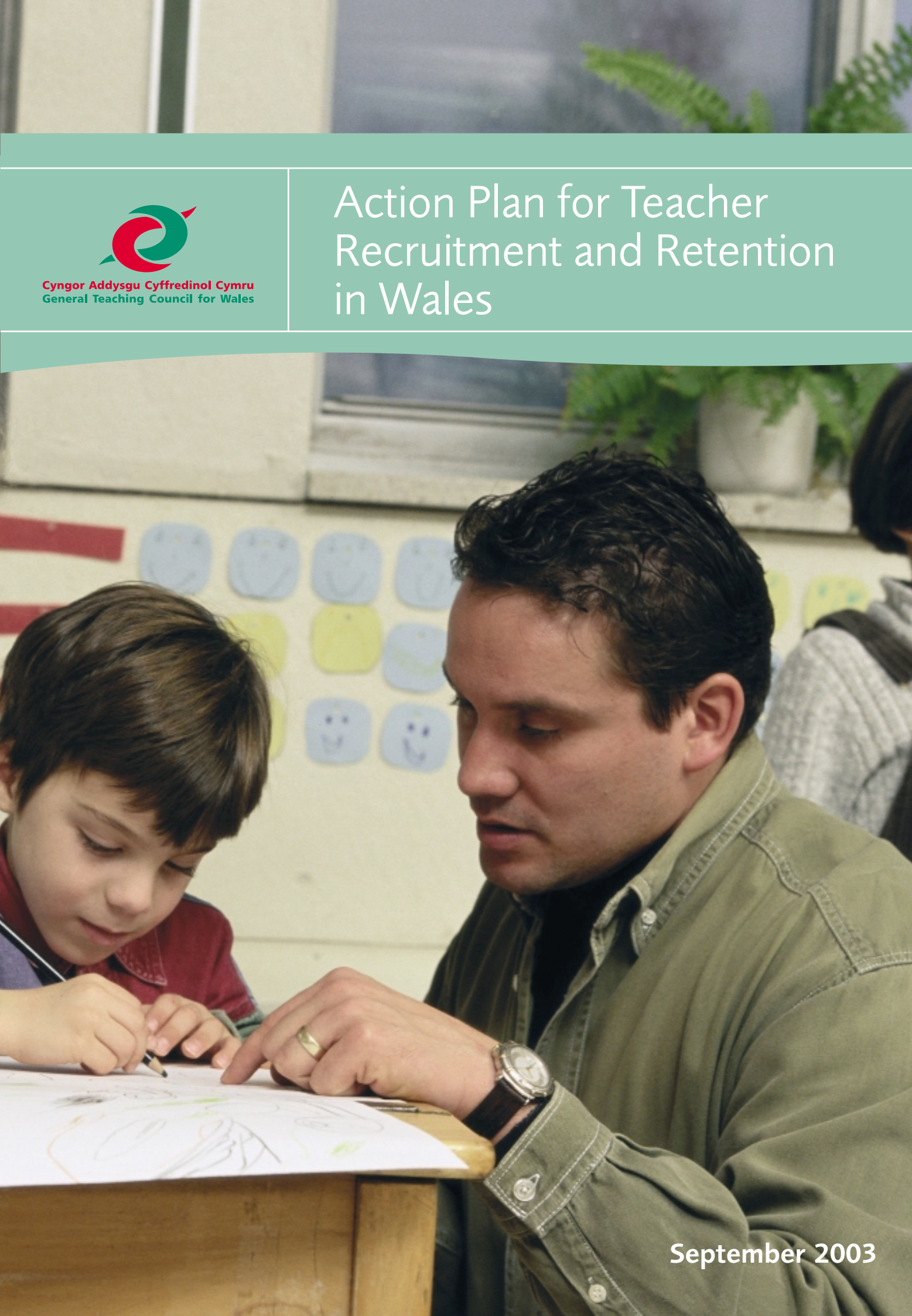

Cyngor Addysgu Cyffredinol Cymru
General Teaching Council for Wales

Action Plan for Teacher Recruitment and Retention in Wales

September 2003

The General Teaching Council for Wales is the statutory, self-regulating professional body for teachers in Wales. It seeks to raise the status of teaching by maintaining and promoting the highest standards of professional practice and conduct in the interests of teachers, pupils and the general public.
The Council aims to provide an independent, representative and authoritative voice for the teaching profession in Wales and seeks to provide robust advice to the Welsh Assembly Government and other organisations on teaching issues.

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Executive Summary

This 'Action Plan for Teacher Recruitment and Retention in Wales' is the outcome of the work of the General Teaching Council for Wales to analyse the issue of teacher supply and to recommend ways of ensuring a sufficient supply of high quality teachers for schools in Wales. Any strategy needs to be seen within the particular context and time at which it is written. This Action Plan represents the Council's strategy in mid-2003 in the context of devolved decision-making in Wales.

During the period 2001-2003, the Council collected data on teacher recruitment and retention, as follows:

- **GTCW surveys of recruitment and retention issues in all primary and secondary schools in Wales;**
- **responses provided by teachers to a qualitative survey undertaken by the Council;**
- **participants' contributions at the multi-agency conference, "A 21st Century Teaching Profession for Wales" held in December 2002;**
- **a review of recruitment and retention sources undertaken by a team from the School of Social Sciences, Cardiff University;**
- **information provided by other organisations such as the Higher Education Funding Council for Wales (HEFCW) and the Welsh Assembly Government.**

The Action Plan focuses on five areas:

Long Term Factors

(Section 1 – paragraphs 10-26)

This section considers long term factors that impact on the recruitment and retention of teachers. Consideration is given to the profile of the teaching profession, pupil demography, differences between the primary and secondary sectors and the impact of ICT on teaching. The Council highlights data that predicts that the number of pupils in schools will fall by 62,000 between 2001 and 2016 and recommends that this provides an opportunity to reduce the workload of teachers and improve the teacher/pupil ratio.

General Recommendations
(Section 2 – paragraphs 27-42)

This section highlights general issues that underpin all the recommendations in this Action Plan. The plan emphasises the importance of raising the status of the profession and of developing a coherent and progressive career structure for teachers. It refers to the impact of continuing professional development (CPD) on teachers and suggests ways of improving teacher workforce planning. The plan proposes that:

- **all organisations and individuals involved in teaching play their part in portraying teaching as a vibrant profession which provides opportunities for a challenging and fulfilling career. There is a need to further raise the status of teachers. A society that aspires to the best for its citizens must have high quality teachers. There is a real need to ensure a positive portrayal of teachers in the media and to challenge the culture where teachers can be blamed for the ills of society at large;** *(paragraphs 28 – 39)*

- **the Welsh Assembly Government should work with local authorities, employers and unions to implement the National Agreement on teachers' workload and to identify additional initiatives that can free teachers' time to enable them to concentrate on teaching;** *(paragraph 41)*

- **the Welsh Assembly Government and Local Education Authorities should consider giving schools longer term budgets to enable them to plan their staff numbers.** *(paragraph 42)*

The organisation of recruitment to the teaching profession
(Section 3 – paragraphs 46-83)

This section focuses on issues relating to the recruitment of prospective teachers. Some of the issues covered include improving the targets for entry into Initial Teacher Education and Training (ITET), developing a marketing strategy for recruiting teachers in Wales, increasing the routes into teaching, reviewing incentives to attract teachers and raising the importance of partnership arrangements between ITET institutions and schools. Recommendations include:

- **the Welsh Assembly Government ensures that targets for the ITET sector better reflect the needs of Welsh schools within an overall Wales / England strategy;** *(paragraphs 51-53, recommendation 3.1 A)*

- **an organisation based in Wales takes the lead and responsibility for the recruitment of teachers in Wales;** *(paragraphs 60- 64, recommendation 3.2 A)*

- **the Welsh Assembly Government, subject to a favourable evaluation, increase the number of flexible training places available;** *(paragraphs 68-72, recommendation 3.3 B)*

- **the Welsh Assembly Government and the Department of Education and Skills undertake an independent evaluation of the impact of all grant and bursary schemes;** *(paragraphs 73-78, recommendation 3.4 A)*

- **Governing bodies and headteachers of schools which are currently not involved in training teachers consider the potential benefits to their schools of preparing teachers for the future.** *(paragraphs 80-83, recommendation 3.5 B)*

Specific recruitment concerns

(Section 4 – paragraphs 84-159)

The Council's evidence highlighted a number of areas of concern in recruiting teachers to posts in schools. The Action Plan makes recommendations for attracting teachers to posts such as science and mathematics in the secondary sector, attracting teachers to teach in the Welsh-medium sector and ways of encouraging teachers to seek leadership and management posts. The evidence also highlights groups who are poorly represented, such as male teachers in primary schools, teachers from ethnic minority backgrounds and teachers with disabilities and makes recommendations accordingly. Consideration is given to ways of attracting mature trainees, individuals seeking a change of career, teachers returning to the profession and to the role of supply teachers. Recommendations include:

- **LEAs, in partnership, consider developing a recruitment web site which allows schools to advertise posts at a minimal cost;** *(paragraphs 86-89, recommendation 4.1 A)*

- ITET institutions recognise the suitability of a wider range of degrees as preparation for undertaking the Post Graduate Certificate in Education (PGCE) course and devise appropriate programmes accordingly; *(paragraph 97, recommendation 4.2 D)*

- the organisation responsible for recruitment in Wales develops a strategy to market teaching in a primary school as a career for males, including the development of a good practice guide for recruiting male teachers; *(paragraphs 101-105, recommendation 4.3 A)*

- the Welsh Assembly Government provides guidance to ensure that schools have environments that are conducive to the employment of teachers from different backgrounds; *(paragraphs 110 – 112 and 115 - 117, recommendations 4.4 C and 4.5 B)*

- LEAs develop and extend the role of Athrawon Bro to provide support in areas where there is a difficulty in attracting teachers of Welsh as a Second language; *(paragraph 122, recommendation 4.6 B)*

- LEAs provide support for teachers who wish to move from the English-medium to the Welsh-medium sector; *(paragraph 132, recommendation 4.7 C)*

- schools consider providing childcare opportunities to enable a wide range of qualified teachers to return to work; *(paragraph 146, recommendation 4.9 E)*

- LEAs work together to create and maintain regional lists of supply teachers. *(paragraphs 154-159, recommendation 4.11 B)*

Retention in the teaching profession

(Section 5 – paragraphs 160-185)

Although the Council's evidence does not indicate that there is a major problem in retaining teachers in the profession in Wales, the Action Plan suggests ways of promoting retention on ITET courses and encouraging new teachers to take up teaching posts after qualifying. The plan makes recommendations on flexible work patterns, the need to support teachers in the first 5 years and after 30 years of their careers and on tackling the challenges faced by teachers. Recommendations include:

- schools and ITET Institutions be encouraged to offer pre-course observation to prospective teachers to assist them in deciding whether ITET is for them; *(paragraph 168, recommendation 5.2 B)*

- schools fully implement the regulations on flexible working to allow teachers to work in a flexible manner such as part-time work and job sharing. *(paragraphs 174-175, recommendation 5.3 A)*

Monitoring and Evaluating the impact of the Action Plan for Teacher Recruitment and Retention

- The Council recommends that the National Assembly Education and Lifelong Learning Committee undertake the role of monitoring the implementation of this Action Plan. *(paragraph 43, recommendation A)*

Introduction

1. This Action Plan seeks to present evidence on the current recruitment and retention situation in Wales and presents recommendations to develop strategies to meet the challenges outlined in the document. High quality teachers are the most important resource in the education system and there is a need to ensure that there is a sufficient supply to meet the demands of the school system in Wales. Whilst there is not a current crisis in the recruitment and retention of teachers in Wales, there are serious difficulties in a number of areas which need to be addressed if Wales is to prevent a crisis in the future.

2. The Action Plan presents a series of recommendations that have been developed from the analysis of a number of sources of evidence. These recommendations deal with issues highlighted by the evidence and range from strategic issues for the National Assembly to recommendations for individual schools, LEAs, ITET institutions, national organisations and teachers.

3. The Action Plan seeks to reflect the complexity of the issue of recruiting and retaining teachers by making recommendations for policies, strategies and solutions that will impact over the short, medium and long term. These policies need to be flexible so that they are able to adapt to changing circumstances. The presenting of this document provides a significant first step in seeking to establish a strategic framework for teacher recruitment and retention in Wales, however, the Council considers its implementation to be a long term process. It recognises that there is a need to monitor the impact of the action plan.

