



BRIEFING PAPER

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Teacher recruitment and retention in England

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Summary

The overall number of teachers has kept pace with increasing pupil numbers to date, but it has been argued that there are growing signs of shortages, particularly in certain geographic areas and in certain subjects. While the recruitment of initial teacher trainees was above target in each year from 2006-07 to 2011-12, it has been below target in each year since, with wide variations across subjects. In addition, the number of full-time teacher vacancies and temporarily filled posts have both risen since 2011.

Pupil numbers are expected to continue rising, with the number of secondary school pupils projected to increase by 19% between 2017 and 2026. This, along with other factors such as the Government's ambition for more pupils to take the English Baccalaureate combination of GCSE subjects, means that pressure on teacher recruitment could increase further in the coming years.

There are a number of financial incentives aimed at encouraging recruitment to initial teacher training, including bursaries and scholarships for trainees in certain subjects. In addition, recent Governments have undertaken a range of initiatives aimed both at increasing the recruitment of new and returning teachers, and at improving the retention of existing teachers by making the profession more attractive. The initiatives, which are outlined in section three of the briefing, include (but are not limited to):

- A range of measures aimed at training and upskilling an additional 17,500 maths and physics teachers by 2020.
- The Returning Teachers Pilot, launched in September 2015, aimed at improving teacher recruitment in English Baccalaureate subjects in hard to recruit areas. A second pilot, the Returners Engagement Programme Pilot, was launched in November 2016.
- A National Teaching Service to place teachers in underperforming schools in areas that struggle to recruit teachers. The plans were not taken forward following a pilot.
- Attempts to increase the recruitment of teachers from overseas.
- Looking at ways to increase flexible working within teaching as a way to boost retention.
- Introducing early-career retention payments for maths teachers in their third and fifth year of teaching.
- Strengthening qualified teacher status and attempting to enhance teachers' continuing professional development and career development opportunities in order to improve the attractiveness of teaching as a profession.
- Introducing a national teacher vacancy website. This is being piloted initially in Cambridgeshire and the North East with a view to rolling it out nationally by the end of 2018.
- Committing £84 million up to 2022-23 to upskill 8,000 computer science teachers.
- Piloting a student loan reimbursement scheme for science and modern foreign languages teachers working in schools in certain local authorities in their third and fifth years of teaching.
- Using £30 million of funding to invest in "bespoke packages of support" for schools that are facing recruitment and retention challenges.

The current and past governments have also highlighted efforts to reduce teacher workload as a means of encouraging teacher retention. In October 2014, the Coalition Government launched the Workload Challenge – a survey asking teachers for ways to reduce workload. A number of initiatives and commitments followed on from this, including:

- A [new Department protocol for changes to accountability, curriculum and qualifications](#) was published in March 2015 setting out Government commitments in response to the Workload Challenge. The Protocol was last updated in February 2017.
- Three workload review groups were formed in October 2015 to look at the issues that teachers said caused the most bureaucracy. The groups' reports were published in March 2016.
- In January 2017, funding was announced for eleven schools to carry out research projects "into efficient and effective approaches which reduce unnecessary workload."
- A large scale survey of teacher workload was conducted in February 2016. [The survey report](#) was published in February 2017 and included the finding that teachers in England reported working an average of 54.4 hours a week.
- The creation in May 2018 of a Workload Advisory Group to consider how to remove unnecessary workload associated with data and collection for assessment in schools. The Group is expected to produce a set of recommendations for the Education Secretary by the end of the summer term 2018.

Section four of the briefing provides more information on teacher workload. Section five briefly summarises selected reports on teacher recruitment and retention that have been published since the start of 2016.

Further information on the training of teachers, including the different training routes and the financial support available to trainees, is available in Library Briefing Paper 6710, [Initial teacher training in England](#).

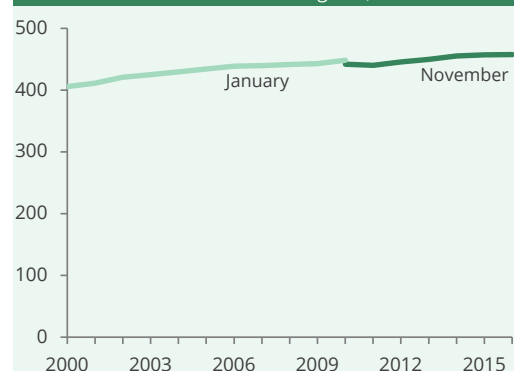
1. Introduction

As of November 2016, the total full-time equivalent (FTE) number of teachers in publicly funded schools in England was 457,000. Trends are shown opposite. This is an increase of 15,500 since the series began in 2010. Under the previous series, which is not directly comparable with the later data, FTE teacher numbers fell from 412,000 in January 1995 to 406,000 in 2000 before increasing to 448,000 in 2010. Of the 457,000 FTE teachers in 2016, 24,000 (5%) were unqualified.

The increase in teachers has not kept pace with the increase in pupil numbers since 2010 and the pupil:teacher ratio has increased. The size of this increase was greatest in the last two years. Data on the earlier series (below) shows that the ratio fell in the decade from 2000. Teacher numbers increased while pupil numbers fell for much of the decade.

STEADY INCREASE IN TEACHERS SINCE 2000

FTE teachers in state schools in England, Thousands



EARLIER DROP IN PUPIL:TEACHER RATIO REVERSED FROM 2010

Pupil:qualified teacher ratios in state-funded schools in England

	2000	2005	2009	2010	2011	2012	2013	2014	2015	2016
November										
All state-funded schools	..	..	..	..	17.8	17.7	17.8	17.9	18.1	18.4
Maintained schools	..	..	..	17.3	17.6	..	..	..	..	..
January										
Maintained schools	18.6	17.4	16.9	..	..	..	..	..	..	..

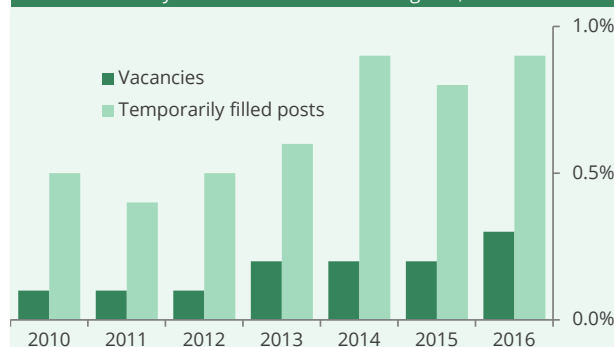
Source: School workforce in England: November 2016, table 17a (and earlier)

While the number of teachers has increased, it has been contended that there are growing signs of recruitment difficulties, particularly in certain subjects and in certain geographic areas.¹

The number of full-time teacher vacancies in state-funded schools has risen from 380 (0.1% of the workforce) in 2010 to 920 (0.3%) in 2016; the number of temporarily filled positions increased from 1,790 (0.5% of the workforce) to 3,280 (0.9%) over the same period. In 2016, vacancy rates were one percent or above in the following secondary subjects: religious education (1.0%); maths (1.3%), all sciences (1.6%), information technology (1.7%), geography (1.3%) and English (1.2%).² It was acknowledged by the 2015 Government that vacancy statistics are unlikely to fully reflect recruitment difficulties, in part because they are collected in November when vacancy rates are comparatively low.³

VACANCIES UP SINCE 2011, BUT STILL <0.5%

Teacher vacancy rates in state schools in England, November



¹ For examples, see NAO, [Training new teachers](#), February 2016, p18.

² Department for Education, [School Workforce in England: November 2015](#), June 2016, tables 14 and 15.

³ NAO, [Training new teachers](#), February 2016, p16. Also see, Education Committee, [Recruitment and retention of teachers](#), February 2017, paras 37-42.

Earlier data on vacancies is not directly comparable to the current series. Vacancies on the earlier definition/collection show peaks of more than 6,000 in January 2000, and 4,700 in 2001 with levels generally around or below 2,000 in most intervening years.⁴

It is suggested that a number of factors may lead to the pressure on teacher recruitment increasing further in the years ahead:

- Pupil numbers are projected to continue rising, with secondary schools seeing the biggest increase. Between 2017 and 2026 the number of pupils in state-funded primary schools is expected to increase by 102,000 or 2%, and the secondary school pupil population is expected to increase by 534,000 or 19%.⁵
- The introduction of the English Baccalaureate (EBacc) performance measure increases demand for teachers in certain subjects, such as languages. This demand is set to increase further given the Government's stated ambition for 75% of pupils to be entered for the EBacc combination of GCSEs by 2022 and 90% by 2025.⁶
- There may be greater competition for graduates during a period of public sector pay restraint.⁷
- Depending on the final Brexit deal, the UK's exit from the European Union could potentially make it harder to recruit teachers from the EEA to fill any shortages (see box 3).⁸

Box 1: Migration Advisory Committee report on teacher shortages

The Migration Advisory Committee (MAC) advises the Government on migration issues. In May 2016, it was asked by the then Home Secretary, Theresa May, to undertake a review of the labour market for teachers to determine if there was a shortage that should be filled in part through non-EEA migration. The [report](#), which was published in January 2017, concluded that the evidence did not show an occupation-wide shortage of teachers.⁹ Shortages of teachers were found, however, in computer science, Mandarin, general science and modern foreign languages and the MAC recommended that the first three of these subjects should be added to the shortage occupation list. It did not consider it sensible to seek to fill shortages in teachers of European languages from outside of Europe.¹⁰ Secondary school teachers in maths, physics and chemistry were already on the shortage occupation list. The MAC recommended that physics and maths should remain on the list, but that chemistry should be removed as there was not sufficient evidence of a shortage of chemistry teachers.¹¹

⁴ Department for Education *School Workforce in England, November 2016* -and earlier Teachers' Review Body report, various years; DES news release 13 August 1991 *Marked improvement in teacher vacancy rates*

⁵ Department for Education, [National pupil projections: July 2017](#), July 2017, table 1.

⁶ Department for Education, [Implementing the English Baccalaureate: Government consultation response](#), July 2017, pp8-9.

⁷ NAO, [Training new teachers](#), February 2016, p19.

⁸ [Teacher shortages fuelled by Brexit threat to EU nationals](#), *Guardian*, 31 December 2016.

⁹ Migration Advisory Committee, [Partial review of the Shortage Occupation List: Review of teachers](#), January 2017, p145.

¹⁰ As above, p146.

¹¹ As above, p145.

2. Supply and retention of teachers

2.1 The Teacher Supply Model

The Department for Education (DfE) uses a statistical model – the Teacher Supply Model – to estimate the number of teacher trainees required in England in each subject and phase for one year in advance, taking into account factors such as pupil projections and estimates of teacher flows. Initial teacher training is largely focused on postgraduate courses, which make up 90% of training places.

Estimates from the Teacher Supply Model are used to allocate teacher training places to Initial Teacher Training (ITT) providers and Schools Direct Lead Schools. The number of initial allocations is higher than the estimated number of newly qualified teachers (NQTs) required. This is to reflect that not all ITT providers manage to fill their places, not all trainees complete the course, and not all those who complete the course enter the state-funded sector.¹² Changes have, however, been made to the allocations process in recent years (see section 2.2).

Box 2: Closure of the NCTL

In November 2017, the Department for Education announced that the NCTL would close from April 2018, with its teacher recruitment functions merged into the Department for Education. A new executive agency, the Teaching Regulation Agency, has taken on the NCTL's functions relating to the regulation of the teaching profession.¹³

2.2 Changes ITT allocations process

Since the 2016-17 academic year, changes have been made to the process of allocating training places to ITT providers involving the progressive removal of controls on recruitment for certain providers and subjects.

