



## EDUCATION WORKFORCE COUNCIL RESPONSE TO THE MIGRATION ADVISORY COMMITTEE CALL FOR EVIDENCE JULY 2017

### About the Education Workforce Council

The Education Workforce Council (EWC) is the independent regulator in Wales for teachers in maintained schools, Further Education teachers and learning support staff in both school and FE settings, as well as youth / youth support workers and people involved in work-based learning. The Education Workforce Council was established by the *Education (Wales) Act 2014*. Under the Act, the General Teaching Council for Wales (GTCW) was reconfigured and renamed to become the Education Workforce Council (EWC). The EWC came into being on 1 April 2015.

The principal aims of Council are to:

- contribute to improving the standards of teaching and the quality of learning in Wales;
- maintain and improve standards of professional conduct amongst teachers and persons who support teaching and learning in Wales;
- safeguard the interests of learners, parents and the public and maintain public trust and confidence in the education workforce.

This document is supplied by the Education Workforce Council in support of the Migration Advisory Committee call for evidence issued in July 2017. The report aims to provide some national context relevant to Wales and will also highlight some of the key challenges relating to the education workforce. The report will draw on key information and data, and also unique data from the register of practitioners. This information complements the previous report submitted to the Migration Advisory Committee in 2016.

### Composition of the Education Workforce in Wales

The EWC maintains one of the most comprehensive registers of the education workforce in both the UK and beyond and regularly supplies Welsh Government with valuable data from the Register to support workforce planning. This ensures that policy can be responsive to changes in supply and demand. As at 1 March 2017, there were 36,182 registered school teachers, 5,732 Further Education teachers, 31,438 school learning support workers, and 2,719 Further Education learning support workers (based on primary category of registration). This is the first time that data for learning support workers has been available. New data relating to the youth work and work-based learning sector is emerging following their requirement to register in April 2017. Official figures will be published in our next statistical digest, however it is possible to provide data as at 23 October 2017 as an indicator of the numbers involved. This is intended to be *indicative* only and official data will be available in March 2018. There are 2,306 work-based learning practitioners, 340 youth workers and 611 youth support workers (based upon primary category of registration).

## Welsh Government Policy

It is important to highlight that education policy in Wales differs greatly from that of other UK countries. There are currently extensive reforms ongoing in Wales which will impact upon the wider profession. Education policy is emphasising a 'self-improving school system' intending to develop capacity and skills from within Wales. This has the potential to create conditions which make it more difficult for those outside of Wales to enter the employment market.

- The Welsh Government has developed a clear policy in relation to the Welsh Language following publication of *Cymraeg 2050: A million Welsh Speakers*<sup>1</sup>. This is likely to stimulate a demand for more Welsh speaking educators therefore candidates with Welsh language ability are in demand and may find it easier to secure employment. It must also be noted that some areas of Wales have predominantly Welsh-speaking communities and some have higher proportions of Welsh schools. Details about the current Welsh language ability of registrants which is held on the register of practitioners is provided in Annex A. This currently relates to registered school teachers only, however data pertaining to the newer groups will become available in the near future. Also provided is data currently held in relation to ethnicity and national identity.
- The Welsh Government has recently published new professional standards for the teaching profession. Newly qualified teachers will be working to the new standards from 1 September 2017, and will be adopted by existing teachers by 2018 to allow sufficient time for transition. Welsh language skills feature as part of the professional learning standard, and there is an expectation that educators develop their Welsh language ability. At Qualified Teacher Status (QTS) level, this means 'there is a commitment to incremental development of personal skills in the use of the Welsh language'. The descriptor for sustained highly effective practice is 'the teacher actively seeks opportunities to apply and extend their understanding and skill in the use of the Welsh language'. New professional standards are also being developed for the Further Education and work-based learning practitioners and for learning support workers. These are likely to have a similar focus on Welsh language and culture.
- The Welsh Government commissioned the Education Workforce Council to undertake a national workforce survey between 31 October 2016 and 9 January 2017<sup>2</sup>. This covered a range of topics such as workload, professional development, performance management, and Welsh language ability etc. This will be used by Welsh Government to influence education policy going forward. Separate surveys were undertaken for the various groups i.e. school and FE teachers and learning support workers, and those working on a supply basis. The full report was published in April 2017. The survey highlighted some challenges relating to the teaching profession in general, in particular relating to workload, although the responses varied across the different groups. Coupled with some of the negative media surrounding the profession as a whole, this is likely to impact upon the perception of teaching as a profession of choice.
- The Welsh Government is undertaking extensive reforms in relation to the Welsh national curriculum which will have a significant impact upon the education workforce. The Cabinet Secretary for Education has recently announced that the new curriculum, initially planned for implementation in 2021, will now be introduced in a phased approach from 2022. This constitutes an ambitious policy to overhaul the Welsh education sector, and is likely to