4. The Council has sought to work with other bodies in gathering information to develop this document. Information and support was provided by officers of the Welsh Assembly Government and representatives of the Association of Directors of Education Wales (ADEW), the Higher Education Funding Council for Wales (HEFCW), the Standing Conference on Education in Wales (SCEW – the umbrella body for teacher unions in Wales), the Universities Council for the Education of Teachers Cymru (UCET Cymru), the University of Wales Standing Committee on Education and the Teacher Training Agency (TTA) who met several times to discuss these issues during 2002 and 2003. These bodies contributed to the organisation of a national conference on recruitment and retention, *'A 21st Century Teaching Profession for Wales'*, and to the development of this document. In developing this document, extensive support was received from headteachers who completed the Council's recruitment and retention surveys, individual teachers who provided qualitative responses on issues of concern, a team from Cardiff University under the direction of Stephen Gorard who undertook a desk based survey *'Review of teacher recruitment, supply and retention in Wales'* (GTCW, 2003), representatives of schools and other organisations in Wales who attended the national conference and organisations such as the Welsh Language Board who provided specialist advice.

Sources of Evidence

5. The document is based on the following sources of evidence:

   - **GTCW Recruitment and Retention Survey 2002;**
   - **GTCW Annual Statistics Digest 2003;**
   - ***Review of teacher recruitment, supply and retention in Wales* – P. White, B.H. See, S. Gorard and K. Roberts, (GTCW commissioned desk-based study), 2003;**
   - **Report of the multi-agency national conference on recruitment and retention– *'A 21st Century Teaching Profession for Wales'* – December 2002;**
   - **HEFCW ITT Performance Information, 2002;**
   - **National Assembly For Wales Statistics;**
   - **Qualitative responses from the GTCW survey on recruitment issues.**

   With the exception of the last three sources, the evidence is available on the GTCW web site (www.gtcw.org.uk). The HEFCW ITT Performance Information, is available on the HEFCW web site (www.elwa.org.uk) and National Assembly for Wales statistics are available on the National Assembly for Wales web site (www.wales.gov.uk)

6. Near the end of the process of developing this Action Plan, the Organisation for Economic Co-operation and Development (OECD) published the UK 'Country Background Report' prepared as part of its project on 'Attracting, Developing and Retaining Effective Teachers' (www.oecd.org). The reports produced as part of this project provide another source of information on the issue of recruiting and retaining teachers.

7. The review by White et al (GTCW, 2003) comments on the availability of data and suggests that difficulties are caused by:

   - **an increase in the number of potential sources of data on teacher numbers;**

- most publicly available data is aggregated, not individual;
- different data sets leading to confusion, contradictions and problems with comparability;
- changes over time in the dates and methods of recording data;
- changes over time in the bases for geographical aggregation;
- differences between reports in the definitions of 'teachers' and of 'subject areas';
- changes leading to difficulties in drawing comparisons;
- a disproportionate number of studies relying on small-scale work and self-reporting.

These issues create difficulties in identifying long-term trends.

8. In identifying indicators of teacher recruitment and retention there is no one measure that can summarise the whole situation. Data used to measure recruitment and retention issues include numbers of teachers, vacancy rates, pupil-teacher ratios, class size, turnover rates and wastage rates. In addition, there is a need to consider the number undertaking and completing courses of Initial Teacher Education and Training (ITET) and teachers seeking posts.

9. Regarding the numbers undertaking courses of Initial Teacher Education and Training in Wales, there is a need to consider those who train in Wales but move to teach outside Wales. During the 1990s there has been a steady increase in the number of Welsh trained teachers finding posts in England (GTCW, 2003 p.9) According to published Assembly statistics, of those who successfully completed courses of ITET in Wales in 2000, 42% of those who were in post in March 2001 were employed in England. In addition, around 4% of teachers who train in Wales are from the Republic of Ireland.

Section 1

Long term factors to be considered in addressing teacher recruitment and retention

10. In developing this Action Plan, the Council considered the following long-term factors.

The profile of the teaching profession

11. In order to develop an understanding of the recruitment and retention issues to be addressed there is a need to consider the profile of the teaching profession in Wales. The Council's Annual Statistics Digest 2003 (GTCW, 2003i) provides data on the profile of the teaching profession in Wales, such as information on the gender and age of teachers.

12. Currently 27.4% of registered teachers in Wales are male (p.4). The number of male newly qualified teachers has been at or around 25% over the last two years which suggests a continuation of the current gender profile.

13. 35% of all teachers in service in Wales are over 50 years of age. 15% of all teachers in service in Wales are under the age of 30. It will be important to maintain an age balance across the profession so that it does not become unduly inexperienced or unduly close to retirement.

14. In addition to considering the teaching profession as a whole, there is a need to consider various specialisms needed within the teaching profession. Evidence from the Council's Recruitment and Retention Survey 2002 (GTCW, 2002) suggests that there is a difficulty in recruiting teachers to teach certain subjects, notably mathematics, physics and Welsh Second Language in the secondary sector, but there appears to be little difficulty in recruiting teachers in the primary sector. Once populated, the Council's Register of Qualified Teachers will be able to identify the number of teachers qualified to teach various subjects and to identify regional and linguistic trends.

15. There is a current emphasis in government policy on encouraging a culture of lifelong learning. This has created opportunities for individuals considering a career in teaching to work with adults as well as children. The expansion in the Further Education, Higher Education and adult education sectors has created a demand for individuals to work as teachers and lecturers. In past years, where there was proportionately less emphasis on lifelong learning, many of these would have worked as teachers in schools. Current policy regarding post-16 education is likely to see greater movement between the FE and schools sector. In planning the future demand for teachers consideration needs to be given to developments and the demand for teachers provided by other education sectors.

16. The Annual Statistics Digest indicates that over 60% of headteachers are aged 50 or over. This will create a demand for over 1100 headteachers over the next 15 years and is an area that requires serious consideration, including, in respect of small primary schools, consideration of the possible advantages of federation and the appointment of headteachers with responsibility for more than one school. The Welsh Assembly Government recently consulted on proposals to make it mandatory for teachers seeking their first headship post to hold the NPQH qualification. It is proposed to introduce this requirement in 2005. With a likely high demand for headteachers over the next decade there is a need to ensure that the NPQH properly prepares teachers for a leadership role and is equally accessible to all teachers seeking roles as school leaders. In addition, there is a need to recognise that a proportion of teachers succeeding in achieving the NPQH may not seek posts as headteachers, or may only wish to do so within a given geographical area.

Pupil demography

17. While the trend amongst teachers is of an aging profession with a likely high demand for new teachers over the coming years, evidence from the Government Actuary suggests that the number of pupils of school age is likely to decrease by 62,000 between 2001 and 2016 (Government Actuary and Registrars General, 2001). However, the issue of pupil demography is very complex and consideration needs to be given to the regional distribution of pupils, as well as linguistic factors and parental choice. In planning teacher supply in the future, consideration needs to be given to the likely number of teachers and pupils in the context of the desired reduction in future class sizes.

18. In addition to total numbers of teachers and pupils, there is a need to consider the likely demand from certain sectors. An example is the need to identify the numbers who are likely to attend Welsh medium schools. All Local Education Authorities now produce a Welsh Language Scheme relating to the field of education and training prepared under the Welsh Language Act 1993, and there is a need for the Welsh Assembly Government to consider these when deciding on the number of teachers able to teach through the medium of Welsh needing to be trained in the future.

Differences between sectors

19. The Council's research has identified differences between phases. The *Recruitment and Retention Survey 2002* indicated that while there were over 20 applicants on average for posts in the primary sector there were fewer than 7 applicants on average for posts in the secondary sector. This suggests that teaching in the primary sector represents a more attractive option for prospective teachers.

20. Differences also occur between the Welsh and English medium sectors. In the same survey, the average number of applicants for posts in the Welsh-medium sector were recorded as 10 in the primary sector and 2 in the secondary sector. While this information is based on a relatively small number of posts, it does suggest a need to develop strategies to ensure that schools are able to meet the future demand for Welsh medium education.

21. As mentioned above the teaching profession is increasingly becoming a female profession. There is a need to consider why teaching, and teaching in the primary sector in particular, is considered less attractive by males. While females make up over three quarters of the teaching profession as a whole, the number of headteachers is almost evenly distributed between males and females.

Impact of ICT

22. While the core purpose of teaching remains constant, the way teachers approach their task is changing. New technology is giving teachers additional opportunities. Developments in ICT currently and in the future will increasingly enable teachers to make use of different equipment and resources. While the introduction of technology can reduce the time needed for certain tasks, teachers need also to have time to learn how to use the new technology. There is a need for all teachers to have equal access to new technology. Otherwise, the teaching profession will be divided between those who have ICT skills and use them in their work and those without.

23. Developments in ICT will not reduce the number of teachers required but will create additional opportunities for teachers, pupils, parents and schools. One possible option would be developing the relationship between schools and allowing greater opportunities for clusters to work together and introduce aspects of distance learning. There are already examples of good practice in this area in rural areas and greater consideration needs to be given to ways of disseminating this good practice.

24. Initiatives in recent years have improved the ICT skills of teachers, however, when new equipment is introduced in schools there is a need to ensure that teachers have opportunities to learn how to use it.

25. The recently published report by Estyn on *'Information and Communications Technology in Initial Teacher Training Courses – Secondary Phase'* notes that "Most trainees bring good personal ICT skills to their initial teacher training" however, the report states that "trainees lack enough experience of using ICT with pupils" and "trainees do not receive guidance on using ICT in certain teaching situations". This suggests a need to provide further on-going support for serving newly qualified as well as more experienced teachers to ensure they are able to fully use ICT in their work.

26. It is difficult to predict the precise impact of ICT on the future demand for and on teachers. However, it is important to consider this when planning the demand for teachers.

Section 2

General Recommendations that underpin the Action Plan

27. The Action Plan proposes a number of recommendations that are specific to certain sectors or situations. However, in developing the Action Plan the Council would emphasise general recommendations which are central to developing a context in which more specific recommendations are to have an impact.

Status of the teaching profession

28. There is a need to further raise the status of the teaching profession and provide a positive portrayal of teachers in the media. A society that aspires to provide the best for its citizens must have high quality teachers. There is a need to portray teaching as a profession that underpins all other professions. Teachers impact on future generations - without teachers there would be no doctors, solicitors or engineers. However, there is often a negative perception of teachers.

29. All organisations and individuals involved in teaching have a responsibility to play their part in portraying teaching as a vibrant profession which provides opportunities for a challenging and fulfilling career. This message needs to be communicated through the media and also to prospective teachers through schools, colleges and careers services. In addition to portraying a positive image there is a need to tackle the culture where teachers are blamed for many of the ills of society at large and of the faults of the education system.

30. Teachers need to be given greater freedom to exercise their own professional judgement. This has been an emerging feature of the Welsh Assembly Government's education policies and has been a theme of the Council's advice. Respect for teachers' professionalism goes a considerable way to promoting raised standing for teachers amongst the public at large. For teachers to work effectively they must have a supportive culture and environment. Without this support, teachers will not be able to meet the high standards they set themselves.

Professional considerations

31. The Council in its advice document *'Continuing Professional Development – An Entitlement for All'* argued for all teachers to have access to high quality professional development opportunities. The Council welcomed the Welsh Assembly Government's acceptance of the principles set out in the Council's advice and welcomed the Assembly Government's decision to place individually focused CPD on a permanent footing so that all teachers have opportunities to develop their personal and professional skills throughout their careers. Schools, Local Education Authorities, Higher Education Institutions, other providers and the Council itself have a key role in ensuring that provision is of high quality.

32. Teachers also need to be able to plan their own careers. Whilst there are career paths into senior management roles along with associated professional qualifications, there are few comparable routes for teachers who do not aspire to senior management roles. There is a need for teachers who wish to follow a career in the classroom or who wish to follow pastoral, curriculum development or mentoring routes to have opportunities for development. The Council has already said that it wishes to see the development of a professional qualification that recognises expertise in the classroom. The Council has welcomed the proposal to develop a Professional Development Framework for Teachers in Wales and, in taking the lead on this development, will seek to develop a framework that is able to meet the aspirations of teachers in Wales and which contributes to better recruitment and retention in the profession.

33. The core work of teachers is to teach, however, teachers also undertake a number of administrative tasks outside this core role. Administrative tasks are often a product of initiatives developed within and outside schools. Excessive workload acts as a negative factor in recruiting and retaining teachers and school leaders. Policy makers in local and national government need to consider the impact of initiatives on teachers. Earlier this year, a National Agreement was signed which aims to minimise the workload of teachers and, as a first step in this, specifies 24 administrative tasks which should not be undertaken by teachers. The Council hopes that this agreement will lead to a significant improvement in the working conditions of teachers.

34. A key element in the National Agreement is the role of support staff in schools. The Council welcomes the use of support staff to provide administrative support for teachers. The use of support staff can enhance teacher professionalism by taking away administrative tasks and allowing teachers to concentrate on the high level aspects of their profession. It is vitally important that the National Agreement is followed through in schools. But, unless appropriate funding is found to meet the costs of additional support staff, this initiative will fail.

35. The use of teaching support staff can also enhance the role of the teacher. This is already not uncommon and will be increasingly important to support, for example, the use of ICT in classroom learning. While support staff can assist in learning - hearing pupils read is an obvious illustration - their roles must be clearly defined. There is a need to ensure that teaching support staff do not take the place of the teacher. A professionally qualified, graduate classroom teacher must be responsible for the education provided to children and young people through to the point of delivery.

36. As teaching support staff become more common in schools, there is a need to provide them with training to ensure they provide support for teachers. In addition, there is a need to provide teachers with the management skills to get the best out of their support staff. There is also a need to distinguish between the management of support staff within the classroom, which should be a function of a teacher and the line management of support staff which should not necessarily be a function for a teacher, but rather an aspect of staff management.

37. The National Assembly's Education and Lifelong Learning Committee recently published an interim report following a policy review of the 'School of the Future'. The Council in its response highlighted the current poor state of some school buildings and the lack of facilities in some schools. The Welsh Assembly Government has introduced a programme to upgrade school buildings and there is a need to ensure that this is continued.

38. In addition to the state of school building the lack of facilities in some schools is an area of concern. Teachers cannot be expected to deliver a 21st Century education system with 19th Century facilities. There is a need to ensure that all pupils and teachers have the facilities and environment that are conducive to learning.

Learn from good practice in other professions or countries

39. The devolution of education policy to Wales has enabled the Welsh Assembly Government to develop policies that are more appropriate for Welsh pupils, teachers and schools. Prior to devolution, Wales traditionally looked to England's solutions to its education agenda and adapted or adopted accordingly, however, there is a need to continue to look to a wider range of countries within and outside the UK to inform education policy development in Wales. Recent work by the Welsh Assembly Government in areas such as Induction and the Foundation Phase has drawn on good practice in other countries. In respect of the recruitment difficulties faced by schools in Wales, these are different in some respects from those of England and there is a need to identify suitable Wales-specific models in generating ideas and solutions.

Proper workforce planning

40. The complex nature of recruitment and retention issues suggests a need to collect and analyse more focused data to ensure that long term decisions are based on accurate data. Relatively new developments such as the Council's Register of Qualified Teachers will, when fully populated, be able to identify the number of teachers qualified to teach different subjects. Surveys such as the Council's Recruitment and Retention Surveys and the Assembly's revised school census from 2004 will help to identify areas of recruitment difficulty and enable responses to be developed. While predicting actual demand in the future is an impossible task, these sources provide opportunities to undertake better workforce planning along with the existing Department for Education and Skills Teacher Supply model.

41. Government policy can impact on the demand for teachers. During the past six years, government policy has sought to reduce the number of pupils in classes. This inevitably creates a demand for teachers. In addition, recent agreements to reduce the workload of teachers may create a further demand for more teachers. There is, therefore, a need to ensure that there are a sufficient number of qualified teachers to implement these policies. Earlier, we noted the forecast reduction in the number of pupils over the next ten years. Retaining teacher numbers at their current level whilst pupil numbers fall will naturally create reduced class sizes and reduce teacher workload. However, funding mechanisms need to recognise this.

42. A major area that impacts on the demand for teachers is funding for schools. Increases in funding lead to an increase in demand for teachers. Without long term budgets schools are unable to plan their staffing numbers, with the potential for an increased number of teachers being employed on short term contracts. This has led to some schools having to make teachers redundant because of lack of funding and the lack of opportunity to plan over a long term. Such news acts as a negative factor in the recruitment and retention of teachers and leads to a great deal of uncertainty for teachers and schools. The situation could worsen with the introduction by ELWa of a new system of funding of sixth forms. This new system will introduce a new methodology which is based on outputs and could cause difficulties for long term planning in schools. The Welsh Assembly Government should consider ways of enabling schools to plan their staff numbers over a longer term.

Recommendations

The Council recommends that:

A. All organisations and individuals involved in teaching play their part in portraying teaching as a vibrant profession which provides opportunities for a challenging and fulfilling career.

B. The Welsh Assembly Government should work with local authorities, employers and unions to implement the National Agreement on teachers' workload and to identify additional initiatives that can free teachers' time to enable them to concentrate on teaching.

C. The Welsh Assembly Government and LEAs considers giving schools longer-term budgets to enable them to plan their staff numbers.

Monitoring and Evaluating the impact of the Action Plan for Teacher Recruitment and Retention

43. The recommendations included in this document are far reaching and will impact on a number of organisations. There is a need to ensure that the recommendations are implemented and their impact evaluated. The Council suggests that the National Assembly Education and Lifelong Learning Committee perform this function perhaps by commissioning an appropriate body to report to it and by publishing its own report on progress after say, three years.

Recommendations

The Council recommends that:

A. The National Assembly Education and Lifelong Learning Committee monitors the impact of the Action Plan;

B. The National Assembly Education and Lifelong Learning Committee publish a report outlining the impact of the Action Plan after, say, three years.

Specific Recommendations of the Action Plan

44. This part of the Action Plan provides recommendations for implementation that can assist in the recruitment and retention to the teaching profession in Wales.

45. The specific recommendations cover three sections:

- **The Organisation of Recruitment to the Teaching Profession;**
- **Specific Recruitment concerns;**
- **Retention in the teaching profession.**

Section 3

The Organisation of Recruitment to the Teaching Profession

46. This section deals with the way recruitment to the teaching profession is organised.

47. Five issues are highlighted:

- **Setting targets for entry into Initial Teacher Education and Training which better meet the demand for teachers in schools in Wales;**
- **Developing a marketing strategy for recruiting teachers in Wales;**
- **Increasing the routes into teaching;**
- **Evaluating the impact of incentives to train as teachers;**
- **Raising the importance of partnership arrangements between HEIs and schools.**

3.1 Setting Targets for entry into Initial Teacher Education and Training (ITET) which better meet the demand for teachers in schools in Wales.

What is the current situation?

48. Data on the teaching profession is available from several sources such as the Register of Qualified Teachers, the National Assembly for Wales Annual School Census and surveys on specific areas such as the Council's Recruitment and Retention surveys.

49. Currently recruitment to Initial Teacher Education and Training involves the following organisations:

- **the Department of Education and Skills (DfES) who produce data on an England and Wales basis from their Teacher Supply Model;**
- **the Welsh Assembly Government which sets the intake targets for Wales;**
- **HEFCW which translates the intake targets into targets for courses at individual initial teacher training institutions;**
- **Estyn which implement a quality assurance system;**
- **the Graduate Teacher Training Registry (GTTR) and Universities and Colleges Administration Service (UCAS) who manage the administration process;**
- **individual institutions which provide courses of ITET and administer the entry system, supported by the work of the Teacher Training Recruitment Forum (TTRF).**

50. In 2002, recruitment rose in nearly all subjects. However, for many secondary subjects the intake was below targets. There is a difficulty in setting targets that are both achievable and which meet the demand for teachers. Some targets are too difficult or unrealistic to achieve. According to the STRB report (2001), to meet the postgraduate mathematics intake targets in England and Wales for 2001/02 would require recruiting nearly half of all mathematics graduates who were likely to graduate in that subject in 2001. To achieve this target there is a need to greatly increase the number of undergraduates taking some subjects and also the number of pupils taking these subjects at A Level.

What are the main policy concerns?

51. The DfES Teacher Supply Model analyses data such as pupil demography, teacher / pupil ratio, the number of likely qualified teachers returning to teaching, the capacity of the ITET sector and the impact of policy initiatives, and predicts the number of teachers that need to be trained to meet demand. However, most of the data used relates to England only and the need for teachers in Wales is based on the need identified on an England and Wales basis. This could lead to factors specific to England impacting on the predicted need in Wales. The model does not consider teachers working as supply teachers or teachers working in special schools.

52. The Welsh Assembly Government bases its recruitment targets on information provided from the DfES Teacher Supply Model along with any factors and policy developments that will impact on the demand for teachers. Consideration is also given to issues specific to Wales such as the demand for teachers in the Welsh-medium sector and teachers to

teach Welsh as a subject. Consideration is given to the fact that a number of prospective teachers trained in Wales choose to work outside Wales, most notably in England and the Republic of Ireland.

53. The DfES Teacher Supply Model is a sophisticated one, but there is a need for a greater degree of transparency to enable the teacher supply issues identified in Wales to be built into the equation and future workforce planning. The Welsh Assembly Government has advertised for expressions of interest in carrying out a scoping study to look at what would be involved in a review of ITET provision in Wales. We understand that the objective of the study will be to look at how a wider review might address bringing ITET intake targets and the needs of schools in Wales for teachers closer together.

54. To date, the Welsh Assembly Government has appeared to evaluate the success of its recruitment strategies on the number of vacant posts. The '*Review of Teacher recruitment, supply and retention in Wales*' (GTCW, 2003) considers that this is a very narrow measure which does not fully reflect the issues of teacher recruitment and retention. Vacant posts provide a snapshot of turnover but do not reflect many of the underlying issues. Other surveys such as the Recruitment and Retention surveys undertaken by the Council highlight issues that have not previously been covered by Assembly school censuses, although there is now agreement to incorporate the Council's recruitment and retention questions in future Assembly censuses from 2004.

55. Recruitment targets are set for overall recruitment and recruitment to subjects and phases. There are no targets relating to ethnicity, gender or disability.

56. There is a need to collect hard, numeric and up-to-date information that will provide a better picture of teacher supply and enable long term workforce planning to take place.

57. However, when deciding to collect information from schools there is a need to consider the burden placed on schools of collecting such information. When planning to collect data from schools care must be taken to ensure that the data is not already available from another source. An example of this is information that can be provided from the Register of Qualified Teachers.

Recommendations

The Council recommends that:

A. The Welsh Assembly Government considers ways of ensuring that targets for intake into ITET in Wales better reflect the needs of Welsh schools, within a Wales/England strategy. Consideration needs to be given to Wales-only factors such as the demand for Welsh-medium education and the demand for teachers of Welsh when undertaking planning for the number of teachers needing to be trained. The Assembly's scoping study mentioned above may be able to provide further evidence on this issue.

B. The Welsh Assembly Government reviews the way it identifies recruitment difficulties. The use of vacancy rates does not show up some of the underlying issues and the use of different indicators may prove more beneficial in identifying areas of recruitment difficulty. Supplementary sources such as the Register of Qualified Teachers could be considered.

3.2 Developing a marketing strategy for recruiting teachers in Wales

What is the current situation?

58. Currently recruitment to ITET is marketed by the following organisations:

- **Individual institutions which market their courses;**
- **the Teacher Training Recruitment Forum which supports the recruitment activities of individual institutions; and**
- **the Teacher Training Agency which markets the teaching profession, provides an information 'Helpline' for prospective teachers (both on an England and Wales basis) and employs a Recruitment Adviser for Wales.**

59. Between 1994 and 2001 the percentage of applicants accepted onto post-graduate ITET courses ranged from 51% to 59% (GTCW, 2003 p.64). This suggests that many more apply to undertake courses to train as teachers than are accepted. Those who apply but are not accepted could either be applying for courses that are full or ITET institutions are receiving applications from a significant number of individuals who are not considered suitable to train as teachers.

What are the main policy concerns?

60. There is a need to question whether the current strategy for marketing teacher recruitment fully meets the needs of the teaching profession in Wales. Recruitment is currently marketed on an England and Wales basis. While this may be appropriate given the fact that the ITET sector in Wales provides training for a significant number of teachers who teach in England or increasingly in the Republic of Ireland, more consideration could be given to developing a strategy that is based on the needs of schools and ITET institutions in Wales. It is the Council's opinion that the cross-border movement of teachers from England to Wales once in post is overplayed as a factor. Data from the Council's Register demonstrates that less than 150 teachers moved from England to Wales in the one year period April 2002 to March 2003. This represents less than 0.5% of the registered teaching population.

61. The Teacher Training Agency (TTA) role in Wales is restricted to marketing the teaching profession, providing a helpline to advise on opportunities to train as teachers and providing the services of a Recruitment Adviser. Under this arrangement, Wales benefits from high quality advertising campaigns to attract prospective teachers, however, these do not have a Welsh dimension and the Welsh medium output at times does not make sense as the campaigns are translated from English. Is it practical for Wales to develop a campaign to market a Welsh teaching profession? Or is the current system the most cost effective and efficient way of marketing opportunities to train as a teacher? One option could be continuing with the agreement with the TTA to market the teaching profession on an England and Wales basis but to prioritise resources within Wales to deal with Wales-specific issues.

62. The TTA Teacher Information Line provides a bilingual service which provides information on becoming a teacher in England and Wales. The Council is aware of a number of prospective teachers wishing to train and teach in Wales being given information which is only relevant to England and this information has been submitted to the Welsh Assembly Government. It may be more effective to set up a 'Helpline' dedicated to providing information for those wishing to train and teach in Wales. Currently routes into teaching differ between England and Wales and there is a need to ensure that prospective teachers who wish to train and teach in Wales are clear about the routes into teaching in Wales.

63. The TTA Recruitment Adviser for Wales has the same remit as the Recruitment Advisers for the regions of England. Since the TTA does not function in Wales in the same way as it does in England, this is not particularly effective. However, a Recruitment Adviser working within the overall direction of the Assembly or another body with an all-Wales remit could provide a far more effective support service in recruiting teachers.

64. With increasing divergence in the way the teaching profession is developing in Wales and England, this again raises the question of whether the current England/Wales marketing model provides the best support to recruit teachers in Wales. Is it time to consider developing a Wales-based strategy to support the recruitment to ITET in Wales?

Recommendation

The Council recommends that:

A. The Welsh Assembly Government ensures that there is an organisation in Wales to take the lead and responsibility for the recruitment of teachers in Wales. This organisation would develop a marketing strategy for teaching in Wales, which clearly identifies the opportunities available in Wales. While the TTA would continue its role in promoting teaching as a profession on an England / Wales basis, the organisation responsible for recruitment would employ a Recruitment Adviser to implement the marketing strategy and provide an advice service for prospective teachers wishing to train or teach in Wales. This organisation would need to work with the TTA to ensure their activities were complementary.

3.3 Increasing the routes into teaching

What is the current situation?

65. Most teachers currently training to be teachers in Wales follow either an undergraduate BEd course or a post-graduate PGCE course. The Council's evidence suggests that the number of enrolments into the ITET sector is relatively stable. However, there does appear to be a change from prospective teachers undertaking undergraduate courses to those undertaking post-graduate courses. The evidence also indicates an increase in the number of enrolments to train in the secondary sector, and these now make up almost half of all those enrolled on ITET courses.

66. A small number follow employment based routes such as the Graduate Teacher Programme (GTP) and Registered Teacher Programme (RTP). Currently the Welsh Assembly Government provides funding for approximately 50 teachers to follow the GTP. While there is a limit on funding, the Welsh Assembly Government can approve a satisfactory training programme without funding and there are no limits on the number of such places. In England, larger numbers of prospective teachers are trained using employment based routes.

67. The Welsh Assembly Government is currently undertaking a process to review 'Qualified Teacher Status and requirements for the provision of Initial Teacher Training'. The first stage of the consultation envisages a situation where the future routes into teaching in Wales will be closer to those that are available in England.

What are the main policy concerns?

68. General information on routes into teaching is provided by the TTA and specific information about the GTP and RTP is available from the Welsh Assembly Government. However, prospective teachers seeking information on entry routes into teaching have difficulty in identifying the different routes that are available and there is no central co-ordinating body for applicants, schools or institutions.

69. Many prospective teachers are unable to train as teachers due to the need to follow a course at an university. By making flexible routes more available some of these may be able to take the opportunity to train as teachers. However, it is essential that teaching remains a graduate profession and that all entry routes maintain this standard.

70. Some concerns have been expressed regarding the quality of provision provided by employment based routes. There is a need to ensure that these programmes are comparable to the levels of HE based routes. The Welsh Assembly Government has asked Estyn to report on the operation and standards of the GTP and its effectiveness in producing teachers who meet QTS standards, with reference to the OFSTED survey of the GTP in England and with a view to establishing a baseline to allow inspection of the GTP in Wales from 2004-2005. In addition, HEFCW under its ITT Innovative Provision Initiative is funding a collaboration between the North East Wales Institute (NEWI) and the University of Wales Bangor to promote and develop the GTP scheme and to offer a means of disseminating the outcomes of this project to the other ITET institutions in Wales. A common framework will be developed to encompass essential elements of the programme. Framework documents will be disseminated to all ITET institutions within Wales to encourage an inter-Wales quality assurance and moderation system for the GTP.

71. There is no central body for co-ordinating entry into employment based routes. Individuals seeking to follow these programmes must identify schools who are willing to accept them and supporting ITET institutions willing to support them. There is a need to ensure that prospective teachers know of opportunities available for them. A central co-ordinating body could, amongst other things, for example, act as clearing house putting potential GTP applicants in touch with schools prepared to take on and support a GTP applicant in a particular subject and also assist in making arrangements with supporting ITET institutions.

72. There are concerns regarding the availability and accessibility of places to train on the Graduate Teacher Programme in rural areas. There is a need to ensure that all schools have access to funding to support teachers on the Graduate Teacher Programme.

Recommendations

The Council recommends that:

A. The organisation responsible for recruitment in Wales takes responsibility for providing information and co-ordinating entry into employment based training routes.

B. Subject to a positive evaluation of standards, the Welsh Assembly Government should consider increasing the funding for the Graduate Teacher Programme.

3.4 Evaluate the impact of incentives to train as teachers

What is the current situation?

73. Financial incentives are available to encourage recruitment to certain types of initial teacher training and to encourage trained teachers in priority subjects to enter the profession. The DfES have indicated that they will continue with the current incentive schemes for the duration of the current Common Spending Review up to 2006.

74. In addition, there are incentives to encourage retention such as the repayment of teachers' students loans by the Department for Education and Skills (for both Wales and England). Teachers starting work and continuing to teach in designated priority subjects – the same subjects that attract the £4,000 teaching grant – between 1 September 2002 and 31 August 2005 may be eligible for a loan repayment. If they meet the criteria the DfES will repay, over time (between 5-10 years, depending on the type of loan), the full amount of outstanding student loan(s).

What are the main policy concerns?

75. While some recruitment incentives have been available for many years, for example, the incentive to encourage prospective teachers to train to teach through the medium of Welsh, no evaluation appears to have been undertaken to consider the effectiveness of these incentives to attract teachers to become long- term members of the teaching profession. Data on an England and Wales basis suggests that 40% of entrants into ITET leave the profession within five years of qualifying. This could suggest that incentives do not always attract individuals who seek a career in teaching.

76. Incentives offered in England have an impact in Wales. For example a training bursary is provided to train in the primary sector even though Wales appears to have a sufficient number of primary trained teachers. It is inevitable that market forces will impact on sectors and in areas where prospective teachers are mobile there does not seem to be much scope for Wales to have a policy that is significantly different from England.

77. Consideration needs to be given as to whether there are alternatives to a financial incentive that can be offered to prospective teachers that will attract them to train in Wales.

78. Some of the incentives are linked to taking up teaching posts for a year and a term. While this has its merits there is a need to ensure that ineffective or disinterested teachers are not retained in the teaching profession merely to meet a set of financial conditions.

Recommendation

The Council recommends that:

A. The Welsh Assembly Government and DfES should undertake an independent evaluation of all grant and bursary schemes, to evaluate their impact in recruiting teachers for the classroom.

3.5 Raising the importance of partnership arrangements between HEIs and schools

What is the current situation?

79. Schools and the profession share responsibility with HEIs for preparing teachers for the future. HEIs and some schools develop partnership arrangements to support the delivery of ITET. Some institutions and schools build on this partnership to provide career long professional development opportunities for teachers.

What are the main policy concerns?

80. While the training of teachers has always been based in schools as well as ITET institutions, since the middle of the 1990's trainee teachers have spent an increasing amount of time in schools. While the Council would accept the role of the teaching profession in preparing teachers for the future, an increased burden has been placed on schools, some of whom may not be geared towards providing this function. However, the training of teachers does provide valuable professional development opportunities for teachers who undertake a mentoring function.

81. There are many examples of good practice and supportive relationships between schools and HEIs and these need to be widely disseminated.

82. There are concerns that partnerships between schools and ITET Institutions are not as effective as they could be due to a lack of funding. The ITET sector in particular is concerned with the cost of partnership arrangements and is questioning the viability of the current arrangements. HEFCW is commissioning a study of the partnership between the ITET sector and schools. This study may provide valuable evidence. For partnerships to function effectively there is a need to ensure that sufficient resources are available for all partners. Without sufficient resources it is unlikely that the partnerships will succeed.

83. There is a need to challenge the perception of some schools about the benefits of supporting the educating of trainee teachers. Some schools are concerned about supporting teachers during inspections. However, there is a need to highlight the professional development opportunity provided for teachers of undertaking a mentoring role.

Recommendations

The Council recommends that:

A. HEFCW gathers further data on the relationship between schools and ITET institutions.

B. Governing bodies and headteachers of schools which are currently not involved in training teachers should consider the potential benefits to the school of preparing teachers for the future.

Section 4

Specific Recruitment concerns

84. This section highlights and makes recommendations relating to specific areas of concern that have been highlighted by the Council's research. The following issues are highlighted:

- **Developing a cost effective means of advertising teaching posts;**
- **Tackling recruitment to posts in secondary schools in several shortage subjects;**
- **Increasing the number of male teachers (particularly in primary schools);**
- **Attracting teachers from ethnic minority groups;**
- **Attracting teachers with disabilities;**
- **Promoting recruitment to posts to teach Welsh as a Second language;**
- **Promoting recruitment to Welsh medium posts;**
- **Attracting mature trainees and individuals seeking a change of career;**
- **Attracting returnee teachers;**
- **Attracting teachers to primary leadership and management posts;**
- **Ensuring sufficient numbers of supply teachers.**

4.1 Developing a cost effective means of advertising teaching posts

What is the current situation?

85. Most schools advertise in the local and national press. Where there are difficulties in obtaining applicants, schools approach recruitment agencies or ITET institutions. The Teacher Training Recruitment Forum in Wales is working with Cymru Prosper Wales to develop web space to advertise teaching posts.

What are the main policy concerns?

86. For all sectors, the recruitment of staff provides a significant cost. There is a need to accept that the recruitment of good quality staff will incur costs. However, for schools in the same way as for other small companies, recruitment costs are a significant burden and the identification of more cost effective ways of advertising posts will free up more money to be spent in schools.

87. The Council's *'Teacher Recruitment and Retention Survey 2002'* (GTCW, 2002) highlights the time taken by headteachers to recruit staff. Another criticism is the very high cost of recruitment and this cost is increased when schools have to re-advertise some posts. Schools wishing to advertise posts and teachers seeking posts are clear about where posts are advertised (i.e. Western Mail, Daily Post and TES) and many schools would be reluctant to move away from tried and tested methods even though they are expensive.

88. The majority of posts are advertised by individual schools. Consideration needs to be given to developing a cheap medium to advertise school-based posts. There are some examples of electronic based methods of advertising posts and some LEAs act as a marketing agency for schools in their areas by negotiating more favourable rates with advertisers. However, this is still a significant cost for schools.

89. Consideration could be given to utilising electronic methods of advertising posts. Many LEAs advertise teaching posts on their web sites and there are also e-mail services which make teachers seeking posts aware of vacancies.

Recommendation

The Council recommends that:

A. LEAs, in partnership, consider developing a recruitment web site which allows schools to advertise posts for a minimal cost. The web site could be developed on an all-Wales basis or on a regional basis by a partnership of LEAs. The site needs to be marketed so that schools have the confidence that they will attract suitable candidates by advertising on it.

4.2 Tackling recruitment to posts in secondary schools in shortage subjects

What is the current situation?

90. The Council's '*Teacher Recruitment and Retention Survey 2002'* (GTCW, 2002) shows that on average there are 6.4 applicants for every advertised post to teach in secondary schools. However, some subjects such as science, mathematics and Welsh as a second language are identified as problem areas. In addition qualitative evidence suggests that attracting teachers to teach some subjects is a major area of concern for headteachers.

91. Data highlighted in the *'Review of teacher recruitment, supply and retention in Wales'* suggests that recruitment to secondary ITET courses in Wales, between 1999 and 2001 either increased or remained stable for all subjects (GTCW, 2003 p.57).

92. According to the Higher Education Statistics Agency (HESA) between 1997 and 2001 the number of graduates increased by almost 9%, however, graduates in physics and mathematics declined by 10% (GTCW, 2003, p.71). This suggests that there is a greater demand for the diminishing pool of graduates in shortage subjects.

What are the main policy concerns?

93. The data suggests that many secondary schools are having difficulty in attracting a sufficient number of suitably qualified teachers to take posts. This varies from subject to subject, with nine applicants on average for posts to teach History and only 3.8 applicants to teach Physics (GTCW, 2002). Many schools who have managed to recruit suitable teachers claim that there was a very limited choice when selecting candidates. Where schools have been unable to secure a suitably qualified candidate headteachers have had to be innovative to fill the post. Some examples include securing a teacher without a qualification in a particular subject or a long term supply teacher.

94. The Council's research indicates that there are few recruitment difficulties in primary schools with over 20 applicants for every post (GTCW, 2002). While this creates a healthy demand for posts in primary schools, there are some concerns regarding the lack of mobility of teachers and the lack of promotion prospects.

95. There appears to be a significant difference in perception between teaching in the primary and secondary sectors. There are several reasons for this, such as teachers preferring to teach a range of subjects instead of specialising in one, a preference for developing a relationship with one class instead of teaching a number of different classes or a perception that issues of pupil behaviour are more of a problem in the secondary sector. The difference between the primary and the secondary sector suggests that the secondary sector may need to consider modifying its approach to teaching practices at lower secondary level to attract more teachers. An example, which some schools have already implemented, is to have one teacher teaching a number of subjects at Key Stage 3. While this can be suggested as a way of easing transition between Key Stage 2 and Key Stage 3 for pupils, it may also have some merit in creating more attractive posts for some teachers and promote their career development.

96. Teachers, on receiving the award of QTS are qualified to teach across all Key Stages, however, they usually either specialise in a Key Stage(s) or in a particular subject area. Furthermore, teachers traditionally consider themselves as either a primary or secondary teacher and few move across this divide. Consideration could be given to the possibility of breaking down this divide with the development of courses to train teachers to teach at Key Stages 2 and 3. HEFCW, as part of its ITT Innovative Provision initiative, is funding a project by the University of Wales, Bangor and NEWI to explore the issues relating to the development of a Key Stage 2 and 3 undergraduate course taking into account the needs of recruitment to Welsh and Welsh-medium provision. It proposes to set up a working group to consider some of the issues involved in developing a Key Stage 2 and 3 undergraduate ITT course in Wales. With proposals to introduce a Foundation Stage for pupils aged 3 – 7 and proposals for changes to the 14 – 19 sector, it is likely that Key Stage 2 and 3 teachers will have more in common than their counterparts teaching pre-7 and post-14 year old pupils.

97. The Higher Education sector offers a wider variety of undergraduate courses for students. As a result of this, fewer undergraduates follow courses in subjects taught in schools. However, there may be a significant overlap between the content of their courses and the content of the school subjects. Consideration, therefore, needs to be given to developing means of enabling graduates with suitable degrees to undertake PGCE in school-based subjects. To support this, the Higher Education sector could consider offering courses to support teachers and bring their subject knowledge up to the level expected of a teacher. An example of this is the work being developed by the Open University in partnership with other institutions to support the development of knowledge in certain subjects for example the 'Prepare to teach Chemistry' course.

Recommendations

The Council recommends that:

A. The Welsh Assembly Government and DfES undertake an evaluation of schemes that give an incentive grant for trainee teachers to teach certain subjects.

B. HEFCW and ITET institutions consider extending courses or programmes to prepare suitably qualified teachers to move from the primary to the secondary sector.

C. During the proposed review of the Standards for QTS, the Welsh Assembly Government considers enabling ITET institutions to offer courses at Key Stage 2 and 3.

D. ITET institutions recognise the suitability of a wider range of degrees as preparation for undertaking PGCE and devise appropriate programmes accordingly.

E. ITET institutions offer courses to bring the subject knowledge of prospective secondary teacher graduates with degrees in related but non-school subjects, up to the level expected to operate in school.

4.3 Increasing the number of male teachers (particularly in primary schools)

What is the current situation?

98. The Council's Annual Statistics Digest (GTCWi, 2003) shows that only 27% of all registered teachers in Wales are male, with the proportion in the primary sector falling to 17%. Women account for nearly three quarters of all students undertaking ITET courses suggesting that the trend will continue. The majority of men take the post-graduate route into teaching instead of the undergraduate route. This may reflect economic concerns where more opportunities are available in the secondary sector to earn higher pay.

99. A study by Richard Edwards of the University of Wales Swansea as part of the HEFCW funded project on 'Rewarding Quality in Initial Teacher Training' (Edwards, 2003) highlights some of the difficulties in recruiting men on primary PGCE courses. A number of negative factors are listed such as the perception of primary teaching, the social experience and concerns over child safety.

100. The TTA has undertaken marketing work which is aimed at attracting men to work in the primary sector.

What are the main policy concerns?

101. The current teaching population is overwhelmingly female. This creates a situation where pupils in primary schools have little contact with males in a school context. In addition, a number of pupils come from families without a male parent meaning that they do not have male role models.

102. The entry process for undergraduate courses is administered by the Universities and Colleges Admissions Service (UCAS) while postgraduate courses are administered by the Graduate Teacher Training Registry (GTTR). In respect of UCAS the closing date for education courses is the same as for all undergraduate courses. For post-graduate courses the mid-December closing date for primary courses reflects the demand for places which enables the ITET sector to fill their quotas. However, for courses to undertake secondary PGCE there is no closing date which reflects a difficulty in attracting prospective teachers to this sector.

103. It appears that many male applicants submit their applications late in the year, when all the places have been filled. To ensure a sufficient quota of male applicants the GTTR and ITET institutions may consider having later application deadlines, though this would necessitate institutions, leaving vacancies open longer. Another possibility might be to set male target figures, provided there is no breaking of equal opportunities rules.

104. The drop-out rates for males undertaking ITET courses is higher than for females. Possible reasons for this are that males are less suited for a career in teaching or that ITET provision is less suited towards males. There may be a need to develop training provision that is more suited to the needs of male teachers but which, nevertheless, provides rigorous preparation for a career in teaching.

105. With the current media coverage on child safety issues there is a negative perception of males who chose to work with young children. There is a need to provide a positive view of males who work in this setting and possibly develop a campaign to market teaching as a career for males.

Recommendation

The Council recommends that:

A. The organisation responsible for recruitment in Wales develops a strategy to market teaching in a primary school as a career for males including a good practice guide for recruiting male teachers.

4.4 Attracting teachers from ethnic minority groups

What is the current situation?

106. Research by Cardiff University for the Council suggests that 1% of the teaching profession in Wales comes from an ethnic minority background while nearly 2% of the Welsh population comes from that background.

107. In December 2000, less than 1% of first year ITET students in Wales described themselves as non-white (GTCW, 2003, p 106).

108. Edwards (2003) suggests that some of the negative factors in recruitment from ethnic minority groups are a lack of positive role models and a lack of consideration for religious issues. There may also be some language difficulties.

109. In the recently published report on *'The achievement of ethnic minority pupils in Wales'* (EALAW, 2003) just over half the pupils answered 'Yes' to the question "Do you think it would make a difference if there were more teachers of a similar background to your own in school?"

What are the main policy concerns?

110. Although the population numbers are small, the available evidence suggests that the Welsh teaching profession is not representative of the Welsh population suggesting that teaching is a less attractive option for some groups. There is a need to identify why some professions such as medicine succeed in attracting representatives of some ethnic minority populations while teaching is less successful.

111. The lack of ethnic minority teachers in areas which have a significant ethnic minority population means that certain groups of pupils do not have positive role models.

112. However, the need for teachers from a diverse ethnic background is not restricted to areas that have a significant population from ethnic minority backgrounds. In today's increasingly multi-cultural society there is a need to ensure that more pupils come into contact with individuals from different ethnic and cultural backgrounds. Teachers from different ethnic and cultural backgrounds, as well as making excellent teachers, can also help develop an understanding among pupils of the needs of individuals from different backgrounds.

Recommendations

The Council recommends that:

A. The organisation responsible for recruitment is charged with developing a specific strategy which will include promoting positive role models from different ethnic groups to highlight their prospective roles within the teaching profession and informing ethnic minority communities of teaching as a career.

B. The Welsh Assembly Government undertakes research to gather more statistical information and work with different groups to identify ways of making the teaching profession more accessible.

C. The Welsh Assembly Government provides guidance to ensure that schools are environments that are conducive to the employment of teachers from different backgrounds.

D. All organisations working to recruit teachers work with race equality groups to identify ways of making teaching a more accessible career.

4.5 Attracting teachers with disabilities

What is the current situation?

113. In 2000/2001, students with disabilities were under-represented on ITET courses in Wales at 4% of all trainees. This includes students registered as dyslexic. This compares with an estimated 11% of the economically active UK population. However, this may not be an useful comparison as the requirements for undertaking a course of ITET and achieving QTS include certain health requirements which may exclude many individuals who are registered as disabled.

114. Since the introduction of the Disability Discrimination Act, employers have a responsibility to make reasonable modifications for persons with disabilities.

What are the main policy concerns?

115. There is a need to collect additional data on the reasons preventing individuals with disabilities from following a career in teaching. Consideration also needs to be given to the proportion of individuals registered as disabled working in other comparable professions.

116. There is a need to ensure that teaching as a profession is accessible to individuals with disability.

117. The requirements of ITET courses and QTS mean that some prospective teachers who are registered as disabled are not able to train as teachers.

Recommendations

The Council recommends that:

A. The organisation responsible for recruitment is charged with promoting positive role models from persons with disabilities to highlight their prospective roles within the teaching profession.

B. The Welsh Assembly Government undertakes research within different groups to identify ways of making the teaching profession more accessible.

C. All organisations working to recruit teachers work with disability groups to identify ways of making teaching a more accessible career.

4.6 Promoting recruitment to posts to teach Welsh as a Second Language

What is the current situation?

118. The Council's *'Teacher Recruitment and Retention Survey 2002'* (GTCW, 2002) shows that on average there are 2.7 applicants for every advertised post to teach Welsh as a second language. In addition qualitative evidence suggests that this is a major area of concern for headteachers.

119. Between 1996 and 2001 the percentage of first year ITET students in Wales who undertook courses that enabled them to teach bilingually increased from 11% to 21%. This led to an increase from 260 to 500 prospective teachers (GTCW, 2003 p.107). This matches the figure of 20.5% who, according to the 2001 census, can speak Welsh.

120. In 2003, the National Assembly for Wales published a National Action Plan for a Bilingual Wales – *'Iaith Pawb'*. (Welsh Assembly Government, 2003). *'Iaith Pawb'* focuses on "encouraging individuals to learn and use the Welsh language" (p.37) and includes a number of recommendations to achieve this aim. The recommendations included in this Action plan seek to complement those included in *'Iaith Pawb'*.

What are the main policy concerns?

121. Welsh is a compulsory subject up to the age of 16. However, many schools have difficulty in recruiting sufficient staff to meet this requirement. Welsh as a degree subject is becoming less popular and many Welsh graduates would rather teach Welsh as a First language. Therefore, Welsh as a Second Language in both primary and secondary schools is often taught by non-specialists. Prospective teachers receive a bursary to train as teachers of Welsh. However, there is a need to evaluate the effectiveness of this bursary and to consider if there is a need to provide additional support for teachers who train to teach Welsh as a Second Language.

122. There is a need to ensure that there is a sufficient supply of teachers to teach Welsh as a Second Language, particularly in anglicised / inner city areas. The Council in its response to the 'Policy review on the Welsh language in Education' highlighted the difficulties in teaching Welsh as a Second Language from Key Stage 2 onwards. There is a need to identify ways of supporting the teaching of Welsh, with consideration given to extending the role of Athrawon Bro or developing a team of peripatetic teachers.

123. Consideration needs to be given to the way teaching Welsh as a Second Language is promoted as a career and the way prospective teachers are trained for this career.

124. With a number of non-specialists teaching Welsh, the standard of teaching can sometimes be questioned. It is unlikely that teachers who have not been trained to teach Welsh as a subject can be as effective in teaching the subject as those who have received appropriate training. This may have a negative impact on the ability of pupils to gain a degree of fluency in Welsh. There is a need to develop a strategy which considers effective ways of teaching Welsh as a Second Language which could consider using tutors or adapting English as an Additional Language (EAL) models.

125. In some areas, there is a low perception of the Welsh Language and associated with this, there is a lack of support for teachers of Welsh. In this environment it is not surprising that the post of a teacher of Welsh does not provide an attractive career option. There is a need for school leaders and Governing Bodies to ensure that sufficient support is provided for teachers of Welsh.

126. There is a significant demand for Welsh speakers from professions other than teaching, such as translation, the media and from public organisations. This means that there is competition for speakers of Welsh.

Recommendations

The Council recommends that:

A. The Welsh Assembly Government undertakes an evaluation of the scheme to give an incentive grant for trainee teachers to teach Welsh as a Second Language to assess its effectiveness.

B. LEAs develop and extend the role of Athrawon Bro to provide support in areas where there is a difficulty in attracting teachers of Welsh as a Second Language.

