



## BRIEFING PAPER

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# Teacher recruitment and retention in England

By David Foster

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2. Supply and retention of teachers
3. Government initiatives to encourage teacher recruitment and retention
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## Summary

### Trends in teacher supply

In recent years, the overall number of teachers has not kept pace with increasing pupil numbers and the ratio of qualified teachers to pupils has increased from 17.8 in 2013 to 18.7 in 2017. 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.

Overall pupil numbers are expected to continue rising, with the number of secondary school pupils projected to increase by 15% between 2018 and 2025. 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.

### Initiatives to encouraging recruitment and retention of teachers

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 (now referred to as the Return to Teaching 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 rolled out gradually, with a view to it being available 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 language 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.

- Providing £10 million of funding for a regional trial "to test how to improve retention of early career maths and physics teachers".

## