Teachers: supply, retention and workload

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Summary

This briefing paper provides information about the supply and retention of teachers, including recent Government initiatives and some of the issues raised. It then outlines concerns over the workload of teachers and Government attempts to address this. It relates to England only.

Information on Initial Teacher Training is included in Library Briefing Paper 6710, Initial teacher training in England.

Supply and retention of teachers

It has been argued that a projected growth in pupil numbers, along with other factors, could increase pressure on the supply of teachers, particularly in certain subjects and in certain geographic areas. Linked to this, concerns have been raised regarding both the number of new entrants to the teaching profession and the retention of existing teachers.

The Government has announced a number of initiatives in an attempt to address issues of teacher supply. This has included a range of measures aimed at meeting a commitment made by the Coalition Government to train an additional 2,500 maths and physics teachers and to upskill 15,000 existing teachers who do not currently specialise in maths and physics. In addition, on 3 November 2015 the Education Secretary announced plans for a National Teaching Service – a national programme to deploy 1,500 teachers in underperforming schools, particularly in rural and coastal areas. The briefing provides further information on these and other initiatives.

Teacher workload

It has been argued by some, including the teaching unions, that workload is a major factor causing teachers to leave the profession. In October 2014, the Coalition Government launched the Workload Challenge – an online survey asking teachers for examples of unnecessary tasks that add to workload and for solutions and ideas about how to reduce it.

In its response to the Workload Challenge, the then Government set out a number of actions that it and Ofsted would take to help reduce teacher workload, including:

- The introduction of a minimum lead-in time for significant accountability, curriculum and qualifications changes, and a commitment not to make changes to qualifications during a course.
- A commitment not to make substantive changes which will affect pupils during the school year, or in the middle of a course resulting in a qualification.
- A commitment that Ofsted will not make substantive changes to the School Inspection Handbook or framework during the academic year, except where changes to statute or statutory guidance make it necessary.

In a letter to the Education Secretary on 9 February 2015, the teaching unions welcomed some of the plans in the Coalition Government’s response to the Workload Challenge. However, the letter stated that the Government’s proposals would not tackle the root cause of teacher workload, which it contended was “the high stakes system of accountability in general and Ofsted in particular”.

On 2 October, the Education Secretary announced the creation of three new workload review groups – the Marking Policy Review Group, the Planning and Resources Review Group, and the Data Management Review Group – to look at the “issues that teachers said caused the most bureaucracy”.

1. Teacher supply and retention

Overall pupil numbers in state funded schools began to increase in 2011 and are projected to continue rising. Between 2015 and 2024 the number of pupils in state-funded primary schools is expected to increase by 8%, or 335,000, and the number in state-funded secondary schools by 20%, or 547,000.1

It has been contended that this projected growth in pupil numbers, along with an improving economy creating greater competition for graduates, could increase pressure on teacher supply, particularly in certain subjects including maths, physics, and design and technology.2

Questions have also been raised about the additional languages teachers that will be required under the Government’s proposals that in time 90% of pupils in mainstream schools should be entered for the English Baccalaureate.3

1.1 Supply of new teachers

The Department for Education uses a statistical model – the Teacher Supply Model – to estimate the number of postgraduate trainees required in England in each subject and phase for one year in advance. The initial teacher training census measures the recruitment of trainee teachers, including the number recruited against the number required under the Teacher Supply Model.4

2015-16 initial teacher training census

The Initial Teacher Training census for the 2015-16 academic year showed that entrants to primary level were 16% above target. Numbers at secondary were 18% or around 3,400 below target. There was an overall shortfall across both levels of around 1,600. There were wide variations across secondary subjects, with the largest absolute shortfalls in design and technology (750 or 59%), physics (310 or 29%), art and design (290 or 37%), religious education (240 or 37%) and languages (200 or 13%). Overall recruitment was above target in each year from 2006-07 to 2011-12, but has been below since.5

The teaching unions also expressed concern at the census figures. For example, Brian Lightman, General Secretary of the Association of School and College Leaders, stated:

We are extremely concerned at the significant shortfall in new trainee teachers in secondary subjects. This means that there are more than 3,400 fewer secondary trainees entering the profession this year than are needed. There are serious shortfalls in the core

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2 For example, “ASCL survey reveals scale of growing teacher recruitment crisis”, ASCL, 13 April 2015. Also see, Education Committee, Oral evidence: Role and Responsibilities of the Secretary of State, HC 402, Wednesday 9 September 2015, Q64-67.
3 PQ HL 3348, 19 November 2015
4 Department for Education, Initial teacher training census for the academic year 2015 to 2016, England, 19 November 2015, p3
5 Ibid.
subjects of maths and science, and also in languages and geography, both of which are also English Baccalaureate subjects.  

2014-15 initial teacher training census

The Initial Teacher Training census for the 2014-15 academic year showed that 93% of the primary and 91% of secondary target places were filled. There was an overall shortfall of around 2,300. There were again wide variations across secondary subjects.

In his 2014/15 annual report, published in November 2015, Sir Michael Wilshaw, the chief inspector of schools expressed concern about the number of entrants to the teaching profession, particularly in STEM subjects:

…although we have an increasingly high standard of entrants into the teaching profession, we do not have enough of them and too many are opting not to work in the most challenging areas. Across England, the number of entrants into teacher training has fallen by almost 6,500 since 2009/10 and this year was 7% below the number needed. There continue to be shortages in STEM (science, technology, engineering and mathematics) subjects in particular.

In response to a parliamentary question the then Schools Minister, David Laws, stated that the shortfall in the number of entrants to teacher training in 2014-15 would not result in a shortage of teachers, and that the quality of trainees was high:

Kevin Brennan: To ask the Secretary of State for Education, what assessment she has made of the implications for her policies on teacher recruitment of the Chief Inspector of Schools Annual Report 2014.

David Laws: Provisional data in the Initial Teacher Training Census shows that 94% of targeted initial teacher training (ITT) places were filled in 2014/15. The shortfall will not result in a teacher shortage, since not all newly qualified teacher progress into teaching immediately after training, and schools can recruit teachers from other avenues. The quality of entrants to ITT remains high with 73% of all new postgraduate entrants in 2014/15 holding a 2:1 degree or higher and 17%, a new record, having a first. This confirms that teaching remains an attractive career choice for the best graduates and is recruiting well in a competitive graduate employment market.

It has been contended that changes to the initial training of teachers, and in particular the expansion of the schools direct programme, have the potential to cause local mismatches of supply and demand of teacher training places. More information on these reforms, and the

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6 Trainee teacher shortfall will have ‘serious impact’, ASCL, 19 November 2015.
9 PQ 218427 [on teacher recruitment], 11 December 2014.
10 Universities UK, The impact of initial teacher training reforms on English higher education institutions, 30 October 2014.
debate over their impact on teacher supply, is available in Library Briefing Paper 6710, *Initial teacher training in England.*

### 1.2 Retention of existing teachers

In addition to the supply of new teachers, concerns have also been raised by some regarding the retention of existing teachers. For example, a 2015 YouGov survey conducted for the NUT of around 1,000 teachers in England, suggested that 53% were “thinking of leaving the profession in the next two years.”

The total full-time equivalent number of teachers in publicly funded schools in England increased by around 5,000 to 455,000 in November 2014. This is the highest total on the current series (which began in 2010). Pupil numbers have been increasing at the same time and the ratio of pupils to qualified teachers has remained virtually unchanged over the past four years.

49,100 qualified teachers left the state-funded sector in the 12 months to November 2014, a ‘wastage rate’ of 10.4%. This rate was above equivalent figures for 2013 and 2012 (9.7% and 9.4% respectively). The number of teachers leaving the profession was higher than the number entering for the first time since 2011, although the gap was just 200. In the previous year, around 3,000 more joined the profession than left.

19% of newly qualified entrants to the sector in 2012 were not recorded as working in the state sector two years later. The five year out-of-service rate for 2010 entrants was 28%, the ten year rate for 2005 entrants was 38%. Neither rate has shown much change over time. It is important to realise that teachers classed as ‘out of the profession’ at any one date can and do return – these figures summarise flows into and out of the profession not permanent states. At the end of March 2013, there were around 230,000 qualified teachers aged under 60 who had worked in state schools in England but were no longer doing so.

A May 2012 Education Committee report emphasised the importance of distinguishing between the movement of teachers between schools and the loss of teachers from the system. It additionally stated that “other broadly comparable schemes – public sector graduate professions with similar starting salaries – have similar retention rates to teaching, if not worse”. In light of this, the Committee’s report concluded that “retention rates amongst the profession as a whole

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perhaps present less cause of concern than sometimes suggested”, but also recommended that the Department for Education commission research to examine the barriers to teacher retention.18

In his 2014-15 annual report, Sir Michael Wilshaw welcomed an increase in the number of teachers returning to the profession but expressed concern that many newly qualified teachers decide not to teach in the state sector in England:

It is welcome that the number of teachers returning to the profession has increased. However, many newly qualified teachers in particular continue to leave to teach abroad or in the independent sector or decide that teaching is just not for them.19

1.3 Education Committee inquiry

On 16 October 2015, the Education Committee launched an inquiry into the supply and retention of teachers. Ahead of a one-off evidence session, the Committee called for evidence on:

• Whether there is a ‘crisis’ in the recruitment and retention of teachers, including at senior levels of the profession, at a regional level, and by subject, and how the situation may develop during the 2015 Parliament.
• What the root causes of the current situation with regard to the supply of teachers are.
• What further action should be taken by the Government to tackle teacher shortages.20

The Committee will take oral evidence from a range of witnesses, including the Schools Minister, Nick Gibb, on 9 December 2015.

18 Ibid, p37
20 Supply of teachers examined in Education Committee inquiry, Education Committee, 16 October 2015.
2. Government initiatives to encourage teacher recruitment

Along with marketing campaigns, there are a number of financial incentives aimed at encouraging recruitment to initial teacher training. These include bursaries and scholarships for individuals training in certain subjects. The level of bursary varies with the subject and with the degree class that the trainee has. In addition, some teacher training routes offer a salary during training (for example, Teach First and School Direct (salaried)). More information on the various routes into teaching, including the financial incentives they offer, is provided in Commons Library Briefing Paper 6710, Initial teacher training in England.

This section provides details of other recent initiatives to encourage teacher recruitment.

2.1 March 2015 announcement: Maths and science teachers

In December 2014, the Coalition Government made a commitment, subsequently reiterated in the Conservative Party manifesto, to train 17,500 maths and physics teachers over the next five years “over and above current levels”. It was announced that the cost of the scheme would be £67 million. In March 2015, details of the initiatives to fulfil this commitment were announced. They included:

- Plans to deliver 2,500 new maths and physics teachers by:
  - Providing support for trained maths and physics teachers who want to return to the profession (from April 2015).
  - Introducing new fast-track programmes to attract career changers into teaching, including new part-time training routes.
  - Offering up to £15,000 to maths and science undergraduates in return for a commitment to teach for three years after graduating.
  - Piloting new physics degrees, to begin from 2016-17, that will allow students to get a teaching qualification alongside their degree.
  - Expanding the existing maths and physics chairs programme, under which individuals with PhDs are recruited on an uplifted salary to teach in schools and train those around them.
  - Making available paid internships to maths and physics undergraduates who want to experience teaching before committing to a career (from 2016).

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21 Maths and science must be the top priority in our schools, says Prime Minister, Prime Minister’s Office, 8 December 2014.
• Providing £24 million to “upskill 15,000 existing teachers who do not specialise in maths and physics.” Further information is available in guidance published by the National College for Teaching and Leadership, *Teacher subject specialism training: secondary mathematics and physics*.23

2.2 Developments under the current Government

Teacher recruitment and retention plan

In a letter to the Chair of the Education Committee on 9 October 2015, the Education Secretary, Nicky Morgan, set out the Government’s plan regarding the recruitment and retention of teachers. The letter outlined the bursaries and scholarships that are available to candidates for teacher training in certain subjects. It also stated that the Government was funding the expansion of Teach First into all the regions of England by 2016.