C. The Welsh Assembly Government develops a specific strategy to promote effective ways of teaching Welsh as a Second Language.

4.7 Promoting Recruitment to Welsh-medium posts in secondary schools

What is the current situation?

127. The Council's *'Teacher Recruitment and Retention Survey 2002'* (GTCW, 2002) shows that on average there are 2 applicants for every advertised post to teach through the medium of Welsh in secondary schools. In primary schools there were almost 10 applicants for every advertised post. However, this figure was half of the number who applied for posts without the requirement to teach through the medium of Welsh. In addition, qualitative evidence suggests that this is a major area of concern for headteachers.

128. The Welsh Assembly Government offers a Welsh-medium Incentive Supplement scheme for secondary ITET training to raise individuals' confidence and competence in order to teach through the medium of Welsh. The Assembly are currently in the process of evaluating this scheme.

What are the main policy concerns?

129. The 2001 Census has shown an increase in the number of people who speak Welsh and, linked to this is an increasing demand for education through the medium of Welsh. However, the ability of schools to provide subjects through the medium of Welsh is hampered by the difficulty in securing the services of suitable qualified teachers.

130. The competition in the job market for Welsh speakers is intense with many other professions seeking to recruit Welsh speakers. The main increase in the demand for Welsh medium education comes in anglicised parts of Wales. But it is difficult to recruit teachers to teach through the medium of Welsh in these areas. While places such as Cardiff provide a magnet for people from all parts of Wales it is more difficult to recruit teachers in other areas such as the South Wales valleys and North East Wales.

131. While there has been a significant increase in schools teaching through the medium of Welsh during the past forty years, this increase has not been mirrored in the Higher Education sector. Many individuals from Welsh-medium schools choose or are forced to take their undergraduate courses through the medium of English. It is possible that an increase in subjects taught through the medium of Welsh at undergraduate level would increase the number of teachers available to teach through the medium of Welsh.

132. For posts without the requirement to speak Welsh, candidates can be attracted from outside Wales, but where there is a requirement to speak Welsh this option is rarely available. Therefore, there is a further need to train teachers for the Welsh medium sector within Wales, or, alternatively, give opportunities for teachers who currently work through the medium of English to move to the Welsh-medium sector.

133. In order to meet the demand, headteachers are having to be innovative, using methods such as employing teachers without suitable qualifications. There is also a lack of suitable supply teachers to work in Welsh-medium schools.

Recommendations

The Council recommends that:

A. The organisation responsible for recruitment in Wales develops a specific strategy to deal with recruiting teachers to teach through the medium of Welsh, including the marketing of teaching through the medium of Welsh as a specific profession.

B. The Welsh Language Board undertakes research to identify the future demand for Welsh-medium education.

C. LEAs provide support for teachers who wish to move from the English medium sector to the Welsh-medium sector.

D. Providers of CPD opportunities ensure that teachers are able to access professional development opportunities through the medium of Welsh.

4.8 Attracting mature trainees and individuals seeking a change of career

What is the current situation?

134. The Council's Annual Statistics Digest (GTCWi, 2003) suggests that there was a small increase in the number of mature individuals achieving QTS in 2002. However, historically, evidence has suggested that the likelihood of acceptance on an ITET course declines with age, with applicants over 29 more likely to be rejected or withdraw than to be accepted (GTCW, 2003, p.68). The TTA has run a campaign to attract individuals seeking a change into teaching.

What are the main policy concerns?

135. The workforce today is more mobile and there is an increasing likelihood of individuals leaving and entering the teaching profession. Teaching may be considered a positive profession for individuals who wish to move from their existing career.

136. While the entry requirements may differ for mature individuals, reflecting previous experience they bring to their teaching role, there is still a need to undertake a suitable course or programme leading to the award of QTS. Since there are limited opportunities to undertake a work-based route to QTS in Wales, most mature entrants have to follow courses based in ITET institutions. This can involve a significant sacrifice, with the need to live on a low income or live away from home, during the training period.

137. Mature entrants can bring a range of very useful experiences to their work as teachers and provide an additional source of prospective teachers. However, the number of mature entrants or career changers will be low if the requirements of training place unnecessary burdens on prospective teachers. There is a need to devise an entry route that encourages mature entrants and career changers to become teachers but which ensures a rigorous preparation for a teaching career and does not compromise standards.

138. In attracting teachers seeking a change of career, there is a need to ensure that they are suitable for a career in teaching and can make a positive contribution as a member of the teaching profession.

139. There are some courses already under development which provide opportunities for training for persons who may be unable to follow a traditional course because of employment or other personal reasons. These include the distance learning Hyfforddi Athrawon / Teacher Training (HATT) course, PGCE courses organised by the Open University and the Graduate Teacher Programme. The HATT course, which will provide bilingual courses in Science, Welsh, Mathematics and Modern Foreign languages, will be running from September 2003 and there is a need to ensure that the provision is marketed effectively to ensure that prospective teachers are aware of the opportunities available.

Recommendations

The Council recommends that:

A. The Welsh Assembly Government and HEFCW considers the needs of mature individuals wishing to train as teachers and considers whether the current programmes and application procedures are suitable for their needs.

B. The Welsh Assembly Government develops flexible opportunities for mature entrants to train as teachers.

4.9 Attracting returnee teachers

What is the current situation?

140. Research indicates that there is a large pool of qualified teachers who do not work as teachers or within the education sector.

What are the main policy concerns?

141. With current difficulties in recruiting teachers to certain posts, a possible answer is to attract the 'pool of inactive teachers' to return to the teaching profession. However, many qualified teachers may not have worked as teachers for many years and will require additional support to enable them to meet the demands currently placed as teachers. There is a need to undertake research to identify the number who would consider returning to teaching in either a full-time, part-time or a supply capacity.

142. Some ITET institutions organise refresher courses for currently inactive teachers wishing to return to the classroom. In 1999/2000 HEFCW funded the University of Wales, Aberystwyth and the Open University to pilot an 'Extending Skills Programme for Returning Teachers' and HEFCW is currently funding a partnership of the University of Wales, Aberystwyth, the University of Wales, Bangor and NEWI to prepare learning materials for a returners' course for secondary school teachers. The project focuses on the preparation of bilingual materials for returning secondary school teachers. Given the diversity of learning needs of potential recruits it is intended that the project will produce a wide range of resources which will be offered to participants on a needs basis.

143. However, there is no funding available for individuals to participate on these courses and, therefore, funding must either be provided by the institution or a fee charged to participants. The funding of these courses might encourage non-practicing teachers to return to the profession.

144. An alternative to a refresher course would be schools running a re-introduction programme to re-orientate an individual to the work of a teacher.

145. An additional incentive to attract some qualified teachers back to the profession would be to enable teachers to work more flexible hours. The provisions of the Employment Act 2002 enable an individual to request working hours that are more flexible. While this will not be an entitlement, many organisations, including schools, will need to adapt to the provisions of this Act. Consideration of the working patterns in schools can make flexible working a viable option.

146. Another consideration is the provision of child care to enable parents of pre-school children to return to the classroom.

Recommendations

The Council recommends that:

A. The Welsh Assembly Government commissions research to identify the number of qualified teachers, who currently do not work as teachers, who may wish to return to the classroom. The Council would be willing to undertake this, if considered appropriate.

B. The Welsh Assembly Government provides funding for individuals to attend refresher courses for returning teachers.

C. LEAs and HEIs provide guidance for schools to organise re-introduction courses for returnee teachers.

D. Schools are encouraged to consider allowing teachers to work in a flexible manner such as part-time work and job sharing.

E. Schools consider providing childcare opportunities to enable a wider range of qualified teachers to work.

F. Schools provide specific support for returning teachers to ensure they are able to return the classroom.

4.10 Attracting teachers to primary school leadership and management posts

What is the current situation?

147. The Council's Recruitment and Retention survey highlighted difficulties in attracting teachers into some management roles for example, deputy headship roles in primary schools. Analysis of the Register of Qualified Teachers suggests that over 1,000 headteachers will retire within the next ten years.

What are the main policy concerns?

148. During the past four years the Welsh Assembly Government has developed training programmes to provide support for school leaders. Programmes to support school leaders such as NPQH and LPSH have provided prospective and current school leaders with programmes to prepare them for school leadership roles. This support will be extended with the development of School Leadership modules which will provide support for teachers undertaking middle management roles and may provide a stepping stone to those wishing to take qualifications such as NPQH.

149. The Welsh Assembly Government has recently consulted on proposals to make the NPQH mandatory for teachers wishing to take up their first headship role from 2005 onwards. The Council has questioned whether there will be enough suitably qualified candidates to give governing bodies a sufficient choice when appointing headteachers.

150. Comments provided by headteachers in responding to the Council's 'Teacher Recruitment and Retention Survey 2002' suggests a difficulty in getting teachers to apply for leadership roles in primary schools, in particular deputy head posts. One reason that is given is the lack of a pay differential between the post of deputy head and teachers on the main scale meaning that there is little incentive for teachers to undertake the additional tasks and responsibility associated with leadership roles. Due to high accommodation and living costs, some areas are unable to attract candidates to take leadership posts. Consideration needs to be given to providing support to assist in the re-location of school leaders.

151. The Council is also aware of anecdotal evidence of difficulties in recruiting teachers to leadership posts in secondary schools and Welsh-medium schools. However, these problems were not identified in the *'Teacher Recruitment and Retention Survey 2002'*.

Recommendations

The Council recommends that:

A. Schools provide additional incentives to individuals to take leadership and management roles, this can be partly achieved by providing additional professional development opportunities. This could also include assistance with the cost of re-location.

B. Schools ensure that teachers undertaking management roles have sufficient time to undertake additional duties.

C. CPD providers provide suitable professional development opportunities for all teachers to develop the necessary leadership and management skills.

D. The Welsh Assembly Government commissions an evaluation of the NPQH to ensure it provides the best possible preparation for school leadership.

E. The Welsh Assembly Governments considers the appropriateness of different models of school leadership from across the world.

4.11 Ensuring sufficient number of supply teachers

What is the current situation?

152. Supply teachers provide an important service in providing cover for teachers who are away from school. Supply teachers cover for staff illness and when teachers are away from their normal duties on planned activities such as professional development activities. Teachers who are unable to or who do not wish to secure a full-time or part-time teaching contract, are able to work as supply teachers. The Register of Qualified Teachers suggests that there are at least 4,250 supply teachers in-service in Wales. However, headteachers appear to have difficulty in recruiting supply teachers. There is a considerable variation in the number of days supply teachers work. Some are available to work throughout the year while others only work a few days a year.

153. In the past, LEAs have held up to date lists of available supply teachers but, presently, many supply teachers register with private supply agencies, and schools face high costs when recruiting teachers through agencies.

What are the main policy concerns?

154. Repeated evidence from headteachers suggests that they are having difficulty in securing the service of supply teachers. This impacts on the ability of schools to provide cover for staff engaged in further professional development and will, in the future, potentially impact on the implementation of the National Agreement. There is a need for a strategy to ensure that a sufficient number of supply teachers are available. The Council's Register shows that there are some 4,250 registered teachers in-service who describe themselves as 'supply teachers'. Even though their availability for work will vary from individual to individual teacher, there is, nevertheless, a strong case for considering ways in which such qualified teachers who are not working full time could be encouraged to undertake more supply work. One way might be to provide funding for LEAs to increase the number of supply teachers available within their localities and to base them at named schools with each individual teacher servicing a limited number of schools so that they become known to staff and pupils. This approach can be more rewarding for the teachers concerned and provide a better quality of service to schools. We refer the Assembly and LEAs again to South Lanarkshire where some 80 extra teachers have been appointed to support the CPD and other commitments of schools.

155. Many LEAs maintain lists of supply teachers that schools can contact to secure their service. However, these lists are rarely updated and include the names of qualified teachers who are no longer part of the supply pool. This can lead to schools wasting a great deal of time in contacting individuals who are no longer available to teach. During recent years the lack of funding has meant that some LEAs have been unable to maintain supply pool systems and this has led to schools using the services of teacher supply agencies and recruitment organisations. While this service can be invaluable for schools in securing supply teachers, there is no guarantee that supply teachers are available and the service is expensive.

156. Supply teachers, as all teachers, need to develop professionally throughout their careers. Some schools include their regular supply teachers in their school-based professional development. In addition, some LEAs and supply agencies provide professional development opportunities for supply teachers through GEST funded programmes. Supply teachers are able to receive funding for their individual professional needs from the Council's professional development projects as long as they have worked for at least 20 days during the previous twelve months. However, there is emerging evidence that suggests that supply teachers do not take up professional development opportunities.

