schools to understand in greater depth the institutional approaches being taken to leadership development; the challenges faced in recruiting and retaining school leaders and any areas of good practice in leadership development being employed in schools.

² This response rate to the survey means that at the 95% confidence interval the results provided will be +/- 5% of the true result had the whole population responded. The data therefore presents a robust picture of the views of Headteachers in Wales.

³ This is not a statistically significant sample and therefore there are low levels of confidence that responses reflect the views of the total population of teachers with NPQH.

1.10 In **Annex A: Research Method and Issues** we present a more detailed overview of the profile of stakeholders consulted throughout the study and the schools visited, the issues encountered in delivering the research plan and the implications for the findings. Where issues in delivering the research have influenced the findings presented, these are explained in the body of the report.

1.11 The key challenge faced was in relation to identifying a robust sample from which we could survey the NPQH and SLM participants. For NPQH holders, data protection issues prevented the Assembly Government from being able to share the central database on participants. For participants in the SLMs, no central database exists. Therefore we were reliant on willing LEAs and Headteachers to distribute the survey to known participants on our behalf. As such, the results from these two elements of the research are too small to be representative of the cohorts. However, the data provides some interesting trends which were explored in more detail in the qualitative aspects of the research.

Issues Influencing the Educational Landscape

1.12 The research was undertaken in the context of a changing educational landscape in Wales. The study has explored the implications of this context and how they influence the study findings. Specific issues identified were:

- **Declining populations and falling school rolls** – some local authorities in Wales are experiencing a net population outflow which is leading to falling school rolls. This has implications for the budget allocations for some schools, and therefore the amount of funding available to spend on professional development.
- **School reorganisations** – as a consequence of the above, some local authorities are engaged in a programme of school reorganisation, resulting in school mergers and closure. This has two major implications for the research. Schools under threat of close are struggling to recruit Headteachers due to uncertainties in their position; whilst in other areas there is increased competition for posts, as the number of schools relative to Headteachers declines.
- **Re-organisation of senior leadership teams** – again, due to the funding issues associated with falling rolls, schools are undertaking reorganisation of senior leadership teams in order to tackle budget deficits. In most cases, this is resulting in a reduction in leadership capacity, making time off for training more difficult to engineer, and a fall in the number of deputy Headship posts.
- **Impact of the workload agreement** – the national agreement on raising standards and tackling workload introduced a series of significant changes to teachers' and support staff members' conditions of service. This means that Headteachers have less flexibility to use internal staff to cover time off for training than has previously been the case, which has implications for the indirect cost of training⁴.

⁴ The costs of a supply teacher is c.£150 per day which must be paid on top of the costs of training.

- **Increase in demand for Welsh medium education** – over the past ten years there has been a steady increase in the demand for Welsh medium education. This has implications for the skills, knowledge and language abilities of staff leading these schools and therefore the potential pool from which they can recruit.
- **Ageing Headteacher population** – concerns have been raised in relation to the age of the Headteacher population, and the implications that retirement will have on the availability of heads for the future.

1.13 This list is by no means exhaustive but it does provide a clearer picture on the issues influencing the landscape in relation to Headteacher recruitment and development in Wales.

Structure of the Report

1.14 This report is the final report for the study and comprises the following sections:

- **Section 2: Recruitment of Headteachers in Wales** explores the current picture in relation to Headteacher recruitment and the factors which are affecting some schools/local authorities (Objectives 2 and 5).
- **Section 3: Aspirations to Headship** considers the future supply of Headteachers in particular the motivations of current NPQH holders and those below the level of deputy/subject head (Objectives 1 and 6).
- **Section 4: The Current Landscape: Training and Development of Current and Aspiring Headteachers** describes the range of CPD opportunities that are available (Objective 4).
- **Section 5: Effectiveness of Training and Development: Issues and Challenges** explores the effectiveness of the current training options available and considers the future needs of Headteachers and potential gaps (Objectives 3 and 4).
- **Section 6** presents our **Conclusion and Recommendations**.
- In **Annex A: Research Method and Issues** we explain the approach and the issues encountered and the profile of the participants in the study.
- **Annex B: NPQH Data** provides information on the profile of the NPQH holders in 2009.

2. Recruitment Of Headteachers In Wales

2.1 General concerns regarding the future supply of Headteachers have been expressed by some stakeholders. In this section we explore the current landscape in relation to the recruitment of Headteachers in Wales to determine the challenges in maintaining the current supply of Headteachers at the national and local level. The section addresses the following two study objectives:

- To determine the reasons why some schools in Wales experience difficulties in fulfilling posts.

- Investigate the employment and deployment of acting Headteachers.

2.2 The remainder of this section explores the following themes:

- The current profile of Headteachers.
- Recruitment of Headteachers.
- The prevalence of acting Headteachers.
- Factors affecting Headteacher recruitment.

Current Profile of Headteachers

2.3 According to statistics released by the GTCW⁵ the overall number of Headteachers has declined over the last four years. In 2004, there were 1,833 Headteachers registered with the GTCW and in 2009, this had fallen to 1,779 (although there has been an increase of 28 Headteachers since March 2008). Female Headteachers make up 53% of Headteachers, despite being 74.4% of the teaching population.

2.4 Over the last four years the proportion of Headteachers in the 55-64 age bracket has steadily increased. However, in 2009 there was a significant drop, from 37.2% in 2008 to 32.2% in 2009. **Table 2.1** shows the number of Headteachers in-service registered with the GTCW by age.

| Age range | March 2005 | March 2006 | March 2007 | March 2008 | March 2009 |
|-----------|------------|------------|------------|------------|------------|
| 25-34 | 1.8 | 1.8 | 2.0 | 1.7 | 2.5 |
| 35-44 | 15.3 | 16.8 | 17.8 | 20.1 | 23.0 |
| 45-54 | 49.7 | 45.8 | 42.9 | 40.8 | 42.3 |
| 55-64 | 33.1 | 35.5 | 37.4 | 37.2 | 32.2 |

Source: GTCW (2009) 'Annual Statistics Digest'.

2.5 The table also shows that over the last five years, there has been an increase in the number of Headteachers who are between 35 and 44 years old (from 15% to 23%). In 2009, nearly one in four Headteachers are within this age group. There is also a drop in the number of Headteachers in the age group 45-54years, dropping from 50% in March 2005 to 42% in March 2009. However, there is a significant number of heads nationally (32%), who are due to retire in the next five to ten years which may still present a longer term problem. LAs are experiencing difficulties in recruitment currently and these statistics would indicate this is likely to continue.

Recruitment of Headteachers

2.6 Predicting difficulties in the recruitment of Headteachers over the next 10 years is difficult, however by looking at current issues and challenges faced by Local Authorities and schools when recruiting, we can highlight where there are likely to be

⁵ GTCW (2009) 'Annual Statistics Digest'.

difficulties and why. There are obvious variations across Wales but evidence from the LEA survey and local authority consultations show concerns regarding:

- The number of times posts are re-advertised due to no suitable applicants.
- The drop in the overall number of applications.

Advertising Headteacher Positions

2.7 In order to get an idea of the lack of suitably experienced people currently applying for a Headship, LEAs were asked about issues related to the re-advertising of Headteacher positions. **Table 2.2** below provides a summary of the results from the survey undertaken with LEAs.

| Table 2.2: The Change in the Rate of Re-advertisement for Headship Positions over the Last 3 Years | | | | |
|---|------------------|----------------------------|------------------|------------------------|
| Schools | Increased | Stayed the same | Decreased | No response |
| English Medium primary schools | 8 | 6 | 0 | 2 |
| Welsh Medium primary schools | 8 | 5 | 1 | 2 |
| English Medium secondary schools | 4 | 9 | 0 | 3 |
| Welsh Medium secondary schools | 12 | 0 | 0 | 4 |

Source: YCL Survey of LEAs, base 16 LAs

2.8 For primary schools, both Welsh and English medium, 8 of the 16 LEAs surveyed thought the rate of re-advertising of posts had increased. Re-advertising for posts in the Welsh Medium schools was considered more of an issue in secondary schools. Consultations with LEAs confirmed this, and stated the problem was more acute where schools are located in socially disadvantaged areas.

2.9 Consultations with LEAs generated similar statements which showed recognition of the need to re-advertise posts and concern that the pool from which Headteachers can be recruited has reduced over the years.

“Twenty five years ago we’d get between 20 and 30 applicants for a primary Headship and between 10 and 15 for a secondary. Now on average, we are lucky if we get 6 applicants for a primary and 2 or 3 for a secondary. We are in a position where we just can’t shortlist anymore.”(Anglesey LEA)

2.10 In Carmarthenshire, Denbighshire, Powys, Gwynedd, Flintshire and Cardiff, it was reported that there has been a need to re-advertise posts recently, particularly in the secondary sector as there were too few candidates. In a few cases, LEAs have reported just one or two people applying for positions and no-one being appointed because neither were considered suitable for the particular post.

Applications for Headteacher Positions

2.11 The number of applicants applying for posts provides an indication of the challenges in recruiting suitably experienced and appropriate people. The process of short-listing, selection and de-selection of applicants gives governors the confidence and flexibility to recruit the most appropriate person for the job.

2.12 This research has consulted with a number of LEA personnel who have stated that the total number of applications for Headship posts is falling. **Table 2.3** highlights how LEAs have reported the changes over the last three years.

| Table 2.3: How has the number of applicants for Headship vacancies changed over the last 3 years? | | | | |
|--|------------------|------------------------|------------------|--------------------|
| Schools | Increased | Stayed the same | Decreased | No response |
| English Medium primary schools | 2 | 2 | 11 | 1 |
| Welsh Medium primary schools | 2 | 1 | 11 | 2 |
| English Medium secondary schools | 1 | 6 | 7 | 2 |
| Welsh Medium secondary schools | 2 | 6 | 5 | 3 |

2.13 Cardiff and Rhondda Cynon Taf reported that the number of applications for Headship had increased. However, it was thought that this was temporary increase and was related to the schools amalgamation agenda.

2.14 English and Welsh speaking primary schools, 11 of the 16 LEAs suggested the number of applicants had decreased. For secondary schools, seven LEAs suggested applicants to English secondary schools had decreased and 5 LEAs recognised a reduction in applicants for Welsh speaking schools.

2.15 The most rural areas reported the greatest difficulties; in Gwynedd areas such as Meirionydd, Penllyn, Pwllheli and Tywyn reported having particular problems in recruiting Headteachers. In Meirionydd, there are 17 Headteachers in the Primary sector who are all in their 50's and when they retire together, it was reported that finding replacements will be present a significant problem. In Carmarthenshire, it was considered an exception if more than two or three people applied for Headship posts;

“Being able to shortlist for Headship posts is considered to be a success in itself!”
(Carmarthenshire LEA)

2.16 However, the issue was not just confined to rural areas. Cardiff stated that there has been a significant drop in the number of applications over the last ten years, with all recruitment rounds receiving only single figure applications. They have recently had to re-advertise for a secondary school position which commanded a very good salary as there were only two applicants.

2.17 Looking ahead, respondents were asked to what extent they anticipate future problems in recruiting Headteachers. **Table 2.4** shows that, for primary schools especially, LEAs anticipated future problems. Fourteen suggested recruitment would be an issue in Welsh medium primary schools and 12 for English medium primary schools. Whilst the problem was perceived to be less extreme in secondary schools in both English and Welsh medium schools, overall the majority of LEAs suggested they expected recruiting Headteachers to be more challenging in the future.

| Table 2.4: Do you anticipate future problems recruiting Headteachers? | | | | |
|--|-------------------------------|------------------|------------------------------|--------------------|
| Schools | Yes, More of a problem | No Change | No, Less of a problem | No response |
| English Medium primary schools | 12 | 3 | 0 | 1 |
| Welsh Medium primary schools | 14 | 2 | 0 | 0 |
| English Medium secondary schools | 8 | 6 | 0 | 2 |
| Welsh Medium secondary schools | 9 | 4 | 0 | 3 |

Source: YCL survey of LEAs; Base 16

2.18 Local Education Authorities seemed to be very clear that the issue was going to be a difficult one to tackle and that Local Authorities and Governors were going to have to be flexible to meet the future demand. This included looking at possibilities of job sharing with outgoing Headteachers reducing the number of days gradually and incoming Headteachers working 3 out of 5 days in the Headteacher post.

2.19 LEAs reported that they had appointed Acting Headteachers in Headteacher positions which had remained vacant as a way of temporarily filling the Headteacher post. Looking at the extent to which Acting Headteachers are used, also provides an indication of the current problem with recruitment.