After reiterating the commitments to recruit an additional 2,500 maths and physics teachers and upskill 15,000 existing teachers, the letter outlined some developments on the initiatives to attract career changers and returning teachers:

• As part of attracting career changers, the Government had awarded 18 School direct lead schools grant funding of up to £20,000 to “develop and recruit to part-time and abridged School Direct (salaried) ITT [initial teacher training] courses in maths and physics”.24

• The Government had announced (in September 2015) the Supporting Returning Teachers pilot, aimed at improving teacher recruitment in English Baccalaureate subjects in hard to recruit areas. Under the pilot, support will be provided to qualified teachers who are not currently teaching in maintained schools and wish to return to the profession. Grant funding of £1,900 per teacher will be provided. Further information is provided in guidance from the National College for Teaching and Leadership.25

The letter also referred to two existing programmes aimed at increasing the recruitment of teachers in STEM subjects:

• Subject knowledge enhancement courses, through which applicants for teacher training in certain subjects can increase their subject knowledge.

• The School Experience Programme, which offers prospective trainees the chance for classroom experience. The Government funds this for trainees interested in physics, maths, chemistry, computing, languages, biology and geography. Further

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22 *Major push to get more maths and physics teachers into our classrooms*, Prime Minister’s Office, 11 March 2015.
24 Education Committee, *Written evidence from the Secretary of State for Education*, 9 October 2015.
National Teaching Service

In a speech on 3 November 2015, Nicky Morgan announced plans for a National Teaching Service to place teachers in underperforming schools in areas that struggle to recruit teachers:

So today I’m delighted to announce that we will be delivering on yet another of our commitments with the creation of a National Teaching Service.

A new national programme that will get our best teachers and middle leaders into underperforming schools in areas where they are needed most.

We know that the areas I’ve named today - coastal towns and rural areas struggle because they struggle to recruit and retain good teachers, they lack that vital ingredient that makes for a successful education.

The National Teaching Service will play a key part in solving this problem.

By 2020 it will have deployed 1500 outstanding teachers and middle leaders to underperforming schools.26

A Department for Education press release stated that the teachers will be employed in schools for up to three years and that “Outstanding teachers who sign up to the NTS will receive a package of support including a clear path to promotion and leadership roles.”27 An initial pilot has been launched to enlist up to 100 teachers to start work in schools in the North West of England from September 2016.

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26 Nicky Morgan: one nation education, Department for Education, 3 November 2015.
27 Nicky Morgan: no tolerance of areas where majority of pupils fail, Department for Education, 2 November 2015.
3. Teacher workload

Concerns have been raised, including on a number of occasions by the teaching unions, that workload is impacting on the retention of teachers. A 2012 Education Committee report cited research for the then Department for Education and Skills which stated that workload was the most important factor why teachers leave the profession:

…the five main reasons which “underpin reasons for leaving” the profession are workload, new challenge, school situation, personal circumstance, and salary, with workload “by far the most important, and salary the least”.

3.1 The Workload Challenge

On 22 October 2014, the Education Secretary, Nicky Morgan, announced that the then Government would launch a ‘Workload Challenge’ to see how “unnecessary and unsustainable workload” could be reduced:

…too many of you are still struggling under the burden of an unnecessary and unsustainable workload. We want to work with you, and the whole of the teaching profession, to see what we can do to reduce this burden – to offer you a new deal.

As a result of our programme of talks with teacher unions, we are already addressing the misconceptions that have previously added to teachers’ workload. Last week’s publication by Ofsted comes out of this work, helpfully dispelling myths about the requirements of inspection.

But now we’re going further.

We’re calling on you, and all your colleagues, to have your say on how to reduce unsustainable workload.

It’s called the Workload Challenge. Before the end of November, we want you to tell us what the problems are and what could be done to solve them. Once you have shared your views and experiences, we will take action. And the more specific you can be, the more we can achieve real results for you.