For the 2018-19 academic year, ITT providers were invited to request training places “based on a realistic assessment of local need and minimum sustainability of their ITT programmes” The NCTL announced that fixed allocations would be given for undergraduate, Early Years, Teach First, postgraduate Physical Education and Primary School Direct (salaried) courses. Recruitment controls were lifted for all other postgraduate courses, meaning that ITT providers had automatic permission to recruit above the number of training places they initially requested, with no cap.

Following on from a similar policy in the previous year, the NCTL additionally announced that for 2018-19 the top performing 25% of ITT providers would be awarded multiple-year allocations for postgraduate ITT places. These providers received a baseline guarantee of their

¹² Department for Education, [Postgraduate Initial Teacher Training \(ITT\) places and the Teacher Supply Model \(TSM\), England 2017-18](#), May 2017, p3.

¹³ National College for Teaching and Leadership, [TSM and initial teacher training allocations: 2018 to 2019](#), last updated 30 November 2017.

allocations for three years, up to and including the 2020 to 2021 academic year.¹⁴

Box 3: Impact of reforms to ITT on teacher supply

It has been contended that reforms to ITT in recent years, in particular the increased focus on school-led ITT routes, have the potential to cause local mismatches of supply and demand of teacher training places. Questions have also been raised concerning the sustainability of some university-centred provision as a result of the reforms.

A 2014 report from Universities UK, for example, outlined the concerns and argued that the increased focus on Schools Direct had “contributed to a shortfall in the number of trainee teachers recruited in several subject areas, such as mathematics and physics.”¹⁵

2.3 Initial teacher training census 2017-18

The ITT census measures the recruitment of trainee teachers, including the number of postgraduate trainees, recruited against that required under the Teacher Supply Model.

Overall teacher recruitment as measured by the initial teacher training census was above target in each year from 2006-07 to 2011-12. It has been below target in each year since.¹⁶

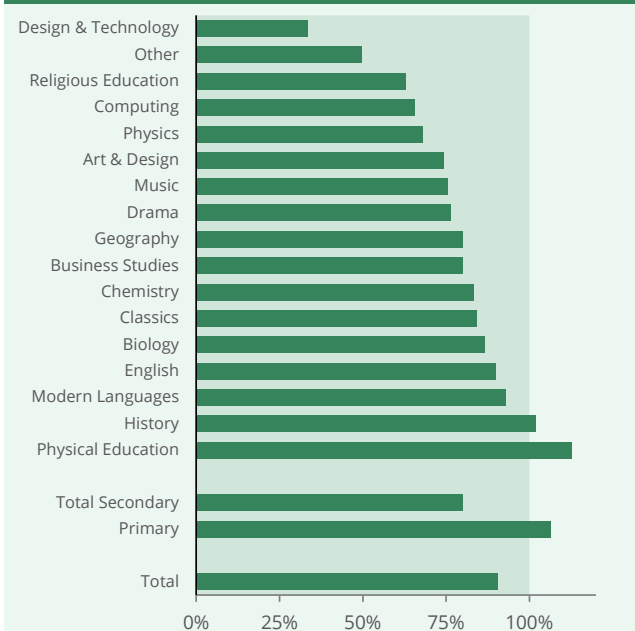
The chart opposite shows the outcome of the ITT census for the 2017-18.

Postgraduate entrants to primary level ITT were above target, with a surplus of around 700. The number of trainees recruited at secondary level was 20%, or around 3,800, below target. There were wide variations across secondary subjects, with the largest absolute shortfalls, excluding the “other” category, in maths (shortfall of 667), design and technology (shortfall of 612), physics (shortfall of 340), geography (shortfall of 311), English (shortfall of 261), and computing (shortfall of 253). Recruitment was above target in physical education (surplus of 121) and history (surplus of 15).¹⁷

Around 47% of the 27,700 postgraduate ITT entrants in 2017-18 were recruited by higher education institutions. 36% were recruited into the two School Direct routes (salaried and fee-based), with 12% entering school-centred ITT (SCITT) and 5% enrolling on Teach First.¹⁸

ITT RECRUITMENT BELOW TARGET IN MOST SUBJECTS

Postgraduate ITT recruitment as a % of target 2017-18



¹⁴ NCTL, [The allocation of initial teacher training places Methodology for the 2017 to 2018 academic year](#), September 2016, pp3-4.

¹⁵ Universities UK, [The impact of initial teacher training reforms on English higher education institutions](#), October 2014, p2.

¹⁶ Department for Education, [Initial teacher training census for the academic year 2015 to 2016](#), England, 19 November 2015, p3

¹⁷ Department for Education, [Initial teacher training: trainee number census – 2017 to 2018](#), 30 November 2017, table 1.

¹⁸ Department for Education, [Initial teacher training: trainee number census – 2017 to 2018](#), 30 November 2017, table 1a.

19% of entrants to postgraduate ITT in 2017-18 had a first class degree; 55% had a 2:1.¹⁹ The proportions of trainees with a 2:1 degree or better has increased. In 2006-07, 8% of entrants to postgraduate ITT courses has a first class degree; 51% had a 2:1.²⁰

Box 4: Qualified teachers from overseas

Teachers who are fully qualified in the European Economic Area and, since 2012, Australia, Canada, New Zealand and the United States, can be awarded QTS in England with no requirement for further training.

In the 2016-17 financial year (the latest available data), 4,690 QTS awards were made to qualified teachers from the EEA – a decrease of 2% on the previous year, but an increase of 132% compared to 2010-11.

Around 1,700 QTS awards were made to teachers from Australia, Canada, New Zealand and the United States in 2016-17 – a 16% decrease on 2015-16 and a 1% increase compared to 2012-13.²¹

2.4 Retention of existing teachers

Alongside the recruitment of new teachers, the retention of existing teachers is a key component in maintaining teacher supply.

50,110 qualified teachers left the state-funded sector in the 12 months to November 2016, a 'wastage rate' of 10.5%. This rate was similar to the previous two years (10.4% in 2014 and 10.5% in 2015) and has increased from 9.9% in 2011. In 2015, the number of teachers leaving the profession was higher than the number entering for the first time. In the year to November 2016, 2,620 more teachers left the profession than joined.²²

21% of newly qualified entrants to the sector in 2014 were not recorded as working in the state sector two years later. The five year out-of-service-rate for 2011 entrants was 31%, the ten year rate for 2007 entrants was 40%. Neither rate has shown much change over time.²³ In March 2015, there were around 244,000 qualified teachers aged under 60 who had previously worked in state schools in England but were no longer doing so. 105,000 qualified teachers have never taught in the state sector.²⁴

It is important to note 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.²⁵ For example, of the teachers who entered state-funded schools in 2014, only 53% were newly qualified.²⁶ In addition, analysis by the National Foundation for Education Research of a sample of 6,900 teachers between 2001 and

¹⁹ As above, table 2b.

²⁰ As above, table 2a.

²¹ As above, tables 8 & 8a.

²² Department for Education, [School workforce in England: November 2016](#), last updated 20 July 2017, table 7a.

²³ As above, table 8.

²⁴ As above, tables 22 & 23.

²⁵ As above.

²⁶ NAO, [Training new teachers](#), 10 February 2016, p8

2015 found that, excluding those who retired, 51% of teachers who left state schools left to jobs in the wider school sector.²⁷

Box 5: DfE commissioned research on factors affecting teacher retention

Following a survey targeted at former teachers in January to March 2017, the DfE commissioned in-depth qualitative research into why teachers leave the profession and what would encourage them to remain in teaching. The report of this research was published in March 2018: [Factors affecting teacher retention: qualitative investigation](#).

Amongst the findings of the research were:

- Workload was the most important factor influencing teachers' decisions to leave the profession and most suggested solutions to addressing retention were linked to workload in some way.
- Decisions to leave the profession were "generally driven by the accumulation of a number of factors, over a sustained period of time", but for some there had been a specific 'trigger' point.
- Suggested solutions for retention offered by teachers included: improving in-school support for teachers, increasing focus on progression opportunities, reducing workload, improving working conditions (flexible working was viewed positively; pay was not a driver for most but it was stated that pay levels were not reflective of the role), professional recognition and greater autonomy.²⁸

2.5 Department for Education analyses of teacher supply and retention

In its response to the Public Accounts Committee report on the training of new teachers (see section 5.8 below), the 2015 Government stated that it had begun a programme of work to "develop the use of existing data that will improve its understanding of the teacher supply market at a more local level." Brief summaries of these analyses are provided below.

Local analysis of teacher workforce (September 2016)

The first output of this work, a [local analysis of the teacher workforce between 2010 and 2015](#), was published in September 2016. Among other things, the analysis found that "school-to-school mobility is now the biggest source of new entrants to schools – and is therefore a key driver of increased recruitment in schools." It additionally found that schools in areas with higher levels of deprivation have slightly higher rates of school-to-school mobility and teacher wastage. The Government committed to conducting further work to understand the drivers behind the findings.²⁹

Analysis of trends in teacher supply, retention and mobility (May 2017)

The [first of an intended series of analyses](#) exploring the drivers behind the findings of the Department's local analysis of the teacher workforce was published in May 2017.³⁰

²⁷ As above, p10.

²⁸ Department for Education, [Factors affecting teacher retention: qualitative investigation](#), March 2018, pp5-8.

²⁹ Department for Education, [Local analysis of teacher workforce: 2010 to 2015](#), September 2016, pp2-3.

³⁰ Department for Education, [Analysis of teacher supply, retention and mobility](#), May 2017.

12 Teacher recruitment and retention in England

The first two sections of the report provided information on those entering and leaving the teaching profession. Among other things, it stated that:

- The entrant rate (teachers identified as an entrant as a proportion of the total number of teachers) increased between 2011 and 2015, driven by an increased need for teachers of English Baccalaureate (EBacc) subjects.
- The wastage rate increased in every subject between 2011 and 2015, but this was offset by rising entrant numbers. The rise in the wastage rate was despite a fall in the retirement rate and was driven by an increase in those leaving to 'go out of service'.
- PE had the lowest wastage rate of any subject in each year between 2011 and 2015; History had the second lowest in each year, while Physics had either the highest or second highest wastage rate in each year.
- The returner rate (the number of teachers in a subject identified as returning to the profession as a proportion of the total number of teachers in a subject) rose in each subject between 2011 and 2015. The report stated that this was "likely to be closely related" to an increase in the pool of teachers who can be recruited as returners because of the increase in those leaving to go 'out of service'.³¹

The third section of the report provided an analysis of the characteristics associated with the retention of teachers, both within a school and within the system as a whole. It built on the analysis published by the DfE in September 2016, which showed an increase in school-to-school teacher mobility and in teacher 'out of service' wastage.

The report found that "there is no single observable factor that can explain why teachers and leaders move to a different school, or why they leave the profession altogether, but that there are some factors that are better at predicting such moves than others". The report noted that:

- Teachers with permanent contracts have higher retention rates, both in school and in the system.
- Retention rates increase with age and experience, and are higher outside London and in schools rated 'Good' or 'Outstanding' by Ofsted.
- The deprivation of a school's area does not seem to be a major driver of in-system retention once other characteristics are controlled for, but it is likely to feed in through the relationship between deprivation and other predictive factors.
- Full-time teachers are less likely to leave the system than part-time teachers, but more likely to move schools.

³¹ As above, pp2-20.

- Holding a more senior post in a school is associated with higher in-system retention.³²

With regards to teacher mobility between schools and geographic areas, the report found that most teachers stay within commuting distance when moving schools and that secondary teachers were more likely to move a greater distance than primary teachers.³³

Analysis of school and teacher level factors relating to teacher supply (September 2017)

Following on from the two earlier analyses, in September 2017, the DfE published an [analysis of school and teacher level factors relating to teacher supply](#). The report used data from the School Workforce Census to develop a Supply Index – an experimental methodology which attributed a score to each school based on the severity of its teacher supply issues. The report found that when the Supply Index scores were mapped there was no strong geographic trends in teacher supply issues, suggesting that this is a school level issue.