The Prevalence of Acting Headteachers

2.20 Across the 16 Local Education Authorities who responded to the LEA survey, it was reported that 80 schools had an Acting Headteacher. In the primary sector, this equated to 6.3% of the predominantly English speaking schools operating without a permanent Headteacher, the issue being slightly more common in Welsh Medium schools at 8%. In the Secondary sector, there were just 4 schools operating without a permanent Headteacher; 1 in a Welsh Medium school.

2.21 The increase in the use of Acting Headteachers was expected partly as a function of the school re-organisation plans for Wales which meant it was not always possible to recruit full time Headteachers in those schools where a merger or closure was an acknowledged possibility.

2.22 In Gwynedd, the problem was reported to be particularly acute with approximately one third of Headteacher roles filled by an Acting Head due to

recruitment problems. The only LEA where the use of Acting Headteachers was expected to decrease was Swansea, where it was reported there are “*high numbers of NPQH qualified teachers seeking employment.*”

2.23 Two reasons for the use of Acting Heads were that small schools are difficult to recruit to and imminent school closure meant that positions were not being advertised. Some Local Education Authorities are having to cluster small schools under one head (for example Carmarthenshire) in order to solve the problems of recruiting Headteachers for small rural schools. In Gwynedd there was an assumption that the re-organisation of schools would create more federated schools led by one head and a team of site managers. It was considered to be easier to recruit a site manager who would be responsible for the day to day running of the school, and to have one head responsible for school cluster.

2.24 The ambitions of Acting Headteachers to Headship is mixed and depends upon the timing of the Acting Headship and previous experience. Headteachers and Deputy Heads consulted as part of the case study work and who had fulfilled the role of Acting Head, had a variety of reasons for not wanting to move straight up to the role. In some cases it was related to not having the relevant experience and getting valuable experience covering for a head while the head was off sick, and in others, it was because they were taking over another school and the vacancy had not yet been advertised.

2.25 No firm conclusions regarding any lack of progression to a permanent Headteacher role can be drawn. However, the lack of progression of the Acting Head in to the permanent Headteacher role, may be related to circumstances associated with the vacancy, for example, it may be a difficult post to fill because of schools amalgamation or other challenges.

Factors Affecting Headship Recruitment

2.26 The issues regarding the need to re-advertise posts, and the drop in the number of applications for Headship are indications of broader problems affecting recruitment of Headteachers. Responses from the LEA survey and consultations with Local Education Authorities suggested a number of reasons for the difficulty in recruiting Headteachers (these are not given in any priority order):

- Perceptions of the changing role of Headteachers.
- Schools amalgamation agenda.
- Remuneration.
- School size.
- Specific skills shortages.
- Applications for NPQH.

Perceptions of the Changing Role of Headteachers

2.27 Consultations with the Local Authority School Improvement Teams, current Headteachers and aspiring Headteachers all show that there is widespread

agreement that the Headteacher role has changed significantly in the last 10 years. Key areas of change are reported as:

- Increased managerial and leadership role.;
- Increased levels of accountability to the State and to the community.
- Increased challenging nature of the work such as self-governance and Estyn inspections.
- Increased paper work.
- Increased workload and time commitment.
- Increased engagement with parents.
- Greater involvement with child welfare issues.
- Less day to day contact with pupils.

2.28 Headteachers were very aware of the increase in levels of accountability in terms of the performance of the school, but also of the increased responsibility with regard to the health and wellbeing of the pupils.

“Sometimes I feel that I am doing more of a job for the Social Services than I am as a Headteacher.” (Headteacher, Primary School, Neath port Talbot)

2.29 Some Headteachers considered the role to be less attractive to others because of the burden of responsibility.

“The schools have to ‘carry the can’ for so much of what goes on in the community, especially in smaller schools.” (Headteacher, Primary School, Gwynedd)

2.30 Being the person solely responsible for the school led some Headteachers to express their role as one of working in relative ‘*isolation*’. Many heads expressed concern regarding the increased need to understand legal issues and to deal with employment law and working with unions. This seemed to be relatively new territory for many heads and confidence to work within this arena was not high.

2.31 There was also broad agreement regarding the increased difficulty in maintaining teaching contact with the children and those Headteachers who could not manage to do this, mainly Secondary Headteachers, expressed regret that the role could no longer include teaching time.

“What initially brought me into teaching no longer seems to apply. I don’t really feel like an educationalist any more, that is more of a secondary role.”
(Headteacher, Secondary School, Cardiff)

2.32 Having said the above, all the Headteachers consulted with were still passionate about Headship, seemed very committed to their job and expressed a sense of privilege about being in the role.

“I think there are many things that can be done to make the job more attractive, but it’s a great job and I wouldn’t be anywhere else, I love it.” (Headteacher, Primary School, Neath Port Talbot)

2.33 Many teachers do aspire to become a Headteacher (see Section 3). However, there is a concern among some Headteachers that their aspirations may not be realised and that many other capable teachers are not attracted to the role because of the high levels of responsibility, accountability, the heavy workload and time constraints. Many Headteachers stated that *‘something needs to be done’* to make the role more attractive to teachers.

Amalgamation Agenda

2.34 In some areas, the schools amalgamation agenda is having an unsettling effect on Headteacher recruitment. Where schools are amalgamating and schools are under threat of closure, Headteacher vacancies are difficult to fill as Headteachers are reluctant to apply for a position which is likely to become redundant. In some cases, the decision is taken not to advertise the post due to impending closure and to temporarily fill the post using Acting Heads.

2.35 In addition, recruiting a permanent Headteacher who will be responsible for amalgamating schools can also be difficult as teachers can be put off by the perceived challenges of the post. A Headteacher in Cardiff, who was the Deputy Head of a primary school and Acting Headteacher for 3 years, was reluctant to apply for the post of Headteacher because of the tasks involved in amalgamating two primary schools; the need to carry out redundancies early on and to deal with the cultural differences of the two schools.

“The challenges that amalgamation presents are enormous...they consume your life.” (Headteacher, Cardiff Primary School)

2.36 Closure is particularly affecting small schools, making recruitment more difficult in this sector.

Remuneration

2.37 Issues related to Headteacher salaries are important. Although the Headteacher survey showed that pay is not the most significant element in attracting teachers to the Headteacher role, the increase in remuneration has to be significant enough to encourage people to take on additional roles and responsibilities.

2.38 Some Local Authorities considered the levels of remuneration of Headteachers, relative to other teaching roles, to be a problem. It was suggested by a few Local Authorities that the Teaching and Learning responsibilities (TLRs) introduced in schools has increased teacher salaries at the senior management level, making the step-up to Headteacher salary, less significant and ultimately less attractive.

“Schools are free to develop their own TLR structures...teachers who have additional responsibilities can boost their salaries up to £55,000 in the secondary

sector. The move then up to Deputy seems less attractive and it is possible that this will have an impact on teachers moving through.” (Cardiff LEA)

2.39 The issue around salary enhancement is also believed to be affecting the move from Deputy to Headteachers.

“We pay a Deputy in a big secondary school £60,000 per annum; the Head of that school will be on £70,000. It’s just not enough of a step for the additional responsibilities.” (Anglesey LEA)

2.40 This was reported as being more of a concern in the Secondary Sector where the responsibilities of Headship are greater and the pay differentials less marked. However, there were still issues regarding pay affecting the Primary Sector and smaller schools where aspiring heads reported not going for advertised posts because the salary increase was not sufficient.

“I don’t mind moving, but some Headteacher positions are just not available to me as I would have to take a drop in salary and I’m just not prepared to do that and take on the additional responsibility.” (Deputy Head, Cardiff Primary School)

2.41 There was no suggestion however, that Headteacher salaries should be increased, but just a recognition, that the variability in salaries restricted the number of people able to apply.

School Size

2.42 Recruiting to small schools is being reported as a particular challenge, especially when these schools are under threat of closure, are in rural areas or are Welsh medium schools.

2.43 Carmarthenshire reported ‘severe’ issues in the recruitment of Headteachers to small schools. It is now considered to be an exception if more than two or three candidates apply for a primary Headship position and it is not unusual for small rural schools to only receive one application. In one example given, small rural schools had been clustered with one ‘shared’ Headteacher. However, after one year, the head moved on to a more traditional and secure post and they have not managed to find a replacement in 6 months. Small schools are seen by some Headteachers as a ‘dead-end job’.

“I would never advise anybody to try for a Headship post in a small school like ours.” (Primary Headteacher, Carmarthenshire)

2.44 The LEA survey reported this issue as the most significant issue, with 13 out of the 16 Local Authorities indicating that small school sizes were an issue when trying to recruit for Headteachers.

Specific Skills Shortages

2.45 The LEA survey indicates there is an expected shortage of suitably qualified teachers with the NPQH who can lead a Welsh medium school. This was qualified in the case studies where the Local Authorities agreed that the additional pre-requisite

of being Welsh speaker reduces the already diminished pool from which a Headteacher can be selected. For example, in Cardiff, there is one Deputy Head with NPQH who is a Welsh speaker, yet there will be an increase of 8 Welsh Medium schools in the next few years.

2.46 As more pre-requisites are added to the Headteacher role, fewer people will be able to apply. In schools with a religious character, particularly the Catholic denomination, there are fewer people who are practising Catholics with NPQH so this naturally reduced the pool from which Headteachers can be recruited. It was reported by the Catholic Archdiocese of Cardiff that there had been situations where posts have been re-advertised but the situation is still manageable and there are sufficient numbers of applications to fill vacancies. However, the situation is more challenging in rural areas. There is a need to ensure that Local Authorities work with Voluntary Sector agencies which support the identification and training of new Headteachers.

Applications for NPQH

2.47 It was reported by LEAs in the main, but by a few Deputy Heads also, that the applications procedure for NPQH may be deterring people from applying for Headteachers positions. Since 2005 the number of applications for NPQH was 1090 and the number of successful applications was 473. Therefore the percentage of unsuccessful applications for NPQH is 57%. Many people therefore, who aspire to become a Headteacher, are failing the application process. There were some concerns expressed regarding the selection of candidates for NPQH and whether the criteria used for selection had adapted to the roles and responsibilities of modern Headship. It is obviously crucial that those who have the intention to go on to Headship are as much as possible supported through the process in order to ensure that they reapply successfully.

2.48 A few Deputy Heads did state that they did not want to go through the procedure of applying for NPQH, but this was generally given in the context of lower level aspirations to move up to the Headteacher role. There is no evidence per se to suggest that the application procedure is deterring those already committed to achieving Headship.

Summary

2.49 There are a number of points which show that the recruitment of suitably qualified Headteachers is becoming more difficult. The increased need to re-advertise posts and the drop in applications in certain Local Authorities and schools demonstrate the challenges. The age profile of Headteachers is changing, but there is still going to be one third of Headteachers coming up to retirement over the next 10 to 15 years which will present significant challenges.

2.50 The changing role of Headteachers has caused an increase in workload, accountability and responsibility. There are other factors such as school closure which reduce the number of applications for Headship. There is a need to ensure that future aspiring Headteachers are suitably supported and qualified to take on the challenge.

3. Aspirations To Headship

3.1 Given the evidence in Section Two regarding the changing role of Headteachers and issues which militate against the recruitment of Headteachers, it seems important to qualify any impact on the motivations and aspirations of those who could become Headteachers.

3.2 The section addresses the following two study objectives to:

- Investigate the aspirations of registered NPQH holders.
- Investigate the career aspirations of teachers below the level of deputy and subject head.

3.3 It should be noted that due to the range of issues outlined in **Annex A: Research Method and Study Issues**, the quantitative data from the two surveys is based on small numbers of respondents and consequently cannot be considered to be representative of the stakeholders group concerned (NPQH and SLM completers). Nevertheless, the data provides some interesting trends, which were further explored through the more detailed qualitative research.

3.4 In this section we explore a range of issues in relation to aspirations to Headship including:

- Motivations to undertake the NPQH.
- Career progression following the NPQH.
- Factors affecting school choice.
- Issues affecting the career aspirations of ambitious teachers.

Motivations to Undertake the NPQH

3.5 The research required the study to explore, “*what motivates teachers to undertake the NPQH.*” Previous anecdotal feedback has suggested some teachers are undertaking the qualification as part of more general CPD and do not have aspirations to take up a Headteacher role. In February 2009, there were a total of 739 professionals in Wales who hold the NPQH but are not Headteachers. This accounts for 59% of the NPQH qualified population⁶. As part of this research, NPQH holders were surveyed and consulted in order to establish the extent to which this cohort of suitably qualified teachers intend to move in to Headship.

3.6 Just over half of respondents (26 or 58%) indicated that, at the time of taking the NPQH, their original motivation was to become a Headteacher. This was fairly evenly split between those who had a desire to become a Headteacher within three years, and those who aspired to become a Headteacher after three years.