The Workload Challenge survey asked for responses to three questions:

1. Tell us about the unnecessary and unproductive tasks which take up too much of your time. Where do these come from?
2. Send us your solutions and strategies for tackling workload – what works well in your school?
3. What do you think should be done to tackle unnecessary workload – by government, by schools or by others?

For example, NUT/YouGov Teacher Survey on Government Education Policy, NUT, 4 October 2015.

Education Committee, Great teachers: attracting, training and retaining the best, 1 May 2012, HC 1515-I, p36


The consultation lasted until 21 November 2014, during which time around 44,000 people responded to the survey.³²

Box 1: Ofsted’s clarification for schools

On 17 October 2014, Ofsted published Ofsted inspections: clarifications for schools, in order to "confirm facts about the requirements of Ofsted and to dispel myths that can result in unnecessary workloads in schools". The current version was published in September 2015.

3.2 Findings

On 6 February 2015, the Department for Education published its response to the Workload Challenge along with a research report that outlined the key findings based on a sample of 10% of respondents.

The research report stated that the tasks most frequently mentioned as contributing to “unnecessary and unproductive workload” were:

- inputting, monitoring and analysing data (mentioned by 56% of respondents);
- marking (53%);
- lesson and weekly planning (38%);
- administrative and support tasks (37%);
- attending staff meetings (26%);
- reporting on pupil progress (24%);
- setting and reviewing pupil targets (21%); and
- implementing new initiatives (20%).

The report noted that 63% of respondents stated that “the excessive level of detail required made the tasks burdensome”. 45% said that “duplication added to the burden of their workload” and 41% stated that the work was made burdensome by its “over-bureaucratic nature”.³³

With regards to the solutions offered by respondents to reduce workload, the research report stated that the most popular suggestions were to:

- change accountability (mentioned by 40% of respondents);
- change the support offered (34%);
- modify marking arrangements (32%);
- reduce the need for data inputting and analysis (25%);
- increase time for planning, preparation and assessment (25%);
- trust teachers as professionals (24%);
- reduce the frequency of curriculum, qualification and examination changes (22%); and
- review or change Ofsted processes (21%).

On the drivers of workload, the research report stated that respondents most commonly said that there workload was created by:

- accountability or the perceived pressures of Ofsted (mentioned by 53% of respondents);

³² Ibid, p4
³³ Department for Education, Workload Challenge: Analysis of teacher consultation responses, February 2015, pp7-8
3.3 Government response

The Coalition Government’s response to the Workload Challenge commented on the impact on teacher workload of decisions taken by government:

Although there has been a move towards far greater autonomy for schools, it is still the case that decisions taken by Government affect what happens in schools, from curriculum change to what is inspected by Ofsted...Ministers accept that this means they must think carefully about any additional work which is caused by their decisions, and work with teachers to reduce it where they can.35

It also noted the pressures created by the accountability system:

The importance attached to Ofsted’s judgements and the perceived pressures of the accountability system can lead to headteachers requiring additional written evidence from their staff, in the hope of securing a positive judgement.36

The response outlined a series of changes that would be set out in a new departmental protocol. This included commitments that:

- Ministers will “do more to consider the impact on schools when introducing significant policy changes”, and the Department for Education will discuss workload implications and issues as part of its engagement with school leaders and teachers on significant policy changes.
- The Government will introduce a minimum lead-in time for significant accountability, curriculum and qualifications changes, and will not make changes to qualifications during a course.
- The Government will introduce a commitment not to make substantive changes which will affect pupils during the school year, or in the middle of a course resulting in a qualification.
- Ofsted will not make substantive changes to the School Inspection Handbook or framework during the academic year, except where changes to statute or statutory guidance make it necessary.37

Additional actions for the Government that were outlined in the response included commitments to:

- Create a central repository of evidence about what works in other schools, and research about the best way to do things like marking, data management and planning.
- Provide support for headteachers by reviewing all leadership training, including the coaching and mentoring offer.
- Conduct a survey of teacher workload early in Spring 2016, which would be comparable with the OECD’s Teacher and Learning

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34 Ibid, p8
35 Department for Education, Government response to the Workload Challenge, 6 February 2015, p5
36 Ibid
International Survey (TALIS) and would replace the previous workload diary survey.\[38\]

The response also stated that Ofsted would continue to update its myths and facts document and would, from 2016 onwards, look to make its inspection handbook shorter and simpler.\[39\]

Commenting on the Government’s response, the Education Secretary, Nicky Morgan, stated:

We had an absolutely fantastic response to the Workload Challenge and I’d like to thank everyone who took time out of their busy days to contribute.