The report additionally reviewed the evidence of the factors that cause teachers to leave the profession. It found that:

- There are a wide range of factors that influence teachers' and schools' decisions relating to teacher supply.
- The decision to leave teaching is a complex one influenced by numerous factors, but research suggests that workload and accountability pressure, wanting a change, the school situation, and salary considerations are the most prominent factors in leaving.
- Workload, government policy and lack of support from leadership were cited as the three main reasons for leaving in a survey of ex-teachers.³⁴

Analysis of teacher supply, retention and mobility (February 2018)

A [further teacher supply analysis](#), intended to build on some of the areas covered previously, was published in February 2018.

The first two sections of the report looked at post-ITT employment rates and the mobility of NQTs. The analysis found that post-ITT employment rates rose in the six years up to 2014-15, at which point 85% of trainees achieving QTS secured a teaching role within a state-funded school. Employment rates amongst graduates of school-led training routes were typically 5 percentage points higher than those on HEI-based routes. There were also significant variations by secondary subject. Regarding the mobility of NQTs, the analysis found that NQTs do not tend to move far to take up their first post, with around half taking up a post within 25km of their ITT provider.

³² Department for Education, [Analysis of teacher supply, retention and mobility](#), May 2017, p3 & pp21-40.

³³ As above, p3.

³⁴ Department for Education, [Analysis of school and teacher level factors relating to teacher supply](#), September 2017, pp2-4.

The findings from the remaining sections of the analysis included:

- Updating the analysis published in May 2017 (see above) on teacher movement between state-funded schools using more recent data produced no change in the headline figures; 70% of teachers were found to stay within commuting distance when changing schools.
- An experimental analysis of teacher supply in relation to the extent of regional ITT provision suggested that in some regions the scale of ITT provision seems lower than demand. Conversely, in some areas the analysis indicated that demand appears was higher than required to meet local needs.

Box 6: Concerns of teacher training providers concerning teacher supply

In April 2018, a number of organisations involved in teacher training [wrote](#) to the Secretary of State to raise concerns about teacher shortages “and make some constructive suggestions”. The letter welcomed measures taken by the Government to improve teacher supply and retention, but raised concerns that a number of factors were causing a “supply crisis”, including pupil number increases, increased competition from employers for graduates, and negative perceptions about teaching as a career. It suggested a number of measures in addition those already taken, including:

- Consider waiving tuition fees for all those on postgraduate ITT programmes.
- Enhance the status of teaching by giving all teachers an entitlement to CPD and taking steps towards making teaching an all Master’s qualified profession.
- Simplifying the way that different training routes are described.
- Improve the applications process.
- Replace professional skills tests with on-course assessments of literacy and numeracy skills.

2.6 NCTL research on teacher retention rates (July 2016)

[Research published by the NCTL in July 2016](#) gave initial estimates of teacher retention rates by ITT route. The report cautioned against over-interpreting small differences, but highlighted some key findings that were unlikely to diminish as data quality improves:

- Three regions of England – North East, North West and South West – appear to have large numbers of new qualified teachers who do not join a state-sector school immediately after achieving QTS.
- Those studying on undergraduate with QTS courses have low initial retention rates in the profession, though we cannot know whether this results from subsequent choices made by the individual or recruitment decisions made by schools.
- Teach First has very high two year retention rates, but thereafter their retention is poorer than other graduate routes.
- Ethnic minority teacher trainees have very low retention rates.
- Individuals who train part-time or who are older have much poorer retention rates, which may simply reflect other family

commitments that interfere with continuous employment records.³⁵

Box 7: Teachers' pay and the School Teachers' Review Body

The School Teachers' Review Body (STRB) makes recommendations on the pay of teachers in England and Wales, in line with a remit set by the Secretary of State. In July 2017, the STRB reported to the Secretary of State on what adjustments should be made to the pay and allowances of teachers in 2017-18 to promote recruitment and retention within the 1% limit for pay awards for public sector workers.

The report stated that average teacher salaries "remain considerably lower for teaching than other graduate professions." It added that trends in teacher recruitment and retention "continue to face substantial pressures", with the number of qualified teachers leaving the profession for reasons other than retirement continuing to rise, teacher retention rates deteriorating, and the number of schools reporting vacancies and temporarily-filled posts increasing "markedly over the last five years."

There is a "real risk", the report stated, that the cumulative impact of these factors will mean that schools "will not be able to recruit and retain a workforce of high quality teachers." The report noted that this was a particular concern given the projected increase in pupil numbers.

The STRB made recommendations aimed at making the teachers' pay framework more competitive, with a particular focus on supporting recruitment and retention in the early stages of careers. Looking further ahead, the report stated that it is "likely that further uplifts of more than 1% will be required to elements of the pay framework in the coming years to make pay more competitive for teachers at all stages of their careers."³⁶

In September 2017, the Chief Secretary to the Treasury wrote to the STRB to set out the Government's position on public sector pay in 2018-19. The letter stated that the Government recognises that "more flexibility" on pay in some sectors is needed, particularly in "areas of skill shortage."³⁷ In her remit letter to the STRB in December 2017, the Education Secretary highlighted the Government's adoption of "a more flexible approach to public sector pay" and stated that the STRB "will want to consider how the pay award should utilise the flexibility within the Government's pay policy to address areas of skill shortage and support the productivity of the workforce, while remaining within the bounds of affordability."³⁸

³⁵ National College for Teaching and Leadership, [Linking ITT and workforce data: \(Initial Teacher Training Performance Profiles and School Workforce Census\)](#), July 2016, p4.

³⁶ School Teachers' Review Body, [School Teachers' Review Body 27th report: 2017](#), 10 July 2017.

³⁷ [Remit letters and timetable for the STRB's 2018 pay round](#), School Teachers' Review Body, 29 September 2017.

³⁸ [School Teachers' Review Body \(STRB\) remit letter for 2018](#), Department for Education, 7 December 2017.

3. Government initiatives to encourage teacher recruitment and retention

This section provides a very brief overview of the bursaries and scholarships available to trainee teachers before providing information on other Government initiatives to increase teacher recruitment since 2015. These include initiatives aimed directly at recruiting additional teachers and also at encouraging the retention of teachers by making the profession more generally desirable, for example by improving teachers' continuing professional development (CPD).

In addition to the initiatives outlined below, from 2010-11 to 2016-17, the Government spent as estimated £38 million on the Get Into Teaching campaign, including advertising costs.³⁹

3.1 Bursaries and scholarships

There are a number of financial incentives aimed at encouraging recruitment to initial teacher training, including bursaries and scholarships for individuals training in certain subjects. In the 2016-17 academic year, 16,637 bursaries were awarded at a cost of £191 million; 326 scholarships were awarded at cost of £9 million.⁴⁰

The level of bursary varies with the subject and with the degree class of the trainee. Trainees with a first class degree in physics, for example, are eligible for a bursary of £26,000 in 2018-19; the bursary for a trainee with a first class history degree is £9,000. Some teacher training routes also offer a salary during training (for example, Teach First and School Direct (salaried)). Further information is available on the Get Into Teaching website at: [Bursaries and funding](#).

Under a pilot for 2018-19, in addition to a £20,000 bursary during their training, trainees in mathematics will receive early-career payments of £5,000 each in their third and fifth year of teaching. The early-career payments are increased to £7,500 for teachers in the most challenging schools in specific areas.⁴¹ Further detail is available in [guidance](#) published by the DfE in April 2018.

The Government has stated that it is "undertaking analysis of the effects of bursaries for retention" and the findings, which will be published later in 2018, will be used to "shape future approaches to financial incentives."⁴²

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](#).

³⁹ [PO 127648](#), 21 February 2018.

⁴⁰ [PO 127630](#), 21 February 2018.

⁴¹ [New education and skills measures announced](#), Department for Education, 1 October 2017.

⁴² [PO 121654](#), 15 January 2018.

3.2 Training additional maths and physics teachers

In December 2014, the Coalition Government made a commitment, subsequently reiterated in the Conservative Party's 2015 manifesto, to train 17,500 maths and physics teachers over the next five years "over and above current levels". It was announced that £67 million would be invested under the scheme, subsequently referred to as the Maths and physics teacher supply package.⁴³

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.
 - Introducing new fast-track programmes to attract career changers into teaching, including new part-time training routes. In evidence to the Education Select Committee in October 2015, the then Education Secretary, Nicky Morgan, stated that 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".⁴⁴
 - Offering up to £15,000 to maths and science undergraduates in return for a commitment to teach for three years after graduating. Further information about the scheme, which is run by the Education Development Trust, is available on the website of the [Future Scholars Programme](#).
 - Piloting new physics degrees, which began in 2016-17, that 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. A pilot scheme took place in summer 2016 and a second cohort ran in summer 2017. Schools are currently invited to apply for funding to provide opportunities in summer 2018. Further information is available at: [Paid internship scheme for teaching](#).
 - Providing support to qualified teachers who are not currently teaching and wish to return to the profession

⁴³ [Maths and science must be the top priority in our schools, says Prime Minister](#), Prime Minister's Office, 8 December 2014.

⁴⁴ Education Committee, [Written evidence from the Secretary of State for Education](#), 9 October 2015.

under a Supporting Returning Teachers pilot (see section 3.4 below).⁴⁵

- Providing £24 million to “upskill 15,000 existing teachers who do not specialise in maths and physics.”⁴⁶ Teacher subject specialism training was launched in 2015-16, with the aim of building the capacity of non-specialists who are either currently teaching maths or physics, or who may be able to do so. It also aims to upskill those looking to return to the profession. Teacher subject specialism training for modern foreign languages was launched in 2016-17, and in 2017-18 training for core maths was added. Further information is available in guidance published by the NCTL, [Teacher subject specialism training courses](#).⁴⁷

In March 2017, the DfE published a [research report](#) evaluating four strands of the maths and physics teacher supply package: paid internships, the maths and physics chairs programme, the Return to Teaching pilot, and Teacher Subject Specialism Training. The report stated that early evaluation data suggested that paid internships and teacher subject specialism training had “achieved good levels of recruitment and retention.” However, it reported that “retention is an ongoing issue” for the maths and physics chairs programme, and that the Return to Teaching pilot, while meeting its recruitment target, had a “lower than anticipated conversion rate.”⁴⁸

3.3 Returning teachers pilot

In September 2015, the then Government announced a Supporting Returning Teachers pilot, aimed at improving teacher recruitment in English Baccalaureate subjects in hard to recruit areas. Under the pilot, support was provided to qualified teachers who were not currently teaching in maintained schools and wished to return to the profession. Grant funding of £1,900 per teacher was provided. Further information is provided in [guidance](#) from the NCTL.⁴⁹

Applications for the pilot took place between September and December 2015, with the intention that teachers would be supported back into permanent positions by November 2016.⁵⁰

The [DfE’s evaluation](#) of the Maths and physics teacher supply package: included an assessment of the Return to Teaching pilot. This reported that by the end of September 2016, 541 eligible returners had taken part in the scheme, 63 of whom (11.6%) secured a job. The report noted that the pilot had met its overall target of 50 returners, but had a

⁴⁵ National College for Teaching and Leadership, [Supporting returning teachers](#), 20 October 2015.

⁴⁶ [Major push to get more maths and physics teachers into our classrooms](#), Prime Minister’s Office, 11 March 2015.

⁴⁷ [Teacher subject specialism training: secondary mathematics and physics](#), National College of Teaching and Leadership, last updated 25 September 2015.

⁴⁸ Department for Education, [Maths and physics teacher supply package](#), March 2017, p11.