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<sup>1</sup> *Cymraeg 2050 A million Welsh Speakers*: <http://www.assembly.wales/Laid%20Documents/GEN-LD11108/GEN-LD11108-e.pdf#search=one%20million%20welsh%20speakers>

<sup>2</sup> National Education Workforce Survey: Available from [www.ewc.wales](http://www.ewc.wales)

significantly impact upon the workforce charged with designing and working with the new model.

- The Additional Learning Needs Bill is another area where there will be significant changes to the current arrangements. The Education Workforce Council has recently undertaken a piece of work on behalf of Welsh Government to identify individuals currently working as a Special Educational Needs Coordinators within maintained schools and Further Education Institutions with a view to assessing the current state of play in terms of numbers. This was tied back to data held on the register of practitioners to provide information to support ongoing policy development.
- There are reviews ongoing in relation to several organisations in the areas of education which again reflects the challenging climate within the education sector. On 4 July 2017, the Cabinet Secretary for Education and Chief Inspector of Estyn announced<sup>3</sup> that there would be an independent review of Estyn which will be conducted by Professor Graham Donaldson which was due to start in August with the final report due in early 2018. There is also a review ongoing in relation to the role of Wales Institute of Social and Economic Research, Data and Methods (WISERD). WISERD has a significant role in developing the quality and quantity of education research in Wales. There is a review ongoing in relation the Higher Education Funding Council in Wales. The Welsh Government consultation on a reformed, post-compulsory education and training system concluded on 23 October 2017. The Education Workforce Council has submitted a response to the consultation to highlight some areas that need to be considered prior to taking forward some of the proposals. The rate and pace of reforms in Wales represents a key challenge to those employed within the education workforce across all sectors and at all levels from teaching assistants to leadership roles.
- A new Leadership Academy for Wales has been announced which aims to strengthen school leadership, whilst the academy will initially be charged with the quality assurance of the National Professional Qualification in Headship, it is likely that their role will evolve over time.

## Teacher Supply in Wales

- Historically, there has been an oversupply of teachers in Wales and in broad terms, there are not the same issues relating to teacher shortages that have been experienced in other parts of the UK. This is an area closely monitored by Welsh Government who set intake targets for Initial Teacher Education programmes in Wales. There are, however some challenges in four key areas:
  - Headteacher recruitment
  - Ability to teach through the medium of Welsh
  - New teachers (Higher Education Institutions have failed to recruit to their ITE targets for the last 3 years)
  - STEM subjects
- In April 2017, the Education Minister announced a range of financial incentives to attract the best graduates into specific areas of teaching such as physics, chemistry, mathematics, Welsh, computer science and modern foreign languages.

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<sup>3</sup> <https://www.estyn.gov.wales/news/drive-improve-education-heart-estyn-review>

- The Education Workforce Council recently undertook some analysis and research in relation to teacher recruitment which was presented at a policy briefing In May 2017. This highlighted some key challenges impacting upon the profession which particularly affect new teachers;
  - Better financial incentives to train in England
  - Difficulty of obtaining permanent posts in Wales with EWC data showing that over 80% of new teachers in Wales have fixed term contracts or are working on a supply basis.
  - Perception that the career is getting harder and the profession is unattractive
  - Fewer people from outside Wales are training in Wales
  - Perceived workload and administration issues.
  
- There is evidence pertaining to issues around teachers being able to secure suitable employment, suggesting an oversupply in some areas / phases. The national education workforce survey indicated that 29.5% of respondents who were working as supply school teachers were primarily doing so because there is a lack of permanent / temporary long term contracts (for school supply learning support this figure is higher at 38.1%).
  
