

21 May 2019

A comparison of teacher training incentives in Wales and England



21 May 2019

A comparison of teacher training incentives in Wales and England

A report to: Education Workforce Council

Authored by: Nia Bryer and Luke Sibieta

Peer reviewed by: Heledd Bebb

Browerdd, Heol yr Ysgol
Llanarthne, Sir Gaerfyrddin
SA32 8HJ

01558 822 922
nia@ob3research.co.uk

38 Llewelyn Goch
St Fagans, Cardiff
CF5 6HR

029 2089 1724
heledd@ob3research.co.uk

Contents	Page
Glossary	3
Acknowledgements	4
Executive Summary	5
1. Introduction	8
2. Study Methodology	9
3. Policy context	10
4. ITE Financial incentives	16
5. ITE trainees and the teaching workforce	23
6. Fieldwork findings	30
7. Conclusions and recommendations	45
Annex A: ITE bursary and trainee data	48

Glossary

Acronym/Key word	Definition
AY	Academic Year
EWC	Education Workforce Council
EBacc	English Baccalaureate
HESA	Higher Education Statistics Agency
ITE	Initial Teacher Education
ITT	Initial Teaching Training
NQTs	Newly Qualified Teachers
QTS	Qualified Teacher Status
SCITT	School Centred Initial Teacher Training
PGCE	Postgraduate Certificate in Education
PLASC	Pupil Level Annual School Census
WMIS	Welsh Medium Incentive Supplement scheme

Acknowledgements

OB3 Research and Sibietta Economics of Education would like to thank all stakeholders, ITE providers and current ITE trainees who participated in this research for their time and contribution.

Executive Summary

Introduction

OB3 Research, in conjunction with the Sibieta Economics of Education, was appointed by the Education Workforce Council to undertake research to compare Teacher Training Incentives between Wales and England.

The aim of the research was to assess the impact of incentives in Wales and England upon the recruitment of students to postgraduate Initial Teacher Education (ITE) programmes in Wales and England.

The specific requirements of the research were:

- to explore the relationship between incentives schemes in Wales and England, and the impact of these on recruitment to ITE in the two countries
- to set out the patterns of incentive and recruitment over recent years to determine whether there are correlational relationships
- to challenge the micro-narratives at organisational and political levels about the impact of competition between the two countries.

The review involved desk-based research (including an analysis of financial incentives for post-graduate ITE trainees in England and Wales and trends in the number of trainees by secondary subject and degree classification) and fieldwork with policy stakeholders, six ITE providers based in England and Wales and nine ITE trainees.

Key findings

The main findings of the research in relation to ITE incentivisation were:

- ITE incentivisation has been relatively stable in Wales compared to England, where there have been frequent changes. Frequent changes in England has created large amounts of uncertainty and confusion amongst both trainees and providers
- The value of financial incentives available to trainees undertaking their ITE course in England are more generous for most secondary subjects and for most levels of degree qualifications. The highest level of financial incentive in England is currently £26,000 compared with £20,000 in Wales, although trainees undertaking a Welsh-medium ITE course could be entitled to a maximum of £25,000

- There has been an increasing divergence in bursary eligibility between Wales and England over the nine-year period
- In England, there has been a focus on increasing bursaries for graduates with lower degree classification, such that there is almost no variation by prior degree classification
- Spend on financial bursaries in Wales has reduced over the last three years. During AY 2016/17 a total of £2.870 million was awarded to 286 ITE trainees, during AY 2017/18 £1.873 million was awarded to 292 students and as at March 2019, during AY 2018/19 to date a total of £1.245 million had been awarded to 277 students. The average financial bursary awarded per trainee has dropped over time, from £7,297 during AY 2016/17 to £6,412 during AY 2017/18.

The key findings in terms of ITE recruitment were:

- There has been a fall in the number of postgraduate ITE trainees studying in both Wales and England in recent years (e.g. from 1,370 to 955 in Wales between AY 2010/11 and AY 2016/17) and most of this fall is accounted for by a drop in the numbers studying to teach at a secondary school
- Cross-border flows from Wales to England have been increasing over time. The number of Welsh-domiciled trainees taking course in England has risen from 23 per cent in AY 2010/11 to 34 per cent by AY 2016/17. ITE providers suggested this has probably increased further in recent years. Welsh domiciled students from north Wales are much more likely to study their ITE course in England
- Data from HESA's Destination of Leavers Survey shows that the proportion of ITE trainees completing their course in Wales who stay in Wales has increased annually between AY 2011/12 and AY 2016/17 from 72 per cent to 85 per cent
- Teacher recruitment will need to increase in order to cater for the growing pupil population
- Both Wales and England struggle to recruit teachers in high priority subjects, and there is no evidence that a higher bursary offer in England has made a difference
- There is evidence to suggest that the large increases in bursaries for Geography, English and Biology in England have increased teacher recruitment in these subjects. This was corroborated by interviews with ITE providers in Wales, who spoke of the problems this poses for them as it is now much more financially beneficial to train in England

- Unfortunately, recruitment and trainee numbers for Wales only currently go up to 2016/17, whilst data for England is available up to 2018/19. This means policymakers in Wales have less information available at a critical juncture in this policy area.

Recommendations

The report offers six recommendations:

- **Flatter, simpler bursary offer in Wales** – ITE bursaries in Wales should be flattened out by prior degree classification and targeting bursaries more widely may help overall recruitment numbers and provide a clearer message to potential trainees
- **Higher spending on bursaries in Wales** – higher spending may be required in Wales to effectively compete with bursary increases in England in recent years - in English, Biology and Geography in particular. This could be funded by reducing the top rates for first class degrees in high priority subjects or by eliminating the £3,000 bursaries for some subjects
- **Consider focus on subject expertise** – policymakers in Wales could create a distinctive offer of paying additional bursaries if individuals are training in a subject for which they possess a directly relevant degree. This would permit providers to advertise a higher headline rate although this should be balanced against a need for a simple, clear offer
- **More prominent campaign for teacher recruitment in Wales** – there is a need for a more prominent campaign for teacher recruitment in Wales which would emphasise the benefits and distinctive features of training and teaching in Wales, in order to compete with effective campaigns in England
- **Respond to the Teacher Recruitment and Retention Strategy in England** – policymakers in Wales should consider a similar scheme to the Department for Education's newly published teacher recruitment and retention strategy in England which includes a new early career framework for teachers, greater opportunities for professional development and phased retention bonuses to incentivise individuals to stay in teaching (potentially replacing some portion of current ITE bursaries)
- **More timely data on teacher recruitment and retention in Wales** – data on teacher recruitment in Wales is relatively out of date which puts policymakers in Wales at a disadvantage as compared with England and constrains their ability to respond to recent changes. Given the small number of ITE providers in Wales, it should be feasible to collect timely and accurate data on ITE recruitment numbers by subject.

1. Introduction

- 1.1 In February 2019, the Education Workforce Council (EWC) appointed OB3 Research, in collaboration with Sibieta Economics of Education, to undertake research to compare Teacher Training Incentives between Wales and England.
- 1.2 The aim of the research is to assess the impact of incentives in Wales and England upon the recruitment of students to postgraduate Initial Teacher Education (ITE) programmes in Wales and England. As per the standard conventions in each country, we generally refer to Initial Teacher Education (ITE) in Wales and Initial Teaching Training (ITT) in England in this report.
- 1.3 The specific requirements of the research, as set out in the specification, are:
 - to explore the relationship between incentives schemes in Wales and England, and the impact of these on recruitment to ITE in the two countries
 - to set out the patterns of incentive and recruitment over recent years to determine whether there are correlational relationships
 - to challenge the micro-narratives at organisational and political levels about the impact of competition between the two countries.
- 1.4 The methodology adopted for this study has involved desk-based research including an analysis of financial incentives for post-graduate ITE trainees in England and Wales and trends in the number of trainees by secondary subject and degree classification; findings from fieldwork with key stakeholders as well as providers of ITE based within Wales and England, and a small number of current trainees.
- 1.5 This report is presented in six chapters as follows:
 - chapter one: an introduction to the report
 - chapter two: an outline of the study methodology
 - chapter three: a brief background and policy context for ITE in Wales and England
 - chapter four: an analysis of ITE incentives and recruitment in England and Wales
 - chapter five: the findings of fieldwork with key stakeholders, ITE providers and current ITE students
 - chapter six: conclusions and recommendations for the EWC to consider.

2. Study Methodology

2.1 This chapter sets out the method deployed for undertaking the research and considers key methodological considerations.

Method

2.2 The research, undertaken between February and May 2019, has involved the following elements of work:

- an inception stage which included an inception meeting with the study's steering group, including EWC officials, and preparing a refined methodological approach and project plan
- a desk-based analysis of key policy documents and existing research relating to ITE provision across England and Wales
- accessing and analysing data relating to (i) ITE incentives in England and Wales and (ii) ITE recruitment in England and Wales, including data on numbers entering the teaching profession
- preparing a series of research instruments to inform discussions with key stakeholders, providers and their partnership schools as well as current ITE students
- interviewing five policy stakeholders¹
- interviewing six ITE providers: four based in Wales and two based in England. In two cases interviews were also conducted with nine ITE participants
- synthesising the findings from the research and preparing this final report for EWC.

Methodological considerations

2.3 One important limitation for the desk analysis is that published HESA data on ITE trainees is only available for up to AY 2016/17. As such is it impossible to offer any comparable observations on recent trends in Wales during 2017/18 and the current academic year. Data for 2017/18 is expected to be published in May 2019. Provision of more timely data on ITE recruitment in Wales represents one of our key recommendations.

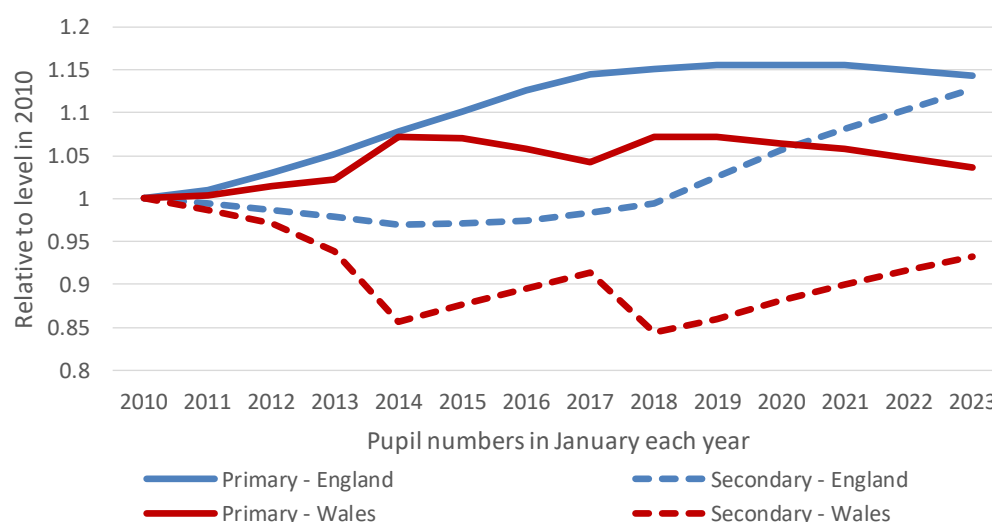
2.4 Despite approaching and making arrangements to interview two ITE partnership schools over the course of the fieldwork, it proved difficult for interviewees to contribute during the required timescales.

¹ UCAC, GWE, EAS, Welsh Government and Department for Education, UK Government.

3. Policy context

- 3.1 This chapter sets out a brief background and policy context for ITE in Wales and England.
- 3.2 The main overall challenge facing policymakers across Wales and England is recruiting and retaining sufficient numbers of teachers to meet the anticipated growth in the pupil population across both countries.
- 3.3 Figure 3.1 shows the level of the primary and secondary school pupil population across Wales and England relative to their respective levels in 2010. Between 2010 and 2018, the primary school population in England grew by 15 per cent, whilst the secondary school age population was largely constant. In Wales, the primary school population rose by about 7 per cent between 2010 and 2018, whilst the secondary school population fell by around 15 per cent.
- 3.4 Over the next few years, the secondary school age population is expected to grow rapidly in both countries. In England, the secondary school population is expected to grow by 13 per cent between 2018 and 2023, and in Wales by about 10 per cent. This poses significant challenges for policymakers as it has been harder to recruit and retain secondary school teachers. For example, whilst recruitment targets have generally been hit for primary school teachers in England, they have generally been missed for secondary school teachers.

Figure 3.1 – Pupil numbers over time in England and Wales



Sources: England (Department for Education, Pupils, Schools and their Characteristics, January 2018; National Pupil Projections: July 2018), Wales (Welsh Government, School Census Results 2018 and 2014; Stats Wales, Pupil Projections).

Wales

3.5 The wider Welsh policy context for this research includes:

- **A planned reduction in the number of ITE trainees:** Between 2005/06 and 2013/14 the Welsh Government aimed to reduce the number of ITE trainees in Wales with the objective of accommodating falling pupil numbers across schools in Wales. This was in response to the recommendations offered within the Review of Initial Teacher Training Provision in Wales. As a result, much of the fall in ITE trainee numbers over this period reported in Chapter 4 can be accounted for by change in Welsh Government policy
- **Trainee entry requirements:** In order to qualify for a Postgraduate Certificate in Education (PGCE) teacher training course, applicants must (in addition to holding an undergraduate degree) have achieved a standard equivalent to grade B, or above, in GCSE English and/or Welsh and Mathematics prior to commencing on the course. A GCSE equivalency test is available to applicants (administered by individuals ITE providers) which, if passed successfully, enables them to proceed on to the PGCE course. The test can only be undertaken by applicants who have already gained a Grade C GCSE in the subject and are successful in all other aspects of the interview process
- **Curriculum and education reform:** Following Professor Graham Donaldson's review of curriculum and assessment in Wales² the Welsh Government published its plans for developing and implementing a new education curriculum³. These plans were further developed within the key policy document Education in Wales: Our National Mission - Action Plan for 2017-2021⁴ which set out how the new curriculum will be implemented and what will be expected of schools prior to the new curriculum being introduced in September 2022
- **Changes to the initial teacher education sector in Wales:** As a result of Professor John Furlong's recommendations in Teaching Tomorrow's Teachers (2015) the Welsh Government set in place new accreditation criteria for initial teacher education

² Donaldson, G. (2015) *Successful Futures: Independent Review of Curriculum and Assessment Arrangements in Wales* <http://gov.wales/docs/dcells/publications/150225-successful-futures-en.pdf>

³ Welsh Government (2015) *Qualified for Life: A Curriculum for Wales, A Curriculum for Life*

⁴ Welsh Government (2017) *Education in Wales: Our national mission Action plan 2017 – 21* <https://gov.wales/docs/dcells/publications/170926-education-in-wales-en.pdf>

programmes in Wales from September 2019 onwards. As part of this move, the Welsh Government appointed the Education Workforce Council (EWC) to accredit individual ITE programmes. The accreditation process was overseen by the Initial Teacher Education Accreditation Board. Four partnerships have been accredited to deliver postgraduate (both primary and secondary) ITE programmes from September 2019 onwards, namely:

- Aberystwyth ITE Partnership (to include Aberystwyth University)
 - CaBan Partnership (to include University of Chester and Bangor University)
 - Cardiff Partnership (to include Cardiff Metropolitan University)
 - Yr Athrofa: Professional Learning Partnership (to include University of Wales Trinity Saint David)
- **Introduction of a new Graduate Teacher scheme:** In addition to these postgraduate routes into teaching, a Graduate Teacher scheme is also available in Wales to support school employees to achieve a Qualified Teacher Status (QTS) whilst employed. This scheme is currently in its final year of delivery given that the size of the target cohort has dropped over time and will be replaced by a new alternative route into teaching. This new route will be delivered by the Open University as a part-time PGCE and it is expected that the first intake will be enrolled from February 2020 onwards. It is anticipated that the scheme will appeal to those who are unable to follow a full time teaching study route, particularly those who wish to train locally to where they live
 - **Franchised provision:** Trainees can also select to pursue another postgraduate route into teaching at Glyndwr University, as it has a franchised arrangement to deliver primary PGCE teacher training with St Mary's University of London. Trainees can access bursaries available to students undertaking their ITE with an English provider
 - **New professional standards for teaching and leadership:** Published in September 2017⁵, the Welsh Government introduced new professional standards for teachers which Newly Qualified Teachers (NQTs) are required to work towards
 - **Student finance:** Individuals taking ITE courses in Wales currently face fees of £9,000, which can be covered by a tuition fee loan. This gets added to any existing student undergraduate debt, which can currently vary between about £30,000 and

⁵ <https://learning.gov.wales/docs/learningwales/publications/170901-professional-standards-for-teaching-and-leadership-en.pdf>

£52,000 (depending on household income) for most students studying in Wales⁶. The combination of undergraduate student debt and any fee loans for ITE is then repaid via graduate repayments of 9 per cent on incomes over £25,000. The debt accumulates interest, but any debt remaining after 30 years is written off.

- **The domiciled tuition fee reduction:** For AY 2018-19, the Welsh Government has provided additional support for postgraduate students from Wales who choose to study in Wales. A non-means tested contribution of a £1,000 grant has been made available to all eligible postgraduate students and is commonly referred to as the guaranteed reduction tuition fee.

England

3.6 The policy context in England which has informed this research includes:

- **Split between provider-based and employment-based routes** – Broadly speaking, teaching training in England is split between two different routes. Provider-based routes include traditional postgraduate training in Higher Education Institutions and School Centred Initial Teacher Training (SCITT). Provider-based routes accounted for about two thirds of secondary school trainees in England in AY 2018/19 and about 70 per cent of primary school trainees. Nearly all secondary school trainees take a postgraduate route. About 60 per cent of primary school trainees on provider-based routes take a postgraduate course, with the remainder taking undergraduate courses.
- **Development of new employment-based routes** – School Direct was launched in England in 2012 as a new form of on-the-job teaching training. School Direct trainees can be part of the “salaried” scheme, whereby trainees are employed by individual schools, draw a salary, receive on-the-job training, pay no fees and receive no bursaries. Courses are certified by a higher education institution or SCITT. They can also be part of the “fee-funded” route, which accounts for nearly three quarters of School Direct trainees in AY 2018/19. In this version of School Direct, trainees are attached to individual schools, but receive much of their training in Higher Education Institutions or SCITT. They don’t receive a salary and are liable for fees, but they are eligible for bursaries. In addition, trainees can join via Teach First, which accounted for a total of about 1,200 trainees in AY 2018/19 or about 3 per cent of the total. A new

⁶ <https://www.studentfinancewales.co.uk/undergraduate-students/new-students/what-financial-support-is-available/help-with-living-costs.aspx>

postgraduate teaching apprenticeship has also been introduced, though this only accounted for about 90 trainees in AY 2018/19.

- **Large shifts in ITE incentives** – Up to AY 2011/12, individuals on postgraduate teacher training courses in England were entitled to bursaries of £9,000, £6,000 or nothing, depending on whether they were training to teach a shortage subject. In AY 2012/13, the Department for Education substantially increased bursaries for graduates with relevant degrees in shortage subjects and with high degree classifications. Bursaries were reduced to zero for graduates with degrees in some subjects and/or those with lower degree classifications. As we shall see, these bursaries have been continually increased and tweaked over time, reducing the variation in bursaries by degree classification. These changes have mainly resulted from a continued failure to hit recruitment targets.
- **Student finance** – English-domiciled students who are liable for tuition fees are currently expected to pay up to £9,250 a year and can take out a tuition fee loan to cover the costs. As in Wales, this is added to total student debt and graduate repayment rates are unchanged (i.e. graduates repay 9 per cent of income above £25,000 regardless of total debt or its source⁷). Since English-domiciled students already accumulate high levels of student debt during their undergraduate courses, Allen et al (2014) show that an individual following an average teacher career would not even begin to pay off the additional loan for teacher training⁸. This can be illustrated by considering a student graduating with £50,000 of student debt⁹. If this individual earned £40,000 a year for 30 years after completing their course, they would repay a total of £40,500 before their remaining debt (and any interest) was written off. Even under this scenario for a teacher's earnings, adding an extra £9,250 to an individual's total debt will have almost no effect on an individual's actual repayments over their lifetime.

⁷ This is different to postgraduate student loans for masters' courses in England, which are repaid concurrently at 6% above income levels £21,000. An individual with both loans could be making repayments of 15% above income levels of £25,000.

⁸ Allen, R., Belfield, C., Greaves, E., Sharp, C. and Walker, M. (2014), 'The costs and benefits of different initial teacher training routes', Institute for Fiscal Studies (IFS) Report R100 (<http://www.ifs.org.uk/publications/7435>)

⁹ This is about average level of student debt accumulated in England. See Belfield, C., Farquharson, C. and Sibieta, L (2018), '2018 Annual Report on Education Spending in England' (<https://www.ifs.org.uk/uploads/publications/comms/R150.pdf>).

- **New recruitment and retention strategy** – In January 2019, the Department for Education published a new recruitment and retention strategy¹⁰. This proposed a new early career framework for teachers in England over their first two years of teaching, during which time they would be entitled to a new funded entitlement to high-quality support and development. It also included a proposal to shift financial incentives from bursaries during training towards retention incentives. This shift is motivated by the strong empirical evidence base showing the effectiveness of retention bonuses¹¹. These would be modelled on the new system of retention bonuses for maths teachers starting their training in England in AY 2018/19. Under this system, maths teachers receive payments of £5,000 if they are teaching three and five years after completing their training (with additional payments of £7,500 if they are teaching in target local authorities). This was funded by a reduction in maths bursaries during training.
- **Aspiration to increase entry rates into the English Baccalaureate** – The Department for Education has set an ambition for 90 per cent of GCSE pupils to be entered into the English Baccalaureate (EBacc) by 2025, as compared with 38 per cent at present. To be entered into the EBacc, GCSE students must be taking subjects that include English, Maths, Sciences, Geography//history and a Language. Increasing the number of teachers to meet this aspiration will be challenging. Many of these subjects, have faced persistent recruitment and retention problems. For example, in AY 2018/19, training targets were missed in Maths (71% of target achieved), Chemistry (79%), Physics (47%), Modern Languages (88%) and Geography (85%).

¹⁰ Department for Education (2019), *Teacher Recruitment and Retention Strategy*,

<https://www.gov.uk/government/publications/teacher-recruitment-and-retention-strategy>

¹¹ Sibiet, L. (2018), *Teacher Labour Market in England: Shortages, Subject Expertise and Incentives*, Education Policy Institute, <https://epi.org.uk/publications-and-research/the-teacher-labour-market-in-england/>

4. ITE Financial incentives

4.1 This chapter provides an analysis of ITE incentives in England and Wales. It first considers ITE bursaries available in both countries before considering the additional Welsh-medium incentives available in Wales.

ITE bursaries

- 4.2 Table 4.1 sets out the current bursary levels available to ITE trainees undertaking post-graduate PGCE courses in England and Wales during the current AY 2018/19, by subject and by degree qualification. Bursaries are grouped by value into high, medium and low categories (as determined by the value of awards within Wales). The main observations are:
- The value of financial incentives available to trainees undertaking their ITE course in England are more generous for most secondary subjects and for most levels of degree qualifications
 - The highest level of financial incentive in England is currently £26,000 compared with £20,000 in Wales, although trainees undertaking a Welsh-medium ITE course could be entitled to a maximum of £25,000
 - The highest level of financial incentives in England is awarded regardless of degree qualification whereas in Wales, the level of financial incentive drops for lower degree qualifications. The lack of difference in England represents a significant shift in policy compared with AY 2012/13
 - There are six subjects with high value bursaries in Wales, (Maths, Chemistry, Physics, Computing, Modern Languages and Welsh), whilst in England, there are seven subjects with higher high value bursaries (excluding Welsh but including Biology and Geography)
 - The subjects of Biology and Geography have the greatest difference in the value of financial bursary available. Trainees in these subjects in England receive £26,000 regardless of degree classification, whilst trainees in Wales can only get £3,000 and then only if they have a first class degree qualification.
 - Five subjects attract higher financial bursary levels in Wales compared to England (Arts and Design, Physical Education, Business Studies, Drama and Outdoor Studies). In these subjects, £3,000 is on offer in Wales if trainees have a first class degree qualification, whilst no bursary is offered in England.

Table 4.1 – Bursary levels in Wales and England, AY 2018/19

	Wales			England			Difference (Wales - England)		
	1st ¹²	2:1	2:2	1st ¹³	2:1	2:2	1st	2:1	2:2
High Bursary									
Maths	£20,000	£10,000	£6,000	£20,000	£20,000	£20,000	£0	-£10,000	-£14,000
Chemistry, Physics and Computing	£20,000	£10,000	£6,000	£26,000	£26,000	£26,000	-£6,000	-£16,000	-£20,000
Modern Languages	£15,000	£6,000	£0	£26,000	£26,000	£26,000	-£11,000	-£20,000	-£26,000
Welsh	£20,000	£10,000	£6,000	n/a	n/a	n/a	n/a	n/a	n/a
Medium Bursary									
Biology & Geography	£3,000	£0	£0	£26,000	£26,000	£26,000	-£23,000	-£26,000	-£26,000
English	£3,000	£0	£0	£15,000	£15,000	£15,000	-£12,000	-£15,000	-£15,000
Low Bursary									
History, Music & RE	£3,000	£0	£0	£9,000	£4,000	£0	-£6,000	-£4,000	£0
Art & Design, PE, Business Studies, Drama & Outdoor Studies	£3,000	£0	£0	£0	£0	£0	£3,000	£0	£0
Primary Subjects									
Overall	£3,000	£0	£0	£0	£0	£0	£3,000	£0	£0
Subject Specialism ¹⁴	£6,000	£0	£0	£6,000	£6,000	£6,000	£0	-£6,000	-£6,000

Sources: See Annex A

4.3 Financial ITE incentives over time for both Wales and England are provided at Figures A1 and A1 at Annex A. This only shows the changes over time for high and medium bursary subjects as the levels for low bursaries are largely unchanged. Annex A also only shows the levels for first class degrees in medium bursary subjects for Wales as lower degree classifications are not eligible for bursaries in these subjects.

4.4 In terms of changes over time since AY 2010/11 in Wales:

- Levels of financial incentives have remained fairly stable over the last three academic years and levels for those achieving a first class degree qualification are unchanged for the last four years
- The maximum level of financial incentive, at £20,000 has remained unchanged since AY 2014/15 although the number of subjects which have qualified for this highest award has broadened

¹² First class in Wales includes Phd and Masters level qualifications

¹³ First class in England includes Phd, 2:1 includes Masters level qualifications

¹⁴ Primary subject specialism can include Maths, English, Welsh or Core Science in Wales, but only Maths in England

- During AY 2012/13 the level of financial incentive took into account the trainee's degree qualification for the first time and in AY 2018/19 took into account post-graduate qualifications for the first time.

4.5 By comparison, an analysis of financial ITE incentives for post-graduate PGCE study since AY 2010/11 in England shows that:

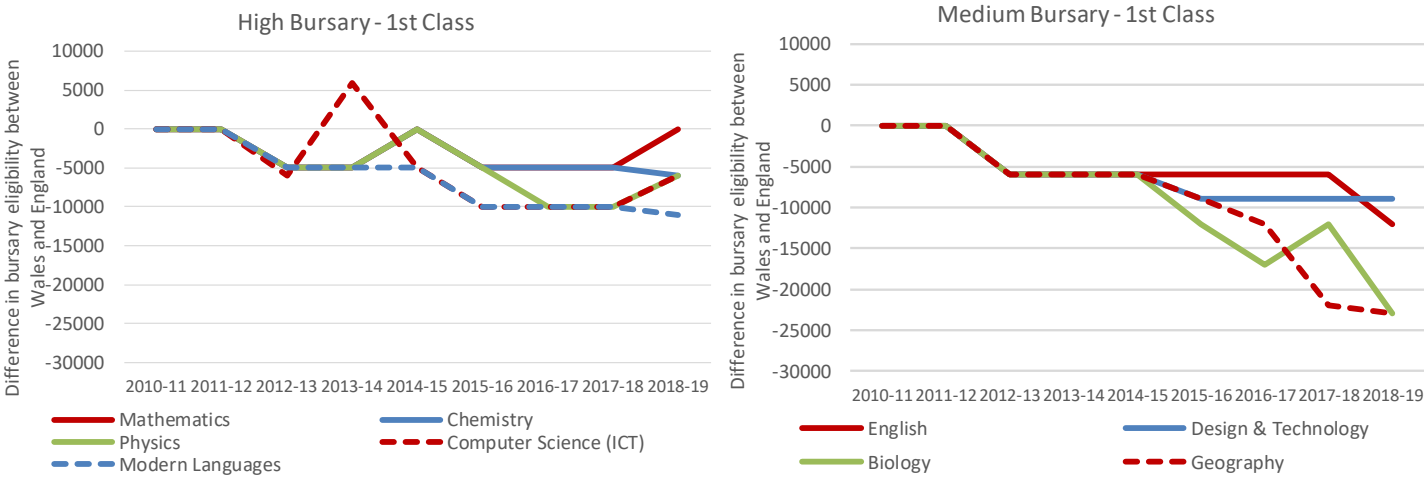
- Levels of financial incentives have fluctuated much more over time. Whilst there were large differences by degree classification in AY 2012/13 and soon afterwards, these gaps have closed over time for priority subjects
- The maximum level of financial incentive was at its highest during AY 2016/17 and 2017/18 (at £30,000 for Physics) but has since dropped to £26,000
- Since AY 2011/12, no incentive has been available for trainees with a lower second class degree qualification in subjects categorised as being in receipt of low bursaries (other than music during AY 2015/16).

4.6 Figure 4.1 sets out the differences in bursary eligibility between Wales and England over the nine-year period between AY 2010/11 and 2018/19, by subject and degree classification. It shows that:

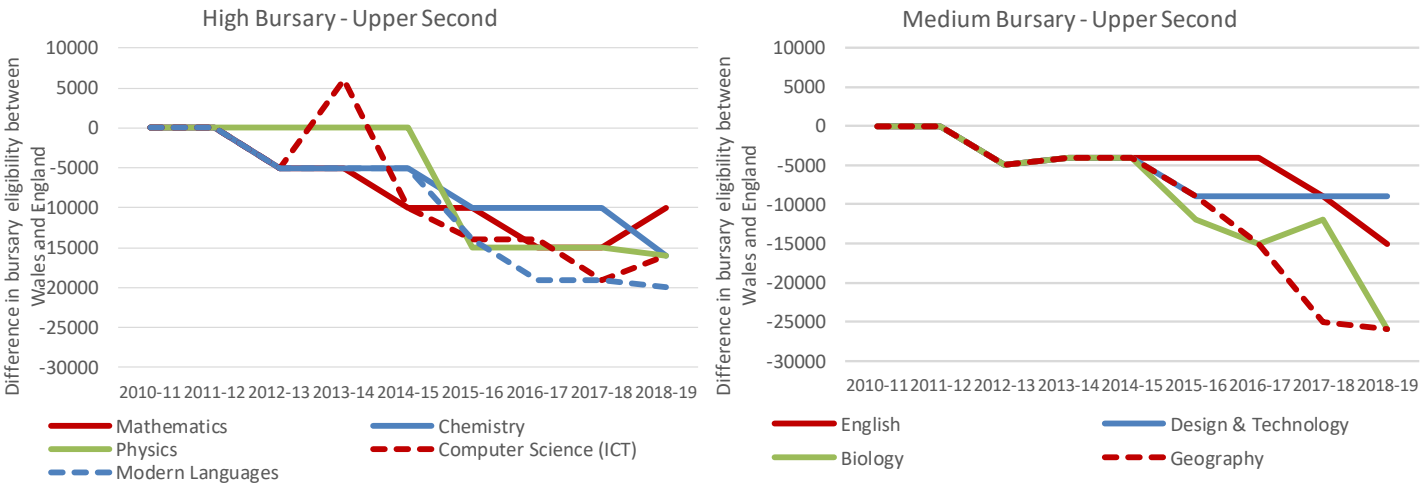
- There has been an increasing divergence in bursary eligibility between Wales and England over the nine-year period.
- The difference is most notable for trainees with upper second and lower second degrees. This is due to the substantial increases in bursaries of offer in England for low degree classifications in priority subjects.
- Differences are less notable for trainees with a first class degree in high priority subjects.