3.7 However, a third of respondents identified that the main motivation was that

⁶ The total number of serving Headteachers with NPQH is 524, or 41% of the population.

the NPQH represented a good form of CPD and were not necessarily thinking about progression to Headship. **Figure 3.1** provides a sample of the qualitative responses in relation to motivations for undertaking the NPQH.

**Figure 3.1:
Motivations for Undertaking NPQH: Qualitative Consultations**

"I applied for NPQH following three unsuccessful Headship applications. I thought it would make the difference and give me the edge in future applications."
(Primary)

"I was a senior manager and at the time was ambitious to become a Headteacher. I saw the NPQH as the next step on my CPD route." (Primary)

"I did NPQH as I really want to become a Headteacher in the future." (Primary)

"I gradually became aware I was interested in Headship when I realised I had the right skills, needed more of a challenge and wanted a different dimension to my career." (Primary)

"I pushed to take on the qualification. I wanted to make progress and take on a challenge. I didn't really aspire to becoming a head at the time." (Primary)

"I undertook the NPQH when I reached Assistant Head position. I saw the programme mainly as a good quality CPD opportunity, although I was also motivated to become a Headteacher." (Secondary)

"I was looking for something to support my career development. I'd already done a masters but thought this would help me in applications for deputy Headship. It was the right opportunity at the right time." (Secondary)

Progression to Headship: NPQH Holders

3.8 Whilst three quarters of respondents rated the NPQH 'very highly' or 'highly' in relation to preparation for school leadership, opinions in relation to the extent to which participation had *motivated* respondents to progress onto a Headship position were more varied.

3.9 The survey respondents were asked to characterise their current ambitions relating to Headship. Only one fifth of respondents indicated that they have a direct ambition to be become a Headteacher within the next three years. Secondary school teachers and those working in the English medium sector were far more likely to expect to want to become Headteachers than those in the primary or Welsh medium sectors. Further details are as follows:

- Half (23) of the respondents indicated they expected to be a Headteacher at some point in their career. There was a fairly even split between those who expected this to take place within the next three years (9 or 20%) and those that did not (14 or 30%).
- One fifth (9) of respondents indicated they would like to be a Headteacher but were not sure whether the ambition would be fulfilled.

- One fifth (10) of respondents indicated that whilst it was their original intention to become a Headteacher they were no longer sure.
- Of the remaining 4 respondents, one had already progressed to Headship, two had given up hope and one had since moved into an advisory role.

3.10 Respondents aged over 51 and women were least likely to indicate they were still expecting to become a Headteacher.

3.11 Respondents identified the main motivations for aspiring to Headship. The most significant factors identified were the opportunity to influence children’s lives, the opportunity to shape a school and the opportunity to develop staff/a leadership team. The additional remuneration associated with some roles played only a modest motivating role. **Figure 3.2** provides some of the quotes provided through the qualitative consultations.

**Figure 3.2:
Motivations to Become a Headteacher**

“I want to become a Headteacher because it gives you the opportunity to have a real impact on the lives of children and the wider community, rather than just their education.” (Deputy)

“After my time as an acting head, I realised the wider benefits of being a Headteacher. The opportunity to create and implement your own vision and put it into action is what has really motivated me to progress.” (Deputy)

“I was ready for the next level in terms of leading the school and the team. I needed the change.” (Deputy)

3.12 However, it is clear that at some point between applying for the NPQH and the time the survey was undertaken, a significant proportion of people have changed their opinion/desire to become a Headteacher. The qualitative responses shed some light on why this may be so. Reasons include:

- Lack of success in applications.
- Family/personal circumstances.
- Career move to the advisory sector.
- Greater understanding of the negative aspects of the role.
- Lack of financial incentive due to the increases in salaries at the position below Headteacher.

**Figure 3.3:
Changes in Motivations to Become a Headteacher**

“I moved into an advisory role and doubt I’ll move back now before I retire.” (Primary)

“I realised how much I love teaching and how little opportunity there would be for that. I don’t think it’s for me.” (Primary)

“Having deputised for the head for a while I’m not sure I want the extra hassle. At

the end of the day the buck stops with the head and the salary increase isn't worth it. As a deputy in a large secondary you can earn as much as head of a small secondary without the ultimate level of responsibility.” (Secondary)

“I don't think I could handle the ultimate responsibility. I'm too much of a control freak and I've realised that as a head you can't manage everything. I think the stress for me would be too great.” (Secondary)

“Whilst nobody goes into teaching for the money, the differential between the heads role and that of deputies doesn't justify the additional stress and responsibility.” (Secondary)

Career Progression Following the NPQH

3.13 Exactly half of the survey sample (23 respondents) had applied for a Headship position since completing the NPQH. Only one of these had been successful with two waiting the results of pending applications⁷.

3.14 Those who had not been successful mostly attributed this to the fact that a more experienced candidate had got the job. The lack of success of the respondents in securing Headship positions gives rise for concern. A number of candidates expected that if they had sufficient experience to get on the NPQH, then with the qualification as an added 'string to their bow', they would secure a Headship position within a reasonable time frame. For many, this has not been the case. Further comments from the qualitative consultations are provided in **Figure 3.4**.

Figure 3.4: Comments in Relation to Unsuccessful Headship Applicants

“I think that too many of the NPQH candidates that I know of are too inexperienced to fully benefit from the training. Because of the lack of experience they aren't ready to step into a Headship post on completion. I don't feel the paper process on its own works in terms of selecting the right people. There's a gap in terms of relevant CPD opportunities at the deputy level.” (Primary Headteacher)

“I've been very disappointed. I've been for six Headship positions and have been unsuccessful. I feel this is down to the references of my Headteacher which I feel are unfair. I thought the NPQH would create a level playing field. I don't believe governors fully understand what the qualification means.” (Primary Sen Co)

“I've made one application but this was pretty speculative and I didn't expect to get it. However, I think it helped by application for Deputy Head.” (Secondary Deputy)

“I've applied for a couple of positions but due to re-organisation, competition is fierce. There were several existing and acting heads who also went for the post. I'll keep my eyes out but it's a challenge because I earn more than many heads in smaller schools do and I wouldn't take a salary cut.” (Primary Deputy)

⁷ It should be noted that this is not necessarily reflective of typical of progression routes. The sample comprises those **who have not** progressed to Headship.

**Figure 3.4:
Comments in Relation to Unsuccessful Headship Applicants**

“I’ve applied for two Headship posts in larger schools but my experience is limited to smaller schools. However, I’ve had positive feedback so will keep trying. However, it’s a struggle to get the right experience. In some ways, you limit your options right from your first teaching position if you go to a small school.” (Primary Deputy)

3.15 The survey also explored the reasons why some NPQH holders had not applied for posts. The reasons reflected the responses in relation to changes in motivation. In addition, a number also highlighted that they needed more experience before they felt they would be ready to apply.

**Figure 3.5:
Reasons why applications have not been made**

“Following the NPQH I’ve now spent five years as a Deputy. This has been more rigorous training than the NPQH, but it set me on the right path. However, I appreciate that some deputies might not want to progress from this level. Treading water could be an easier option.” (Secondary Deputy)

3.16 The issue in relation to progression of NPQH holders appears to be relatively split. Around half of the survey respondents were keen to progress to a Headship position. However, in most cases respondents have not had the necessary experience to effectively compete for Headship positions. For the other half, whilst they held a latent ambition to become a head, this has either not materialised, or their latter experiences have put them off.

Factors Affecting School Choice

3.17 A further focus for the study related to the types of schools that NPQH holders would consider applying for⁸. Half (18) of survey respondents indicated that they would apply to a small school and one third (14) would apply for a rural school or acting Headship. There was less interest in applying for shared Headships and schools in special measures. Additional quotes to support these views are provided in **Figure 3.6**.

**Figure 3.6:
Comments in relation to factors affecting school choice**

Special Measures

“The job is sufficiently challenging without an additional challenge. This role should be considered for experienced Headteachers.”
“Too big a task!”

Shared Headship

“I have fulfilled this role on two different occasions and now feel that I want to put my own individual stamp on a school.”
“It always leads to conflict and a power struggle.”

⁸ The results should be treated with caution because over half of the respondents come from two local authority areas (Cardiff and Gwynedd). However, there was representation for all parts of Wales, 19 (41%) of respondents were from North Wales, 19 (41%) were from South East Wales and 8 (17%) were from South West Wales.

Career Aspirations of Teachers below Senior Leaders

3.18 A further study aim was to investigate the aspirations of teachers below the level of deputy/subject head. The rationale for this was that the Assembly Government wanted to explore the concerns raised by some stakeholders groups that ambitions to progress to senior levels have diminished in recent years. Disappointingly, only 36 responses were received, the majority of which were from the primary sector. This has clearly influenced the data reported.

3.19 Respondents were asked to choose one statement to characterise the extent of their aspiration "*to become a Headteacher at some point in your career.*" Two fifths (14) of teachers that had participated in SLMs aspired to become a Headteacher at some point in their career. One quarter (9) of SLM participants had no desire to progress to Headship. Older teachers were the least motivated amongst the cohort, with seven of the nine respondents indicating that they had no intention of becoming a Headteacher.

3.20 The factors attracting respondents to aspire to Headship mirrored those given provided in the NPQH survey, namely the opportunity to influence children's lives, the opportunity to shape a school and the opportunity to develop staff/a leadership team. The additional remuneration was only a modest influencing factor.

3.21 In relation to those who did not aspire to Headship, the reasons given were the additional workload and stress associated with being a Headteacher, as well as a lack of personal ambition. Another less significant issue was the lack of contact with pupils. Only one respondent cited the lack of remuneration as an issue and no respondents reported a lack of support as a factor.

3.22 Respondents were also asked to consider what additional support and development was required to enable them to support their leadership ambitions. Over two thirds identified that the key requirement was more exposure to senior leadership decision making processes, (including more hands on whole school leadership responsibility and more formal training, for example the NPQH). Respondents were less likely to opt for coaching or exposure to leadership opportunities outside of their school environment (around one third of respondents). Unsurprisingly, there was a strong correlation between ambitions to Headship and interest and the different forms of support and development.

Summary

3.23 The evidence suggests that there is a sizeable pool of teachers both above and below the deputy Headship position that aspire to become Headteachers. However, the issue is in translating these aspirations into credible applicants for vacant Headship positions. A significant proportion of the existing cohort of NPQH holders have not been successful in their Headship applications, suggesting that the most appropriate candidates have not been selected in the past, or that since completion, they have not had access to the necessary opportunities to develop their skills. This indicates there is a potential gap in relevant opportunities between NPQH completion and Headship.

3.24 The NPQH selection criteria has recently been tightened which may go some way to ensuring that the right candidates are selected for this programme. For those teachers who perceive the NPQH as a form of CPD, adequate support must be provided to ensure that they have access to appropriate training to maintain the future supply of senior leaders and headteachers.

4. Training And Development Of Current And Aspiring Heads

4.1 National and local training provision has been developed to support heads and future Headteachers in their role through the National Headship Development Programme. However, there appears to be an uneven access to training provision at both the Headship level and aspiring heads across Wales. Middle management level training provision across Wales seems particularly uneven. Local training programmes and support structures have been designed to develop leadership skills among future and aspiring heads. However, there are still issues relating to LEA funding strategies and access to provision is sometimes restricted because of school budgets.

4.2 In the remainder of this section we describe:

- The **national programmes** to support the development of current and aspiring Headteachers and the take up of these.
- **Development of local training provision and support** to Headteachers and aspiring Headteachers.

National Programmes of Training and Development

4.3 National Programmes of training and development for Headteachers and aspiring Headteachers include:

- Professional Headship Induction Programme (PHIP).
- Leadership Programme for Serving Heads (LPSH).
- The National Professional Qualification for Headship (NPQH).
- The School Leadership Modules (SLM).
- Piloting of Chartered Teacher Status.

Professional Headship Induction Programme (PHIP)

4.4 The PHIP is a programme run for newly appointed Headteachers to offer guidance to Headteachers in the role and to support effective decision making. Elements of the course include:

- Strategic management including finance management, using available data to improve school performance, developing self evaluation skills.
- Day to day management of the school including staff, governors and parents, what to expect and how to deal with challenging situations.

- Leadership skills, defining and setting priorities.
- Planning their own professional development, developing personal skills and confidence to lead the school.

4.5 The support provided includes mentoring of heads by existing Headteachers to provide a sounding board and to offer advice on how to deal with challenging situations.