- In broad terms, whilst Wales does not have any particular issues relating to the recruitment of teachers, there are early indications that there are some difficulties recruiting to headteacher posts in Wales. This is an area in which the Education Workforce Council is currently undertaking research which will be presented at a policy briefing<sup>4</sup> on 14 December 2017. Early indications suggest there are area a number of challenges across the UK relating to faith schools, rural schools, and smaller schools where there is a teaching commitment. The Education Workforce Council will be producing a report on the findings which can be made available to the Committee if this would prove useful.
  
- In terms of Initial Teacher Education, the Welsh Government produce statistics<sup>5</sup> which include the home country of first years on ITE programmes. The most recently published statistics (June 2017) show a decline year on year for other EU students (45 in 2011/12 to 15 in 2015/16).
  
- In May 2017, the Education Workforce Council presented some data and research at a policy briefing sponsored by Llyr Gruffydd AM. This looked into teacher recruitment and retention in Wales. There had been anecdotal evidence that many teachers who had trained in Wales had taken up positions outside the UK due to an inability to secure employment in Wales. This was explored further with the Australian Teacher Registration Boards and the Scottish and Irish Teaching Councils. For example, information from the General Teaching Council Scotland indicated that 133 registrants held teaching qualifications gained in Wales. Information from the Teaching Council NI indicate that c. 268 of their registrants held initial teaching qualifications gained in Wales. A total of 6 registration boards in Australia confirm they have individuals on their register who completed qualifications in Wales (some refer to a combination of qualifications that meet the registration requirement).

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<sup>4</sup> EWC Policy Briefing: Leadership Matters: <https://www.ewc.wales/site/index.php/en/research-statistics/policy-briefing>

<sup>5</sup> Stats Wales Statistical Bulletin, Initial Teacher Education in Wales 2015/16. Online, available from: <http://gov.wales/docs/statistics/2017/170615-initial-teacher-education-2015-16-en.pdf>

- The current scarcity of permanent positions in Wales coupled with attractive employment packages offered overseas may impact upon the number of teachers who trained in Wales taking up positions abroad. Whilst Wales does *not* recognise qualifications from other non-European countries such as Australia and Canada, UK teaching qualifications *are* recognised in several overseas territories which removes some barriers to those wishing to teach outside of the UK. A recent development is that in Dubai, a pilot licensing scheme for teachers has been successfully implemented with the aim to license 20,000 teachers by 2021. In a recent announcement<sup>6</sup> (June 2017), Dubai's Knowledge and Human Development Authority announced that some countries will be included on a list of licences exempted from the Teacher and Educational Leadership (TELS) Standards exams. Wales features on the list along with USA, Ireland, South Africa, New Zealand, Australia, England, and Scotland. Whilst the UK does not issue teaching licences per se, QTS will be deemed equivalent. This potentially opens up more opportunities for employment outside Wales and the Eurozone.

## Overseas Applications

The EWC is the competent authority in Wales for recognising applicants for the award of QTS under the European Council 2005/36/EC directive. As such the EWC can provide some valuable insight into some current trends.

- A breakdown of applications for QTS from those who qualified outside of Wales from 2003 - 04 to 2016-17 is provided in annex A.
- The highest number of applications for recognition under the European Directive was received in the 2013 - 2014 financial year (96, of which 65 were awarded QTS). From 2015 onwards, applications have started to decline, with only 28 applications received in the 2016 – 17 financial year (of which only 17 were successful in being granted QTS). It does not follow, however that all will go on to register with the Education Workforce Council or gain employment in Wales. It may also be the case that some may find work in support roles until such time as a teaching post becomes available, or may seek employment in England for example.
- It would be possible to provide further data in relation to those who have successfully applied for recognition and have subsequently registered in Wales either as a teacher or in another category if this would prove useful.
- For the 2016 - 17 financial year, the highest number of applications for recognition was from Poland (8), however only 3 were successful. In general terms, applications are low in number and emanate from a range of countries with no particular trends discernible for 2016 - 17.
- Unlike some other professional regulators, there is no specific requirement at present in relation to English language ability that relates to teachers, however the level of fluency will invariably impact upon an individual's ability to secure employment. Coupled with the Welsh Government's drive to increase the number of Welsh speakers, proficiency in both Welsh and English will be a key consideration for schools appointing new teaching staff.
- The number of applications for recognition under the EU directive that have been declined in some cases appears high. A whole plethora of reasons are behind this, for example, some applicants apply for QTS status simultaneously from another UK teaching council /