Figure 4.1 – Differences in bursary eligibility between Wales and England over time, by subject and degree classification

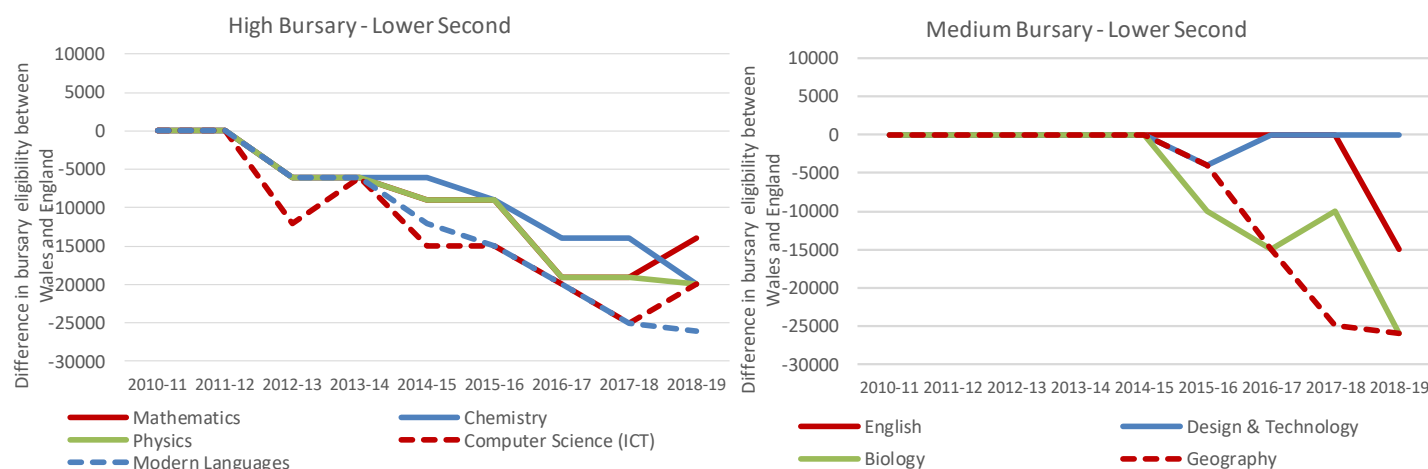
a) First class



b) Upper Second



c) Lower Second



4.7 In terms of bursary spend in Wales, data supplied by the Welsh Government shows that during AY 2016/17 a total of £2.870 million was awarded to 286 ITE trainees. Given that 955 students were on an ITE postgraduate courses in 2016/17 this would equate to around 30 per cent of all trainees in receipt of a financial bursary. By AY 2017/18, Welsh Government spend on ITE bursaries had dropped to £1.873 million, although the number of trainees in receipt of support had increased, to 292 students. As at March 2019, for AY 2018/19 to date a total of £1.245 million had been awarded to 277 students.

4.8 The following trends are observed in relation to ITE bursary spend in Wales:

- Primary PGCE students form the largest number of bursary recipients on an annual basis over the last three years (accounting for around quarter of all ITE PGCE trainees) but accounts for around a tenth of annual bursary spend
- In terms of secondary subjects, Maths followed by Chemistry account for the largest number of trainees who receive a financial bursary over the last three academic years. Around 50 Maths trainees receive a financial bursary on an annual basis although the value of the bursaries awarded for this subject has varied significantly on an annual basis (e.g. during 2017/18 spend on Maths bursaries accounted for over half of all spend whilst during 2019/20 the current anticipated spend is around a quarter of the budget)
- The average financial bursary awarded per trainee has dropped over time, from £7,297 during AY 2016/17 to £6,412 during AY 2017/18. Initial data for AY 2018/19 suggests that the average bursary value has fallen further still to less than £5,000.

- 4.9 The National Audit Office reports that spending on ITE bursaries in England was planned to be £167m in 2016/17. This represents about £8,000 per trainee in subjects eligible for bursaries. There is good reason to believe that the average award per bursary recipient is likely to be even higher than this as many trainees with low degree classifications were ineligible for bursaries. We also suspect that the average award per trainee and bursary recipient will have increased since 2016/17 due to the increase in bursary levels in 2017/18 and 2018/19. Average ITE awards in England are thus substantially higher than in Wales.

Bursaries for Welsh-medium studies

- 4.10 In addition to the financial bursaries available to ITE trainees, the Welsh Government also provide grants to trainees who are studying postgraduate secondary courses through the medium of Welsh, to qualify to teach through the medium of Welsh, and who require additional linguistic support. Eligible trainees receive a financial grant as well as support and mentoring.
- 4.11 The Welsh Medium Incentive Supplement scheme (WMIS) was first introduced in 1988, initially at a rate of £1,200 but increased thereafter. For some years the financial incentive stood at £1,600 for most subjects, increasing to £2,000 for those training to teach Maths, Physics and Chemistry.
- 4.12 The number of trainees participating on the WMIS scheme has dropped in recent years. It was reported that 71 trainees had registered on the scheme during AY 2016/17 compared with 90 during AY 2015/16¹⁵.
- 4.13 A recent evaluation of Welsh-medium provision in ITE found that very few of the trainees and new teachers who contributed to the evaluation were aware of the financial incentives available via the scheme prior to enrolling on the course and that there was a need to improve its promotion. The evaluation found that whilst its availability had very little bearing upon trainees decisions to enrol on a Welsh-medium ITE course it had 'a greater role to play in ensuring that trainees continue with their Welsh-medium course'¹⁶ in light of the additional workload associated with the course.
- 4.14 The Welsh Government announced its intention to enhance the Welsh-medium financial incentive for the 2018/19 academic year onwards. A WMIS financial incentive of £2,000 is

¹⁵ Welsh Government (2018) Evaluation of Welsh-Medium Provision in Initial Teacher Education p.28
<https://gov.wales/evaluation-welsh-medium-provision-initial-teacher-education-0>

¹⁶ Ibid., p.66

made available to all participants but in addition, the establishment of the new Iaith Athrawon Yfory Incentive Scheme will make available a further financial incentive of £3,000 to individuals as they complete and progress into teaching. The first payment of £500 for eligible persons will be paid on completion of an eligible postgraduate ITE secondary programme in Wales leading to QTS. The majority of the payment, £2,500, will be payable on successful completion of induction at a maintained Welsh medium or bilingual secondary school or teaching Welsh in any maintained secondary setting in Wales.

- 4.15 In summary, ITE participants who study post-graduate courses through the medium of Welsh can access up to £5,000 in addition to their ITE financial bursary allowance: with half of this accessed during the post-graduate course and half on completion of an induction period at a school.

5. ITE trainees and the teaching workforce

- 5.1 This chapter considers the trends in terms of the number and profile of ITE trainees over time in Wales and England as well as data relating to the teaching workforce.

ITE trainee numbers in Wales

- 5.2 The number of postgraduate ITE trainees studying in Wales has dropped over the seven year period between Academic Year (AY) 2010/11 and 2016/17 from 1,370 to 955¹⁷ (see Figure A3 at Annex A). The number of postgraduate ITE trainees studying to teach at a secondary school accounts for most of this drop, from 940 during AY 2010/11 to 530 in AY 2016/17. A similar drop in the number of secondary school ITE trainees following other degrees has also been witnessed over the same timeframe, from 75 in AY 2010/11 to 20 by 2016/17. The total number of secondary ITE trainees has therefore dropped by nearly 50 per cent from 1,015 in AY 2010/11 to 550 by AY 2016/17.
- 5.3 The number of postgraduate ITE trainees studying to teach at a primary school has remained relatively unchanged overall between AY 2010/11 and 2016/17, with 425 trainees taking this route into teaching in AY 2016/17. There has been a small drop in the number of ITE primary trainees following other degree routes over the same time period. Overall, 695 primary trainees were undertaking ITE courses during 2016/17.
- 5.4 In terms of the targets set for trainee teacher entrants, the Welsh Government's Initial Teacher Education Wales 2016/17 Statistical Bulletin¹⁸ reports that the 2016/17 intake target for secondary school courses was 871 and that 'the number of new secondary school trainee teachers missed the target by over a third in 2016/17. The number of new primary school trainees stayed slightly below the target for a second year'.

ITE trainee numbers in England

- 5.5 The number of secondary trainees in England has dropped from around 20,000 in the late 2000s to around 15,500 by AY 2018/19, a drop of around 20 per cent as compared with AY 2010/11 (see Figure A4 at Annex A). Practically all of these trainees were taking postgraduate courses, about two thirds of whom were in provider-based courses in universities, colleges or SCITT.

¹⁷ Higher Education Student Records, Higher Education Statistics Agency (May 2018). Data for 2017/18 will be published in May 2019.

¹⁸ Welsh Government (10 May 2018) Statistical Bulletin Initial Teacher Education Wales, 2016/17

- 5.6 Targets for secondary school trainees in England were generally exceeded up to AY 2012/13, but these have since been missed year-on-year. Secondary school trainee numbers represented 83 per cent of target numbers in AY 2018/19.
- 5.7 As is the case in Wales, primary school trainees in England have remained more steady over the past ten years. Numbers rose from 17,600 in AY 2008/09 to reach a high-point of over 20,000 in AY 2012/13, but have since fallen back to 17,500 by AY 2018/19. These numbers have generally met overall targets for the last ten years.
- 5.8 Just over 70 per cent of primary school teacher trainees were following postgraduate courses in AY 2018/19, with the remainder taking undergraduate courses.

ITE trainees by degree classifications

- 5.9 There has been a rise in the proportion of entrants to postgraduate teacher training in England with high degree classifications over time (see Figure A5 at Annex A). However, most of the growth seems to have occurred before more generous bursaries were introduced in 2012/13. Between 2009/10 and 2012/13, the proportion with a 2:1 or higher rose from 61 per cent to 71 per cent, whilst the proportion with a first class degree rose from 10 per cent to 14 per cent over the same time. Since then, the share with high degree classifications has continued to rise, but at a slower pace. By 2018/19, about 74 per cent had a 2:1 or higher and about 19 per cent had a first class degree.
- 5.10 Comparable degree classification data for postgraduate trainees in Wales is not available.

ITE trainee numbers by subject

- 5.11 An analysis of secondary school trainees by subject in Wales between AY 2010/11 and 2016/17 shows a general drop in the number of trainees across each subject over this timeframe (see Figure A6 at Annex A). Whilst some caution must be taken given that the low numbers for some subjects it is worth highlighting the increase in the number of Mathematics and Modern Languages trainees between AY 2011/12 and 2012/13, which coincided with a large increase in the value of the bursary available for first class degree trainees and a small increase for those with an upper second degree (yet a decrease for those with a lower second degree). However, other subjects (e.g. Physics and Chemistry) either experienced a drop or no change in numbers despite a similar increase being awarded to first and upper second trainees.
- 5.12 Across England there are marked differences across subjects when analysing the number of secondary school postgraduate trainees over time (see Figure A7 at Annex A).

- 5.13 Subjects in the high bursary group have generally seen steady falls over time. Maths trainees fell by almost a third between its high-point in AY 2009/10 and AY 2018/19, whilst languages trainees fell by around 20 per cent over the same time. Physics and chemistry trainees rose slightly between AY 2009/10 and AY 2012/13, but have since fallen back again. Numbers have also been drifting away from targets over time, with trainees representing 71 per cent of the target for Maths in AY 2018/19, 79 per cent for Chemistry, 47 per cent for Physics and 88 per cent for Modern Languages. Across all four subjects, there is no evidence to suggest any large boost to trainee numbers after large and differentiated bursaries were first introduced in AY 2012/13.
- 5.14 Across other subjects, there is even more heterogeneity. The number of English trainees fell at a steady rate up to AY 2018/19¹⁹, whilst Biology trainees fell up to AY 2013/14, before gradually increasing slightly. Both subjects then saw very dramatic increases in AY 2018/19, with English trainees increasing by over 40 per cent and Biology trainees nearly doubling in a single year. Targets have been met or exceeded in both subjects consistently over time, with numbers over 50 per cent higher than target in Biology in AY 2018/19. Both subjects saw very large increases in bursaries in the same year, particularly those with low degree classifications.
- 5.15 Geography is also a subject that saw steady declines in trainee numbers up to AY 2015/16, before then rising after bursaries were substantially increased. Despite this, trainee numbers remain only about 90 per cent of the target.
- 5.16 We group technology, business and computing together to ensure consistency over time. This group saw very large declines between AY 2009/10 and AY 2013/14, with numbers falling from 3,000 to 1,000. Numbers have remained largely steady since then. Trainees for Design and Technology, however, are now only about 25 per cent of the overall target
- 5.17 Other subjects have generally seen a steady fall over time and are generally below recruitment targets (around 70 per cent of target trainees were recruited in Art and Design and Religious Education in AY 2018/19, 60 per cent were recruited in Music, though targets were exceeded in Physical Education). The only exception is History, where numbers have been rising over time and remain close to target levels.

¹⁹ Part of the drop can be explained by the movement of Drama trainees out of the English category in 2012/13.

Cross border flows

- 5.18 Analysis of data for Welsh domiciled students on postgraduate and other degree ITE courses in the UK over the seven-year period between AY 2010/11 and 2016/17 shows that the proportion choosing to study their course in England increased from 23 per cent to 34 per cent. The proportion of secondary school trainees doing so has followed a similar pattern, with 35 per cent of the first-year cohort of Welsh domiciled trainees studying secondary school ITE courses in England (as shown in Figure A8 at Annex A). In absolute terms during AY 2016/17, 235 of 680 Welsh domiciled students on secondary school ITE courses were studying in England.
- 5.19 Some care must be taken when analysing the cross-border study flow for AY 2015/16 and 2016/17 by secondary subject given that trainee numbers are fairly small in the case of some subjects. Over the course of both AY 2015/16 and 2016/17 a higher proportion of Physics (50 per cent i.e. 30 of 60 trainees), Maths (39 per cent i.e. 70 of 180 trainees) and Modern Foreign Languages (44 per cent i.e. 35 of 80 trainees) Welsh domiciled trainees studied in England. Whilst Business was also high (at 40 per cent) it is worth noting that the proportion is based on a total of 25 trainees who took this course over the two year period in either Wales or England. The subjects with the lowest proportion studying in England during both AY 2015/16 and 2016/17 were Design and Technology, Information Technology, Art and English. In each of these subjects a quarter or less of Welsh domiciled students studied in England. It would be worthwhile considering the most recent data for AY 2017/18 when it is becomes available in May 2019 in order to understand whether the increasing divergence in bursary levels over time has impacted upon the proportions choosing to study particular subjects in England.
- 5.20 A similar analysis of cross-border flow by home region shows that Welsh domiciled students from north Wales are much more likely to study their ITE course in England (at 50 per cent during 2016/17) and this proportion increases to 57 per cent when considering those studying a secondary school course (as shown in Figure A9 at Annex A). Welsh domiciled students from mid and south west Wales are the least likely (at 23 per cent during 2016/17) to study their ITE course in England.
- 5.21 When considering the flow of ITE trainees from outside Wales studying their course at an institution in Wales, HESA data shows that there has been a continuous fall in the numbers doing so since 2010/11 (as shown at Figure A10 at Annex A). By 2016/17, 11 per cent of first year ITE trainees in Wales were non-Welsh domiciled students compared with 20 per cent

during 2010/11. When considering secondary school ITE trainees, 13 per cent of first year ITE trainees in Wales were non-Welsh domiciled students in 2016/17 compared with 23 per cent in 2010/11.