4.6 One of the issues concerning PHIP appears to be the uneven access to the training as LEAs stated that singly, they do not have the capacity to provide the training. The lack of formal induction programmes has created a gap in some Local Authorities such as in Gwynedd and Anglesey, where the LEAs have continued to provide some element of the PHIP informally. LEAs and Headteachers have requested that the provision be formalised and fully funded to improve across LEAs.

Leadership Programme for Serving Heads (LPSH)

4.7 The LPSH provides Headteachers with the necessary leadership and managerial skills necessary to run the schools effectively. This includes:

- Understand the value of different leadership styles.
- Operating effective leadership including delegation of tasks, coaching of staff, devolving roles and responsibilities within schools.
- Ensuring the continuous professional development of teachers and senior leaders through target setting.
- Working on team building skills to deal effectively with staff, governors, parents, Local Authorities.
- How to work with necessary changes to ensure school improvement.

4.8 The course includes a series of residentials in which school Headteachers from both the primary and the secondary sector come together to share their experiences and talk through scenarios, challenges and solutions. The funding for LPSH is being withdrawn in August 2009. LEAs expressed concerns about the gap this will leave.

4.9 **Table 4.1** provides an estimate of the extent to which Headteachers have undertaken the PHIP and the LPSH. Just over 35% of Headteachers who responded to the Headteacher survey had completed the PHIP and 52% had undertaken the LPSH.

| Table 4.1: Training undertaken after becoming a Headteacher | |
|--|-----------|
| The Professional Headship Induction Programme (PHIP) | 101 (35%) |
| The Leadership Programme for Serving Headteachers (LPSH) | 149 (52%) |

Source: YCL survey of Headteachers

Base: 286

The National Professional Qualification for Headship (NPQH)

4.10 The NPQH is a mandatory qualification for all substantive Headteachers. It builds on prior learning and experience and aims to develop the professional skills and expertise necessary for Headship. Candidates complete the programme over different time periods depending upon levels of current experience and skills. The programme is underpinned by the National Standards for Headteachers and includes theory and practice elements and involves face to face training and self supported study. The programme covers 6 key areas of Headship outlined in the standards:

- Creating strategic direction.
- Leading learning and teaching.
- Developing and working with others.
- Managing the school.
- Securing accountability.
- Strengthening the community focus.

4.11 The programme is structured in three stages:

- Application and selection.
- Training and development.
- Assessment, award and feedback.

The School Leadership Modules (SLM)

4.12 This leadership development programme forms part of LEA's leadership and management training strategy and is aimed at developing the skills and knowledge of middle manager, heads of Department etc, within the context of the whole school planning and development, staff restructuring and the introduction of TLRs. Modules include:

- Developing Leadership.
- Strategic Direction, School Development and Self Evaluation.
- Learning and Teaching.
- Leading, Developing and Supporting Staff.
- Efficient and Effective Deployment of Staff and Resources.
- Communication, Inclusion, Evaluation and Personal Self Evaluation.

4.13 **Table 4.2** shows that a small number of Headteachers (30, 11%) had undertaken the SLM before becoming a Headteacher and 37% had completed the NPQH before becoming a Headteacher.

**Table 4.2:
Training undertaken before becoming a Headteacher**

| | |
|---|--------------|
| The National Professional Qualification for Headship (NPQH) | 106 (37%) |
| School Leadership Modules (SLM) | 30 (11%) |

Source: YCL survey of Headteachers

Base: 286

Chartered Teacher Programme

4.14 The chartered Teacher Pilot Programme compares two different routes that teachers might follow to achieve Chartered Teacher status.

The Portfolio Route is intended for very experienced teachers, and involves the submission of a portfolio of evidence demonstrating the Chartered Teacher standards achieved by the teacher.

The Taught or Programme Route enables teachers to undertake a number of modules with a recognised provider, who will provide CPD opportunities for the teacher to develop and demonstrate Chartered Teacher standards.

The Programme has been piloted across Wales with teachers selected to undertake each module or route, and with individual modules being delivered in different formats. The modules piloted to date include:

- Talk for Thought.
- Learning, Teaching and Assessment.
- Education for All.
- Pedagogical application of ICT in learning and teaching.
- Leading the learning.
- Improving practice through action research.
- Self evaluation and reflection.
- Language and Methodology, Welsh as a Second language.

4.15 The pilots have been extended and two further modules being piloted (to be completed over the 2009/2010 financial year):

- Self evaluation and reflection.
- Education for all.

It is anticipated that the Programme Route will take between two and five years to achieve Chartered Teacher status.

The Portfolio Route will take between one and two years to produce the file of evidence.

4.16 The Chartered Teacher Pilot scheme will be subject to an evaluation, and the findings will be submitted to the Minister to determine the future of the programme.

Development of Local Training Provision and Support

4.17 LEAs have developed a range of training to support the development of middle managers in schools, some in partnership with universities as a way of improving the skills of Headteachers and aspiring heads (*for example Cardiff and Swansea University – Leadership for the 21st Century*).

4.18 However, the picture across Wales seems very varied and it is difficult to align or compare provision across LEAs because of these differences. Examples of the training being developed for aspiring heads include the following:

- Success In Senior Leadership - four day course for senior leaders.
- MA in school leadership at University of Wales Institute Cardiff.
- Financial Management training.
- The six module leadership diploma (SLM) in association with Swansea Metropolitan University – Leadership in the 21st Century for middle and senior leaders (non-Headteachers).
- Leadership of Inclusion modular diploma leading to MA at University of Wales Institute, Cardiff (UWIC).
- MA Education at UWIC.
- A wide range of over 60 one day leadership events annually related to leadership of all aspects of school life from leadership of Teaching Assistants through to leading the new curriculum.

4.19 The Association of School and College Leaders also provides training support on areas such as inspection training, finance and time tabling.

4.20 There is evidence of different LEA strategies and funding and uneven development of training provision and consequentially, uneven access to training. For instance, provision in Cardiff appears to be more developed than in other areas of the country. Particularly low levels of training provision were reported in Powys, Gwynedd and in Blaneau Gwent. In recognition of the disparity in access, one Headteacher from Cardiff stated that there should be a '*national entitlement to leadership training for middle managers*' to ensure that there is '*equality of access*' to the necessary training.

4.21 There are examples of individual teachers being sponsored by the LEA to undertake training, for example for young people with special needs. While LEA's sponsoring individual teachers is welcome, the picture which appears to be emerging is one of uneven access and 'ad hoc' opportunities to undertake training.

4.22 Middle managers consulted reported differences in support from schools with regards their CPD. Many had positive experiences, but there are reports from teachers of a lack of support from within the school, both, financial and professionally for their CPD.

4.23 School budgets appear to be under increasing strain and many aspiring heads have stated that they are not being given sufficient access to training and development opportunities because of budget constraints. Some aspiring heads felt a greater level of co-ordination and monitoring of CPD had to be undertaken.

“much more needs to be done to make sure that people with the right talents are developed...it is not enough to demonstrate in inspections or visits from the LEA that you adhere to the necessary systems - appraisals etc, there should be someone from the LEA responsible for ensuring that it actually happens in reality.” (SLM consultation, Primary Teacher, Cardiff)

LEA Support Structures

4.24 Some LEAs offer support through schools advisors who provide advice and support on issues relating to school performance, school effectiveness and how to deal with challenging situations. Cardiff LEA stated that they provide continual support to Headteachers and *‘have a steady stream of queries and calls for advice from Headteachers on a broad range of issues’* relating to school amalgamation, redundancies, working with unions etc.

4.25 Some LEAs have no school improvement support service such as in Monmouthshire and so the level of support regarding issues of leadership is lacking.

Networks of Support

4.26 There are a number of networks of Headteachers and Deputy Headteachers operating across Wales which are providing invaluable support, advice and guidance to Headteachers who are engaged. In Cardiff there are very active networks, operating at both the LEA level and at the local level where there are clusters of schools. The LEA stated that it provides a forum through which heads and deputies can meet, and it also helps the LEA and others keep in touch with heads and deputies and to respond to challenges.

4.27 In many cases, Headteachers have said that it has made a significant difference, knowing that there are other heads nearby from whom they can ask advice and get reassurance on an number of pressing issues. This was particularly important for Headteachers of schools with a religious character. Those heads have stated that it is important to share ideas on how to keep the faith emphasis in schools.

4.28 Mentoring arrangements for existing heads have been put in place to deliver that much needed support. For instance in Monmouthshire a system of support has been developed by a Headteachers with another Headteacher in England. On a termly basis, the two Headteachers meet up with an education consultant who facilitates an in-depth development session. Collectively they work out options and solutions to address the challenge.

Summary

4.29 National training programmes offer a range of training to support Headteachers and senior leaders and middle managers. There appears to be an

uneven access to training programmes, partly because of the funding strategies of LEAs, and partly because some LEAs have developed partnerships with providers to develop courses. Cardiff appears to offer a good range of courses compared to other LEAs. However, access to training can vary still due to the budget constraints within school. Consultees have expressed concern regarding the uneven access to training and have mooted the need to develop a 'national entitlement' to ensure people receive the training required.

5. Effectiveness Of Current Provision And Future Needs

5.1 In this section we consider the effectiveness of the training and development opportunities in place for both serving and aspiring Headteachers, and the issues and challenges faced. We also consider the future development of serving Headteachers. The section addresses the following two study objectives:

- To investigate the needs of serving Headteachers in terms of training and support.
- Investigate the future needs of Headteachers in relation to Welsh medium schools.

5.2 The section is structured as follows:

- Take up of training delivered.
- The effectiveness of current training: existing heads.
- Future development needs: existing heads.
- The effectiveness of training delivered: aspiring heads.
- Issues and challenges in current training provision: middle leaders and aspiring heads.

Take Up of Training Delivered

5.3 In the survey of Headteachers, a total of 70% of Headteachers stated they had undertaken training in preparation to becoming a Headteacher and 80% reported having undertaken training since becoming a Headteacher.

5.4 Take up of the three programmes within the National Headship Development Programme (NHDP) was as follows:

- NPQH – 37% of Headteachers.
- PHIP – 35% of Headteachers.
- LPSH – 52% of Headteachers.

5.5 A total of 33% of respondents reported undertaking 'other' training prior to taking up their Headship position, and 10% after they became a Headteacher.

5.6 The GTCW publishes detailed information on the profile of NPQH holders nationally⁹. This is presented in **Annex B: Profile of NPQH holders**. Key points to note from the data are:

- A total of 1,263 professionals have completed NPQH in Wales of which 41% are serving Headteachers and 59% are in other positions.
- Completions peaked in 2003 at 210 p.a. This has steadily declined to 134 awards in 2008.
- There is a disparity in the ratio of teachers to NPQH qualified teachers across the LEAs. In Ceredigion there are 16 teachers per NPQH holder, in Carmarthenshire the figure is 30 teachers per NPQH holder.

The Effectiveness of Current Training: Existing Heads

5.7 In relation to the effectiveness of the training delivered to existing heads, the survey respondents rated the two nationally funded programmes as follows:

- PHIP – 61% considered the programme to be either effective or very effective.
- LPSH – 84% considered the programme to be either effective or very effective.

Professional Headship Induction Programme

5.8 Perceptions of the PHIP were mixed. A majority (61%) of survey respondents reported they found the programme to be effective or very effective. However, over one quarter (27%) indicated they were ambivalent about its effectiveness. This was less favourable than the feedback provided on other leadership development programmes considered in the research.

5.9 The key element of the programme valued by the Headteachers who had undertaken the programme was the mentoring relationship. Where Headteachers provided positive feedback, they reported they had had a good relationship with the mentor, who in many cases had provided support beyond their remit. The other key element valued by respondents was the networking arrangements with other recently appointed heads. **Figure 5.1** provides qualitative feedback on the programme.

Figure 5.1: Positive Feedback on the Mentoring Aspects of the PHIP

"I found the mentor very useful. I understand that's it critical you get the right relationship and are encouraged to be open about your weaknesses. My mentor

⁹ It should be noted that not all teachers are registered with the GTCW. Therefore these figures may not represent all teachers who have NPQH.

**Figure 5.1:
Positive Feedback on the Mentoring Aspects of the PHIP**

was available at the end of the phone whenever I needed him.”

“I found the whole programme to be effective but in particular the mentoring element stood out for me. I’m sure my mentor made himself available far more than the time he was allocated.”

“Having a mentor meant it was possible to ask all the silly questions that you wouldn’t normally ask, and certainly not in a group environment.”

5.10 However, in a minority of cases, Headteachers reported that they had not developed an effective relationship with their mentor and neither they nor the mentor had invested sufficient time into considering their professional development needs. Other negative comments on the programme related to the lack of structure, the ‘file’ based approach, and the lack of time to dedicate to learning in the first year of Headship. **Figure 5.2** provides qualitative comments which support this finding.