⁴⁹ National College for Teaching and Leadership, [Supporting returning teachers](#), 20 October 2015.

⁵⁰ [Return to Teaching programme](#), National College of Teaching and Leadership, 20 October 2015.

“lower than anticipated conversion rate, partly due to schools being reluctant to offer shadowing and placement opportunities and/or to employ returners.”⁵¹

3.4 2015 Spending Review

At the Spending Review and Autumn Statement 2015, the Government announced that it would invest £1.3 billion up to 2019-20 “to attract new teachers into the profession, particularly into Science, Technology, Engineering and Mathematics (STEM) subjects and to deliver the English Baccalaureate (EBacc)...”⁵²

3.5 National Teaching Service

In a speech on 3 November 2015, the then Education Secretary, Nicky Morgan, announced plans for a National Teaching Service to place 1,500 teachers in underperforming schools in areas that struggle to recruit teachers by 2020.⁵³

A DfE press release stated that the teachers would be employed in schools for up to three years and that, “outstanding teachers who sign up to the National Teaching Service will receive a package of support including a clear path to promotion and leadership roles.”⁵⁴ An initial pilot was launched to enlist teachers to start work in schools in Lancashire, West Yorkshire, Greater Manchester, Merseyside and parts of Cheshire from September 2016.⁵⁵

Closure of National Teaching Service

In December 2016, it was reported that following the pilot the 2015 Government had decided not to progress with the further roll-out of the National Teaching Service.⁵⁶ Data released in response to Freedom of Information requests showed that there were 116 applications for the pilot programme, 54 of which were recruited. As of December 2016, 24 of those recruited had been matched with schools.⁵⁷ The pilot had aimed to recruit 100 teachers.⁵⁸

3.6 Education Excellence Everywhere White Paper

After providing an overview of steps already taken, the March 2016 DfE White Paper, *Education Excellence Everywhere*, outlined a number of initiatives to increase teacher supply, including:

⁵¹ Department for Education, [Maths and physics teacher supply package](#), March 2017, p11.

⁵² HM Treasury, [Spending Review and Autumn Statement 2015](#), Cm9162, November 2015, p45.

⁵³ [Nicky Morgan: one nation education](#), Department for Education, 3 November 2015.

⁵⁴ [Nicky Morgan: no tolerance of areas where majority of pupils fail](#), Department for Education, 2 November 2015.

⁵⁵ [National Teaching Service: for teachers and middle leaders](#), National College for Teaching and Leadership, 29 January 2016.

⁵⁶ [National Teaching Service cancelled after just 24 accept places](#), *Schools Week*, 1 December 2016.

⁵⁷ [Exclusive: DfE abandons National Teaching Service](#), *TES*, 1 December 2016.

⁵⁸ [PO 40132](#), 14 June 2016.

- Taking steps to improve “understanding of how the teacher labour market varies between schools in different areas.”
- Reforming the National College for Teaching and Leadership (NCTL) so that the Government is “better able to design and deliver well-targeted initiatives”.
- Creating “simple web tools to enable schools to advertise vacancies more easily” and a new, free national teacher vacancy website.
- Doing more to encourage schools to use freedoms over pay and reward to recruit teachers in priority areas.
- Supporting the school-led system to improve ITT, which will help tackle barriers to recruitment and retention.
- Encouraging schools to develop more part-time training routes and provide guidance on how to make part-time and job sharing arrangements work.
- Replacing Qualified Teacher Status with a stronger, more challenging accreditation to raise the status of the profession.
- Introducing a new standard for teachers’ professional development to help schools improve CPD. A [standard for teachers’ professional development](#) was developed by an expert group and published in July 2016.⁵⁹

The Education Committee report, *Recruitment and retention of teachers* (see section 5 below), noted the initiatives outlined in the White Paper but stated that it was unclear following the change of Government what policies would be pursued:

The Government published the White Paper Educational Excellence Everywhere in March 2016, which outlined a series of initiatives to tackle recruitment and retention. However, following a change of Government, it is as yet unclear what policies from the 2016 White Paper will be pursued by the new Secretary of State for Education appointed in July 2016.⁶⁰

3.7 Returners Engagement Programme Pilot

In November 2016, the NCTL launched a second pilot scheme to recruit returning teachers. Under the pilot, a package of support, including a bursary of £600 and a 2-4 week training course, was provided to returning teachers in maths, physics, and languages. Schools Direct lead schools, multi-academy trusts, and higher education institutions, among others, in the north-west and south-east were invited to become lead schools for the pilot. Lead schools were to be provided with grant funding and were responsible for coordinating the programme of support. They will receive a further payment upon employment of the returning teacher. The application round for the second cohort of the pilot closed on 20 February 2017.

Further information is provided in guidance published by the NCTL, [Returners Engagement Programme](#).

⁵⁹ Department for Education, [Educational Excellence Everywhere](#), March 2016, pp24-35.

⁶⁰ Education Committee, [Recruitment and retention of teachers](#), February 2017, p3.

3.8 International Recruitment Strategy

In January 2017, the BBC reported that the Government was planning to employ a private company on a contract worth between £120,000 and £300,000 to support schools in recruiting maths and physics teachers from the Czech Republic, Germany, Poland and the USA.⁶¹

In response to a parliamentary question in February 2017, the Schools Minister, Nick Gibb, provided further information on the international recruitment strategy:

Angela Rayner: To ask the Secretary of State for Education, whether she plans to expand the International Teacher Recruitment Strategy; and if she will make a statement.

Nick Gibb: The Department for Education is supporting a pilot project to recruit qualified mathematics and physics teachers from overseas. We will review the pilot project to inform plans for the future.

We recently signed an agreement with the Spanish Ministry of Education to join their Visiting Teachers programme. It provides opportunities for schools to recruit qualified teachers from Spain. Visiting teachers will be available from September 2017 for a year, with options to extend the programme where appropriate.⁶²

In April 2017, the NCTL published a prior information notice outlining the intention to tender for suppliers to recruit and train teachers from outside of England. The notice stated that the overseas recruitment will be “pursued as a supplementary avenue of teacher supply.” *Schools Week* reported that the project will cost £6-10 million.⁶³

Box 8: Opportunity areas

On 4 October 2016, the then Education Secretary, Justine Greening, announced £60 million of funding for six ‘Opportunity Areas’ to help them “address the biggest challenges they face”. The six areas were Blackpool, Derby, Norwich, Oldham, Scarborough, and West Somerset. It was stated that the areas would be given prioritised access to a wider support package, including a £75 million teaching and leadership innovation fund “focused on supporting teachers and school leaders in challenging areas to develop.”⁶⁴ £10 million of the funding is available for teachers in opportunity areas and category 5 and 6 areas to take the new National Professional Qualification for Middle Leadership.⁶⁵

In January an additional six opportunity areas were announced: Bradford, Doncaster, Fenland & East Cambridgeshire, Hastings, Ipswich and Stoke-on-Trent. It was stated that the 12 opportunity areas would share £72 million of funding.⁶⁶

⁶¹ [Overseas teacher recruitment drive revealed](#), *BBC News*, 26 January 2017.

⁶² [PQ 62489](#), 10 February 2017.

⁶³ Department for Education, [Provision of a framework of services to supply, recruit, train and support international teachers re-locating to England](#), July 2017; [Bids sought for £10m foreign teacher recruitment drive](#), *Schools Week*, 13 July 2018.

⁶⁴ [Social mobility package unveiled by Education Secretary](#), Department for Education, 4 October 2016.

⁶⁵ [National Professional Qualification for Middle Leadership \(NPOML\)](#), Department for Education, 20 October 2017.

⁶⁶ [Education Secretary announces 6 new opportunity areas](#), Department for Education, 18 January 2017.

3.9 Speech to the Chartered College of Teaching – February 2017

In a speech to the Chartered College of Teaching in February 2017, the then Secretary of State, Justine Greening, set out the Department's plans for supporting the teaching profession. Among other things, she said that "keeping and strengthening QTS is vital" and that she aimed to introduce a new "strengthened QTS" from September 2019.

Emphasising the importance of continuing professional development for teacher, the Secretary of State also:

- Announced the opening of the first round of bidding for the £75 million Teaching and Leadership Innovation Fund, which would be aimed at enabling high-quality CPD in the Opportunity Areas (see box 8 above).
- Confirmed that new professional qualifications for teachers and leaders would be introduced from September 2017.⁶⁷

3.10 Recruitment and retention package – March 2017

In a speech to the Association of School and College Leaders (ASCL) in March 2017 the then Education Secretary set out the Government's "teacher recruitment and retention package." Among other things, she stated that:

- She had "tasked [the DfE] to get under the skin of [teacher recruitment and retention] data, so we can really start to understand the recruitment and retention challenges at a more local level."
- A "significant portion" of the £70 million of funding for the northern powerhouse schools strategy would be spent on "piloting new approaches to attracting and retaining teachers in the North of England."
- Expressions of interest would be sought from providers with "innovative teacher training models...that can ensure more high-quality new teachers reach the schools and areas that need them most."
- The Government would look at how to increase flexible working within teaching in part as a way to improve supply and retention.
- She wanted to strengthen Qualified Teacher Status and make strong continued professional development the norm.⁶⁸

3.11 Conservative 2017 election manifesto

The Conservative Party manifesto for the 2017 election stated that a Conservative Government would encourage teachers to remain in the profession by "offer[ing] forgiveness on student loan repayments while

⁶⁷ [Justine Greening: teachers - the experts driving social mobility](#), Department for Education, February 2017.

⁶⁸ [Justine Greening: teacher development key to school improvement](#), Department for Education, 10 March 2017.

they are teaching and bring[ing] in dedicated support to help them throughout their careers.”

The manifesto additionally stated that:

- Bursaries would continue to be offered in order “to attract top graduates into teaching” (see section 3.1).
- A single jobs portal, like NHS jobs, will be created for schools to advertise vacancies (see section 3.17).⁶⁹
- Teaching assistants will be able to become qualified teachers via a degree apprenticeship route (see section 3.16).⁷⁰

3.12 Initial teacher training pilots

Following the then Secretary of State’s speech to the ASCL in March 2017 (see section 3.10 above), in July 2017 the NCTL invited proposals from existing ITT providers with proposals to provide innovative teacher training models. Guidance stated that the NCTL wanted to support providers who will reshape their IT provision to, among other things:

- Increase trainee supply in areas of poor teacher recruitment and retention
- Improve the supply of newly qualified teachers to schools in greatest need
- Tap into new applicant markets and improve teacher supply in subjects or age phases where there is a clear need.

The NCTL stated that it would support a small number of approaches through pilot schemes, with 3-year ITT allocations. It added that the pilots would aim to begin implementation in 2017 to take effect from the 2018 trainee cohort onwards.⁷¹

3.13 English Baccalaureate consultation response

In July 2017, the Government responded to its consultation on implementing the English Baccalaureate (EBacc). The response confirmed Government plans for 75% of pupils to be entered for the EBacc combination of GCSEs by September 2022 (taking GCSEs in 2024), with 90% of pupils studying the EBacc by 2025 (taking GCSEs in 2027).

The response noted that some schools “will find it challenging to recruit the additional teachers they need to teach EBacc subjects to more pupils at key stage 4, particularly languages teachers.” It then outlined the initiatives the Government was taking to increase the supply of languages teachers, including providing “seed funding to support initial teacher training providers to develop ‘opt in’ courses for students on undergraduate language degrees to gain Qualified Teacher Status.”

⁶⁹ Conservative Party, [Forward, Together: The Conservative and Unionist Party Manifesto 2017](#), May 2017, p51.

⁷⁰ As above, p53.