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<sup>6</sup> Dubai teacher licences explained, Education Journal, 18 June 2017. Online, available from: [http://www.educationjournalme.com/news/dubai-teacher-licences-explained\\_111638](http://www.educationjournalme.com/news/dubai-teacher-licences-explained_111638)

equivalent, therefore their application may be declined in Wales, purely on the basis that they have already been awarded QTS elsewhere, and are therefore eligible to work in Wales subject to meeting registration requirements. Other reasons for declined applications relate to having undertaken insufficient pedagogical hours, only being eligible to teach Special Educational Needs students, or are qualified in early years education only.

- Further work is being undertaken by the Education Workforce Council to enable more detailed future analysis of those apply for recognition under the EU directive to identify trends. As a general observation, there are many applicants who are eligible to teach primary curriculum, however there are low vacancy rates in this phase generally in Wales. Whilst it would be difficult to provide definitive numbers without further analysis, it is apparent that many applicants are very highly qualified with many holding post graduate qualifications, some in more than one subject area. There are many applicants who hold science-based qualifications which is where there are shortages across the UK. Those involved in the assessing overseas applications report that the number of applications often tends to correspond with the economic climate within the neighbouring countries.
- A large number of individuals were not resident in the UK at the time of their application, and it is not clear if there is a clear intention to secure employment in the UK, or if gaining QTS overseas is a way of opening up potential avenues of employment.
- It must also be noted that in order to work as a teacher in Wales, there is a requirement to register with the EWC which incurs a fee. There is no registration requirement in England which may impact upon the location applicants chose to work. Wales also has very permeable borders with England which means it may be easier for those living in Welsh border towns to secure employment in England.
- The Education Workforce Council is willing to assist in providing the Migration Advisory Committee with further analyses of data held by the organisation if this would assist in developing future policy. As the data relating to the new registrant groups becomes richer, the EWC will be in a position to provide more in-depth information in the near future relating to work-based learning practitioners and the youth work sector.

**Annex A: Welsh language ability of EWC registered school teachers (Source: EWC Statistical Digest 2017)**

	Welsh speaker						Able to teach through medium of Welsh					
	March 2013	March 2014	March 2015	March 2016	March 2017		March 2013	March 2014	March 2015	March 2016	March 2017	
	Percentage (%)	Percentage (%)	Percentage (%)	Percentage (%)	Number of teachers	Percentage (%)	Percentage (%)	Percentage (%)	Percentage (%)	Percentage (%)	Number of teachers	Percentage (%)
Yes	32.5	32.9	33.1	33.3	12,036	33.3	26.9	27.2	27.3	27.4	9,928	27.4
No	59.4	59.8	60.3	59.7	21,950	60.7	64.8	65.4	65.9	65.3	23,978	66.3
Unknown	8.1	7.3	6.6	7.1	2,196	6.1	8.3	7.5	6.7	7.2	2,276	6.3
<b>TOTAL</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>36,182</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>36,182</b>	<b>100%</b>

**Number of school teachers registered with the EWC by Ethnicity (Source: EWC Statistical Digest 2017)**

	March 2013	March 2014	March 2015	March 2016	March 2017	
	Percentage (%)	Percentage (%)	Percentage (%)	Percentage (%)	Number of teachers	Percentage (%)
Any other ethnic group	0.1	0.1	0.1	0.1	33	0.1
Asian or Asian British: Any other Asian background	0	0.1	0	0.1	23	0.1
Asian or Asian British: Bangladeshi	0	0	0	0	14	0
Asian or Asian British: Indian	0.1	0.1	0.1	0.1	45	0.1
Asian or Asian British: Pakistani	0.1	0.1	0.1	0.1	45	0.1
Black or Black British: African	0.1	0.1	0.1	0.1	26	0.1
Black or Black British: Any other Black background	0	0	0	0	6	0
Black or Black British: Caribbean	0.1	0.1	0.1	0.1	27	0.1
Chinese or Chinese British	0	0	0	0	12	0
Mixed: Any other mixed background	0.2	0.2	0.2	0.2	55	0.2
Mixed: White and Asian	0.1	0.1	0.1	0.1	49	0.1
Mixed: White and Black African	0	0.1	0	0.1	21	0.1
Mixed: White and Black Caribbean	0.1	0.1	0.1	0.1	33	0.1
Mixed: White and Chinese	0	0	0	0	2	0
White: Any other white background	1.8	1.9	1.9	1.9	694	1.9
White: British	83.4	84.5	85.6	86.1	31,439	86.9
I do not wish my ethnic group to be recorded in any way	1.5	1.4	1.4	1.3	467	1.3
Unknown	12.4	11.2	10.1	9.6	3,191	8.8
<b>TOTAL</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>36,182</b>	<b>100%</b>