**Figure 5.2:
Negative Feedback on the PHIP**

“The mentoring arrangement didn’t really work for me. Neither I nor the advisor could dedicate the time to the role. The first year in Headship is so intense that fitting in professional development time was a real challenge.”

“I had a mentor but it was all a bit adhoc. I appreciate that it’s about tailoring the support to fit your needs, but for me it lacked direction.”

“Lack of structure and unclear objectives. There is a need for an agreed set of areas to cover, not necessarily in the same way that NPQH is structured but certainly PHIP would benefit from Headteachers currently in the role who could provide pointers / an overview of many of the areas/issues to be faced.”

“I don’t need nor want to work through another big file. The most useful support is a serving Headteacher to work with as a mentor.”

“The demands of my first Headship were such that there was just not the time to work through the PHIP file and it was not possible to create the time needed to give justice to the materials provided.”

“Essentially I was just given a file of training providers and met a supposed mentor once. I wouldn’t call that effective support.”

5.11 Consultations with some of the national and LEA stakeholders provided a further dimension to feedback on the programme. Specific issues raised were:

- **Varying experiences** – as reflected in the feedback above, national stakeholders indicated that it appeared that new Headteachers had varying experiences, depending on the quality of local delivery and the effectiveness of the relationship between the Headteacher and the mentor.

- **Too short a time frame** – both national and local stakeholders reported that the timeframe for delivery was unrealistic, and that the funding arrangement should be allocated over a three year period, providing greater opportunity to maximise use of the support.
- **Governors using funding for other purposes** – one stakeholder indicated that they were aware of incidents of governors using the funding for non-professional development purposes.

5.12 This feedback indicates that whilst support for Headteachers is valued, the potential value of the programme is not being maximised within its current delivery arrangement. Greater emphasis should be placed on ensuring the quality of the mentoring element, with the opportunity to access support provided over a longer period of time. These findings are consistent with those published in Estyn’s review of the programme in 2005.

5.13 Furthermore, a number of Headteachers who had previously been acting Headteachers highlighted that they had not been able to access the programme, and felt that this would have been beneficial at a time when they had taken a considerable step up in responsibility.

Leadership Programme for Serving Headteachers

5.14 Perceptions of the LPSH were positive with 84% of respondents reporting that they found programme to be effective (42%) or very effective (42%). A total of 12% of respondents were ambivalent, and just 4% provided a negative assessment. Feedback from national stakeholders and the qualitative consultations supported this positive view (see **Figure 5.3**).

Figure 5.3: Positive Views on the LPSH

“People who have been on the course rate it very highly. The key success factors are that it takes Headteachers out of the usual networks and gives them the opportunity to meet new people.” (National stakeholder)

“I did the programme a few years ago. The key benefit was the opportunity to get out of the school environment. It’s a shame it’s being withdrawn.” (Headteacher)

“I’m currently doing the LPSH and think it’s been incredibly useful. I particularly value the residential aspect. It’s been great for networking and I’ve had good support from the LEA.” (Headteacher)

“I found it very effective and would encourage anyone to take up the opportunity.”

5.15 Whilst the feedback was overwhelmingly positive, a minority of stakeholders were more critical. Key issues raised were as follows:

- **Too theoretical/overlap with NPQH** – two Headteachers reported they had been very disappointed with how theoretical the course had been. It

was reported that the programme has a similar focus to the NPQH, particularly in relation to the emphasis on leadership styles. It was considered that the next generation of leaders will all have completed the NPQH and the added value of the LPSH will diminish over time.

- **Reduction in the quality of delivery** – one LEA stakeholder reported that the programme had previously been very well respected but more recently reports had been made that the delivery of the programme had been poor. *“It’s been delivered by retired heads who know the business of running a school, but are too far from the coal face now and don’t understand the current context.”*
- **Lack of connection with the LA** – the programme is delivered nationally but recruitment is undertaken through direct links to the school. As a one LEA stakeholder reported, *“We’re asked to promote the course, yet we get no information (despite requests) on who’s taken it up or asked to make recommendations on who should go on. This does not help with supporting our school improvement strategy.”*

5.16 All LEA stakeholders reported that they were concerned about the gap the LPSH would leave when funding ceased in 2009. In some local authority areas the course had already been withdrawn.

5.17 The National College for School Leadership will also be withdrawing funding for the programme in England from the end of 2009. A statement on their website provides the rationale for this (see **Figure 5.4**).

Figure 5.4:

NCSL’s Position on Head for the Future Programme (formerly LPSH)

The final Head for the Future programmes will run from Spring 2009 to December 2009. Despite its significant impact on school leadership, the rapidly changing and complex context for Headteachers with new models of leadership and the need for great flexibility means that a single national programme, no matter how effective, can no longer meet these increasingly diverse needs. The powerful practice developed through Head for the Future will be used to build future provision for experienced Headteachers.

5.18 The suggestion is that more flexible arrangements to support experienced Headteachers are required. However, it is not clear what the programme will be replaced with and what delivery arrangements will be in place. The issue of flexibility is equally as relevant to the Welsh context.

Future Development Needs: Existing Heads

5.19 The research considered the future development needs of existing heads. Headteachers were asked to consider:

- Whether they expect to undertake any formal CPD over the next three years.

- If so, in what areas they require support.
- Whether or not the current suite of provision would meet their requirements.

5.20 Just under half (47%) of Headteachers indicated that they did expect to undertake formal CPD activities in the next three years, and a further 39% reported they would possibly undertake some form of development activity.

5.21 For those respondents who stated that they would not carry out any further training in the next three years the main reasons given were that they were going to retire (half of the cohort), training budgets were better spent on leadership teams than on their own CPD (one third of the cohort) and finding the time off to attend courses (one third of the cohort).

5.22 The most common development area identified was in relation to finance and budget management, with almost half (45%) of all the Headteachers who expected to undertake CPD identifying this as a key development area. Around one third of respondents also identified the following key areas for development:

- Providing effective leadership (38%).
- Policy and strategy (38%).
- Performance management and measurement (35%).
- Data analysis (35%).
- Developing staff capacity (33%).
- Human resource management (32%).

5.23 Other less significant areas for development were federated leadership (21% of respondents) and organisational management (16%).

Availability of Relevant Opportunities

5.24 Respondents who identified these development areas were asked to indicate whether the current suite of provision would be able to meet their requirements. The trends were similar for each development area identified, with almost one third of respondents (32%) reporting that current opportunities *would* meet their needs, just under a half (46%) reporting that provision would meet their needs *to some extent* and around one tenth (10%) reporting that opportunities *would not* meet their needs. An additional one tenth (12%) reported they *did not know* whether opportunities would meet their needs.

5.25 The exception to this trend was in relation to providing effective leadership, with respondents slightly more positive about the availability of support (43%) than for the other areas identified.

5.26 Additional development areas identified by Headteachers through the qualitative consultations were as follows:

- The legal process associated with parents taking action against the school for accidents, loss, theft etc.
- Dealing with exclusions.
- Dealing with unions.
- Dealing with challenging/aggressive parents.

5.27 These tended to be issues that respondents had not anticipated as key aspects of the role, but took up a great deal of their time, in particular for less experienced Headteachers.

5.28 The qualitative consultations further explored the development needs of Headteachers. Two key issues were repeatedly identified. Firstly, that nature of the role had changed significantly over the last five years (as reported in **Section 2**) and this was placing ever increasing demands on the skills of Headteachers; and secondly that many Headteachers felt isolated in their role, and did not feel they had access to sufficient support or challenge.

5.29 As such, rather than expressing a need for specific development opportunities to address gaps in knowledge, Headteachers reported they would value greater opportunity for networking with other colleagues (through some form of facilitated arrangement) or receiving some form of coaching or mentoring. This was considered to be a more beneficial flexible approach to help them to develop solutions to common issues and to be able to draw on the experience of others who may have faced similar challenges, rather than attending a training course.

5.30 As we reported in **Section 4**, some local authorities have established facilitated networks where Headteachers come together on a termly basis. However, this was by no means common practice. As such, the biggest gap in the current provision is in the provision of flexible, tailored coaching or mentoring provided to Headteachers on a going basis.

Structural Barriers to Take Up of Development Opportunities

5.31 The research also explored the ‘demand side’ factors which prevented take up of development opportunities. The main factors which prevented Headteachers from taking up development opportunities were (**Table 5.1** shows the range of responses):

- A lack of funding for course fees (69%).
- Finding time off to train (69%).
- The cost of supply cover for course attendance (57%).

5.32 Headteachers in primary schools faced more of a challenge than secondary schools. For example:

- **Supply cover** - 36% of Headteachers from primary schools compared to 10% of heads from secondary schools stated that the cost of supply cover for attending courses was a significant issue.
- **Finding the time off to attend:** 70% of primary school Headteachers said that this was either a very significant or a significant problem.

| Table 5.1: Barriers to Undertaking Continuing Professional Development | | | | |
|---|---------------------------------|----------------------------|----------------------|--------------------------|
| Barrier | Very significant problem | Significant problem | Small problem | No problem at all |
| Lack of funding for course (n=236) | 38% | 31% | 23% | 8% |
| Finding time off to attend courses (n=238) | 35% | 34% | 20% | 10% |
| Cost of supply cover for attending courses (n=235) | 31% | 26% | 21% | 21% |
| Lack of courses in relevant areas (n=223) | 14% | 35% | 39% | 13% |
| Lack of quality courses (n= 229) | 13% | 30% | 41% | 16% |
| Courses are too far away to be convenient (n=231) | 13% | 26% | 34% | 27% |
| Course run in Welsh (n = 209) | 6% | 5% | 17% | 72% |

5.33 Through the qualitative consultations, it became apparent that Headteachers of small primary schools faced even greater challenges. This is illustrated by the quotes in **Figure 5.5**.

| Figure 5.5: Barriers to Accessing Development Opportunities |
|---|
| <i>“Being a small school it's hard to leave school too regularly with teaching commitments three and a half days a week. Days off eat up management time and the budget allows very little for staff training.”</i> |
| <i>“As a small school I just don't have the time to leave for training. I teach four days a week and the cost of training at £150 per day for supply and around £150 per day for courses is prohibitive.”</i> |

5.34 This is a major challenge for Headteachers in such circumstances and flexible approaches need to be considered to ensure that these schools, Headteachers and pupils do not miss out.

The Effectiveness of Training Delivered, Issues and Challenges: Aspiring Heads

5.35 In relation to the effectiveness of the training delivered to aspiring heads and middle leaders, the survey respondents rated the two nationally funded programmes as follows:

- NPQH¹⁰ - 85% of Headteachers and 84% of Headteachers considered the programme to be either effective or very effective.
- SLMs - 94% of SLM participants considered the programme to be effective or very effective.

NPQH

5.36 Perceptions of NPQH were positive. In terms of effectiveness, 85% of Headteachers reported they considered the NPQH to be very effective (27%) or effective (58%), 12% were ambivalent about its effectiveness and 2% reported the programme was ineffective. These figures were similar to those provided by the NPQH cohort (i.e. those who were not yet Headteachers) with 84% considering it to be very good (23%) or good (61%) and 16% reporting that it was of average quality.

5.37 This was supported in the qualitative consultations with NPQH holders and Headteachers (see **Figure 5.6**).

Figure 5.6: Positive Comments in Relation to NPQH

"I took the programme in Welsh as it's my first language. I found the course was generally of good quality, and I valued the mix of participants. There were many different types of people on the course from primary and secondary schools and it was useful to be able to share experiences." (LEA Advisor)

"I thought NPQH was very credible and the input was fantastic. The quality of people on the course was first class. I most valued the input from visiting Headteachers who gave their experiences of Headship." (LEA Advisor)

"I found the course to be very good quality, and particularly valued the experience of hearing other heads talking about the lessons they had learned." (Assistant Head, Secondary)

"I undertook NPQH in Welsh. I did think the course was good, but probably not as valuable as the experience I've gained at Deputy Head level. It's a bit of a false experience on a course, but it gives you the space to think and consider how you approach different aspects of the role. It's the building blocks really." (Deputy, Secondary)

"I did the NPQH in 2004 and it was good, but quite anecdotal. There is nothing to replace on the job experience." (Deputy, Primary)

5.38 Whilst the feedback on the quality was largely positive, a number of issues emerged associated with recruitment, content and delivery. These are considered below.

¹⁰ It should be noted that the study brief was not to undertake an evaluation of the NPQH but to get underneath some of the issues influencing the supply of future leaders in Wales. Nevertheless, it was important to get a sense of views in relation to views on the programme.