⁷¹ National College for Teaching and Leadership, [Initial teacher training: opportunity to pilot innovative approaches in the provision of ITT](#), 4 July 2017.

The response also anticipated that as the EBacc embeds over time and the numbers of pupils studying languages at GCSE increases, this will “lead to a corresponding increase in those studying for languages degrees. However, it added that the necessary immediate increase in languages teachers would “in small part be filled by recruiting from other countries.”⁷²

3.14 Student loan reimbursement pilot scheme

On 1 October 2017, the Government announced that it would pilot a student loan reimbursement programme for science and modern foreign language teachers in the early years of their careers. The announcement said that a typical teacher in their fifth year of work would benefit by around £540 through reimbursement.⁷³

Guidance on the student loan reimbursement pilot scheme was published on 24 October 2017. Eligible teachers who were awarded qualified teacher status between 2012-13 and 2018-19 may apply for reimbursements for the 10 academic years after they were awarded QTS. To be eligible, teachers must, among other things:

- Be employed in a maintained secondary school, a secondary academy or free school, or a maintained or non-maintained special school.
- Be employed at a school in one of 25 participating local authorities.
- Be teaching an eligible subject: languages, physics, chemistry, biology, and computer science.

The application round will open in September 2019.⁷⁴

3.15 Conservative Party Conference speech

In her speech to the Conservative Party conference on 1 October 2017, the then Education Secretary, Justine Greening, announced a series of measures aimed at attracting teachers to the profession. This included the student loan reimbursement pilot scheme and the new-style bursaries for mathematics trainees, which have been outlined above. In addition, she announced:

- £30 million investment in tailored support for schools that struggle the most with recruitment and retention, including investment in professional development.

⁷² Department for Education, [Implementing the English Baccalaureate: Government consultation response](#), July 2017, pp18-19.

⁷³ [New education and skills measures announced](#), Department for Education, 1 October 2017.

⁷⁴ National College for Teaching and Leadership, [Teachers' student loan reimbursement: guidance for teachers and schools](#), 24 October 2017.

- Support for the best teacher training providers with Northern Powerhouse funding to expand in to challenging areas in the north that do not currently have enough provision.⁷⁵

3.16 Teacher apprenticeships

In October 2017, the Government published [guidance](#) on postgraduate teaching apprenticeships. The guidance explains that the postgraduate teaching apprenticeship will be a school-led initial teacher training route with on-and off-the-job training. It will become available for trainees in September 2018.⁷⁶

3.17 Flexible working in schools

In October 2017, the Department for Education held a Flexible Working Summit for national education sector stakeholders. At the summit the Government committed to carry out research looking at changing recruitment practices in schools, to inform its guidance about how schools can introduce flexible working. Other commitments made by the Government included that it would:

- Include the promotion of flexible working opportunities when developing the new Teacher Vacancy Service.
- Run a one-year pilot for women teachers including support for part-time workers and people returning to teaching after a break.
- Update the [guidance on Flexible working in schools](#) to include information dispelling myths about flexible working and case studies from schools who are putting the policy into practice.⁷⁷

3.18 2017 Autumn Budget

The 2017 Autumn Budget announced that the Government would “ensure that every secondary school has a fully qualified computer science GCSE teacher, by committing £84 million to upskill 8,000 computer science teachers by the end of [the] Parliament.”⁷⁸ A response to a parliamentary question stated that £13 million of the funding would be available in 2018-19, with £21 million available in 2019-20, 2020-21 and 2021-22, and £8 million in 2022-23.⁷⁹

The Budget additionally announced that the Government would invest £42 million to pilot a Teacher Development Premium, which will test the impact of a £1,000 budget for high-quality professional development for teachers working in areas that have fallen behind.⁸⁰ £10 million of

⁷⁵ [New education and skills measures announced](#), Department for Education, 1 October 2017.

⁷⁶ National College for Teaching and Leadership, [Postgraduate teaching apprenticeships: guidance for providers and schools](#), last updated 3 November 2017.

⁷⁷ Department for Education, [Increasing flexible working opportunities in schools](#), 11 December 2017.

⁷⁸ HM Treasury, [Autumn Budget 2017](#), HC 587, November 2017, p48.

⁷⁹ [PQ 115546](#), 28 November 2017.

⁸⁰ HM Treasury, [Autumn Budget 2017](#), HC 587, November 2017, p48.

the funding is planned for 2018-19, £15 million in 2019-20 and 2020-21, and £5 million in 2021-22.⁸¹

3.19 Social Mobility Action Plan

In December 2017, the Department for Education published its social mobility action plan: [Unlocking Talent, Fulfilling Potential](#). The plan highlighted that pupils in disadvantaged areas are less likely to receive high quality teaching than pupils in wealthier areas. It set out a range of initiatives that the Government had taken aimed at incentivising teachers to teach in disadvantaged areas, including:

- The student loan reimbursement pilot scheme (see section 3.14)
- Introducing retention payments for maths teachers (see section 3.1).
- Providing £30 million in support to schools with challenging intakes that are facing recruitment and retention challenges (as announced in October 2017 – see section 3.12). The plan stated that the Government would “invest in bespoke packages of support – including help with recruitment and additional professional development – evaluating what is effective.”
- Creating a free national teacher vacancy website (see section 3.24).

The plan stated, however, that a “step change in the support and investment in teachers’ professional development throughout their careers” was needed in order to “genuinely shift the dial on both retention and school improvement.” It therefore set out that the Government would:

- Provide “an enhanced offer of early career support by strengthening qualified teacher status, and support clearer career pathways and improved professional development for all teachers” (see section 3.20).
- Improve the quality of professional development available in challenging areas by investing “over £115 million in evidence-based approaches”, including the £75 million Teaching and Leadership Innovation Fund (see box 8) and the £42 million Teacher Development Premium pilot (see section 3.18).⁸²

3.20 Consultation on QTS and teacher CPD

On 15 December 2017, the DfE launched a [consultation](#) on proposals to introduce a strengthened qualified teacher status for introduction from September 2019, and concerning career progression for teachers. The consultation sought views on other areas including how to support teachers at the beginning of their career, and how to improve career progression.

⁸¹ As above, table 2.1, p29.

⁸² Department for Education, [Unlocking Talent, Fulfilling Potential: A plan for improving social mobility through education](#), December 2017, pp17-18.

The consultation made clear that the proposals were in part aimed at impacting positively on recruitment:

Setting out a clearer offer of teacher development and career progression is an important part of improving the attractiveness of teaching as a profession, helping to have a positive impact on recruitment. A more fulfilled workforce, where people feel valued and supported to develop, can also have a positive impact on retention.⁸³

Consultation response

The Government published its response to the consultation on 4 May 2018. This stated that the Government would, among other things:

- Extend the induction period for new teachers to two years so that teachers have more time to develop their knowledge and skills. QTS will continue to be awarded at the end of ITT (the original consultation had proposed awarding QTS after the induction period).
- Introduce an Early Career Framework of support and mentoring for the induction period in order to make sure that teachers get more support in this stage of their career.
- Support the development of new specialist qualifications, which will build on the Early Career Framework and complement Chartered Teacher status.
- Undertake work to consider how the CPD market can be made easier to navigate for schools and teachers.
- Set up work-related sabbaticals pilot for more established teachers, which will start in September 2019.⁸⁴

These plans were discussed by the Secretary of State in a [speech](#) to the National Association of Head Teachers in May 2018. The speech made clear that the plans were aimed at addressing the things that discourage people from going into teaching or make them consider leaving the profession.⁸⁵

3.21 Investment in Now Teach

In January 2018, the Government announced that it would invest £350,000 in the charity Now Teach to help it expand into Hastings, one of the 12 Opportunity Areas.

Now Teach was set up in 2016 with the aim of encouraging people who have already had a successful career to retrain as maths, science and modern foreign languages teachers.⁸⁶

⁸³ Department for Education, [Strengthening Qualified Teacher Status and improving career progression for teachers: Government consultation](#), December 2017, pp8-9.

⁸⁴ Department for Education, [Strengthening Qualified Teacher Status and improving career progression for teachers: Government consultation response](#), May 2018, pp9-11; [HCWS669](#), 8 May 2018.

⁸⁵ [Secretary of State speech at the National Association of Headteachers conference](#), Department for Education, 4 May 2018.

⁸⁶ [Boost to get more top professionals into teaching](#), Department for Education, January 2018.

3.22 Return to teaching pilot

In March 2018, the DfE announced that schools in the West Midlands and the South East would be asked to participate in a programme designed to help teachers return to the profession after a career break. Up to 10 lead schools were sought, the announcement said, to deliver a pilot that will “test the best approach to supporting teachers who have taken time out of their careers, providing funding to help them after they return to the classroom.” The pilot is planned to start in May 2018 and has a budget of £298,000, which will be adjusted depending on the number of returning teachers supported.⁸⁷

Further information is available in [guidance](#) published by the DfE.

3.23 Professional Skills Tests

In February 2018, the Government announced that entrants to ITT courses would be eligible to have three attempts at the professional skills tests free of charge. In addition, the two year lock-out period has been removed, with no limit on the number of tests a candidate can take. Previously, if trainees were unsuccessful in three attempts at the tests they were required to wait two years before they could make another three. Additionally, only the first attempt at each test was free of charge.

The announcement stated that the changes removed financial and administrative barriers and ensured that “capable trainees do not give up on their hopes of becoming a teacher while they wait to re-take the tests.”⁸⁸

3.24 Teacher recruitment strategy

In a speech to the ASCL’s annual conference in March 2018, the Education Secretary, Damian Hinds, announced that the DfE would work with the profession to develop a strategy to drive recruitment and boost the retention of teachers that will identify the steps to be taken and will cover areas such as workload, professional development, career progression, flexible working and entry routes into teaching.⁸⁹

3.25 Teacher vacancy website

In his speech to the ASCL in March 2018 (see section 4.6), Damian Hinds stated that the DfE would be launching a new recruitment website and added that this will be adapted “specifically to help teachers to pursue flexible working, including job shares.”⁹⁰ In April 2018, Nick Gibb stated that testing will start with a sample of schools in

⁸⁷ [Schools to support teachers' return to the classroom](#), Department for Education, 14 March 2018.

⁸⁸ [Measures announced to ensure talented trainees get into teaching](#), Department for Education, 22 February 2018.

⁸⁹ [Damian Hinds: There are no great schools without great teachers](#), Department for Education, 10 March 2018; [Damian Hinds sets out plans to help tackle teacher workload](#), Department for Education, 10 March 2018.

⁹⁰ [Damian Hinds: There are no great schools without great teachers](#), Department for Education, 10 March 2018.

May and the evidence from this will inform the next stage of the roll out.⁹¹

On 3 June 2018, the DfE announced that the vacancy website had been initially launched in Cambridgeshire and the North East, with a view to rolling it out nationally by the end of the year. The announcement added that the website will include part-time roles and job shares in order “to help keep experienced teachers working in the classroom and make schools attractive 21st Century workplaces.”⁹²

3.26 Upskilling computer science teachers

Following on from the Autumn 2017 Budget announcement (see section 3.19 above), on 6 May 2018 organisations were invited to run a National Centre of Computing Education, which along with 40 lead schools will work to improve teaching of the computing curriculum. The Centre will, the announcement said, “be a major part” of the commitment to upskill 8,000 computer science teachers by the end of the Parliament. It is expected that work on the National Centre will start during autumn 2018, with the first training available in the 2018-19 academic year.⁹³

⁹¹ [PO 136066](#), 19 April 2018.

⁹² [New free website for schools to advertise vacancies](#), Department for Education, 3 June 2018.

⁹³ [Schools Minister announces boost to computer science teaching](#). Department for Education, 6 May 2018.