Qualifiers and destination

- 5.22 The latest HESA data for AY 2016/17 shows that 1,465 ITE trainees from Wales qualified during that year. Two-thirds (1,010) qualified from ITE courses in Wales and a third (450) qualified from England. Of these, 630 qualified to teach in a secondary school setting, with two-thirds of them (430) doing so at a course in Wales and a third (200) at a course in England (as shown at Figure A11 at Annex A). Over time, the proportion of qualifiers from Wales on ITE courses based in England has increased in line with the number of trainees deciding to study in England.
- 5.23 Data from HESA's Destination of Leavers Survey shows that the proportion of ITE trainees completing their course in Wales who stay in Wales has increased annually between 2011/12 and 2016/17 from 72 per cent to 85 per cent. A similar pattern can be observed for secondary ITE course students over the same timeframe (as shown at Figure A12 at Annex A).

Vacancies, applications and appointments

- 5.24 The latest Pupil Level Annual School Census (PLASC) data, for the January to December 2017 period, shows that a total of 1,811 teaching posts were advertised during the year in Wales. Of these, 963 were secondary and 848 were primary school positions. Despite fluctuating from year to year, the overall number of posts advertised has increased since 2007 with the number advertised across the secondary sector increasing at a more consistent, gradual rate than the primary sector. As shown at Figure A13 at Annex A, the number of posts where an appointment was made follows a similar trend, although there has been a slight increase in the difference between posts advertised and posts filled in the last three years. For 2017, appointments were made for 1,658 posts, of which 879 were secondary and 779 were primary appointments.
- 5.25 The secondary subjects which accounted for the largest number of positions advertised during 2017 were Mathematics (154 advertised), followed by English (143) and Science (129) – although if the number of individual Chemistry (14), Physics (12) and Biology (14) were to be added to this then the total would be 169.
- 5.26 Table 5.1 shows the number of applications received per post advertised over a three year period 2015 to 2017 inclusive, ranked from the highest to the lowest for secondary subjects.

It identifies Physical Education, History and Art as being the three subjects with the highest ratio of applications per post whilst Welsh first language, Chemistry and Physics received the lowest number of applications per post on average.

Table 5.1: Applications received per post advertised in Wales over a three year period (2015, 2016 and 2017)

	Total number of posts advertised	Total number of applications received	Average number of applications per post advertised
Physical Education	115	1,720	15
History	82	992	12
Art	54	604	11
Religious Education	96	984	10
Design & Technology	113	881	8
English	417	3,246	8
Music	79	603	8
Science	323	2,351	7
Welsh second language	133	878	7
Biology	40	262	7
Information Technology	80	552	7
Mathematics	426	2,815	7
Modern Foreign Languages	113	847	7
SEN coordinator	24	132	6
Physics	42	226	5
Chemistry	49	245	5
Welsh first language	51	190	4
Other/unknown secondary	364	4,018	72
Total Secondary	2,674	22,085	8
Total Primary	2,425	36,901	15
Total	5,099	58,986	12

Source: PLASC Welsh Government

Retention of the school teaching workforce

- 5.27 In order to meet the challenges of the growing pupil population in Wales and England, policymakers and schools will also need to ensure they are able to retain sufficient numbers of teachers.
- 5.28 The Education Workforce Council's (EWC's) 2018 Data Insights report, drawn from the EWC register on 1 March 2018 reports that in total, 35,576 school teachers were registered with

the EWC. Based on data reported in the EWC's Statistics Digest for March 2017²⁰, the number of registered teachers has fallen by six per cent between 2013 and 2018.

- 5.29 The EWC's data for 2017 shows that 37.3 per cent of registered teachers (13,501) were based within the primary school sector and 32.4 per cent within the secondary school sector (11,716). Of those teaching within the secondary sector, the subjects of English and Maths each account for just over 10 per cent of all registered teachers. The next largest subject areas in terms of workforce numbers are Science, Welsh, Design and Technology and Physical Education.
- 5.30 On an annual basis around 700 to 800 teachers leave the profession early across Wales, with between 300 and 400 of these leaving the secondary school sector. Recent PLASC data (January to December 2017) reports that 698 teachers left the profession early with 364 from the primary and 334 from the secondary sector. Early retirement accounts for the largest proportion of early leavers. Across the secondary sector, the highest number of early leavers were reported for Maths, Science based and English subjects (in line with the profile of the workforce more broadly).
- 5.31 In England, the teaching workforce stood at just over 450,000 full-time equivalent teachers in November 2017 according to the School Workforce Census²¹. This represents a similar level to that seen over preceding ten years. Of this total, about 220,000 teachers were working in state-funded nursery and primary schools, and about 200,000 in secondary schools (the remainder were working in special schools or were centrally employed).
- 5.32 In 2017, about 43,000 or almost one-in-ten teachers left state-funded schools in England. About 16 per cent of these leavers left due to retirement, with over 80 per cent leaving for other reasons. Exit rates have also been creeping up over time, from about 8 per cent in 2011 to 9 per cent in 2017 for primary school teachers and from about 9 per cent to 10 per cent for secondary school teachers
- 5.33 Teacher retention is particularly poor in the early career phase in England, with only about 60 per cent of trainees teaching in a state-funded school five years after their training²². Such early career retention figures are even worse at 50 per cent in the shortage subjects of Maths, Sciences and Languages.

²⁰ Education Workforce Council (March 2017) Annual Statistics Digest p.4

²¹ <https://www.gov.uk/government/collections/statistics-school-workforce>

²² Allen, R., Belfield, C., Greaves, E., Sharp, C. and Walker, M. (2014), 'The costs and benefits of different initial teacher training routes', Institute for Fiscal Studies (IFS) Report R100 (<http://www.ifs.org.uk/publications/7435>)

6. Fieldwork findings

- 6.1 This chapter will present the findings of fieldwork with key stakeholders, ITE providers and current ITE students.

ITE trainee numbers

- 6.2 Consulted ITE providers based in Wales reported that they had experienced a continued decline in the number of postgraduate ITE trainees across the secondary sector over recent years. It was reported that the number of primary postgraduate students had remained fairly stable and were similar to previous years' numbers. One ITE provider observed that the number of post-graduate secondary trainees at their institution during AY 2018/19 stood at around a quarter of the number some four to five years previous whilst another reported that their number of trainees had dropped by around 15 per cent, from 240 to 200.
- 6.3 Whilst some Welsh ITE providers suggested that the drop in trainee numbers had not been 'as steep in Wales as England', others believed it to have been much greater. One English provider suggested that their postgraduate trainee numbers had 'stabilised' of late whilst the other reported that their number of all ITE trainees had 'doubled' over the last four year period with postgraduate ITE numbers having grown by 60 per cent in the same time. The growth in the number of ITE trainees at one English provider was attributed to two factors: first, the removal of the cap on student numbers has meant that the university could now accept more trainees: historically the university was oversubscribed and unable to accept all applicants. Second, the provider was awarded an 'outstanding' inspection by OFSTED in 2006 which was thought to have increased their attractiveness to prospective students.
- 6.4 All ITE providers (based in England and Wales) reported that the subjects which prove most challenging to recruit trainees have remained fairly consistent over the last few years. Providers frequently referenced the subjects of Science, Maths, English and (in Wales) Welsh as being challenging to recruit and meet trainee target numbers. Providers cited Physics as being a particularly difficult subject to recruit trainees, with one observing that 'students are quite savvy, they know that Physics is a difficult subject to teach'.
- 6.5 In some cases it was also observed that Modern Foreign Languages was proving increasingly challenging to recruit trainees and this was attributed in part to the reduction in the number of learners studying languages at GCSE, A Level and degree level i.e. a reduction in the possible pool of trainees. Other providers reported that the subject was increasingly being dominated by part time jobs which were unattractive to prospective

trainees. Music was another subject highlighted by one provider where they had seen a continual drop in trainee numbers over the last eight years or so and this was attributed to declining level of priority being given to the subject within schools.

- 6.6 Several ITE providers reported that they experienced ‘short-term’ dips in the number of trainees recruited for particular subjects, which frequently recovered from their own accord. These subjects varied e.g. one English provider had seen a recent dive in Religious Education trainee numbers, another Welsh provider reported a recent drop in Design and Technology and ICT related subjects whilst another Welsh provider reported a recent dip in Physical Education.
- 6.7 It was also commonly reported by ITE providers based in Wales that the subjects of Physical Education and Humanities, particularly History, were proving easier than others to recruit trainees and numbers had been fairly buoyant in recent years.
- 6.8 There was a general consensus that ITE bursary levels in Wales had remained fairly static over recent years whereas in England, it was acknowledged that levels had changed more regularly. As a result providers in England were able to observe that differences and changes in bursary levels for some subjects did influence subject recruitment numbers. For instance, during a period when the Chemistry subject bursary was more generous than for Biology it was reported that ‘Biology took a dip’ as Biology graduates opted to take the Chemistry ITE course. Bursary levels were later evened out for Chemistry and Biology, with the numbers enrolling on to the Biology ITE course at one English provider being restored as a result.
- 6.9 The more static approach to bursary levels in Wales made a few interviewed trainees question the timeliness and accuracy of the data being used by the Welsh Government to inform bursary subject prioritisation and it was suggested that the approach needed to be more responsive and timely. In one case an ICT trainee, who was in receipt of the highest bursary, reported that there had been a lack of ICT jobs available for them to apply for over the course of their ITE year.
- 6.10 The decline in numbers on ITE courses was broadly thought to mirror the pattern across the HE sector more generally in terms of postgraduate recruitment – issues with the cost of studying at postgraduate level and accumulating student debt means that it is becoming harder to recruit young graduates to ITE courses.

ITE Incentivisation

- 6.11 There was a broad consensus that financial bursaries play an important part in the recruitment of postgraduates ITE trainees, but that other factors (discussed below) also have a major bearing upon provider's ability to recruit. It was frequently argued that ITE incentivisation should not be considered in isolation. Views on ITE incentivisation can be considered within in the context of the underlying rationale for the approach in Wales and how they compare with English incentives.
- 6.12 In terms of the approach adopted in Wales:
- There was a strong suggestion that there is currently **too much of a focus on rewarding those with a first class degree classification and those with a postgraduate qualification**. Several contributors argued along the lines of 'having a doctorate does not equate to being a good teacher' and 'rewarding someone with a first just doesn't work. They don't always make the best teacher'. Having said this, others – particularly trainees who had undertaken a post-graduate course or had secured a first class degree – argued that the offer of a higher ITE incentive for these qualifications had been an important motivation for them to attain them in the first instance. By comparison it was suggested that the awarding of bursaries in England took less consideration of degree classification and these contributors argued that a similar approach would be welcomed in Wales: 'the criteria is too narrow [in Wales]. [By comparison in England] it's easier to get a bursary if you have a 2:1 or 2:2' and 'if everybody had something, then it would be much better... but it's not there for those with a 2:1 or 2:2 which is the vast majority of trainees'
 - There was also a common view that the bursary incentive scheme as it stood was complex and challenging to communicate to prospective trainees, particularly when considering the need to take on board additional Welsh-medium financial incentives and the domiciled postgraduate reduction. Broadly it was suggested that having a more **standardised offer** for all trainees would help in getting a clearer message out. Aligned to this, it was also suggested by some contributors that its would be sensible to pitch the offer 'more at the middle ground ... do what works for most people'
 - Several contributors argued that **lower level bursaries of £3,000 did not add much value**. Primary level bursaries were frequently cited as falling into this category: 'I question the £3,000, especially for primary ... incentives don't play a part, it's so small' and 'really the £3k is just a bonus, not a real deciding factor'

- In terms of subject areas, it was broadly felt that financial bursaries should continue to be focused on those subject areas where there are **workforce shortages**. Aligned to this several contributors questioned the rationale of awarding an incentive based on degree classification rather than degree subject, particularly given that trainees with a first in one subject can secure the top level bursary to teach another subject yet those with a 2:1 in the same subject entitled to lower level of bursary. These contributors would welcome a greater focus being given to degree subject as part of bursary awards as it was thought that the current difference in incentive levels by subjects drove behaviour e.g. one ITE provider reported that students were choosing to study a ITE subject such as Maths or Chemistry which was different to the under-graduate subject (such as Biology) due to the difference in incentive levels.

- 6.13 A number of interviewed trainees who were in receipt of higher level bursaries reported that they did not have to rely on part time jobs to sustain their income during their study. Interviewed staff offered some anecdotal evidence that higher bursary recipients were in a better position to complete their course: some examples were cited of lower level bursary recipients having to defer their studies due to being unable to commit the time required to complete the course in a year. Other ITE provider interviewees reported that trainees not in receipt of higher level bursaries were more likely to struggle with stress and financial concerns than their counterparts. This was a pressing point made by both interviewed trainees and provider staff who recognised that the postgraduate course was a stressful and demanding one, and that those who had to juggle it with part time work were finding it much more difficult to cope: ‘bursaries make the difference between having to work and not having to work’.
- 6.14 Furthermore, interviewed trainees suggested that the current differences in bursary levels by subject and prior qualification served to create a ‘divide’ amongst trainees. This was thought to be particularly pressing amongst trainees who had obtained a 2:1 in their degree subject and were studying the same subject at PGCE, yet were on a lower bursary than their peers who had obtained a first, albeit in a different degree subject.

Jack is studying a ICT PGCE course at a Welsh ITE provider. He achieved a first class degree in Educational Studies at another Welsh HE institute. Following a short period working within a school he decided to apply for a PGCE course. He was highly motivated at the time to become a teacher and be able to contribute back to his community and help

realise the potential of disadvantaged pupils in a deprived valley area. He was unsighted about the availability of the bursary when he applied for the course and only become aware that he would be entitled to a bursary of £20,000 at the start of the course. He is one of three ICT trainees at the university and all three are entitled to the £20,000 bursary, with the other two having secured a first class degree in Computer Science. During his time on the course, only one ICT teaching post has come up. As a result he felt that he had no option but to apply for other teaching posts and has secured a role within an all ages school, with responsibility for year 6 pupils. In this case, the trainee himself questioned the value that the Welsh Government were getting from funding his training, particularly in light of the fact that he did not consider himself to be getting any specialist subject knowledge from the university in the absence of an ICT tutor and that there was a lack of ICT jobs available for him to apply for.