Recruitment for the NPQH

5.39 Until recently the NPQH was open to a fairly wide cohort of people. Applicants had to demonstrate they had experience of different aspects of school leadership, but intention to progress to a head position was not a factor. In practice this meant that a significant proportion of those undertaking the course were not committed, or did not have sufficient experience to take up a Headship post. This is supported by the evidence in **Section 3** on aspirations to Headship where just half of NPQH holders reported they expected to become a head.

5.40 The recruitment criteria have since tightened. The NPQH Wales website states that, “Anyone whose next post will be Headship (within 3 years) and already has significant experience of leadership at a whole school level can apply for a place on the NPQH. Normally this will be a member of the school's leadership group or senior management team.” This differs to the situation in England, where applicants must be expecting to take up a Headship position within 12 to 18 months.

5.41 Despite the tightening of the criteria, it appears that some issues with recruitment still remain. The most significant issue raised by participants is the approach to selection. Applications are purely paper based, and assessed by a national board. A number of issues with the current approach were raised:

- **Lack of local influence to support the application process**– a number of consultees (in particular from the LEA) reported that there needs to be some provision for local or regional stakeholders to input into the assessment process. It was felt that the ‘right’ applicants are not always being selected due to the pure application process. An additional interview stage should be considered.
- **Disadvantages for teachers in small schools** – for teachers in small primary schools it was reported that there are fewer opportunities to gain the necessary experience. This is hindering their progression.
- **Headteacher sign off** - a number of Headteachers reported that, although they knew that some of their staff did not have the capacity to become a Headteacher, they felt they had to sign off their application for fear of jeopardising their relationship and motivation in their career. *“How could I refuse when they have shown willingness and desire to progress. I think it would jeopardise the whole working relationship and motivation to be in the career. At least if they give it a go they feel they’ve had a fair crack at the whip.”* (Headteacher).

Content and Delivery

5.42 Whilst the content of the course was felt to be broadly appropriate, stakeholders identified a number of areas where improvements could be made. These were:

- Strengthen aspects in relation to styles of leadership and performance management.

- Make greater distinction between issues affecting primary and secondary Headteachers (and possibly split delivery).
- Update content to reflect Welsh context and emerging policy areas (e.g. Children and Young People's Partnerships).
- Provide opportunity to include a placement in another school or shadow a Headteacher. *"NPQH did not prepare us properly for the day to day business. There was too much focus on the theory."*

5.43 Fundamentally a number of stakeholders reported that whilst NPQH provides the building blocks for Headship, it is not sufficient to ensure that completers progress. Aspiring leaders need to ensure they secure wide ranging on the job experience at a senior position in order to be able to convince appointing panels that they are ready and able to take on the challenge.

SLMs

5.44 Feedback from the survey and the consultations with those who had participated in the SLMs was very positive. A total of 34 (94%) of survey respondents reported that the programme was very good (13 or 36%) or good (21 or 58%)¹¹.

5.45 Respondents were asked to provide their perceptions of the quality of provision of the School Leadership Modules. Respondents reported the following aspects to be either very good or good:

- Quality of provision – 34 (94%).
- Location and timing – 33 (92%).
- Developing leadership skills – 31 (86%).
- Developing management skills – 29 (81%).
- Relevance to every day work – 25 (69%).

5.46 The slightly less positive responses in relation to '*relevance to every day work*' perhaps reflect that the teachers attending the course tend to be in a transition period within their career, and just about to take on additional responsibilities.

5.47 Further qualitative comments which support the positive views of the course are provided in **Figure 5.7** below.

Figure 5.7: Comments on the Quality of the School Leadership Modules

"I was a cruising teacher and very comfortable with my work – the course made me realise what was out there, meet different types of people and motivate me to move on." (Primary SEN Teacher)

¹¹ This was more positive than the results from the Headteacher survey where 30 people reported they had undertaken SL modules and 18 or 60% considered they were effective or very effective.

“Three of my staff have undertaken the Leadership course. I thought they were much more intensive than the NPQH, and were very effective in terms of preparing individuals for management responsibilities. They’ve since all applied for the Assistant Headship post which has just been created which I don’t believe they would have two years ago.” (Primary Headteacher)

“I was very pleased with the Leadership course. It gave me the confidence to progress further. I’ve since applied for the NPQH and have applied for a Headship position.” (Primary, Head of Infants)

“I’d been teaching at the same school for 19 years and a new Headteacher encouraged me to apply. It was a great experience and has completely changed my outlook on my career. I’m now applying for deputy positions and ultimately would like to become a Headteacher now.” (Primary)

5.48 The key benefit identified through the stakeholder consultations was that for teachers who had become settled in their current role the programme reinvigorated their aspirations to progress, and had provided them with opportunities to develop their experience and confidence, as well as networking with other colleagues. Many of those consulted reported that since completion, they were now interested in progressing to Deputy Headship and possibly Headship.

5.49 However, whilst this evidence paints a very positive picture in relation to the SLMs, this should not be considered to be a comprehensive assessment of the programme across Wales. The evidence is based on responses from a small number of participants in selected local authority areas. The key challenge in providing a robust assessment is that delivery of the programme varies by local area. Whilst local flexibility is valued, stakeholders reported that this has approach has been wasteful in resource terms, and resulted in variability in the quality and range of opportunities available by local area.

Future Development Needs: Middle Leaders and Aspiring Heads

5.50 The feedback on the existing programmes for middle leaders and aspiring heads has been largely positive. However, a number of issues have emerged throughout the research which will influence the supply of future school leaders:

- **Variation in delivery at middle leader:** as we reported in **Section 4**, the research identified that different LEAs have varying approaches to supporting the development of middle leaders. Some deliver specific training, others have used the funding for conferences. The implication of this there is no consistent route to develop the potential supply of future leaders. In addition, due to the context of their school, some teachers face greater challenges in being able to access development opportunities. The delivery arrangements for the programme need to be reviewed to ensure best practice is maximised and a more consistent approach to development at this level is introduced.
- **Implications of deputies as ‘sitting tenants’:** a number of stakeholders raised the point that, because the incentive to become a head has reduced in recent years, and this is coupled with re-structuring in schools, there is

reduced turnover at the level of deputy head. This means it is more of a challenge for ambitious middle leaders to gain the necessary experience to progress. Stakeholders suggested the option of introducing five year contracts or other arrangements to encourage movement at this level, which may support the progression of these deputies and create space for others wishing to progress.

- **Implications of changes to NPQH selection criteria:** the tightening of the criteria for selection for the NPQH will by default leave something of gap for teachers who want to develop their skills but do not aspire to become a Headteacher, and are therefore no longer eligible to undertake CPD. The implication for the development of this cohort needs to be further considered.
- **Development opportunities beyond NPQH:** following completion of the NPQH no other training is available at a national level, although opportunities do exist in some local authorities. However, the evidence in **Section 3** indicates there is a clear need to ensure that those who have undertaken the NPQH are supported to get the necessary experience to progress. Suggestions were made in relation to the development of a programme similar to the PHIP¹².

6. Conclusions And Recommendations

6.1 The introduction of accreditation for Headteachers, the changes in curriculum and expectations of schools, the introduction of assistant heads and the expectations of the 'The Learning Country: Vision into Action' and the 'One Wales' initiative have all contributed to a period of immense change for Headteachers and their deputies. In general terms, the data and information available to the Assembly Government confirms the ongoing success of current and evolving leadership in Wales. However, to maintain progress and to address the needs of schools and school leaders it is necessary to investigate the issues that lie behind the data and reports.¹³

6.2 It was in this context that the study into 'Headship in Wales' was commissioned, the aim of which was to, "*identify the employment and career needs and aspirations of current and aspiring school leaders.*" The intention was that the findings will make a significant contribution to the development of current and evolving leadership programmes for aspiring, newly appointed and serving Headteachers.

Conclusions

6.3 The conclusions presented here address the six objectives set for the study.

¹² The NCSL in England currently delivers six post NPQH programmes available for those in senior leadership. These are the Future Leaders programme, the Associate Headteacher programme, the International Leadership Learning Programme, Be a Head, Leadership Pathways and Equal Access to Promotion (for black and minority ethnic BME teachers).

¹³ Study brief

Objective 1: Investigate the Career Needs and Aspirations of Registered NPQH holders

6.4 There are currently 739 NPQH holders in Wales who are not Headteachers. The data suggests that around half of these currently intend to progress to Headship. There is a fairly even split of those who expect to progress in the next three years and those who see Headship as a longer term goal.

6.5 For those that do not intend to progress, around half never intended to become a Headteacher (and undertook NPQH because it provided good CPD). For others, their desire to become a Headteacher has changed since completion due to unsuccessful applications, changes in career, personal circumstances, and negative perceptions of the role.

6.6 Whilst around half of non-Headteacher NPQH holders may have an aspiration to progress to Headship, issues emerged in relation to readiness to progress. Half of the survey respondents had applied for a role but only one (2%) had been successful. The key issue appeared to be lack of relevant experience. This indicates that too many teachers undertook the programme too early in their professional career, and have not been able to get the necessary experience to translate aspiration into appointments.

6.7 The entry criteria for NPQH were tightened in 2005 which may go some way to ensuring that only those who are almost ready to progress are able to access the programme. However, whether pre or post NPQH, it is essential that aspiring leaders are able to get the necessary experience to support their progression. Headteachers and local authorities may need to develop more flexible solutions (i.e. secondments, rotating posts) to ensure that those who have the potential to progress get the necessary experience.

Objective 2: Determine the reasons why some schools in Wales experience difficulties in filling Headships

6.8 The most significant challenge in relation to recruitment of Headteachers for Welsh LEAs is in relation to the appointment of Headteachers in Welsh medium schools. Almost all areas reported current or anticipated future challenges in the primary sector. Half of LEAs reported problems in the secondary sector. Increases in the demand for education in the Welsh medium are exacerbating the problem. Yet, if acting Headships are taken as a barometer, at a national level (primary sector) there is little difference between the English and Welsh medium sectors, with figures of 6% and 8% respectively. However, this data masks significant variation at the local level with one area reporting that almost one third of schools had acting Headteachers in post.

6.9 In the English medium sector around three quarters of LAs anticipate problems recruiting in the primary sector, and around half at secondary level. However, the severity of the issues vary. Some local authorities are facing challenges in even the most popular schools, whilst for others the issue applies to positions that have historically been more challenging to fill.

Objective 3: Investigate the future needs of Headteachers in relation to Welsh medium schools

6.10 The study involved a range of Headteachers and schools from the Welsh medium sector. Other than the issue already identified in relation to the need to increase the future supply of teachers who can lead Welsh medium schools, and despite specific probing on the issue, no specific development needs were identified.

Objective 4: Investigate the needs of serving Headteachers in terms of training and support

6.11 There is general recognition that the role of Headteacher has changed significantly and additional knowledge and skills are required. The most common area identified was in relation to finance and budget management. Additional needs related the legal framework associated with employment, action against the school, dealing with unions and managing exclusions.

6.12 Whilst some Headteachers identified a need to develop specific skills and knowledge associated with the business of school management, the sense was that, for experienced Headteachers in particular, what would be of most value would be regular and structured opportunities to network with colleagues to develop solutions to common issues, and access to mentoring or coaching to support the development of the school. Some local authorities consulted had established networking arrangements, but this was not the norm, and in particular, examples of coaching/mentoring arrangements beyond PHIP were not common. In considering the development of future programmes, consideration needs to be given to providing national funding for such support¹⁴.

Objective 5: Investigate the employment and deployment of acting Headteachers in Wales

6.13 Across 16 LEAs responding to the survey, 80 schools had an acting Headteacher in post. In the primary sector this equated to 6.3% of the English medium sector, and 8% of Welsh medium schools. In the secondary sector, just four English medium and one Welsh medium Headship posts were reported. LEAs reported that small schools or those where closure was being considered were most likely to have acting heads in post.

6.14 Consultations with current and previous acting Headteachers did not reveal any significant issue in relation to the role and the impact on their desire to progress. Whilst feedback suggests that a minority of acting Headteachers had been put off by the experience, more of those consulted confirmed that the experience had been a positive motivating factor in progressing to Headship. The explanation given by those who did not want to progress related to how the role had changed in recent years or the specific situation facing the school. Specifically, the fact that the role involves so much more than being a leader of teaching and learning meant that those who enjoyed that aspect of the profession were less likely to take on a Headship position. The increased level of challenge and exposure to parents and the community was cited as a further reason why some were less keen to progress.

¹⁴ The School Improvement Partner (SIP) programme was discussed with some consultees. However, there was little support for a similar initiative being introduced in Wales.

6.15 The role of acting Headship is likely to be important in providing opportunities for potential heads to gain experience in the future. However, this needs to be balanced with the destabilising impact on the school.