4. Teacher workload

The Government has noted workload as “the most frequently cited reason for teachers wanting to leave the profession” and in response to questions about teacher retention has highlighted its efforts to reduce workload “so that teachers can concentrate on teaching, rather than bureaucracy.”⁹⁴

This section provides a brief overview of actions taken by the Government with the aim of reducing teacher workload. Further information is available in The DfE’s [Reducing teacher workload action plan](#), which was last updated in February 2017. The Government has also published a policy paper setting out what it is doing to reduce workload for teachers. The paper was last updated in March 2018 and is available at: [Reducing teacher workload](#).

4.1 The Workload Challenge

In October 2014, the then Education Secretary, Nicky Morgan, launched the ‘Workload Challenge’ – a survey of teachers aimed at identifying the causes of excessive workload and what could be done to reduce it.⁹⁵ The consultation lasted until 21 November 2014, during which time around 44,000 people responded.⁹⁶

Box 9: 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”. A updated version, [Ofsted inspections: myths](#), was published in April 2018.

Findings

On 6 February 2015, the DfE 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 identified data management, marking and planning as the three tasks most frequently cited as contributing to “unnecessary and unproductive workload.”⁹⁷ The most commonly cited drivers of workload were accountability or the perceived pressures of Ofsted, tasks set by school leaders, working to local or school-level policies, and policy change at a national level.⁹⁸

Government response

The Coalition Government’s response to the Workload Challenge acknowledged the impact that decisions by government could have on

⁹⁴ [PO 5287](#), 24 July 2017.

⁹⁵ [Nicky Morgan: ‘I want to build a new deal for teacher workload – and I need your help’](#), TES, 21 October 2014.

⁹⁶ Department for Education, [Government response to the Workload Challenge](#), February 2015, p4.

⁹⁷ Department for Education, [Workload Challenge: Analysis of teacher consultation responses](#), February 2015, pp7-8

⁹⁸ As above, p8

teacher workload and noted the pressures created by the accountability system.⁹⁹

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

- Ministers would “do more to consider the impact on schools when introducing significant policy changes”, and the DfE would discuss workload implications and issues as part of its engagement with school leaders and teachers on significant policy changes.
- The Government would 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 would 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 would 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.¹⁰⁰

The protocol was published in March 2015 and was last updated in February 2017. It is available at: [Department for Education Protocol for changes to accountability, curriculum and qualifications](#).

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 head teachers 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 International Survey (TALIS) and would replace the previous workload diary survey.¹⁰¹

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.¹⁰²

Reaction

While welcoming some of the plans, the teaching unions were critical of the then Government’s response to the Workload Challenge.¹⁰³ A joint letter from the unions to the Education Secretary in February 2015 stated that the Government’s proposals contained “little new with regard to inspection” and would therefore fail to address the “root

⁹⁹ Department for Education, [Government response to the Workload Challenge](#), 6 February 2015, p5.

¹⁰⁰ As above, pp9-10.

¹⁰¹ As above, pp10-13

¹⁰² As above, pp11-12

¹⁰³ 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.

cause of the workload problem”, which it identified as “the high stakes system of accountability and Ofsted in particular”¹⁰⁴

4.2 Workload review groups

On 2 October 2015, the then Education Secretary, Nicky Morgan, 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](#). A DfE news story said that the groups would “look at the top issues that teachers said caused the most bureaucracy.”¹⁰⁵

The reports from the Workload Review Groups were published in March 2016 and are available on the Gov.uk website at:

- [Reducing teacher workload: Data Management Review Group report](#)
- [Reducing teacher workload: Marking Policy Review Group report](#)
- [Reducing teacher workload: Planning and Resources Group report](#)

The reports are aimed at teachers, school leaders and governing bodies and outline the problems in each area and offer advice on how they can be addressed.

The DfE submitted a number of questions to be included in the Teacher Voice Omnibus Survey, which was conducted by the National Foundation for Educational Research in November 2016. A research report of the survey’s findings was published in July 2017. This reported that 23% of senior leaders and classroom teachers said that they has used the independent reports of the workload review groups as a basis to review current policies.¹⁰⁶

4.3 School research projects

In January 2017, the DfE announced that eleven schools had been provided with funding of up to £30,000 to carry out research projects “into efficient and effective approaches which reduce unnecessary workload.” The schools worked with professional researchers and partner schools to examine current practices and develop solutions to better manage workload. Further information is available at: [Workload challenge: school research projects](#).

The [reports of the individual projects](#) were published in March 2018 alongside a [summary report](#) providing an overview of findings from the projects.

4.4 Workload survey 2016 published

In February 2016, the 2015 Government invited a representative sample of schools to take part in a large-scale survey of teacher workload. The

¹⁰⁴ [Letter from ASCL, ATL, NAHT, NUT and Voice to the Secretary of State for Education and the Deputy Prime Minister](#), 9 February 2015.

¹⁰⁵ [Action to address the top 3 teacher workload issues](#), Department for Education, 2 October 2015.

¹⁰⁶ Department for Education, [Teacher Voice Omnibus Survey: Research report](#), July 2017, pp7-8.

survey ran until 29 February 2016. It is intended that surveys of teacher workload will be conducted every two years.¹⁰⁷

The results of the survey were published in February 2017. Teachers reported working an average of 54.4 hours a week. Primary teachers and middle leaders reported working an average of 55.5 hours a week; secondary teachers reported working 53.5 hours a week. The figure for secondary teachers was higher than the average working week of 45.9 hours recorded in the OECD's 2013 international survey of key stage 3 secondary school teachers (TALIS).

Other key findings included:

- Across all schools, senior leaders reported working 60 hours a week.
- Almost a third of part-time teachers reported that 40% of their total hours were worked outside of school hours compared to almost a quarter of full-time teachers.
- Classroom teachers and middle leaders spent an average of 21.6 hours teaching in the reference week (40% of their total reported hours). An average of 33 hours was reported as being spent on non-teaching tasks.
- 93% of respondents stated that workload in their school was "at least a fairly serious problem." 52% cited workload as a "very serious problem."
- Primary teachers with less than six years' experience reported working 18.8 hours a week outside of school hours, two hours more than more experienced colleagues.¹⁰⁸

4.5 Conservative Party Manifesto 2017

In addition to the commitments on teacher supply and retention (see section 3.10 above), the Conservative Party's 2017 manifesto stated that a Conservative Government would ensure "support for teachers in the preparation of lessons and marking, including through the use of technology, and...bear down on unnecessary paperwork and the burden of Ofsted inspections."¹⁰⁹

4.6 Education Secretary Speech

In his speech to the ASCL's annual conference in March 2018 (see section 3.24 above) said that he wanted to support schools to use technologies in ways that reduce workload, and also that he understood that to tackle workload broader questions around teacher recruitment and retention also need to be looked at. This was why the teacher recruitment strategy was needed, he said. In the speech the Education Secretary additionally said that:

¹⁰⁷ Department for Education, [Reducing teacher workload](#), last updated 24 February 2017.

¹⁰⁸ Department for Education, [Teacher Workload Survey 2016: Research brief](#), February 2017, pp3-7.

¹⁰⁹ Conservative Party, [Forward, Together: The Conservative and Unionist Party Manifesto 2017](#), May 2017, p51.

- He would use the [Curriculum Fund](#) to make it easier for schools and teachers to share teaching resources:
- The Government would continue to work on making flexible working more possible.
- There will be no new tests or assessment for primary schools and no changes to the national curriculum, GCSE or A levels for the remainder of this parliament, beyond those already announced.
- The Government will work with Ofsted and others to ensure that schools have a clear understanding of who they are accountable to, and for what.¹¹⁰

4.7 Workload advisory group

On 4 May 2018 the DfE announced the membership and terms of reference of a newly formed Workload Advisory Group . The Group will build on the work carried out by the three workload review groups and will consider how to remove unnecessary workload associated with data and collection for assessment in schools. It is expected that the Group will produce a set of recommendations for the Secretary of State by the end of the summer term 2018.¹¹¹

Box 10: Research reports on teacher workload

Coinciding with the Secretary of State's speech to the ASCL, the DfE published a number of research reports it had commissioned to analyse teachers' workload. These comprised:

- [Mapping professional development for reducing teacher workload](#) – research on the use of professional development support to reduce workload.
- [Exploring teacher workload: qualitative research](#) – a report on in-depth interviews with a sample of respondents from the Teacher Workload Survey 2016 to learn more about their workload.
- [Teacher Voice Omnibus Survey](#) – report on questions submitted to be included in the Teacher Voice Omnibus Survey by the DfE, covering areas including teacher workload.
- [Workload challenge research projects: summary report 2018](#) (see section 4.3 above).

¹¹⁰ [Damian Hinds: There are no great schools without great teachers](#), Department for Education, 10 March 2018; [Damian Hinds sets out plans to help tackle teacher workload](#), Department for Education, 10 March 2018.

¹¹¹ Department for Education, [Workload advisory group: terms of reference](#), 4 May 2018.

5. Reports on teacher supply and retention

This section provides brief information on selected reports concerning teacher recruitment and retention that have been published since the start of 2016.

5.1 NFER report on teacher supply and retention in London (May 2018)

A report published by the National Foundation for Educational Research (NFER) in May 2018 looking at the characteristics of London's teacher supply market. The report stated that "London's teacher labour market faces a particularly acute challenge over the coming decade". It added that this challenge "is specific to London rather than a general pattern across other large English cities." While London seems to initially attract younger teachers, the report said, factors such as higher housing costs discourage teachers from remaining in London in their thirties and beyond. The report highlighted five areas as likely to offer the most effective remedies to the issues faced:

- Addressing the high cost of living, including housing and childcare costs (e.g. childcare subsidies and term-time only childcare places).
- More promotion of teachers' positive experiences of teaching in London.
- Increasing the pay of teachers in London.
- Increasing opportunities for part-time and flexible working.
- More support and professional development.¹¹²

5.2 Education Policy Institute analysis of teacher labour market (April 2018)

In April 2018, the Education Policy institute published an analysis of the pressures on the teacher labour market. The analysis outlined the challenges in teacher recruitment, including growing pupil numbers and the Government's ambition for 90% of pupils to be entered for the EBacc by 2025, before noting "worrying signs" on exit rates and on entrants. The problems look worse in secondary schools, it said.

Examining the impact on schools, the analysis argued that in some subjects schools have been relying on staff with lower qualifications. While the proportion of teachers with a relevant degree has increased over time in most subjects, the report noted that the two subjects where there has been a decline – physics and geography – were both EBacc subjects and where recruitment targets had been missed.

¹¹² National Foundation for Educational Research, [Teacher Supply, Retention and Mobility in London](#), May 2018, ppi-ii.

The report highlighted retention as “the potentially more important issue” and suggested that if the Government is going to ease the public sector pay cap for schools it might be worth targeting any additional funds on salary supplements for early career teachers in shortage subjects.¹¹³

5.3 Gatsby Foundation report on teacher pay (March 2018)

In March 2018, the Gatsby Foundation published two reports that it had commissioned, looking at teacher supply. The first report, produced by Education Datalab, measured the impact of a 5% salary supplement for maths and science teachers in the first five years of their careers. The research suggested that had such a policy been introduced in 2020, it would have:

- Eliminated the shortage of science teachers experienced since 2010
- Eliminated the maths teacher deficit by 2014
- Increased retention and therefore increased the number of experienced teachers.