6.15 Several common observations were offered by interviewees when comparing bursary levels between Wales and England. These included:

- Interviewed trainees, provider staff and stakeholders had a **mixed level of understanding** about the levels and criteria relating to bursaries available in England, which is perhaps not surprising given that they have been subject to regular change in recent years. Stakeholders were the most unsighted about the bursaries available in England, although a few provider staff were equally uninformed. Despite this, there was a common perception that bursaries were ‘more financially lucrative’ in England than in Wales. However these perceptions were not always accurate, with some over estimating the upper level available in England as being around ‘£28k’
- Broadly, interviewees took the view that **Wales needed to be on par with England** in terms of the level of bursaries offered but it was widely recognised that this would be difficult given the financial constraints within which Wales operated. In these cases, contributors thought that the focus ought to be on making ‘the best use of the resources’ available to the sector. Despite this, it was frequently suggested that in the absence of a more equal offer, Welsh providers would continue to struggle to attract those candidates who stood to lose the greatest financial loss by selecting to study in Wales. One trainee observed ‘Wales and England should be equitable otherwise we shouldn’t be shocked by people going across the bridge to study’. Perhaps the only

exception which was raised by ITE providers would be those trainees undertaking their ITE course through the medium of Welsh, as the Welsh-medium incentive went some way to closing this gap for those students who were already in receipt of the highest level of bursary in Wales

- Several contributors thought that having the **same ‘top line’ offer** available in Wales and England was particularly important, as this would prove helpful in terms of promotional and recruitment work. It was also noted that perceptions were often informed by upper bursary levels i.e. a lower top-line offer often leads to a perception that financial support is lower across the board
- Putting the English context aside, many contributors, including trainees, thought that the current upper bursary offer in Wales was **adequate, even generous**, to allow trainees to live comfortably during their study year. Some trainees observed that they had been able to pay back student overdrafts, purchase a car and save money using the higher bursary allowance over the course of their ITE year. In England, there was some concern expressed over the fact that the upper bursary allowance was higher than a teacher’s starting salary. Indeed, some anecdotal evidence was offered to suggest that the generous bursaries served to attract some trainees for the wrong reasons i.e. who were attracted to the tax free sum as means of paying off student loans but had no intention of becoming qualified teachers in the long term. In this respect, it was reported that the higher level bursaries were more lucrative than other graduate trainee scheme offers
- Interviewed providers in England **welcomed the reduced focus on degree classification** within the bursary criteria than in previous years. It was still the case at one provider that a quarter of ITE trainees had secured a first class degree whilst between a quarter and a third had a masters or Doctorate qualification
- Interviewed providers in England also took the view that despite the UK’s Government policy to award higher level bursaries for shortage subjects, **those subjects ‘are still short’** suggesting that the policy has had limited impact.

6.16 The fieldwork revealed that the differences in bursary levels and criteria between England and Wales does impact upon recruitment patterns. Interviewed providers in England observed that applicants from Wales ask about bursary levels, and where the difference was at its greatest, typically for those with a 2:1 or a 2:2 then they are more likely to give due

consideration to their location of study. One such provider commented: ‘if you are a student from Wales with a 2:2 in Chemistry – in England you will receive a £26k bursary, in Wales it will be £6k. It’s a no-brainer isn’t it! It’s no surprise that they cross the border to study here’. Providers in Wales echoed these trends with one such interviewee commenting: ‘when you look at these figures it explains why we’re finding it difficult to recruit. I’ve had three people tell me that they won’t be coming here because they can get more money in England’.

6.17 Individual trainee experiences and feedback echoed these points:

Angharad had secured a 2:1 English degree at an university in England before deciding to travel and took up a position teaching English as second language overseas. Having enjoyed this work and coming from a family with a teaching background she decided to apply for a PGCE course in Wales. Her choice of HE provider was largely determined by proximity to her family home. She had initially considered whether to apply for an English or Geography PGCE course but had decided that her preference would be Geography. Her decision to apply for a PGCE in Geography was partly influenced by the offer of a bursary – however she had misunderstood that she would be entitled to a financial bursary of £25,000, regardless of her country of study. She did not realise that the level of support differed between Wales and England and it was only after having been accepted for the course in Wales that she found out. She did not wish to risk her place on a course by declining the offer and securing a place through clearing. She had secured a teaching position in London having applied for two posts in Wales and two in England.

Anna secured a first class Biology degree and receives £3,000 a year to study a Biology ITE course with a Welsh ITE provider. She had not looked into the bursary levels or the differences between Wales and England prior to submitting her application as she wanted to live at home whilst studying. She undertakes some tutoring work twice a week in addition to her PGCE commitments for earn money. Anna was very aware that all her Chemistry and Physics colleagues on the course were receiving significantly more than her. She felt that this was unfair, especially as they were expected to teach across the science subjects: ‘we do it all anyway’. She now realised that she could have applied for Chemistry instead and would then have received a better bursary: ‘Really we should just apply for PGCE Science’. Indeed, she had secured a teaching role in a nearby school after she graduates – but will be teaching Chemistry and Biology there.

What accounts for the growth in the number of Welsh domiciled trainees studying at English provider institutions?

- 6.18 The analysis presented at Section 5 shows that a third of first year Welsh domiciled secondary PGCE trainees had enrolled on courses in England in 2016/17²³, having increased from around a quarter in previous years. It was observed by Welsh providers that this trend has continued over the last two academic years (since published data was made available). Similarly, one English provider estimated that around 20 per cent of their secondary postgraduate intake were Welsh domiciled students whilst the second estimated it to be around 10 to 15 per cent of all ITE postgraduate trainees. One stakeholder suggested that ‘around 10 per cent who start their NQT [in this area] have trained in an English based university’, which is in keeping with the data set out at Section 5.
- 6.19 In addition to bursary levels, the fieldwork revealed that there are a number of other factors in place which account for the rising cross border flow of Welsh domiciled trainees which decide to train in England. The other factors highlighted were:
- **Differences in qualifying eligibility at GCSE** – Welsh ITE provider interviewees suggested that the difference between England and Wales in terms of GCSE English and Maths qualification requirements accounted for the fact that some applicants were eligible to train in England but ineligible to do so in Wales. For instance, an applicant with a Maths GCSE C grade would be accepted on to the course in England but not in Wales. Two interviewed Welsh providers argued that this was impacting upon their ability to recruit trainees and both English providers noted that it was highlighted as a factor amongst Welsh domiciled students. However, others questioned the validity of this argument since the introduction of the GCSE equivalency tests allowed applicants with a C grade in these subjects to demonstrate that their abilities were at an equivalent level. Several points were raised in relation to the equivalency tests including lack of awareness amongst potential applicants that they could pursue this route (one trainee observed that ‘the equivalency test is not advertised very well’) and the lack of a single consistent approach across Welsh providers i.e. all providers administer their own assessment processes
 - **Quality of provision** – some stakeholders in particular suggested that the difference in the quality of provision (as measured by Ofsted and Estyn inspection reports)

²³ 235 of 660.

accounted for some of the trend towards an increasing number of Welsh domiciled trainees choosing to study in England. Providers based over the border in north England (e.g. Chester, Edgehill) were reported to have had very good Ofsted reports and ‘had a strong reputation’ in the marketplace. One stakeholder interviewee commented: ‘when you compare Ofsted and Estyn reports then Bangor does not fare well compared to Chester and Edgehill²⁴’

- **Geographical proximity** – it was commonly reported by both Welsh and English ITE providers that a large number of trainees choosing to study over the border in England tended to be those who were living within close proximity to provider campuses and could therefore commute relatively easy to attend course provision. Interviewed English providers reinforced this and, in one case, observed that the trend had been recently aided by the removal of the Prince of Wales bridge toll. In the other case it was reported that the majority of their Welsh domiciled students were from north east Wales
- **Teaching placements at Welsh schools** – English ITE providers reported that they can make arrangements for trainees to undertake some of their teaching placement experiences within Welsh schools provided that they satisfy DfE requirements and undertake just over half of their overall teaching placement at an English school. In both cases English providers reported having good relationships with primary and secondary schools in Wales and one argued: ‘This is certainly an attractive element of our offer here for Welsh-domiciled students. They ask the question. And whilst we can’t guarantee a placement in Wales for them, we pretty much manage it every time’
- **No upper limit on trainee numbers** - it was suggested that since England removed its policy on placing upper limits on trainee numbers at ITE institutions, English providers were better placed to accept a greater number of ITE trainees than historically, which may have accounted for some of the growth in the number of Welsh domiciled students studying over the border. However, this point was challenged by other interviewees in light of the fact that Welsh providers (which operate within the policy of upper limits) had no recent experience of turning applicants away provided they satisfied the entry requirements. Aligned to this it was also observed that the removal of the ‘cap’ had resulted in England based providers increasing their

²⁴ Note: Should this report be published individual ITE provider references should be removed

marketing efforts and adopting a more competitive approach (at a time when Wales based providers had not been ready to react in a similar manner).

- 6.20 It was commonly agreed by both English and Welsh ITE providers as well as stakeholder interviewees that secondary PGCE trainees were more likely than their primary sector counterparts to be prepared to travel further for their ITE study opportunity. This would account for the lower proportion of primary postgraduate Welsh domiciled trainees who decide to study in England. One Welsh provider argued that ‘secondary students are more confident to move away, more likely to be those who want a career change. Primary students are more parochial’. As a result, it was suggested that any difference between bursary levels targeted at the primary sector across England and Wales does not have such a significant impact upon primary recruitment levels and trends.
- 6.21 Several ITE providers in Wales made observations around the drop in English domiciled students enrolling on ITE provision in Wales over recent years – adding that such a drop could threaten to de-stabilise the sector should it continue at similar levels. This trend was thought to have been fuelled by a number of factors including the increasing divergence between Welsh and English education and curriculum provision as well as those factors reported above which were thought to account for the increasing cross border flow of trainees.

What accounts for the reduction in ITE trainee numbers?

- 6.22 Other than the growing number of trainees choosing to study outside of Wales, a wide range of other factors were also identified by contributors to explain the overall reduction in the number of ITE trainees enrolling at Welsh provider institutions. These included:
- An overwhelming argument was offered by all contributors that the teaching profession was now **perceived in a more negative light** than was the case historically and that this perception had been fuelled in part by negative media coverage. One such trainee argued that ‘I think the media has a lot to answer for. All you hear is about the difficulties associated with teaching – mental health issues, suicide, terrible stories all the time’. A perceived reduced status towards the teaching profession, it was argued, was having a bearing upon recruitment to the sector. Issues relating to heavy workloads, inflexible working patterns, concerns about pupil behaviour, unattractive pay and conditions and financial cut-backs across the education sector had resulted in the profession becoming less attractive to prospective applicants who were

increasingly thought to be placing a greater emphasis upon work-life considerations when considering career options. One such contributor noted that prospective applicants are increasingly questioning whether the financial return for the heavy workload involved is worth it

- One stakeholder reported that ‘the narrative is around school cuts ... and not enough is being done to promote the current excitement within the education sector...the new curriculum, new teaching standards, the National Academy’s work’. Contributors thought that addressing these issues would help resolve recruitment challenges in the long term: ‘if you **sort out the long term issues** the short term ones will fall into place’.
- Some contributors also voiced concerns that prospective trainees were reluctant to consider the teaching profession due to issues relating to **teaching salaries, contracts and working conditions** including the lack of permanent, full time posts and increasing use of fixed-term positions. It was observed that supply teachers were similarly being subjected to poor working terms and conditions. Contributors called for clearer professional progression routes within teaching with greater security for the profession and reduced risks of staff losing jobs. There was also a call for better remuneration for the profession: ‘compared to elsewhere in the world, teacher’s pay isn’t great. In Canada apparently you get £70k a year. They have a higher regard for the profession there. In Asia too, teachers are amazingly well looked after’ (ITE trainee)
- A mixed view was conveyed around how **student debt levels** were impacted upon the number of students considering pursuing an ITE course. Broadly, very little evidence was gathered over the course of this study to further our understanding of how student debt between Welsh and English students impact upon the numbers pursuing ITE courses. ITE providers had very little awareness about how student debt levels impacted upon prospective trainee decisions to study although it was commonly recognised that recent graduates had substantial student debt. Interviewed trainees reported that they had high levels of debt but were quite candid that they would either never be required to pay off student tuition fee loans or at least only pay back very low amounts
- In terms of the impact of any **national teacher recruitment campaigns** in Wales and England, contributors to this study broadly thought that Wales was ‘behind the game’

when compared to teacher recruitment campaigns deployed in England. Contributors regularly referenced the existence of the two websites which were in place for recruiting trainees in Wales and England: ‘Discover Teaching’²⁵ and ‘Let’s get into teaching’²⁶. It was mentioned that Discover Teaching did not have similar detailed information as its English counterpart at present and ‘undersold’ the Welsh offer: ‘England is not shy about promoting its offer’. In particular it was mentioned that greater effort should be made to promote the transformational curriculum in Wales and the fact that study could lead to a Masters qualification. Indeed there was some suggestion that the ‘positive’ environment which existed in Wales should be utilised as part of the marketing effort: ‘the website [in Wales] is worth having but it needs to be improved. It needs to stress the advantages of going into teaching’. Furthermore, an effective recruitment campaign was considered fundamental given that ‘if we can’t match the offer [in England] then we need a very good campaign which focuses on the whole package that Wales can offer them’

- 6.23 Some of these issues were highlighted by trainees over the course of fieldwork although the extent to which the profession was considered to be a respected profession did vary:

Anna had done some work experience as a teacher when she was at school and fell in love with the profession. She decided there and then that she wanted to be a teacher. She studied Biology as an undergraduate at Cardiff University and then very early in her third year she submitted her application to study for a PGCE Secondary in Science at Cardiff Metropolitan University. Anna had been surprised at the workload that has been part of the course. She has really enjoyed her school placements and received support from ‘amazing mentors’. However, Anna feels that teaching as a profession isn’t being appreciated in Wales or in the UK more widely. As a result she is now considering Dubai as an option in the near future as a place to work. Anna felt that she would be better paid and respected in the profession there.

Rebecca had studied Psychology at undergraduate and Masters level and had then entered the corporate world working for several years as a data analyst. She had worked for some large, global corporations and had done ‘the treadmill, hamster wheelie thing’.

²⁵ <https://www.discoverteaching.wales/>

²⁶ <https://getintoteaching.education.gov.uk/>

The tax free incentive to study Maths therefore meant that she could apply for the PGCE course in Wales and would not lose out financially as a result. Rebecca also worked 20 hours a week for an events company to supplement her income.

She didn't feel that the workload for the course was that bad, particularly as she had worked very long hours in the private sector. Rebecca described how 'you just need to be super-efficient. I don't think it's that bad – it's a wonderful profession'. She also felt that the teaching profession was more respected in Wales than in England.

Rebecca was happy that her 1st in her degree gave her a higher bursary, even though her undergraduate and Masters' degree were not in Mathematics. She felt that this approach gave value and reward to the effort, time and money that an individual had applied previously during their own education.

Rebecca was, however, of the opinion that all PGCE students, irrespective of degree classification and subject, should receive at least the equivalent of the minimum wage for their time on the course, in order to make it financially viable – particularly if an individual was looking for a career change.

- 6.24 In terms of Welsh Government policy's influence upon ITE trainee numbers it was observed that the decision to train fewer people for the profession (in response to reducing number of school pupils) some five years ago in Wales was appropriate at the time but has resulted in a current shortage given that 'any surplus has now been used up and there is no slack in the supply'.
- 6.25 Broadly, it was not thought that the recent accreditation process to appoint ITE providers across Wales had impacted upon the recruitment of Welsh domiciled trainees as yet – largely as the change in provider institutions was not significant and that the new structure (to be implemented from September 2019 onwards) had yet to kick in. It was recognised however that the current 'offer' in Wales for ITE trainees was relatively homogenous in that the only current route into teaching was via a full time course. The introduction of the new Open University route into teaching was welcomed by stakeholders in particular who thought that this alternative route into teaching would help to recruit individuals considering a career change. In contrast, feedback from ITE providers based in England suggests that HE provision accounts for around half of those being trained for the profession, and that schools led provision accounts for the other half.

- 6.26 Some contributors observed however that the increasing focus on making ITE provision better geared towards Welsh education needs, including the new curriculum and increasing Welsh language skills provision, could be alienating prospective English domiciled applicants from considering a course within Wales. One such contributor observed ‘you can’t blame them, if they look in and see that it is bespoke for Wales and be less inclined to train here’. Aligned to this, other contributors thought that the distinctive provision which was becoming available in Wales was resulting in the generation of a very attractive pool of innovative Welsh-trained teachers for England: ‘In London they are screaming for qualified trainees from Wales – they think that the new curriculum here means that they get teachers with fresh ideas’ (ITE trainee).