Objective 6: Investigate the career aspirations of teachers below the level of deputy and subject head

6.16 The research indicates that there is a reasonable pool of teachers below the level of deputy head who aspire to progress to senior leadership positions. The factors that motivate teachers to want to take on senior positions within the school environment included the opportunity to influence children's lives, the opportunity to shape a school and the opportunity to develop and lead a school team. It appeared that involvement in training at the middle leader level was a positive influencing factor in re-igniting aspirations that may have been held by a teacher earlier in their career.

6.17 However, whilst there was a keen desire for teachers to progress to more senior levels, it was commonly reported that issues related to remuneration may act as a disincentive to progression to Headship. Whilst no consultee called for increases in Headteacher pay, a number highlighted that the pay differential between deputy head and Headteacher was not significant enough for teachers to take on ultimate responsibility for a school. In addition, it was highlighted that in particular for smaller schools, Headteachers pay was often less than the pay for deputy Headship positions in larger schools. For most, taking a cut in salary for a more responsible role was not a viable option.

Recommendations

6.18 The recommendations presented here should be considered 'first stage'; their feasibility has yet to be explored with other stakeholders. It should be noted that issues associated with remuneration and reward were outside of the scope of influence of the commissioners of the research.

6.19 Recommendations are presented in relation to:

- Recruitment.
- Training and development opportunities.

Recruitment

6.20 The research identified that almost all areas already expect to face challenges in relation to the recruitment of Headteachers in the Welsh medium sector, with particularly acute problems faced in the primary sector. There is therefore a need to take pressing action in order to address this gap. Both short term action and long term strategies are required.

6.21 Options for consideration are as follows:

- Identify the cohort of existing Welsh speaking NPQH qualified teachers and identify their career aspirations. Explore development needs to be credible Headteacher applicants. Explore potential to create development

opportunities to ensure they are able to gain opportunities to develop experience (Welsh Assembly Government/NPQH Wales/LEAs).

- Identify potential aspiring Welsh medium Headteachers. Identify development needs to be credible applicants for NPQH. Support engineering development opportunities to gain relevant experience. Support progression to NPQH and beyond (Welsh Assembly Government/NPQH Wales/LEAs).
- In areas facing immediate crises, consider potential to promote and target opportunities available in other LEAs (Welsh Assembly Government/LEAs).
- Consider flexible solutions to leadership of Welsh medium schools, for example federated leadership (LEAs/schools).
- Consider development of a training programme to develop the language skills for those who are interested in a career in Welsh medium education but who do not currently have sufficient skill levels (Welsh Assembly Government/GTCW).
- Promote and encourage initial teacher training (ITT) in the Welsh language to support the development of a sufficiently strong base of Welsh medium teachers (Welsh Assembly Government/GTCW).

6.22 Some areas are also experiencing significant difficulties in filling posts in the English medium sector, in particular at primary level. The Welsh Assembly Government needs to work closely with these LEAs to consider a range of potential solutions to filling these gaps. Options to explore further are:

- Co-ordinated action at a national level to promote opportunities available in some LEAs (Welsh Assembly Government/LEAs).
- Review pool of NPQH qualified teachers in each LEA. Explore career aspirations. Identify development needs. Consider flexible approaches to addressing gaps in skills and experience (NPQH Wales/LEAs/schools).
- Consider reviewing the allocation of NPQH recruitment to increase the flow through of future applicants in key shortage areas (NPQH Wales/Welsh Assembly Government/LEAs).
- Consider development of 'talent spotting programmes' to identify potential future leaders and support progression. Work with Headteachers to develop capacity to support future leaders (LEAs/schools).
- Consider long term flexible solutions to leadership of schools, for example federated leadership (LEAs/schools).
- Consider a national programme to promote Headship, address myths and promote opportunities (Welsh Assembly Government/GTCW).

Training and Development Opportunities

6.23 Issues in relation to training and development opportunities are presented in relation to:

- Serving Headteachers.
- Aspiring Headteachers.
- Middle leaders.

Serving Headteachers

6.24 **LPSH:** Funding for LPSH ends in August 2009. There is currently a lack of clarity within LEAs about the Welsh Assembly Government's intentions in relation to future development opportunities for this cohort. A plan needs to be communicated to ensure LEAs are informed and consulted on future developments.

6.25 The LPSH received positive feedback from course participants and the withdrawal of the programme will leave a gap. However, it appears that more flexible arrangements for support are being considered. Any new developments need to take account of the key findings from this research. In relation to addressing specific knowledge gaps, the most common issues relate to finance and budget management and the legal framework surrounding school leadership. In relation to developing skills and experience, Headteachers value more flexible support arrangement based on networking / mentoring arrangements.

6.26 **PHIP:** The PHIP received less positive feedback from course participants. The mentoring arrangement was most positively received but there were clear variations in the quality of experiences.

6.27 Specific suggestions to improve the programme were:

- Lengthen the time available to access support to three years.
- Develop more effective arrangements for matching mentors and mentees.
- Undertake closer monitoring and review of the effectiveness of individual arrangements to ensure quality of support.
- Develop clearer focus on outcomes and address the structure of provision.

6.28 **Local solutions:** Some areas have developed effective networking and support arrangements for Headteachers. However, this is not the case in all LEAs. Where they exist, Headteachers clearly valued these opportunities and therefore future developments in relation to development needs of serving Headteachers need to build on good practice that exists.

Aspiring Headteachers

6.29 There are a number of recommendations in relation to the development of aspiring Headteachers.

6.30 The NPQH is clearly a well valued qualification. However, suggestions were made in relation to updating the content and reviewing the delivery arrangements.

6.31 More significantly, there is a need to reconsider the application process, as there is significant evidence that the 'right' candidates are not always being selected. Suggestions include reviewing the paper application process and reconsidering the inclusion of an interview stage, and creating opportunity for regional/local input into decision making.

6.32 There is clearly a significant cohort of teachers that have NPQH but do not have sufficient experience to be credible applicants for Headship roles. As such, further consideration needs to be given to the introduction of a national development programme to support progression post NPQH completion. The NCSL run six courses specifically targeted at this cohort.

Middle Leaders

6.33 Opportunities at the middle leader level vary by local education authority in terms of both availability and quality. There is a need to review and consolidate the good practice developed by some LEAs and develop a national offer for this cohort. This needs to be considered in the context of the Chartered Teacher Status programme being piloted in some areas.

6.34 Additionally, as a result of tightening of the criteria for eligibility for NPQH it is likely that a gap may emerge in relation to the professional development of assistant heads/deputy heads. The impact of this change needs to be considered in more detail.

6.35 Furthermore, due to issues raised in relation to reduction in turnover at deputy level, a number of stakeholders suggested consideration should be given to the introduction of fixed term deputy Headships. The purpose would be to create additional opportunities for aspiring leaders to be able to access the experience they need to progress.

**Annex A:
Research Method and Issues**

A. Overview

1. The study involved six key elements of research activity. These were:
 - **1:** consultations with **ten national and three local stakeholders** to understand and contextualise the broad headship and leadership development issues in Wales.
 - **2:** an email survey to all **Local Education Authorities (LEAs)** in Wales to understand the broad trends in headship in Welsh schools. Responses from 16 of the 22 of the authorities were received.
 - **3:** an online survey and follow up consultations with **current headteachers** to understand their perceptions of headship and their ongoing career development needs. A total of 286 (16% of headteachers) responses were received¹⁵.
 - **4:** an online survey and follow up telephone consultations with **NPQH qualified teachers** to understand their perceptions of headship and aspirations to future school leadership. A total of 46 responses were received.
 - **5:** online survey and follow up conversations with **'ambitious' teachers**, identified as being those teachers who have participated in SLMs. A total of 36 survey responses were received.
 - **6: case studies** in five local authorities/eleven schools to understand in greater depth the institutional approaches being taken to leadership development; the challenges faced in recruiting and retaining school leaders and any areas of good practice in leadership development being employed in schools. This involved consultations with five LEA representatives and 30 school stakeholders across eight primary schools and 3 secondary schools.

B. Stakeholder Consultations

2. To provide the broad context for the study, semi-structured telephone consultations were undertaken with ten key national and three local stakeholders. The list of consultees to consult was developed in partnership with the Steering Group. Consultations lasted around one hour in length. The following organisations were included:

Welsh Assembly Government (WAG), General Teaching Council for Wales (GTCW), National Professional Qualification for Headteachers (NPQH) Wales, Estyn, Association of School and College Leaders (ASCL), National Association of Headteachers (NAHT), Governors Wales, Welsh Local Government Association (WLGA), Church in Wales, Catholic Archdiocese of Cardiff. The three local education (LEA) authority stakeholders represented Conwy, Flintshire and Monmouthshire.

¹⁵ This response rate to the survey means that at the 95% confidence interval the results provided will be +/- 5% of the true result had the whole population responded. The data therefore presents a robust picture of the views of headteachers in Wales.

C. LEA Email Survey

3. Following the consultations, an email survey was sent to the 22 LEAs in Wales. Contact details were provided by the Welsh Assembly Government. The survey was completed by stakeholders with senior positions within the education department of each LEA. Job titles included School Improvement Officer, Inspector Advisor and Professional Development & Remodelling Advisor.

4. The purpose of the LEA survey was to provide a broad view on the challenges faced by authorities in recruiting Headteachers, where possible pinch points may occur in future and also to canvass views on the NPQH qualification and predicted trends in numbers of teachers achieving the qualification.

5. Responses were received from 16 of the 22 LEAs in Wales, representing 73% response rate. At the 95% confidence interval, this sample gives results which are +/- 13% had responses been received from the whole cohort. The sample was representative of LEAs across Wales.

D. Online Survey of Headteachers and Follow up Consultations

Online Surveys

6. An online survey of headteachers was undertaken. Email addresses for were provided by the Welsh Assembly Government. In total, 286 of the 1751 (16%) permanent and acting headteachers in Wales responded to the survey. Of these, 49% were female and 51% were male, reflecting the gender balance of the total population of headteachers. At the 95% confidence interval, this sample gives results which are +/- 5.3% had responses been received from the whole cohort. The sample was representative of headteachers across Wales.

Profile of Respondents

7. In terms of years of service, 32% of respondents had been serving as a Headteacher for 5 years or fewer, 20% for between 5-10 years, and 47% had had served for more than 10 years. 52% were over the age of 52 years. 95% of respondents held a permanent Headteacher position, and 5% were Acting Heads. Table 1 shows the breakdown of schools represented in the Headship survey.

| Table 1: Respondents by School Type | | |
|--|---------------|-------------|
| | Number | % |
| Secondary | 45 | 16 |
| Primary | 193 | 68 |
| Junior | 16 | 5 |
| Infants | 17 | 6 |
| Other | 15 | 5 |
| Total | 286 | 100% |

8. All 22 Local Authorities are represented in the survey. Table 2 shows the breakdown of responses by LA area.

| Table 2: Survey Responses per Local Authority | | |
|--|------------|------------|
| North Wales | | |
| Flintshire | 23 | |
| Gwynedd | 19 | |
| Conwy | 20 | |
| Wrexham | 6 | |
| Denbighshire | 13 | |
| Anglesey | 8 | |
| | 89 | 31% |
| South Wales | | |
| Merthyr Tydfil | 3 | |
| Swansea | 24 | |
| Rhondda Cynon Taf | 22 | |
| Cardiff | 16 | |
| Bridgend | 14 | |
| Caerphilly | 11 | |
| Vale of Glamorgan | 11 | |
| Blaenau Gwent | 8 | |
| Monmouthshire | 7 | |
| Torfaen | 3 | |
| Newport | 6 | |
| Neath Port Talbot | 4 | |
| | 126 | 44% |
| South West Wales | | |
| Pembrokeshire | 25 | |
| Carmarthenshire | 16 | |
| | 48 | 17% |

| Table 2: Survey Responses per Local Authority | | |
|--|------------|------------|
| Mid Wales | | |
| Ceredigion | 7 | |
| Powys | 23 | |
| | 30 | 10% |
| | 286 | |

9. Table 3 shows the number of responding heads whose schools teach primarily in Welsh, those that teach in English and those that are mixed. The majority of respondents (65%) stated that they can speak Welsh.

| Table 3: Teaching in Welsh Language | | |
|--|-----|-----|
| Welsh | 55 | 19% |
| English | 211 | 74% |
| Mixed | 20 | 7% |

Follow Up Consultations

10. The survey asked headteachers to indicate if they would be willing to take part in a 30 minute follow up consultation. Eleven headteachers were consulted, six from the primary sector and five from the secondary sector. Headteachers were from eight different LEAs. Areas represented in the sample were Gwynedd, Carmarthenshire, Powys, Pembrokeshire, Blaenau Gwent, Swansea, Neath Port Talbot, Monmouthshire.