The second report, produced by the Institute for Fiscal Studies, looked at physics teacher retention. It found that around 3% of the cohort of physics graduates enter teaching in the first few years after graduation, compared to more than 12% of maths graduates. In addition, 40% of physics graduates who teach immediately after graduation leave the profession within three and a half years. The report suggested “holistic approach that considers both recruitment and retention, and pay and non-pay issues” is likely to offer the most success in tackling the issues faced.¹¹⁴

5.4 Social Mobility Commission state of the nation report (November 2017)

In its fifth annual state of the nation report, published in November 2017, the Social Mobility Commission noted that schools in deprived areas often struggle to recruit teachers and, where they can, they often lack high-quality applicants. Noting that high teacher turnover can have a negative effect on disadvantaged children’s attainment, the report highlighted that secondary school teachers in the most deprived areas are also more likely to leave. In comparison, there is much more stability in the teacher workforce in more affluent areas.¹¹⁵ Rural and coastal areas, however, have the opposite problem in that they can attract

¹¹³ Education Policy Institute, [Analysis: Teacher labour market pressures](#), April 2018.

¹¹⁴ [Increasing pay of early-career shortage-subject teachers key to averting retention crisis](#), Gatsby Foundation, 23 March 2018.

¹¹⁵ The report noted that London bucks the general trend, having the highest teacher turnover but also the highest Attainment 8 score. This, the report stated, was due to London’s unique set of circumstances, including that teacher vacancies tend to be short.

fewer new teachers and so have little infusion of new blood into the workforce, leading to stagnation, the report argued.

The report stated that these issues “point to the importance of having a region-specific strategy for training and developing the local teaching force.” It recommended that Regional School Commissioners should be given responsibility for monitoring and managing the supply of teachers within their regions.¹¹⁶

5.5 NAO report on teacher retention (September 2017)

In September 2017, the National Audit Office publishing a report on the retaining and developing the teacher workforce. The report concluded that the Department could not demonstrate that its efforts to improve teacher retention were having a positive impact and are value for money. The NAO additionally reported that:

- Secondary schools “face significant challenges to keep pace with rising pupil numbers.”
- More teachers are leaving before retirement than five years ago, and schools are finding it difficult to fill posts with the quality teachers they need.
- A survey conducted by the NAO found that:
 - Around two thirds of school leaders reported that workload was a barrier to teacher retention.
 - Schools filled only half their vacancies with teachers with the experience and expertise required. In around a tenth of cases, schools did not fill the vacancy at all.
- There are regional variations in the supply of teachers, with the North East having the lowest proportion of schools reporting at least one vacancy, and Outer London having the highest.
- A greater number of qualified teachers are returning to state-funded schools and there is scope to attract back even more.
- The proportion of pupils being taught in schools where Ofsted rated the teaching as requires improvement or inadequate varies across the country – from 9% in London to 26% in Yorkshire and the Humber.
- The Department spent £35.7 million in 2016-17 on programmes on teacher development and retention, of which £91,000 was aimed at improving teacher retention.
- The DfE is taking steps to improve teacher retention, but it still lacks data on local supply and demands and cannot show that its interventions are improving teacher retention.¹¹⁷

¹¹⁶ Social Mobility Commission, [State of the Nation 2017: Social Mobility in Great Britain](#), November 2017, pp46-7 & 53.

¹¹⁷ [Retaining and developing the teaching workforce](#), National Audit Office, September 2017.

Public Accounts Committee report (January 2018)

In November 2017, the Public Accounts Committee launched an inquiry into the NAO's report.¹¹⁸ The Committee published the report of the inquiry in January 2018.

The Committee stated that a variety of factors "have contributed to the growing sense of crisis for schools in England struggling to retain and develop their teachers". The DfE should, the report stated, been able to foresee this situation and, by its own admission, has "given insufficient priority to teacher retention and development."

The report argued that the Department had "got the balance wrong between training new teachers and supporting the existing workforce", and "has a disparate collection of small-scale interventions but these are inadequate to address the underlying issues." The Committee's recommendations included that the DfE should:

- By April 2018, "set out and communicate a coherent plan for how it will support schools to retain and develop the teaching workforce."
- Work with the sector to set out what is an acceptable level of workload, monitor the impact of its actions to reduce workload through its surveys of teachers, and identify possible further interventions.
- Set out its plans for the national vacancy service and report back on the results of the pilot by June 2018.
- Set out how it will take account of the housing requirements of teachers in order to support recruitment and retention.
- Set out its plans for improving CPD for teachers.¹¹⁹

5.6 Education Policy Institute report on teacher recruitment (July 2017)

In July 2017, the Education Policy Institute published an analysis of the latest teacher recruitment figures and teacher supply projections. The EPI highlighted the following key points from its analysis:

- The Department for Education projects pupil to teacher ratios in secondary schools will increase from 14.5 to 16.0 over the next decade. The current ratio is already above international averages.
- Improving working conditions is crucial to attracting and retaining teachers. As recently highlighted by the School Teachers' Review Body (STRB), continued pay restraint makes this more difficult. A 1% limit implies salaries falling by 5% relative to average earnings between now and 2019-20.
- Government targets for increasing the uptake of EBacc subjects imply an increase of 78% in the number of

¹¹⁸ [Retaining and developing the teacher workforce inquiry](#), Public Accounts Committee, last accessed 5 January 2018.

¹¹⁹ Public Accounts Committee, [Retaining and developing the teaching workforce](#), HC 460, 31 January 2018.

teachers required to join schools to teach modern foreign languages in 2019-20.

- Continuing to increase teacher training bursaries could represent poor value for money. The marginal cost per additional trainee of a £1,000 increase in bursaries could be as high as £60,000 some subjects.¹²⁰

5.7 NFER research project on teacher retention and turnover (May 2017-)

The National Foundation for Educational Research (NFER) has an on-going major research project aimed at gaining “a deeper understanding of the dynamics within the teacher workforce in England.” The first research update on the project was published in May 2017. There have since been three further research updates (published in June 2017, December 2017, and March 2018) and an interim report published in October 2017. Brief outlines of the reports’ key findings, which can be accessed at [School Workforce](#), are provided below.

Research update 1 – teacher retention by subject (May 2017)

The analysis found that rates of teachers leaving the profession are particularly high for early career teachers in science, maths and languages. It stated that this, together with difficulties in recruiting new trainees in these subjects, makes it increasingly hard for schools to find suitable staff and may make it difficult for the Government to achieve its aim to increase the proportion of pupils entered for the EBacc. The report suggested that one factor behind the high wastage rate could be that teacher pay in these subjects is below what science and maths graduates could earn elsewhere.

The report also noted that maths, physics and languages teachers have higher than average leaving rates in the first few years after training, and that these subjects attract large training bursaries. It recommended that “evaluation of the impact of bursaries on entry and retention rates is urgently needed to assess their cost effectiveness.”¹²¹

Research update 2 – teacher dynamics in multi-academy trusts (June 2017)

The report found that the amount of staff movement between schools in the same multi-academy trust (MAT) is more than ten times higher than between schools that are not in the same MAT. This, the report stated, suggests that MATs have internal teacher labour markets that are “somewhat distinct from the teacher labour market in the local area outside of the MAT.”

The research additionally found that when teachers move schools within a MAT they are more likely to move to a school with a more disadvantaged intake. This is in contrast to teachers generally, who are

¹²⁰ [Analysis: The challenge of navigating teacher recruitment, pay and curriculum choices](#), Education Policy Institute, July 2017.

¹²¹ National Foundation for Educational Research, [Teacher Retention and Turnover Research](#), May 2017, p3.

more likely to move to schools with a less disadvantaged intake. The report argued that this suggests that the approach that MAT leaders can take towards workforce management “might provide an effective mechanism for deploying staff to schools that struggle more with staff recruitment and retention.”¹²²

Interim report (October 2017)

The interim report examined factors associated with teacher retention and turnover and made recommendations emphasised on retention. The NFER summarised the report’s key points as:

- The Government and stakeholders in the secondary sector need to urgently look at ways of accommodating more part-time working in secondary schools to help alleviate teacher supply challenges in these schools across England.
- The Government should explore why the rate at which older teachers have been leaving the profession increased between 2010 and 2015 and explore whether they could be incentivised to stay in the profession longer, particularly in subjects with specialist teacher shortages.
- There appears to be little evidence to date that multi-academy trusts (MATs) are better able to retain teachers by providing opportunities to move within their structure. Leaders of MATs should do more to promote the benefits of working in their organisation to their teachers; for example, by raising the profile of the MAT as the structure that teachers belong to.
- The teacher supply challenge in London is particularly acute when compared to other geographic areas. Policymakers should look at how policy interventions, such as housing subsidies, could help to retain teachers in high-cost areas.¹²³

Research update 3 – is the grass greener beyond teaching? (December 2017)

This research update used survey evidence to examine what happens to teachers when they leave the profession. It found that:

- The job satisfaction of teachers who leave teaching for another job increases considerably and had been declining in the years before they left teaching. This, the report stated, suggests that low job satisfaction “was an important factor contributing to their decision to leave.”
- The pay of teachers who leave teaching and take up a new job is, on average, ten per cent less than it was as a teacher. The report noted that this does not necessarily show that pay has no impact on retention, but suggests that pay should be considered alongside other factors.
- Among secondary teachers who leave, the proportion working part-time increases after leaving. The Government, the report,

¹²² [Teacher retention and turnover research – Research update 2: Teacher dynamics in multi-academy trusts](#), National Foundation for Educational Research, June 2017.

¹²³ [Teacher Retention and Turnover Research: Interim Report](#), National Foundation for Educational Research, October 2017.

stated, needs to “urgently look at ways of accommodating more part-time working in secondary schools, to retain teachers who are at risk of leaving.”¹²⁴

Research update 4 – how do teachers compare to nurses and police officers (March 2018)

The research compared the characteristics of full-time teachers, nurses and police officers, including their hours worked, earnings and job satisfaction. Its findings included:

- Teachers work similar hours to police officers over the course of a year, but in fewer weeks. They work the longest hours per week during term time of the three professions.
- After accounting for the estimated hours worked each year, teachers’ real average hourly pay had fallen more than for nurses and police officers since 2009-10.
- Teachers seem to be satisfied with their jobs and income, but less so with their leisure time.¹²⁵

5.8 HEPI, *Whither Teacher Education and Training* (April 2017)

In April 2017, the Higher Education Policy Institute (HEPI) published a report on the past, present and future of teacher training, written by Dr John Carter, the Vice Chancellor of Edge Hill University.

The report questioned whether bursaries are an effective way of boosting recruitment and noted a suspicion that some trainees are attracted by the bursary but do not intend to teach or stay in the profession for more than a couple of years. It recommended the replacement of the current bursary system with ‘forgivable fees’. Such a policy would, it said, “reward teaching and retention in the profession, not training” and would mean that teachers could be free of tuition fee debt by the age of 30.¹²⁶

The report also made a number of other recommendations, including (but not limited to):

- Launching a new media campaign.
- Granting all ITT providers multi-year allocations.
- Providing a greater range of personal development opportunities for teachers.
- Refining, clarifying and simplifying the career-progression ladder to “recognise outstanding teachers and support retention.”¹²⁷

¹²⁴ [Teacher Retention and Turnover Research – Research update 3: Is the Grass Greener Beyond Teaching?](#), National Foundation for Educational Research, December 2017.

¹²⁵ [Teacher Retention and Turnover Research – Research Update 4: How Do Teachers Compare to Nurses and Police Officers](#), National Foundation for Educational Research, March 2018.

¹²⁶ Higher Education Policy Institute, [Whither Teacher Education and Training?](#), April 2017, p43.

¹²⁷ As above, pp46-7.

5.9 Education Committee, *Recruitment and retention of teachers* (February 2017)

In February 2017, the Education Committee published the report of its inquiry into teacher supply: [Recruitment and retention of teachers](#).