ITE completion and retention

- 6.27 In terms of current trends for ITE completion rates, Welsh providers suggested that these were fairly good, and examples of recent improvements were observed. It was suggested that trainees tend to withdraw for either personal reasons or circumstances or decide to do so at ‘pinch points’ during the year, such as at the start of their first placement, after their Christmas leave or at the start of their second placement.
- 6.28 In terms of teacher retention it was suggested that primary level teacher retention was higher than secondary. Across secondary sector, retention rates were thought to vary with anecdotal evidence from one education consortia reporting that English and PE retention rates were good whilst science and IT were lower.
- 6.29 Contributors accounted for the fact that between 600 and 700 teachers leave the profession early annually in Wales by factors such as working conditions, exceptionally high workloads and long working hours, inflexibility of the post to be able to provide an acceptable work-life balance, the lack of permanent as opposed to fixed term positions and concerns about changes to pension arrangements.
- 6.30 Some contributors were aware of the recent introduction of the new DfE policy to introduce retention bursaries for new teachers but overall the fieldwork found that that it was too early to conclude what impact it would have on addressing the sector’s retention issues. A handful of contributors broadly welcomed the introduction of retention bursaries arguing that it was appropriate to shift the focus from initial recruitment to retention. Others were more sceptical arguing that the offer of a financial incentive would only serve to prolong the inevitable if teachers genuinely wanted to leave the profession. There was consensus however that in

isolation, retention incentivisation would not address retention issues and if adopted in Wales, should be part of a wider solution which would involve addressing working conditions. Amongst the comments made were: ‘financial incentives [for teachers] is not the deal breaker...its more about getting other things right: the work, progression, professional development’ and ‘no amount of money will incentivise people to stay in the class if they hate it’.

Future

- 6.31 When asked about the key changes which they would wish to see being made to Welsh Government policy for ITE financial incentives and eligibility requirements in Wales it is possible to summarise the key messages as being:
- To match the upper level bursary available in England (although contributors questioned the affordability of this policy)
 - To support a larger number of trainees with a meaningful level of financial bursary
 - To move towards a more equitable offer across subject areas
 - To remove the current lower bursary of £3,000 as this was not thought to add much value in terms of recruitment and retention on the course
 - To align GCSE English or Welsh and Maths attainment with that required in England (i.e. at Grade C or above rather than Grade B or above) or failing that to introduce and better promote a common equivalency test for applicants
 - To increase marketing efforts to include promoting the whole package of financial support available i.e. to include the financial bursary, domiciled fee reduction and Welsh medium financial incentive.

7. Conclusions and recommendations

- 7.1 This final chapter presents our conclusions and recommendations for the EWC to consider.
- 7.2 The secondary school population in Wales is expected to grow by 10 per cent between 2018 and 2023. This poses big challenges for policymakers in Wales. Having been reduced over the last decade to reflect falling pupil numbers, teacher recruitment will now need to rise to cater for the growing pupil population. Policymakers in England have been extremely active over the last decade in efforts to improve teacher recruitment and retention to meet a pupil population that has already grown significantly. The market for new teachers is thus likely to be a competitive one.
- 7.3 In 2012/13, policymakers in both England and Wales introduced ITE bursaries geared more towards high priority subjects and graduates with high degree classifications. In most cases, these were higher in England. The system has since been largely stable in Wales. In England, by contrast, there have been frequent changes. Bursaries in England have grown substantially for graduates with lower degree classifications, such that there is almost no variation by prior degree classification. As a result, a trainee in biology or geography with a lower second class degree now receives a bursary of £26,000 compared with zero in Wales.
- 7.4 There have been persistent problems across both countries in recruiting teachers in high priority subjects, such as Maths, Physics, Chemistry and Modern Foreign Languages. In England, there is no evidence that high and differentiated bursaries have made a big difference. Performance against recruitment targets has generally been worsening in these subjects. ITE providers we spoke to in Wales gave a similar account of persistent problems in recruiting to such subjects. They additionally spoke of the continued challenges of recruiting teachers for Welsh-medium education, despite the additional bursaries on offer.
- 7.5 There is evidence to suggest that the large increases in bursaries for Geography, English and Biology in England have increased teacher recruitment in these subjects. Since the big increases after 2016/17, which were largest for those with low degree classifications, there has been a surge in recruitment numbers in these subjects. This was corroborated by interviews with ITE providers in Wales, who spoke of the problems this poses for them as it is now much more financially beneficial to train in England in these subjects. However, it is also clear that frequent changes in England have created large amounts of uncertainty and confusion amongst both trainees and providers.

- 7.6 Unfortunately, recruitment and trainee numbers for Wales only currently go up to 2016/17, whilst data for England is available up to 2018/19. This means policymakers in Wales have less information available at a critical juncture in this policy area. We do, however, know that cross-border flow from Wales to England have been increasing over time. The number of Welsh-domiciled trainees taking course in England has risen from 23 per cent in 2010/11 to 34 per cent by 2016/17. ITE providers suggested this has probably increased further in recent years.
- 7.7 Given the scale of the challenge facing policymakers in Wales, we make the following policy recommendations:
- **Flatter, simpler bursary offer in Wales** – ITE bursaries in Wales should be flattened out by prior degree classification. There is little evidence to suggest that targeting bursaries at high priority subjects and high degree classifications has made much difference to teacher recruitment numbers in these subjects across Wales and England. ITE providers felt that targeting bursaries more widely may help overall recruitment numbers by more and provide a clearer message to potential trainees
 - **Higher spending on bursaries in Wales** – Given the scale of the increase in bursaries in England in recent years - English, Biology and Geography in particular – higher spending may be required to effectively compete for trainees. Some higher spending could be funded by reducing the top rates for first class degrees in high priority subjects or by eliminating the £3,000 bursaries for some subjects. The latter were not felt to be a major incentive in any case
 - **Consider focus on subject expertise** – ITE incentives are currently paid conditional on training subject rather than subject studied at university. This was felt to create perverse incentives to train in subjects with high bursaries, even if trainees had a degree in another subject (e.g. Biology graduate training to teach Chemistry). It is not clear that incentivising individuals with high degree classifications to effectively switch disciplines can lead to positive overall effects. There is, however, good evidence to suggest deeper levels of subject knowledge can improve overall teacher effectiveness²⁷. Policymakers in

²⁷ Ronald G. Ehrenberg and Dominic J. Brewer, 'Do School and Teacher Characteristics Matter? Evidence from High School and Beyond', *Economics of Education Review* 13, no. 1 (1 March 1994): 1–17, [https://doi.org/10.1016/0272-7757\(94\)90019-1](https://doi.org/10.1016/0272-7757(94)90019-1);

Thomas J. Kane, Jonah E. Rockoff, and Doug Staiger, 'What Does Certification Tell Us about Teacher Effectiveness? Evidence from New York City', *Economics of Education Review* 27, no. 6 (2008): 615–31;

Andrew J. Wayne and Peter Youngs, 'Teacher Characteristics and Student Achievement Gains: A Review', *Review of Educational Research* 73, no. 1 (2003): 89–122.

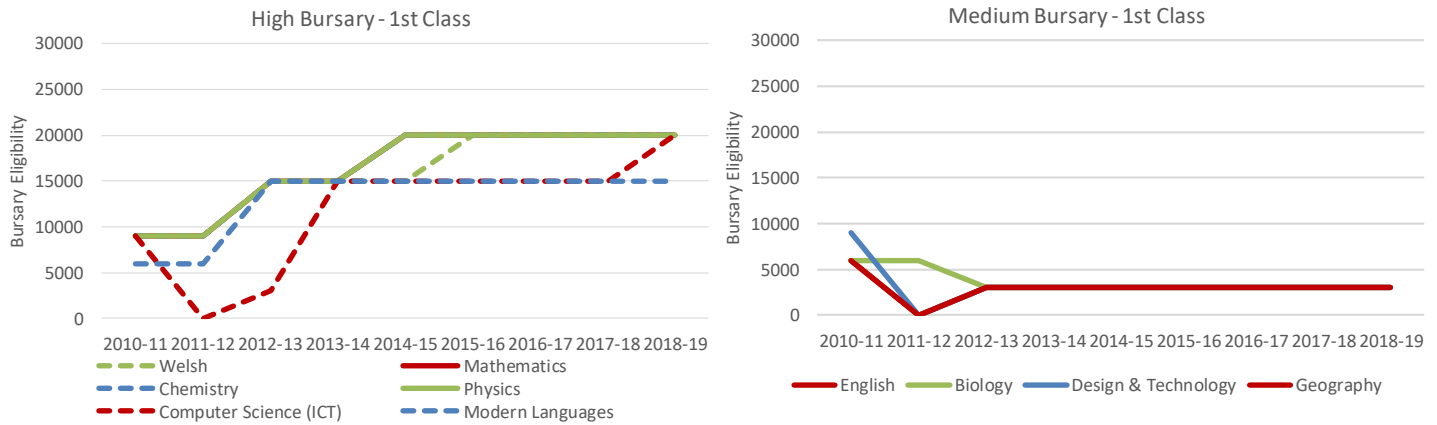
Wales could create a distinctive offer of paying additional bursaries if individuals are training in a subject for which they possess a directly relevant degree. This should be balanced against a need for a simple, clear offer. However, it may also permit providers to advertise a higher headline rate

- **More prominent campaign for teacher recruitment in Wales** – Practically all ITE providers felt there was a need for a more prominent campaign for teacher recruitment in Wales. There are a range of active and effective campaigns in England. With large changes to the curriculum and professional development already underway, such a campaign in Wales would need to highlight and sell the benefits and distinctive features of training and teaching in Wales
- **Respond to the Teacher Recruitment and Retention Strategy in England** – The Department for Education has published a new teacher recruitment and retention strategy in England. This includes a new early career framework for teachers, with greater opportunities for professional development. Policymakers in Wales should ensure that the offer for new teachers in Wales is just as attractive. The new strategy also proposes phased retention bonuses to incentivise individuals to stay in teaching (potentially replacing some portion of current ITE bursaries). There is good empirical evidence to suggest that such retention payments are highly effective at keeping teachers in the profession during the critical early career phase²⁸. Policymakers in Wales should consider a similar scheme
- **More timely data on teacher recruitment and retention in Wales** – One limitation of our study is that data on teacher recruitment in Wales is relatively out of date. It is currently only available up to 2016/17, with new data for 2017/18 expected in late May 2019. This puts policymakers in Wales at a disadvantage as compared with England (where data is available up to 2018/19 already) and constrains their ability to respond to recent changes. Given the small number of ITE providers in Wales, it should be feasible to collect timely and accurate data on ITE recruitment numbers by subject.

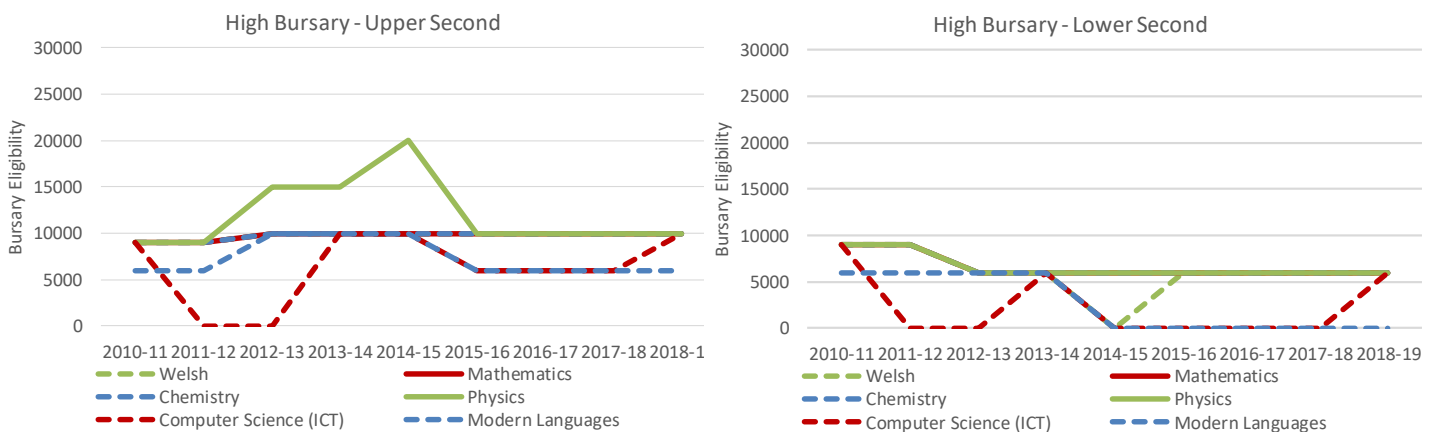
²⁸ Li Feng and Tim R. Sass, 'The Impact of Incentives to Recruit and Retain Teachers in "Hard-to-Staff" Subjects', *Journal of Policy Analysis and Management* 37, no. 1 (2018): 112–35; Charles Clotfelter et al., 'Would Higher Salaries Keep Teachers in High-Poverty Schools? Evidence from a Policy Intervention in North Carolina', *Journal of Public Economics* 92, no. 5–6 (June 2008): 1352–70, <https://doi.org/10.1016/j.jpubeco.2007.07.003>; Jennifer L. Steele, Richard J. Murnane, and John B. Willett, 'Do Financial Incentives Help Low-performing Schools Attract and Keep Academically Talented Teachers? Evidence from California', *NBER Working Paper No. 14780*, 2009, 40; Sam Sims, 'What Happens When You Pay Shortage-Subject Teachers More Money? Simulating the Effect of Early- Career Salary Supplements on Teacher Supply in England', *Gatsby Foundation*, n.d., 34

Annex A: ITE bursary and trainee data

Figure A1 – Level of bursary eligibility in Wales over time, by subject and degree classification
First class (high and medium bursary)



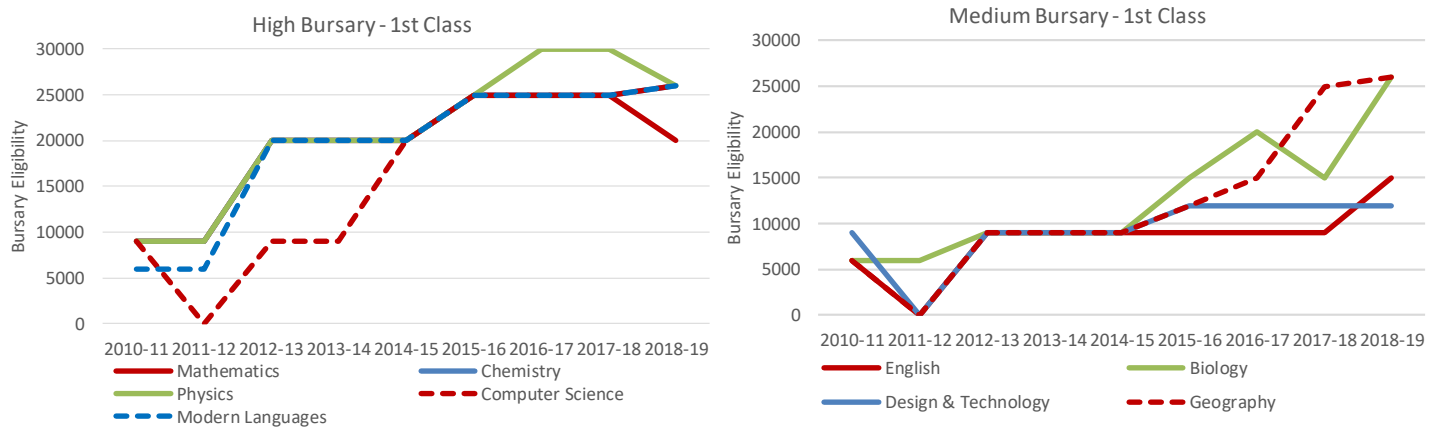
Upper and lower second class (high bursary)