E. Online Survey of NPQH Holders (non headteachers) and Follow up Consultations

Online Survey

11. The original intention was to undertake a census survey of the 739 NPQH holders (non-headteachers) using data held by NPQH Wales. However, guidance in the Fair Processing Notice did not allow for records to be used for research purposes. As such, we were reliant on asking the local authority advisors to forward the survey to NPQH participants. However, this approach resulted in a skewed sample, and we were not able to monitor the total number the survey was sent to. At least six local authorities distributed the survey.

12. In the event, 46 responses were received. As such, whilst the data provides interesting trends, it should be considered to be a definitive picture of the views of NPQH holders (non-headteachers). Characteristics of the respondents are provided in Figure 1 below.

| Figure 1: Profile of NPQH Respondents | |
|--|---|
| • | 21 (46%) respondents were from the primary sector, 17 (37%) were from the secondary sector and 8 (17%) were in LEA advisory roles/other school types. |
| • | 19 (41%) were male and 27 (59%). |

- 19 (41%) were aged 40 or below; 17 (37%) were in their forties and 10 (22%) were aged 50+.
- 7 (15%) of respondents had been teaching for over 30 years, 19 (41%) for 20-30 years, and only one (2%) respondent had been teaching for less than ten years.
- More than half (26 or 57%) were deputy heads. The remainder were a mix of teachers with additional responsibilities, LEA advisors and one respondent who was in an acting headship role.

Follow Up Consultations

13. As with the headteacher survey, NPQH holders (non-headteachers) were asked to indicate if they would be willing to take part in a 30 minute follow up consultation to further explore the issues provided. Seven NPQH holders were consulted from a sample of 15 respondents. Four were from the primary sector and three were from the secondary sector. These included 3 Welsh speakers. NPQH holders were from eight different LEA's. The three areas represented in the sample were Cardiff, Merthyr Tydfil and Gwynedd.

F. Online Survey of Ambitious Teachers¹⁶ and Follow up Consultations

Survey

14. Concerns were raised about the possible approach to identifying a robust sample of ambitions teachers at the inception meeting. The Steering Group reported that it was not possible to provide contact details for the cohort and that a second best approach was required. As such, similar to the NPQH survey, local authority advisors were asked to forward the survey to participants in the School Leadership Module programmes. However, this approach resulted in a skewed sample, and we were not able to monitor the total number the survey was sent to. At least six local authorities distributed the survey.

15. In the event, 36 responses were received, the majority of which were from the primary sector. As such, whilst the data provides interesting trends, it should be considered to be a definitive picture of the views of ambitions teachers. Characteristics of the respondents are provided in Figure 2 below.

Figure 2: Profile of SLM Respondents

- 26 (72%) of respondents were from the primary sector, 2 (6%) were from the secondary sector and 8 (22%) were working in advisory roles;
- 5 (14%) were male and 31 (86%) were female;
- 23 (64%) were aged 40 or below; 10 (26%) were in their forties and 3 (10%) were aged 50+;
- 10 (28%) were either deputy or assistant heads; 18 (50%) were in roles at or below the level of subject head; 8 (22%) were in advisory roles.

¹⁶ identified as those who had participated in SLMs

Follow up Consultations

17. As with the headteacher survey, SLM participants were asked to indicate if they would be willing to take part in a 30 minute follow up consultation to further explore the issues provided. Four SLM participants were consulted from a sample of 8 respondents. All were from the primary sector. Consultees were from eight different LEAs. The three areas represented in the sample were Pembrokeshire, Carmarthenshire and Cardiff.

G. Case Studies

18. In order to understand the different approaches being taken to leadership development it was proposed that case studies would be undertaken in six local authority areas, visiting the local authority and two schools in each. The aim was that the case studies would further explore the issues identified via the surveys. However, due to delays experienced as a consequence of issues with the survey approach, the timing of the case studies clashed with Easter holidays. In the event consultations were undertaken with stakeholders in five local authority areas, and eleven schools were visited.

19. The case study areas were Anglesey, Gwynedd, Neath Port Talbot, Cardiff and Carmarthenshire.

20. The mix of schools visited was as follows:

- 3 secondary and 8 primary – primary schools ranged from 50 to 350 pupils; secondary schools ranged from 750 to 900 pupils.
- 3 welsh medium schools (all primary).
- 2 faith schools (one primary and one secondary).
- 2 schools (primary) had recently amalgamated, 2 schools (primary) had an acting head in place.

21. In these schools, we consulted:

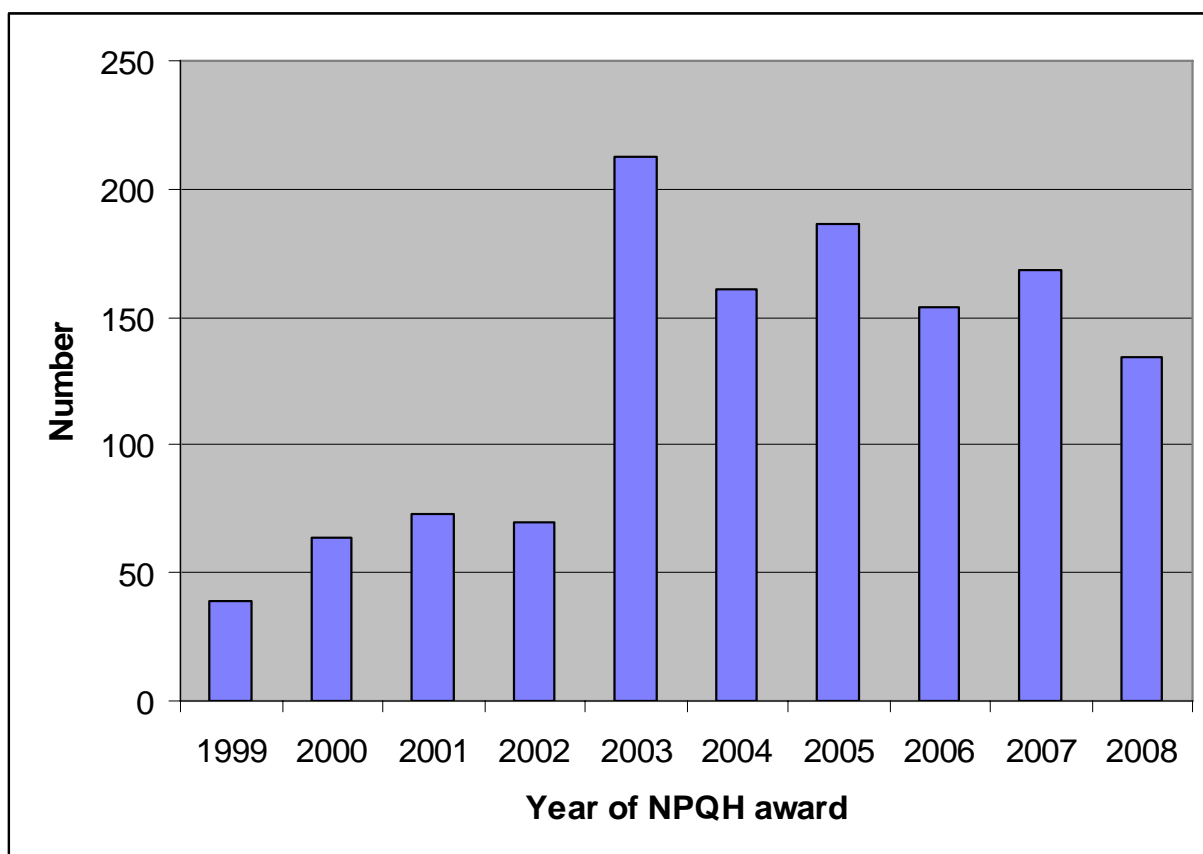
- 11 headteachers (including 2 current acting headteachers).
- 9 teachers at deputy level/assistant head, 8 of which had completed NPQH.
- 13 teachers who had participated in school leadership modules.

**Annex B:
Profile of NPQH Holders – February 2009**

The Profile of NPQH Teachers

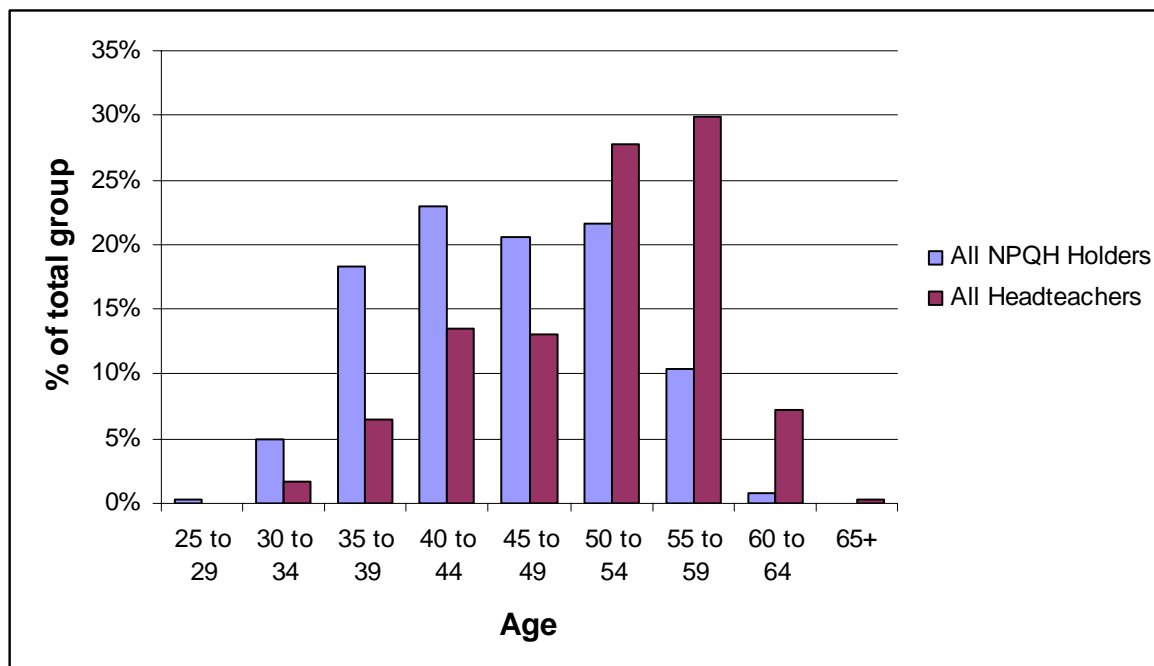
1. Data from the General Teaching Council for Wales (GTCW) for February 2009 is that a total of 1263 stakeholders have completed the NPQH in Wales. Of this, 41% (524) are serving headteachers and 59% (739) are in other teaching positions. Within the 'non headteacher' category 54% (400) are deputy head teachers; 21% (155) are assistant head teachers and 25% (155) are teachers or in 'other' roles. Completions of the NPQH peaked in 2003 at 210 awards (following the change in statutory requirements relating to headship appointments), but have since dropped by 36% to 134 awards in 2008. **Figure 5.1** shows the year when teachers qualified for the NPQH qualification.

Figure 5.1 – Year of NPQH qualification



2. **Figure 5.2** below shows the age profiles for current NPQH qualified teachers in February 2009 and the age profiles for in-service headteachers in 2008. The figure illustrates that the broad trends are that NPQH holders (84% of which are aged between 35 and 54) are generally younger than the headteacher cohort the majority of whom are over 50 years of age (65% are aged between 35 and 54).

Figure 5.2 – Age profiles for current NPQH qualified teachers and in service headteachers
(Source: GTCW)



3. Further analysis of the data reveals a gender disparity among NPQH holders, with proportionately fewer women undertaking the NPQH qualification than are represented in the teaching workforce as a whole. Whilst females make up nearly three quarters of the Welsh teaching workforce, only 60% of NPQH holders are female. However, this is greater than the proportion of female headteachers, who represent 53% of the workforce.

4. A further disparity relates to the ratio of serving teachers to NPQH holders across the 22 LEAs. **Figure 5.3** illustrates that, at one end of the spectrum, for each NPQH qualified teacher in Carmarthenshire, there are over 30 teachers, compared with Ceredigion which has one NPQH qualified teacher per 16 serving teachers. We cannot draw any specific conclusions from this, as some LEAs have higher numbers of smaller schools which would necessitate them developing more school leaders and therefore training more NPQH qualified staff. However, it does provide an interesting profile in relation to which LEAs may have access to a greater supply of future recruits, and which may face more significant challenges.

Figure 5.3 – Ratio of teachers to NPQH holders by LEA
(Source: GTCW)