157. Despite evidence that some primary trained teachers are unable to secure posts, the Council's *'Teacher Recruitment and Retention Survey 2002'* highlighted anecdotal evidence from headteachers that they had difficulty in securing supply teachers. This suggests that many trained teachers who are unable to secure employment as teachers leave the profession. With the introduction of induction in September 2003, there is a need to ensure that this does not increase the number of teachers who do not pursue a career in teaching because they are unable to secure an initial post.

158. Some headteachers criticise the standard of supply teachers. A report was published last year by OFSTED on 'Schools' Use of Temporary Teachers' (OFSTED, 2002) which expressed concern with the quality of the teaching of supply teachers in England. However, the Council is not aware of evidence relating to supply teachers in Wales. The Council suggests that Estyn could consider undertaking a comparable study in Wales. The Council considers that supply teaching is a very difficult role and that supply teachers need sufficient support to deal with the challenges they face.

159. With the placing of individually focussed CPD for teachers on a permanent footing, there is likely to be an increase in the demand for supply teachers. There is a need to ensure that teachers are not prevented from undertaking professional development activities due to an inability to get supply teacher cover.

Recommendations

The Council recommends that:

A. The Welsh Assembly Government develops a national strategy to increase the number of supply teachers available in LEAs together with the consequent increase in funding.

B. LEAs work together to create and maintain regional lists of supply teachers currently available for work and to provide a service to support schools seeking supply teachers at short notice.

C. Schools are encouraged to develop a relationship with their supply teachers. As part of this they should include their supply teachers in whole school activities and enable them to access professional development opportunities.

D. LEAs and Supply Agencies ensure that all supply teachers have access to professional development opportunities.

E. Estyn undertakes a review of the support provided for supply teachers.

Section 5

Retention in the teaching profession

160. This section highlights and makes recommendations relating to retention in the teaching profession. The Council's Recruitment and Retention Survey 2002 did not identify large numbers of teachers leaving the profession. The majority leaving the profession did so to retire early. However, the following issues are highlighted:

- **Promoting retention on ITET courses;**
- **Reducing the number of qualified teachers not taking up a post after qualifying;**
- **Encouraging flexible work patterns;**
- **Supporting teachers within the first five years of their career and after thirty years of teaching;**
- **Tackling challenges faced by teachers.**

5.1 Promoting Retention on Initial Teacher Education and Training courses

What is the current situation?

161. According to data provided by HEFCW, 5.8% of students undertaking post-graduate (PGCE) ITET courses and 3.8% undertaking undergraduate (BEd) ITET courses do not complete their course. These figures appear to be significantly lower than the non-completion rates for undergraduate and postgraduate courses in general. However, the number of students not completing PGCE and undergraduate ITET varies considerably between courses. To fully understand this data, there would be a need to compare the data with other undergraduate and post-graduate courses in the Higher Education sector.

What are the main policy concerns?

162. There is a need to a develop a better understanding of reasons why some students do not complete courses. This analysis needs to compare undergraduate and post-graduate ITET courses and also consider data for courses across the Higher Education sector. Possible reasons why students do not complete courses could include personal reasons, such as financial considerations, as well as reasons related to the ITET course and the nature of teaching, such as an individual deciding that they are not suited to teaching or feeling unable to meet the demands placed on them.

Recommendation

The Council recommends that:

A. HEFCW undertakes research on the reasons why students do not complete courses of ITET.

5.2 Reducing the number of qualified teachers not taking up a post after qualifying

What is the current situation?

163. According to the STRB report in 1999 (STRB, 1999), 40% of those who entered training did not become teachers. However, this data may not present a realistic picture as it does not include individuals who became teachers at a later date or who worked during their first year as supply teachers. There is a need to collect accurate data and then compare the data with those for similar courses.

164. The Council considers that data could be collected on the following issues:

- **the difference in the number of NQTs undertaking primary and secondary courses seeking work;**
- **reasons why students do not seek work as teachers;**
- **the availability of posts for those teachers who have not been successful in obtaining work.**

What are the main policy concerns?

165. Any prospective teacher undertaking and successfully completing an ITET course who does not embark on a teaching career may represent a 'wasted' resource. However, it also has to be recognised that a proportion of individuals, while they are able to meet the standard required for the award of Qualified Teacher Status, may not be suitable for a career in teaching.

166. While qualifications such as BEd and PGCE are vocational in nature because they lead to the award of QTS, they are also qualifications in their own right and some may follow these courses without an intention of following a career in teaching.

167. Additional research needs to be undertaken on qualified teachers who do not enter the profession in order to identify reasons why they do not pursue a career in teaching.

168. To ensure that suitable individuals are attracted into teaching there is a need to provide a realistic view of the teaching profession to prospective teachers. There is no current requirement to have had experience of working with children. Consideration could be given to encouraging prospective teachers to work in a professional or voluntary capacity with children prior to undertaking a course to train as a teacher. This may provide prospective students with a more realistic view of teaching and enable ITET admission tutors to make better judgements on the suitability of applicants for a teaching career.

169. There is also a need to ensure that the marketing of teaching as a profession provides a realistic view that will attract individuals who intend pursuing a career as a teacher.

170. Research by the Council suggests that most teachers trained for the secondary sector should not have any difficulty in securing posts but there is far more competition for posts in the primary sector. It is the case that some newly qualified primary teachers do not teach because they are unable to secure a post.

171. Scotland has recently introduced a policy of guaranteeing all NQTs a post to enable them to complete their induction. While there may be problems to overcome in implementing such a policy in Wales, the Council suggests that the Assembly evaluates the impact of the introduction of the policy in Scotland before deciding whether to consider the value of introducing such a proposal in Wales.

Recommendations

The Council recommends that:

A. HEFCW and individual ITET institutions undertake research on the reasons why individuals undertake a PGCE course, why qualified teachers may not seek work as teachers and the level of the problem facing NQTs in obtaining their first teaching posts.

B. Schools and ITET institutions are encouraged to offer pre-course observation to prospective teachers to assist them in deciding whether ITET is for them. This could be on an organised course such as the pilot taster course 'Prepare to Teach Mathematics' currently being organised by the UWIC and the Open University or as a placement in a school.

5.3 Encouraging Flexible work patterns

What is the current situation?

172. Most teachers are employed on a full-time basis. A small number work on a part-time basis or work as part of a job sharing agreement.

What are the main policy concerns?

173. Many registered teachers do not want to work as teachers on a full-time basis. The lack of opportunity for part-time work prevents them working at all or they work irregularly as supply teachers.

174. Some schools are not enthusiastic about employing teachers in a part-time capacity. In primary schools, part-time teachers may be less able to develop a relationship with a particular class than teachers working full-time. In addition, parents who are used to their child having one class teacher for a whole year are not supportive of arrangements that mean more than one teacher teaching a class. In secondary schools, teachers who work part-time can cause difficulties in developing a workable timetable. However, the lack of opportunities for part-time work may prevent some teachers who wish to work a limited amount of hours from working at all. In a situation where there are difficulties in recruiting teachers for some subjects, efforts to enable teachers to work flexibly may significantly increase the pool of active teachers.

175. As stated previously, the Employment Act 2002 will enable individual workers to request working patterns that fit in with their non-working lives. Schools and LEAs will need to consider ways of meeting this need and there is a need to show the positive element of flexible work patterns for teachers and schools.

Recommendations

The Council recommends that:

A. Schools fully implement the regulations on flexible working to allow teachers to work in a flexible manner such as part-time work and job sharing.

B. Schools provide opportunities for teachers to have career-breaks.

5.4 Supporting teachers within the first five years of their career and after thirty years of teaching

What is the current situation?

176. The Council's 'Recruitment and Retention Survey 2002' does not identify retention as a particular problem in Wales, however, the peaks for teachers leaving the profession in Wales are within the first five years after qualifying and after thirty years of teaching.

What are the main policy concerns?

177. Any competent teacher leaving the profession represents the 'waste' of a valuable resource. However, research has identified that a significant number leave during the first five years and after thirty years of service.

178. There is a need to ensure support for teachers during the early years of their career. The Welsh Assembly Government is to introduce a programme of induction for all newly qualified teachers in September 2003. This will be followed by two years of early professional development. This will provide a programme of early career support that will enable teachers to settle into their posts. Ensuring proper funding and time for NQTs and their mentors is essential for the success of the programme and hopefully it will lead to a reduction in the number of teachers who leave the teaching profession during the early years of their career.

179. Support and incentive schemes could be developed to encourage teachers to remain in the teaching profession. A key retention strategy will be to ensure that all teachers have opportunities to develop professionally at all stages of their career. There are many varied development routes within the teaching profession and teachers need to be made aware of opportunities to develop along job specific routes as well as developing as classroom practitioners.

180. The Government's recent Green paper on pensions suggests that most individuals will need to work for longer to ensure they have sufficient pension contributions to support them during their retirement. This suggests that individuals who retire from their 'main' career will need to continue working. There is a need to enable teachers over 55 to remain in the profession for longer, through enabling them to take posts with less responsibility or to work part-time. The Council is aware that this is not a devolved area and the Welsh Assembly Government will need to work with government departments in England to implement any change.

Recommendations

The Council recommends that:

A. The Welsh Assembly Government ensures that the induction and early professional development programmes are properly funded and supported;

B. The Welsh Assembly Government monitors and evaluates the induction and early professional development programme.

C. LEAs develop support schemes that are targeted at retaining competent teachers who need additional support to reach a level in which they may function as teachers.

D. The Welsh Assembly Government develops and presents a case to amend Westminster legislation so as to enable teachers over 55 to remain in the profession for longer, through enabling them to take posts with less responsibility or to work part-time without detriment to their pensions.

5.5 Tackling Challenges faced by teachers

What is the current situation?

181. The Council's *'Teacher Recruitment and Retention Survey 2002'* highlighted some of the difficulties faced by teachers such as excessive workload, poor pupil discipline, target setting, negative perceptions of the profession and continual change.

What are the main policy concerns?

182. Negative factors are acting as a disincentive to recruitment and may cause retention difficulties in the future. The perception of the role of the teacher in the press sometimes makes recruitment difficult. However, an over-rosy perception may lead to teachers leaving the profession if it does not meet their expectations.

183. The recently signed agreement 'Raising standards and tackling workload: a national agreement' should make a contribution. However, the Welsh Assembly Government and LEAs need to ensure that they provide sufficient funding to enable schools to appoint ancillary staff and additional teachers so that all teachers may be guaranteed non-contact time. In addition, schools need to consider their patterns of work to ensure that these do not act as a disincentive to enter or to remain in the profession.

184. Teachers need to feel that they are able to work in a safe and supportive environment. They need support to ensure that their teaching and pupils' learning is not disrupted by other pupils' behaviour The Welsh Assembly Government has, amongst other things, already initiated and funded various projects to tackle disaffection, piloted a training course in management behaviour designed to equip teachers to avoid disruptive behaviour, has announced an action plan on attendance and issued anti-bullying guidance. However, more needs to be done if teachers are to feel protected from the worst excesses of pupil behaviour and if low-level disruptive behaviour is not to impact on recruitment and retention. All involved in education have a responsibility to address this problem.

185. During the past twenty years there has been a very significant amount of change in education. It goes without saying that teachers have been at the forefront of implementing these changes. In future, proposed changes need to be piloted over much longer periods of time with sufficient time built in for review and evaluation. Teachers need to be thoroughly involved in this process before decisions are made to implement widespread change and there needs to be a willingness to amend proposals, sometimes quite drastically, if they are shown not to be working. Only in this way, will teachers begin to feel that they once again have ownership of their work.

Recommendations

The Council recommends that:

A. The Welsh Assembly Government, LEAs and schools work together to fund fully and implement the workload agreement.

B. The Welsh Assembly Government develops a national strategy to deal with disruptive pupils. There needs to be a recognition that this is a problem for society as a whole but that teachers are one of the groups who feel the brunt of this problem. There is a need to provide teachers with the necessary support so that they do not have to deal with disruptive pupils while teaching. This strategy should consider low level disruption as well as more serious disciplinary matters.

C. The General Teaching Council for Wales, Welsh Assembly Government, LEAs, Diocesan Authorities, teacher unions, ITET Institutions, HEFCW and the TTA to work together to provide a positive portrayal of the teaching profession.

D. The Welsh Assembly Government, its agencies and schools consider the impact on teachers when introducing new initiatives. All initiatives should be properly piloted, over a sufficient time, before being introduced.

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Annex A
Summary of recommendations

General Recommendations that underpin the Action Plan

The Council recommends that:

A. All organisations and individuals involved in teaching play their part in portraying teaching as a vibrant profession which provides opportunities for a challenging and fulfilling career.