The report concluded that “schools face increasing challenges of teacher shortages, particularly within certain subjects and regions” and that rising pupil numbers and changes to accountability, such as the focus on English Baccalaureate subjects, “will exacerbate existing problems.” It stated that the Government is aware of the issues but “needs to identify a strategic, long-term plan to effectively address them.” The “failure of the National Teaching Service”, had, it added, left “a gap in the Government’s plans to tackle regional shortages.”¹²⁸

The report’s other conclusions and recommendations included:

- The Government should follow through its plan to launch a national teacher vacancy website and should publish teacher shortages on a regional basis to inform teacher recruitment.¹²⁹
- Research suggests that more teachers are leaving the profession. While the Government has focused on improving teacher recruitment, focusing more resources on improving the retention of teachers may be a more cost effective way of improving teacher supply in the long term.¹³⁰
- The Government must do more to implement the recommendations of the Workload Challenge and school leaders should take greater account of teacher workload, which could include ‘capping’ the number of hours worked outside of teaching time.¹³¹
- Ofsted must do more to dispel misunderstandings of its requirements and should promote good practice by monitoring workload in inspections.¹³²
- All teachers should have access to high-quality continuing professional development in order to improve professionalism and enhance teacher retention.¹³³

Government response

The 2015 Government published its response to the Committee’s report on 2 May 2017. The response stated that the DfE had “made good progress in recruiting more teachers to train in priority subjects, even in the context of a strengthening graduate labour market”, and that teacher retention rates had remained broadly stable for the past 20 years. It recognised, however, that “significant challenges remain” and provided an overview of initiatives to improve recruitment and retention.

In response to the Committee’s specific recommendations the report stated, among other things, that:

¹²⁸ Education Committee, [Recruitment and retention of teachers](#), February 2017, p10.

¹²⁹ Education Committee, [Recruitment and retention of teachers](#), February 2017, p13.

¹³⁰ As above, pp15-16.

¹³¹ As above, p82.

¹³² As above.

¹³³ As above, p24.

- The DfE is working with the Spanish Ministry of Education to extend the [Visiting Teacher Partnership](#) scheme to schools in England; the scheme will be piloted for a year from autumn 2017.
- The Government intends to “take further steps to support areas with insufficient supply of high-quality training”, and expects to support a number of pilot projects from the 2018-19 academic year.
- Research and analysis is ongoing to analyse local teacher supply using a ‘supply index’ that combines a range of indicators.¹³⁴

5.10 Sutton Trust, *Science shortfall* (January 2017)

In January 2017, the Sutton Trust published a research brief on the supply of science teachers, [Science Shortfall](#). The report concluded that “specialist science teaching in English secondary schools suffers from a recruitment problem”, with a “consistent failure to attract the required number” and those who do train tending to have lower qualifications compared to other teachers and other science graduates. The issue was, the report said, “particularly acute in physics.”

The report additionally stated that:

- Schools with the largest numbers of disadvantaged pupils are the least likely to have teachers with the relevant science qualification.
- Secondary academies are more likely to have science specialists than maintained schools.
- Independent schools are more likely than state schools to have science teachers with qualifications in their main teaching subject.¹³⁵

It recommended that “further efforts need to be made to ensure that state school teachers have qualifications in the subjects that they are teaching” and that incentives to address teaching shortages should be targeted at schools in less advantaged areas. It additionally recommended that local authorities or multi-academy trusts should encourage teachers from other schools to offer CPD courses in schools with shortages of physics teachers.¹³⁶

5.11 Education Policy Institute, *Teacher workload and professional development* (October 2016)

In October 2016 the Education Policy Institute (EPI) published a report that used data from the OECD’s Teaching and Learning International Survey (TALIS) to examine teachers’ working hours, pay and experiences in secondary school.

¹³⁴ Education Committee, [Recruitment and retention of teachers: Government Response to the Committee’s Fifth Report](#), May 2017.

¹³⁵ Sutton Trust, [Science Shortfall](#), January 2017, p1.

¹³⁶ As above, p6.

The EPI concluded that teachers in England are working longer hours than in most other countries covered by the TALIS survey and that long working hours are hindering teachers' access to CPD. It added that "long hours, low starting pay and limited access to professional development create a risk of 'burn out', especially in the early stages of careers".

With secondary pupil numbers set to increase, the report stated that it is unlikely that teaching timetables can be reduced if teacher numbers do not increase and class sizes do not grow. Alongside recommendations around CPD, the use of ICT and reducing the burden of marking and administration, the report recommended that policy makers may want to consider that creating economies of scale through multi-academy trust arrangements or school capacity policy may help ease workload as teachers in larger schools tend to work slightly shorter hours.¹³⁷

5.12 NFER analysis of teacher retention (September 2016)

In September 2016, the National Foundation for Educational Research (NFER) published an analysis of teacher retention based on survey evidence and 21 in-depth interviews with teachers who had recently left or were considering leaving the profession.

The NFER found that the majority of teachers were not considering leaving the profession, with nearly half "engaged" and only a minority "disengaged". The report found a strong interaction between retention and engagement, with 90% of engaged teachers not considering leaving the profession. Factors found to be associated with retention included job satisfaction, having adequate resources, reward and recognition and being well supported by management.

The report additionally found "no evidence of any influence of a school's proportion of free school meal pupils, academy status, or region on intent to leave the profession."¹³⁸

5.13 IFS report on the costs, benefits and retention rates of initial teacher training routes (July 2016)

In July 2016, the Institute for Fiscal studies published research into the longer-term costs and benefits of different ITT routes. The report found that ITT costs an average of £23,000 per trainee, taking into account costs to government and schools. In addition, the drop-out rate of recently trained teachers means that over £38,000 is spent on training for every teacher still in post five years after completing training.

The report also looked at the costs, benefits and retention rates of each ITT route. The findings from the report included:

¹³⁷ Education Policy Institute, [Teacher workload and professional development in England's secondary schools: insights from TALIS](#), January 2017.

¹³⁸ National Foundation for Educational Research, [Engaging Teachers: NFER Analysis of Teacher Retention](#), September 2016, p2.

- The cost of ITT varies considerably between routes, from around £17,000 for primary teachers trained via the undergraduate route to around £38,000 per Teach First trainee (£14,000 higher than any other route).
- The proportion of teachers still working in a state school five years after their training varies by route. Around 60% of Teach First trainees have left teaching within five years.
- The introduction of bursaries (see section 3.1 of this briefing) represents a “significant cost”. Evidence on the effectiveness of bursaries in recruiting and retaining high-quality teachers is “urgently needed.”
- Retention rates are lower in areas where there is an excess supply of trainees, which highlights the need for ITT allocations to take into account local demand for teachers. Allocating on a national ‘first-come first-served’ basis means training places have not always been taken where they are most needed.
- Teacher retention is lower in areas where the pay of other workers is higher, meaning that national pay restraint for teachers “has the potential to reduce retention.”¹³⁹

5.14 NAO, *Training new teachers* (Feb 2016)

On 10 February 2016, the National Audit Office published a report, [Training new teachers](#). The report stated that “to date, the overall number of teachers has kept pace with changing pupil numbers and retention of newly qualified teachers has been stable.”¹⁴⁰ However, it noted that teacher shortages appear to be increasing and an increasing proportion of classes in secondary schools are being taught by teachers without a post-A-level qualification in the subject.¹⁴¹

The report’s other findings and conclusions included:

- The teacher supply model has strengths but may not accurately predict schools’ need for trainee teachers. For example, the best estimate of the number of trainees needed in 2016-17 is 29,200, but the model’s results range from 25,000 to 38,000 depending on how optimistic the chosen assumptions are.
- The DfE has missed its targets for filling training places over the last 4 years. Secondary places are particularly difficult to fill and the Department finds it difficult to fill places in most secondary subjects.
- Not all trainee teachers go on to take jobs in state schools. 80% of trainees who commenced a final year of training in 2013-14 are known to have started teaching in England within 6 months of qualifying. Some of these posts are in independent schools.
- The proportion of postgraduate trainee entrants with at least an upper-second degree increased in excess of changes in wider graduate results between 2010-11 and 2015-16.
- There is some evidence that bursaries (see section 3.1) have some impact in attracting people to train as teachers but the

¹³⁹ Institute for Fiscal Studies, [The longer-term costs and benefits of different initial teacher training routes](#), July 2016.

¹⁴⁰ NAO, [Training new teachers](#), 10 February 2016, p8.

¹⁴¹ As above, p8.

Department needs to do more to demonstrate a long-term positive impact.

- The Department has a “weak understanding” of regional and local teacher supply issues.¹⁴²

The report stated that it could not conclude that arrangements for training new teachers represented value for money until the Department meets its targets and addresses information gaps:

The Department has missed its recruitment targets for the last 4 years and there are signs that teacher shortages are growing. By taking a national view of the number of teachers required, the Department risks paying too little attention to clearly meaningful local patterns of supply and demand. The Department does not yet have the information it needs to understand how different routes into teaching impact on schools’ ability to recruit and retain newly qualified teachers, and cannot yet demonstrate how new arrangements are improving the quality of teaching in classrooms. The Department has plans to analyse existing data further. However, until the Department meets its targets and addresses the remaining information gaps, we cannot conclude that the arrangements for training new teachers are value for money. The Department will also need to show that the arrangements are more cost-effective than alternative expenditure, for instance on improving retention.¹⁴³

The report recommended that the DfE “should demonstrate how, through new training routes and the incentives it offers, it is improving recruitment and retention of new teachers.”¹⁴⁴ It additionally recommended that the Department and the National College for Teaching and Leadership should work to develop a good understanding of local demand and supply issues and to establish the accuracy of the teacher supply model.¹⁴⁵

5.15 Public Accounts Committee, *Training new teachers* (June 2016)

In June 2016, the Public Accounts Committee published its report on the training of new teachers. The Committee expressed “disappointment” over missed teacher training targets and stated that one consequence of shortfalls was that “a significant proportion of lessons in some important subjects...being taught by teachers without relevant post-A-level qualifications.” The report additionally stated that the national figures “disguise significant local variation and do not reflect the difficulties headteachers experience across the country when they try to recruit teachers.”

The Committee contended that the Government’s approach was “reactive and lacks coherence” and that it “shows no sense of leadership or urgency in making sure there are sufficient new teachers to meet schools’ future needs.”

¹⁴² As above, pp9-11.

¹⁴³ NAO, [Training new teachers](#), 10 February 2016, p13.

¹⁴⁴ As above.

¹⁴⁵ As above.

The Committee's other conclusions and recommendations included:

- The Government should develop a clear plan for teacher supply covering at least three years.
- The "myriad routes into teaching are confusing." The DfE should work with the NCTL to provide clearer, more accessible information to applicants.
- The DfE should report to the Committee on the extent and impact of teachers taking lessons they are not qualified in.
- The DfE should evaluate:
 - whether bursaries lead to more teachers in classrooms and whether the money could be more effectively spent elsewhere, such as on retention measures; and
 - all the initiatives it has put in place so that it can invest in those that work.¹⁴⁶
 -

Government response

The 2015 Government published its response to the Public Accounts Committee's report in November 2016. The response stated that the Government agreed with all the Committee's recommendations. The response outlined work the DfE had begun to improve its understanding of teacher supply at a more local level (see box 5) and highlighted attempts to improve the information available to prospective ITT applicants.¹⁴⁷

Among other things, the report also stated that work assessing the impact of bursaries would be completed by April 2018 and that the DfE was planning improvements to the current bursaries approach over the next year, including a more targeted approach.¹⁴⁸

¹⁴⁶ Public Accounts Committee, [Training new teachers](#), June 2016, pp3-8.

¹⁴⁷ HM Treasury, [Treasury Minutes: Government responses to the Committee of Public Accounts on the Thirty Seventh and the Thirty Ninth reports from Session 2015-16: and the First to the Thirteenth reports from Session 2016-17](#), November 2016, pp23-4.

¹⁴⁸ As above, p27.

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