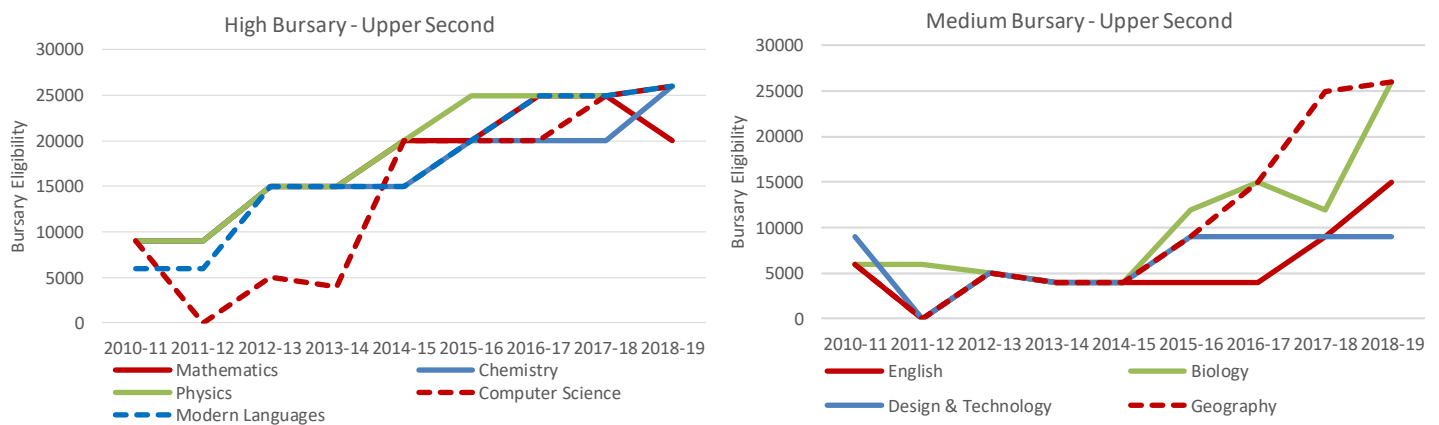
Sources: Welsh Government Teacher training incentives in Wales [2018/19](#), [2017/18](#), [2016/17](#), [2015/16](#), [2014/15](#), [2013/14](#), [2012/13](#), [2011/12](#), [2010/11](#)

Figure A2 – Level of bursary eligibility in England over time, by subject and degree classification

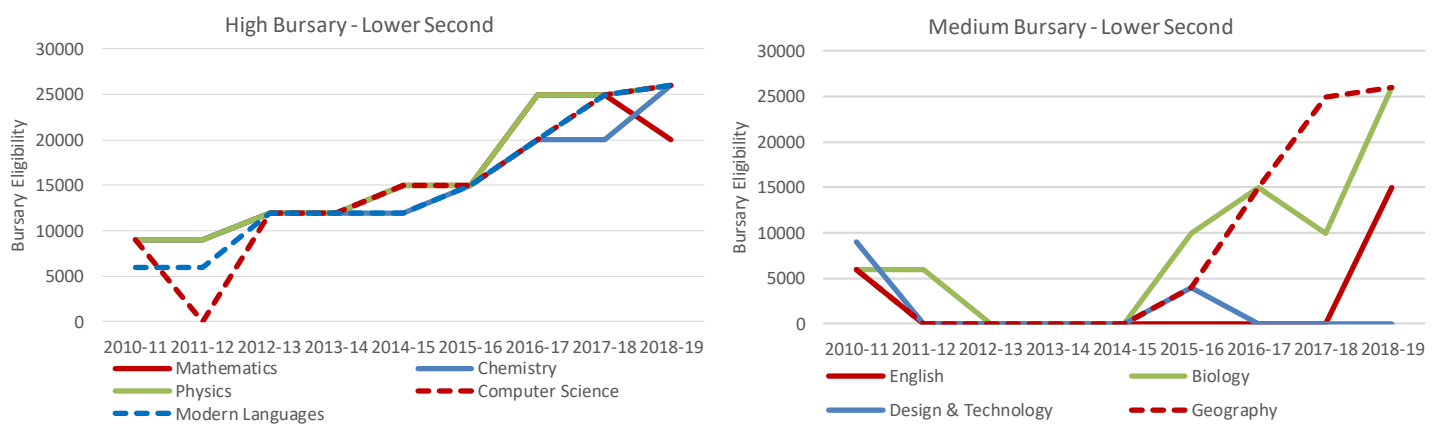
First class



Upper second

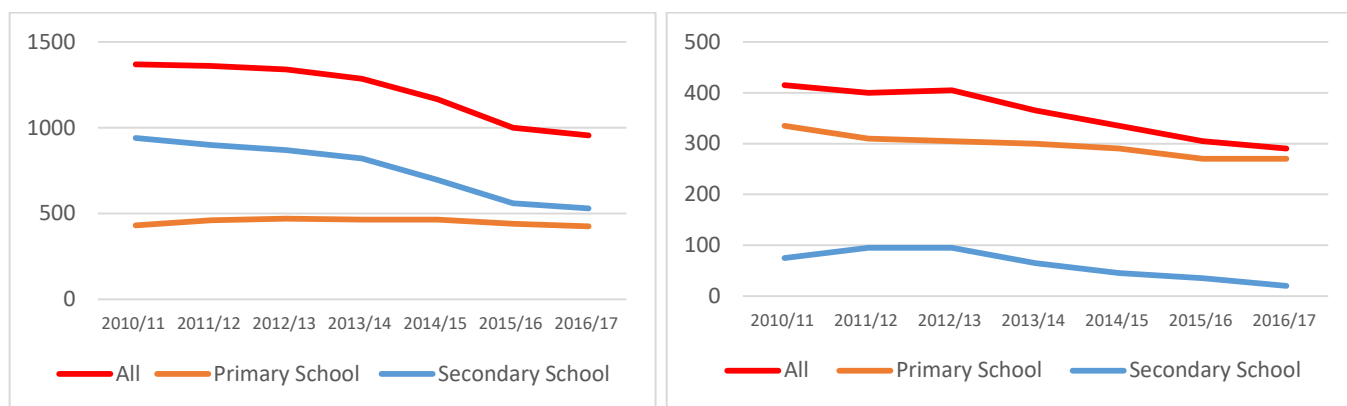


Lower second



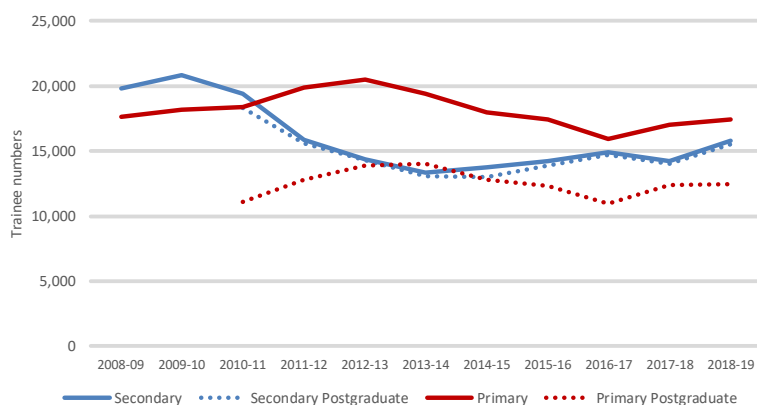
Sources and notes: Department for Education, ITT Bursary Guide, [2012/13](#), [2013/14](#), [2014/15](#), [2015/16](#), [2016/17](#), [2017/18](#), [2018/19](#); Teacher Development Agency, Funding Manual [2010/11](#), [2011/12](#). Maths incentives exclude new £5,000 retention bonuses in year 3 and year 5 of teaching career.

Figure A3 – (a) Number of first year postgraduate ITE trainees and (b) Number of first year ITE trainees on Other Degree, by school level and year



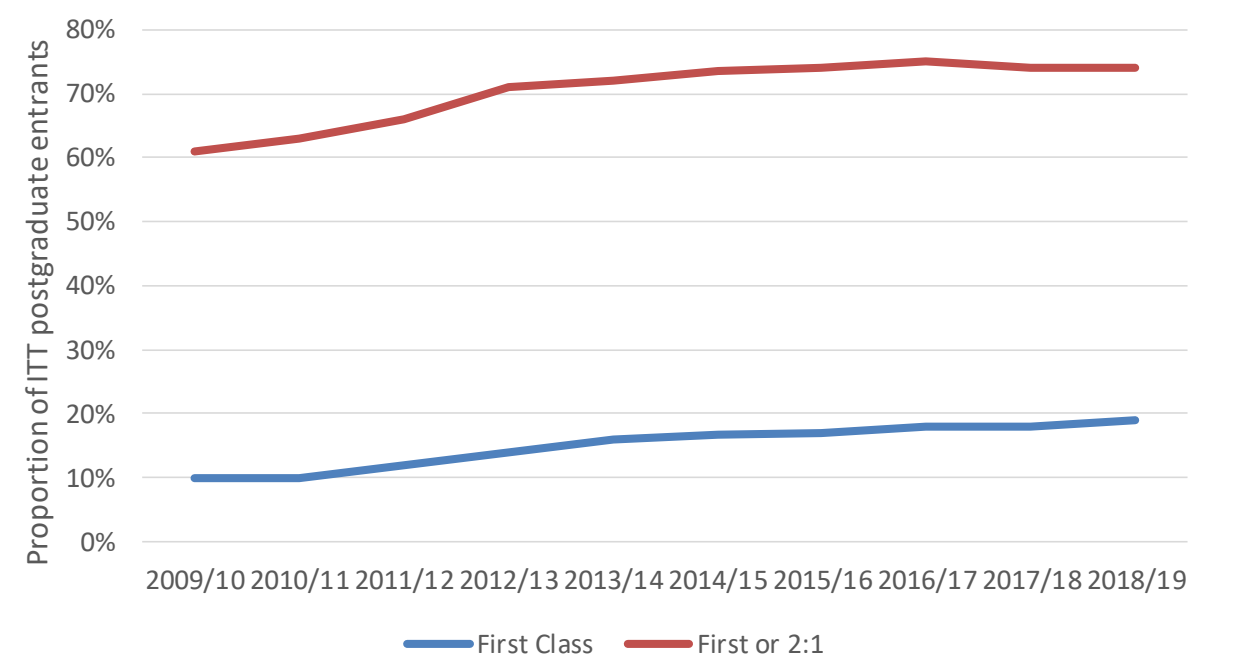
Source: HESA (May 2018)

Figure A4 – Total number of primary and secondary trainees in England and Wales over time



Sources and notes: Department for Education, Initial Teacher Training Census [2014/15](#), [2015/16](#), [2016/17](#), [2017/18](#) [2018/19](#). Figures exclude Teach First, which represented just under 1,200 trainees in 2018/19.

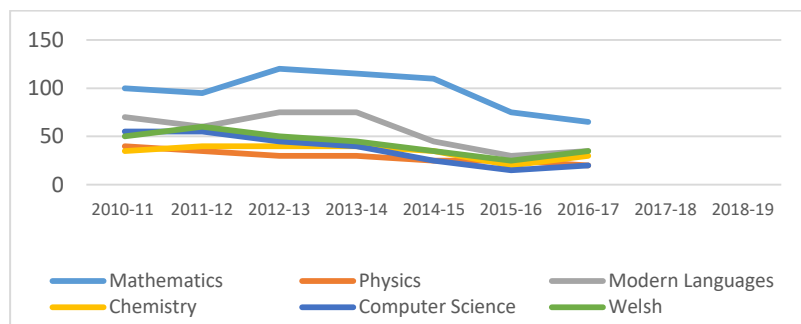
Figure A5 – Proportion of all ITT postgraduate entrants in England with different degree classifications over time



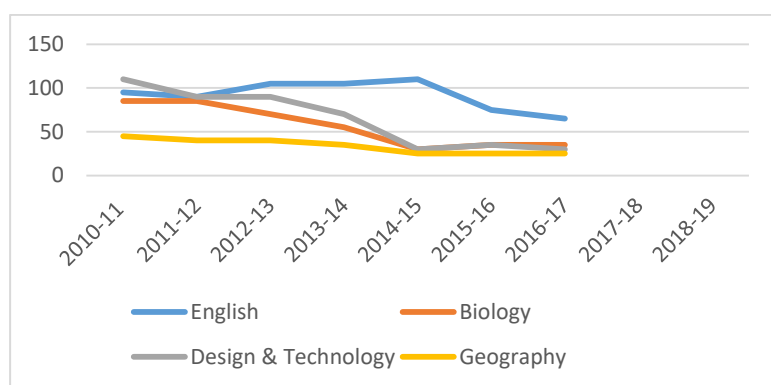
Source: Department for Education, Initial Teacher Training Census [2014/15](#) and [2018/19](#).

Figure A6 - Numbers of secondary school trainees by subject in Wales over time

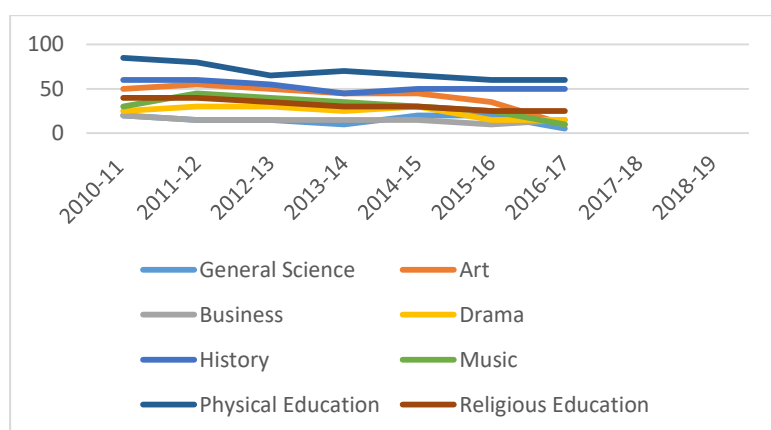
High bursary



Medium bursary



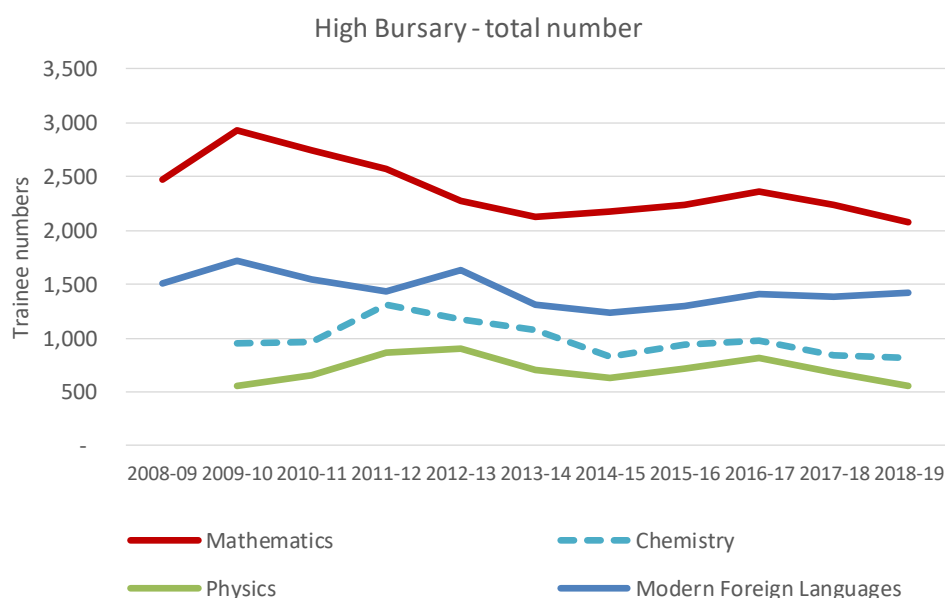
Low bursary



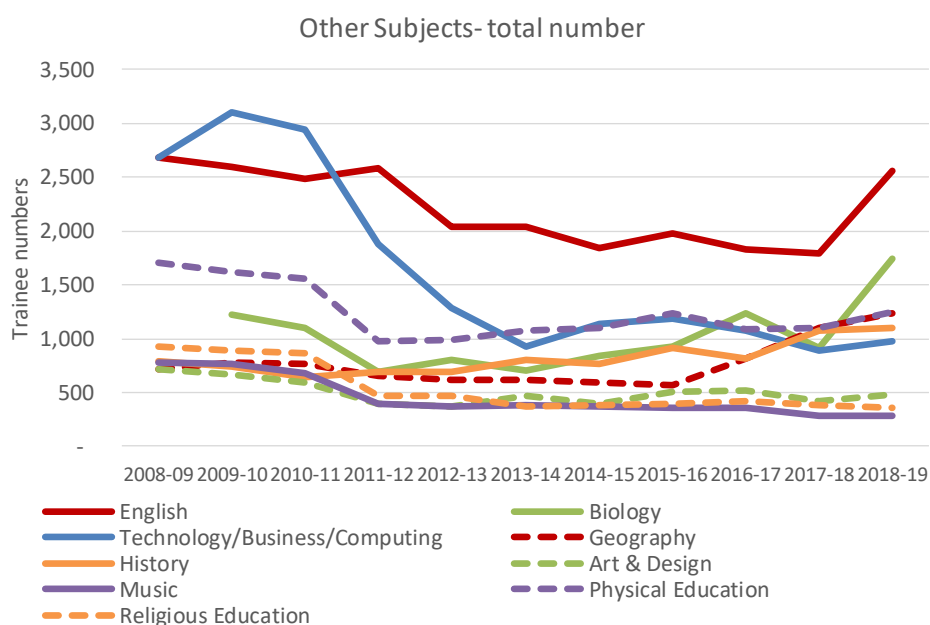
Source: HESA (May 2018)