B. The Welsh Assembly Government should work with local authorities, employers and unions to implement the National Agreement on teachers' workload and to identify additional initiatives that can free teachers' time to enable them to concentrate on teaching.

C. The Welsh Assembly Government and LEAs considers giving schools longer-term budgets to enable them to plan their staff numbers.

Monitoring and Evaluating the impact of the Action Plan for Teacher Recruitment and Retention

The Council recommends that:

A. The National Assembly Education and Lifelong Learning Committee monitors the impact of the Action Plan.

B. The National Assembly Education and Lifelong Learning Committee publish a report outlining the impact of the Action Plan after, say, three years.

Section 3

The Organisation of Recruitment to the Teaching Profession

3.1 Setting Targets for entry into Initial Teacher Education and Training (ITET) which better meet the demand for teachers in schools in Wales.

The Council recommends that:

A. The Welsh Assembly Government considers ways of ensuring that targets for intake into ITET in Wales better reflect the needs of Welsh schools, within a Wales/England strategy. Consideration needs to be given to Wales-only factors such as the demand for Welsh-medium education and the demand for teachers of Welsh when undertaking planning for the number of teachers needing to be trained. The Assembly's scoping study mentioned above may be able to provide further evidence on this issue.

B. The Welsh Assembly Government reviews the way it identifies recruitment difficulties. The use of vacancy rates does not show up some of the underlying issues and the use of different indicators may prove more beneficial in identifying areas of recruitment difficulty. Supplementary sources such as the Register of Qualified Teachers could be considered.

3.2 Developing a marketing strategy for recruiting teachers in Wales

The Council recommends that:

A. The Welsh Assembly Government ensures that there is an organisation in Wales to take the lead and responsibility for the recruitment of teachers in Wales. This organisation would develop a marketing strategy for teaching in Wales, which clearly identifies the opportunities available in Wales. While the TTA would continue its role in promoting teaching as a profession on an England / Wales basis, the organisation responsible for recruitment would employ a Recruitment Adviser to implement the marketing strategy and to provide an advice service for prospective teachers wishing to train or teach in Wales. This organisation would need to work with the TTA to ensure their activities were complementary.

3.3 Increasing the routes into teaching

The Council recommends that:

A. The organisation responsible for recruitment in Wales takes responsibility for providing information and co-ordinating entry into employment based training routes.
B. Subject to a positive evaluation of standards, the Welsh Assembly Government should consider increasing the funding for the Graduate Teacher Programme.

3.4 Evaluate the impact of incentives to train as teachers

The Council recommends that:

A. The Welsh Assembly Government and DfES should undertake an independent evaluation of all grant and bursary schemes, to evaluate their impact in recruiting teachers for the classroom.

3.5 Raising the importance of partnership arrangements between HEIs and schools

The Council recommends that:

A. HEFCW gathers further data on the relationship between schools and ITET institutions.

B. Governing bodies and headteachers of schools which are currently not involved in training teachers should consider the potential benefits to the school of preparing teachers for the future.

Section 4

Specific Recruitment concerns

4.1 Developing a cost effective means of advertising teaching posts

The Council recommends that:

A. LEAs, in partnership, consider developing a recruitment web site which allows schools to advertise posts for a minimal cost. The web site could be developed on an all-Wales basis or on a regional basis by a partnership of LEAs. The site needs to be marketed so that schools have the confidence that they will attract suitable candidates by advertising on it.

4.2 Tackling recruitment to posts in secondary schools in shortage subjects

The Council recommends that:

A. The Welsh Assembly Government and DfES undertake an evaluation of schemes that give an incentive grant for trainee teachers to teach certain subjects.

B. HEFCW and ITET institutions consider extending courses or programmes to prepare suitably qualified teachers to move from the primary to the secondary sector.

C. During the proposed review of the Standards for QTS, the Welsh Assembly Government considers enabling ITET institutions to offer courses at Key Stage 2 and 3.

D. ITET institutions recognise the suitability of a widen range of degrees as preparation for undertaking PGCE and devise appropriate programmes accordingly.

E. ITET institutions offer courses to bring the subject knowledge of prospective secondary teacher graduates with degrees in related but non-school subjects, up to the level expected to operate in school.

4.3 Increasing the number of male teachers (particularly in primary schools)

The Council recommends that:

A. The organisation responsible for recruitment in Wales develops a strategy to market teaching in a primary school as a career for males including a good practice guide for recruiting male teachers.

4.4 Attracting teachers from ethnic minority groups

The Council recommends that:

A. The organisation responsible for recruitment is charged with developing a specific strategy which will include promoting positive role models from different ethnic groups to highlight their prospective roles within the teaching profession and informing ethnic minority communities of teaching as a career.

B. The Welsh Assembly Government undertakes research to gather more statistical information and work with different groups to identify ways of making the teaching profession more accessible.

C. The Welsh Assembly Government provides guidance to ensure that schools are environments that are conducive to the employment of teachers from different backgrounds.

D. All organisations working to recruit teachers work with race equality groups to identify ways of making teaching a more accessible career.

4.5 Attracting teachers with disabilities

The Council recommends that:

A. The organisation responsible for recruitment is charged with promoting positive role models from persons with disabilities to highlight their prospective roles within the teaching profession.

B. The Welsh Assembly Government undertakes research within different groups to identify ways of making the teaching profession more accessible.

C. All organisations working to recruit teachers work with disability groups to identify ways of making teaching a more accessible career.

4.6 Promoting recruitment to posts to teach Welsh as a Second language

The Council recommends that:

A. The Welsh Assembly Government undertakes an evaluation of the scheme to give an incentive grant for trainee teachers to teach Welsh as a Second Language to assess its effectiveness.

B. The Welsh Assembly Government develops a specific strategy to deal with this issue, e.g. this could consider using tutors or adapting English as an additional language (EAL) models.

C. LEAs develop and extend the role of Athrawon Bro to provide support in areas where there is a difficulty in attracting teachers of Welsh as a Second Language.

4.7 Promoting Recruitment to Welsh medium posts in secondary schools

The Council recommends that:

A. The organisation responsible for recruitment in Wales develops a specific strategy to deal with recruiting teachers to teach through the medium of Welsh, including the marketing of teaching through the medium of Welsh as a specific profession.

B. The Welsh Language Board undertakes research to identify the future demand for Welsh-medium education.

C. LEAs provide support for teachers who wish to move from the English- medium sector to the Welsh-medium sector.

D. Providers of CPD opportunities ensure that teachers are able to access professional development opportunities through the medium of Welsh.

4.8 Attracting mature trainees and individuals seeking a change of career

The Council recommends that:

A. The Welsh Assembly Government and HEFCW considers the needs of mature individuals wishing to train as teachers and considers whether the current programmes and application procedures are suitable for their needs.

B. The Welsh Assembly Government develops flexible opportunities for mature entrants to train as teachers.

4.9 Attracting returnee teachers

The Council recommends that:

A. The Welsh Assembly Government commissions research to identify the number of qualified teachers, who currently do not work as teachers, who may wish to return to the classroom. The Council would be willing to undertake this, if considered appropriate.

B. The Welsh Assembly Government provides funding for individuals to attend refresher courses for returning teachers.

C. LEAs and HEIs provide guidance for schools to organise re-introduction courses for returnee teachers.

D. Schools are encouraged to consider allowing teachers to work in a flexible manner such as part-time work and job sharing.

E. Schools consider providing childcare opportunities to enable a wider range of qualified teachers to work.

F. Schools provide specific support for returning teachers to ensure they are able to return the classroom.

4.10 Attracting teachers to primary school leadership and management posts

The Council recommends that:

A. Schools provide additional incentives to individuals to take leadership and management roles, this can be partly achieved by providing additional professional development opportunities. This could also include assistance with the cost of re-location.

B. Schools ensure that teachers undertaking management roles have sufficient time to undertake additional duties.

C. CPD providers provide suitable professional development opportunities for all teachers to develop the necessary leadership and management skills.

D. The Welsh Assembly Government commissions an evaluation of the NPQH to ensure it provides the best possible preparation for school leadership.

E. The Welsh Assembly Governments considers the appropriateness of different models of school leadership from across the world.

4.11 Ensuring sufficient number of supply teachers

The Council recommends that:

A. The Welsh Assembly Government develops a national strategy to increase the number of supply teachers available in LEAs together with the consequent increase in funding.

B. LEAs work together to create and maintain regional lists of supply teachers currently available for work and to provide a service to support schools seeking supply teachers at short notice.

C. Schools are encouraged to develop a relationship with their supply teachers. As part of this they should include their supply teachers in whole school activities and enable them to access professional development opportunities.

D. LEAs and Supply Agencies ensure that all supply teachers have access to professional development opportunities.

E. Estyn undertakes a review of the support provided for supply teachers.

Section 5

Retention in the teaching profession

5.1 Promoting Retention on Initial Teacher Education and Training courses

The Council recommends that:

A. HEFCW undertakes research on the reasons why students do not complete courses of ITET.

5.2 Reducing the number of qualified teachers not taking up a post after qualifying

The Council recommends that:

A. HEFCW and individual ITET institutions undertake research on the reasons why individuals undertake a PGCE course, why qualified teachers may not seek work as teachers and the level of the problem facing NQTs in obtaining their first teaching posts.

B. Schools and ITET institutions are encouraged to offer pre-course observation to prospective teachers to assist them in deciding whether ITET is for them. This could be on an organised course such as the pilot taster course 'Prepare to Teach Mathematics' currently being organised by the UWIC and the Open University or as a placement in a school.

5.3 Encouraging Flexible work patterns

The Council recommends that:

A. Schools fully implement the regulations on flexible working to allow teachers to work in a flexible manner such as part-time work and job sharing.

B. Schools provide opportunities for teachers to have career-breaks.

5.4 Supporting teachers within the first five years of their career and after thirty years of teaching

The Council recommends that:

A. The Welsh Assembly Government ensures that the induction and early professional development programmes are properly funded and supported.

B. The Welsh Assembly Government monitors and evaluates the induction and early professional development programme.

C. LEAs develop support schemes that are targeted at retaining competent teachers who need additional support to reach a level in which they may function as teachers.

D. The Welsh Assembly Government develops and presents a case to amend Westminster legislation so as to enable teachers over 55 to remain in the profession for longer, through enabling them to take posts with less responsibility or to work part-time without detriment to their pensions.

5.5 Tackling Challenges faced by teachers

The Council recommends that:

A. The Welsh Assembly Government, LEAs and schools work together to fund fully and implement the workload agreement.

B. The Welsh Assembly Government develops a national strategy to deal with disruptive pupils. There needs to be a recognition that this is a problem for society as a whole but that teachers are one of the groups who feel the brunt of this problem. There is a need to provide teachers with the necessary support so that they do not have to deal with disruptive pupils while teaching. This strategy should consider low level disruption as well as more serious disciplinary matters.

C. The General Teaching Council for Wales, Welsh Assembly Government, LEAs, Diocesan Authorities, teacher unions, ITET Institutions, HEFCW and the TTA to work together to provide a positive portrayal of the teaching profession.

D. The Welsh Assembly Government, its agencies and schools consider the impact on teachers when introducing new initiatives. All initiatives should be properly piloted, over a sufficient time, before being introduced.

Annex B
Glossary

ADEW	Association of Directors of Education Wales
BEd	Bachelor of Education
CPD	Continuing Professional Development
DfES	Department for Education and Skills
EALAW	English as an Additional Language Association Wales
ELWa	Education and Learning Wales
EPD	Early Professional Development
EAL	English as an additional language
Estyn	Her Majesty's Inspectorate for Education and Training in Wales
GEST	Grants for Education Support and Training
GTCW	General Teaching Council for Wales
GTP	Graduate Teacher Programme
GTTR	Graduate Teacher Training Registry
HATT	Hyfforddi Athrawon / Teacher Training course
HEI	Higher Education Institution
HEFCW	Higher Education Funding Council for Wales
HESA	Higher Education Statistics Agency
ITET	Initial Teacher Education and Training
LEAs	Local Education Authorities
LPSH	Leadership Programme for Serving Headteachers
NEWI	North East Wales Institute
NPQH	National Professional Qualification for Headship
NQTs	Newly Qualified Teachers
OECD	Organisation for Economic Cooperation and Development
OfSTED	Office for Standards in Education
QTS	Qualified Teacher Status
PGCE	Postgraduate Certificate in Education
RTP	Registered Teachers Programme
SCEW	Standing Conference on Education in Wales
STRB	School Teacher Review Body
TTA	Teacher Training Agency
TTRF	Teacher Training Recruitment Forum
UCAS	Universities and Colleges Admissions Service
UCET Cymru	Universities Council for the Education of Teachers Cymru
UWIC	University of Wales Institute of Cardiff