**Number of School teachers registered with EWC by National Identity (Source: EWC Statistical Digest 2017)**

	March 2013	March 2014	March 2015	March 2016	March 2017	
	Percentage (%)	Percentage (%)	Percentage (%)	Percentage (%)	Number of teachers	Percentage (%)
British	23.2	23.2	23.3	23.1	8,242	22.8
English	6.9	6.8	6.7	6.8	2,432	6.7
Irish	0.5	0.5	0.5	0.5	185	0.5
Scottish	0.4	0.3	0.3	0.3	110	0.3
Welsh	55.6	56.8	57.8	58.7	21,551	59.6
Other	0.9	1.0	1.0	1.1	387	1.1
I do not wish my national identity to be recorded in any way	0.8	0.7	0.7	0.7	238	0.7
Unknown	11.7	10.6	9.6	8.9	3,037	8.4
<b>TOTAL</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>36,182</b>	<b>100%</b>



**Annex B: Number of applicants for QTS from other UK countries and the EEA by year against total registrant population**

EEA					
Year	QTS Awarded	Not Awarded	Total Applications	Percentage successful applications for QTS (%)	Total registrant population
2003-04	5	4	9	55.6	37,816
2004-05	0	0	0	N/A	38,220
2005-06	31	15	46	67.4	38,479
2006-07	14	17	31	45.2	38,685
2007-08	20	11	31	64.5	38,942
2008-09	19	17	36	52.8	38,879
2009-10	34	16	50	68.0	38,896
2010-11	27	8	35	77.1	38,770
2011-12	50	14	64	78.1	38,290
2012-13	57	21	78	73.1	37,862
2013-14	65	31	96	67.7	37,673
2014-15	55	21	76	72.4	37,355
2015-16	24	18	42	57.1	36,951
2016 - 17	17	11	28	60.7	36,182
<b>TOTAL</b>	<b>418</b>	<b>204</b>	<b>622</b>		

Northern Ireland					
Year	QTS Awarded	Not Awarded	Total Applications	Percentage successful applications for QTS (%)	Total registrant population
2003-04	1	0	1	100.0	37,816
2004-05	5	0	5	100.0	38,220
2005-06	2	0	2	100.0	38,479
2006-07	0	0	0	N/A	38,685
2007-08	0	1	1	0.0	38,942
2008-09	1	0	1	100.0	38,879
2009-10	2	0	2	100.0	38,896
2010-11	2	0	2	100.0	38,770
2011-12	2	1	3	66.7	38,290
2012-13	0	0	0	N/A	37,862
2013-14	0	0	0	N/A	37,673
2014-15	1	0	1	100.0	37,355
2015-16	0	0	0	N/A	36,951
2016 - 17	0	0	0	N/A	36,182
<b>TOTAL</b>	<b>16</b>	<b>2</b>	<b>18</b>		

Scotland					
Year	QTS Awarded	Not Awarded	Total Applications	Percentage successful applications for QTS (%)	Total registrant population
2003-04	9	3	12	75.0	37,816
2004-05	8	0	8	100.0	38,220
2005-06	5	1	6	83.3	38,479
2006-07	3	1	4	75.0	38,685
2007-08	6	1	7	85.7	38,942
2008-09	9	1	10	90.0	38,879
2009-10	4	1	5	80.0	38,896
2010-11	8	2	10	80.0	38,770
2011-12	7	3	10	70.0	38,290
2012-13	2	1	3	66.7	37,862
2013-14	8	1	9	88.9	37,673
2014-15	3	1	4	75.0	37,355
2015-16	0	0	0	N/A	36,951
2016 -17	2	2	4	50.0	36,182
<b>TOTAL</b>	<b>74</b>	<b>18</b>	<b>92</b>		