Figure A7 – Numbers of secondary school trainees by subject in England over time

High Bursary Subjects

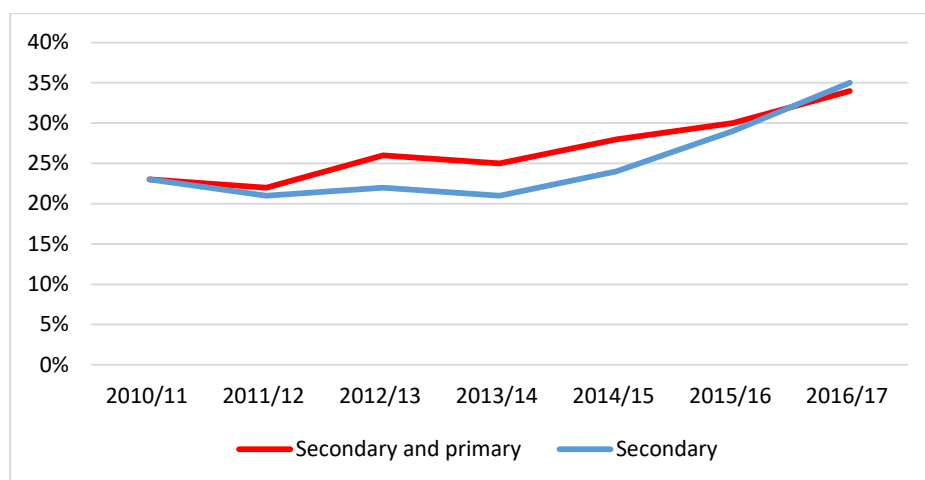


Other Subjects



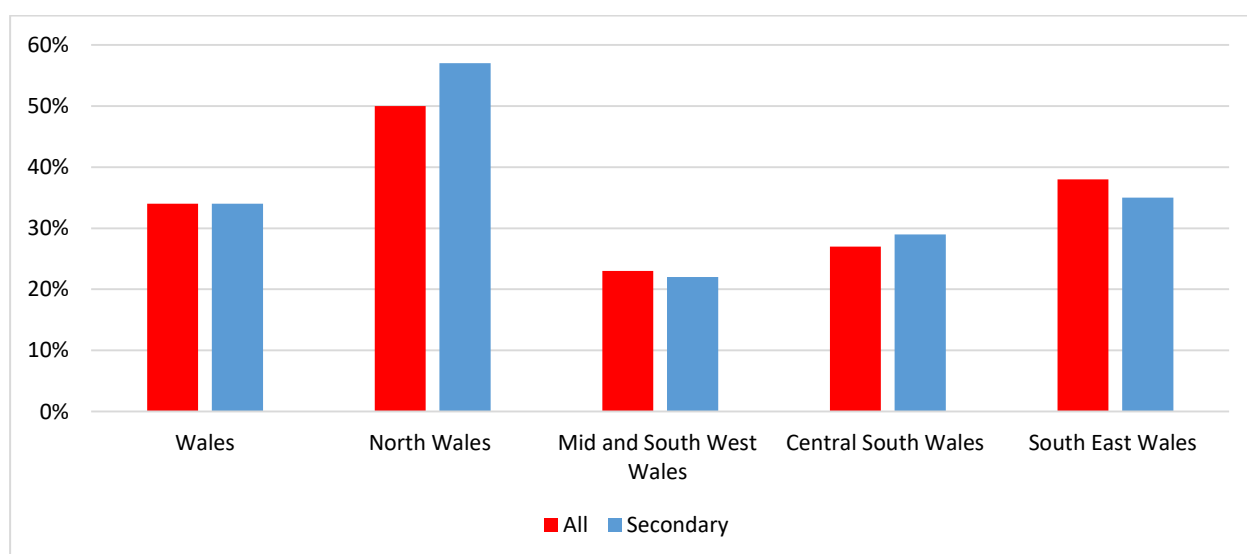
Sources and notes: Department for Education, Initial Teacher Training Census [2010/11](#), [2011/12](#), [2012/13](#), [2013/14](#), [2014/15](#), [2015/16](#), 2016/17, [2017/18](#), [2018/19](#). 2008/09 to 2010/11 includes all trainees, 2011-12 onwards represents all postgraduate trainees (excluding Teach First); English includes drama up to 2012-13 and different years of data suggest different levels for 2011/12; Individual Science data taken from individual year releases from 2010/11 to 2013/14; Technology, Computing and Business are combined due to changing categories across years; Social Studies and Other are combined due to changing categories across years. Figures exclude Teach First, which represented just under 1,200 trainees in 2018/19.

Figure A8 – Proportion of Welsh domiciled students on ITE courses in the UK, studying in England



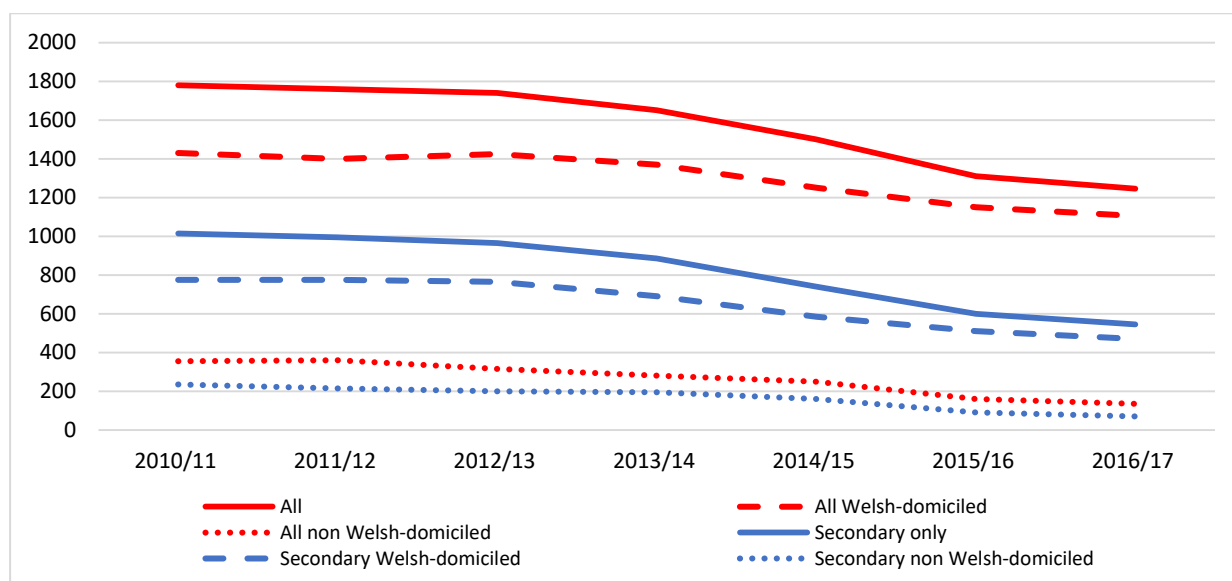
Source: HESA (May 2018)

Figure A9 – Proportion of Welsh domiciled students by region on ITE courses in the UK, studying in England AY 2016/17



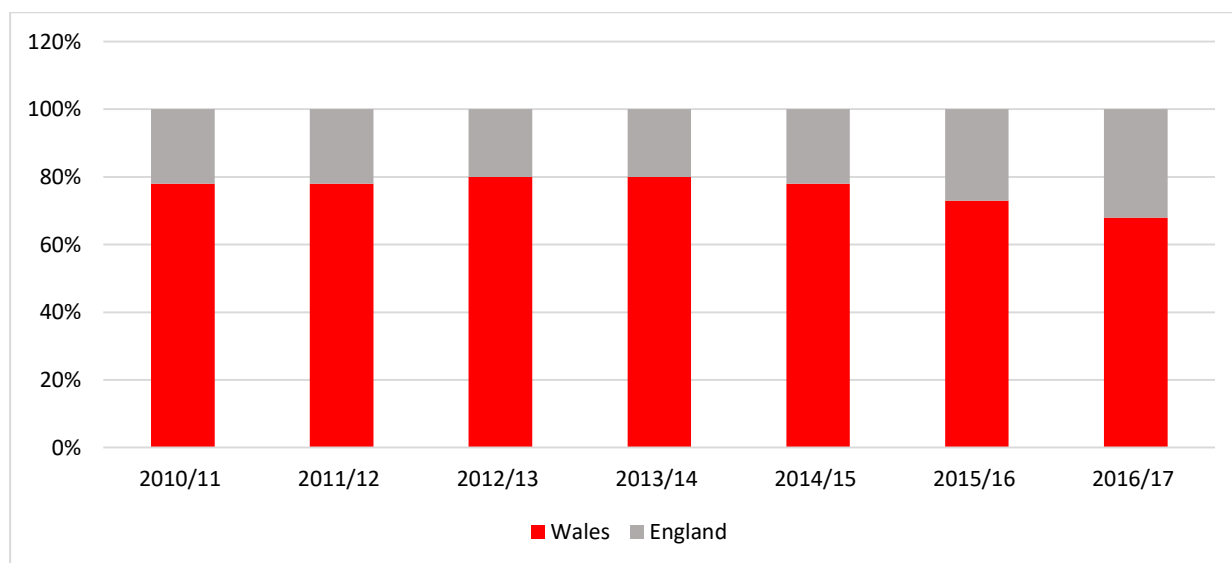
Source: HESA (May 2018)

Figure A10 – Proportion of first years trainees on ITE courses in Wales by home county and year



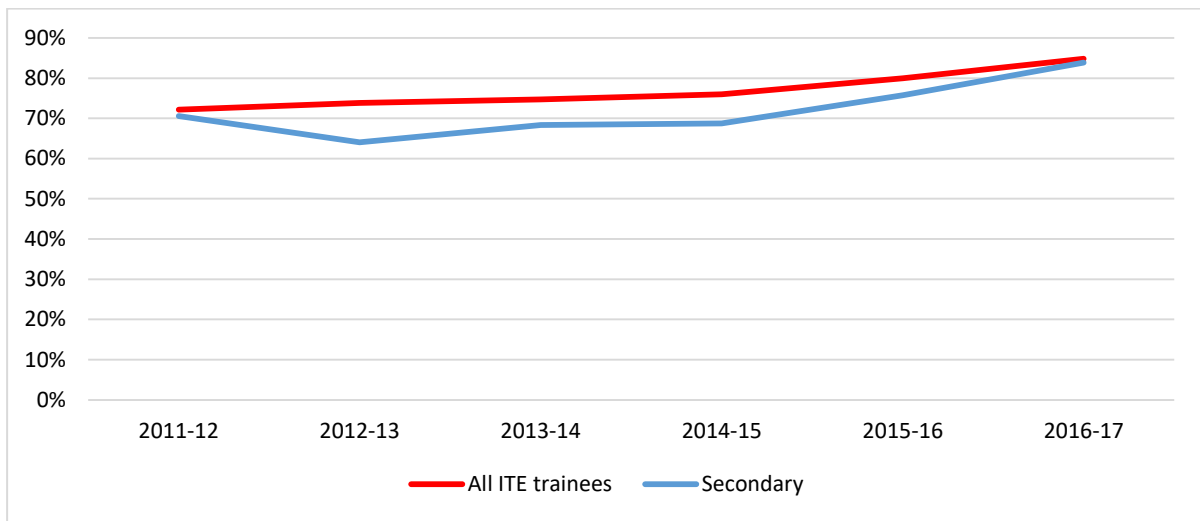
Source: HESA (May 2018)

Figure A11 – Proportion of Welsh domiciled students qualifying on ITE courses by country of study



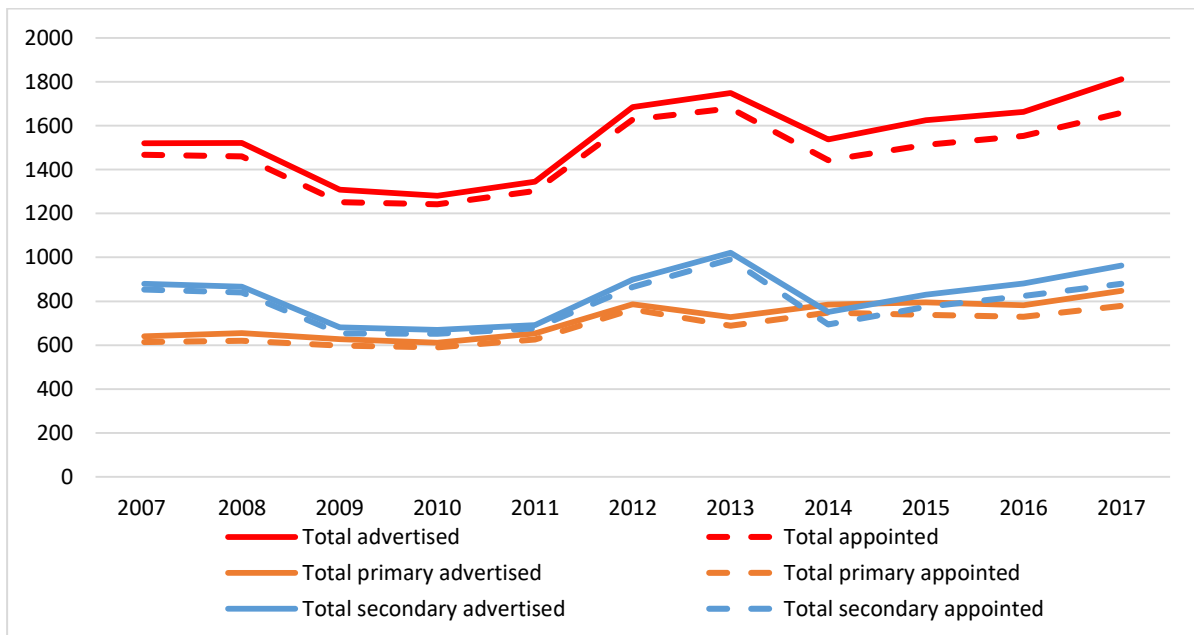
Source: HESA (May 2018)

Figure A12 – Proportion of students completing ITE courses in Wales staying in the country, over time



Source: HESA's Destination of Leaders Survey

Figure A13: Teaching posts advertised and appointments made in Wales, 2017



Source: PLASC Welsh Government