It is no secret that we have made some very important changes in schools - changes that we know have increased the pressure on many teachers. All of these changes were vital, though, and I’m pleased to say that standards are now higher and a million more children are in good or outstanding schools.

Now we want to support the profession to tackle the issue of unnecessary and unproductive workload, which I know many teachers are concerned about and that is stopping them from giving time to what really matters - inspiring young people to achieve their potential.

The ideas we have received helped to build a picture of the root causes of unnecessary workload.

We know there is no quick fix but we hope the commitments we have outlined today will support and empower the profession and free up teachers to focus on what matters most in their jobs.\[40\]

3.4 Reaction

While welcoming some of the plans, the teaching unions were critical of the then Government’s response to the Workload Challenge.\[41\] On 9 February 2015, the ASCL, ATL, National Association of Headteachers (NAHT), NUT and Voice wrote a joint letter to Nicky Morgan and the then Deputy Prime Minister, Nick Clegg. The letter stated that the Government’s proposed changes would not tackle the root cause of teacher workload, which the letter contended was “the high stakes system of accountability in general and Ofsted in particular”:

There are positive points in your response including the recognition that workload is a real problem and the commitment to plan greater lead in times and consider workload issues more seriously before further changes are introduced. Unfortunately though, many of the suggestions our unions jointly made to you have not been taken forward.

The central point we have made in our talks is that the high stakes system of accountability in general and Ofsted in particular is driving unnecessary workload at unacceptable levels for teachers and for school leaders.

\[38\] Ibid, pp10-13
\[39\] Ibid, pp11-12
\[40\] Government pledges to reduce teacher workload, Gov.uk, 6 February 2015
\[41\] A summary of the views expressed by the unions is provided in, “Unions criticise government’s “woefully inadequate” response to Workload Challenge”, Schools Week, 6 February 2015.
But the Government’s response to the Workload Challenge contains little new with regard to inspection and we therefore do not believe your proposals will get close to the root cause of the workload problem.  

3.5 Developments under the current Government

In an email sent to schools on 19 May 2015, Nicky Morgan stated that she intended to build on the steps taken following the Workload Challenge:

And, thirdly, I want to build on the work that we’ve done to tackle unnecessary teacher workload. I’m very clear that the initial steps we took as a result of the workload challenge were just the beginning. Now I want to work with you, Ofsted and the teaching unions to look at how we can go further towards ensuring that you can get on with your jobs free from unnecessary bureaucracy and distraction.

On 2 October 2015, Morgan announced the creation of three new workload review groups. A news story published by the Department for Education stated that the review groups will “look at the top issues that teachers said caused the most bureaucracy – marking, planning and resources, and data management”. The review groups are:

- **the Marking Policy Review Group** - which will look at the types of marking practices being carried out in schools that are successfully raising standards without generating unnecessary workload, with a focus on the implications of certain practices such as ‘deep marking’

- **the Planning and Resources Review Group** - which will consider the impact of lesson planning and use of resources in schools to see how effective practice can improve attainment and reduce workload

- **the Data Management Review Group** - which will develop principles for good in-school data management, including how pupil progress is monitored. This group will build on the recommendations from the Commission on Assessment Without Levels whose report was published on 17 September.

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42 Letter from ASCL, ATL, NAHT, NUT and Voice to the Secretary of State for Education and the Deputy Prime Minister, 9 February 2015.


44 Action to address the top 3 teacher workload issues, Department for Education, 2 October 2015.
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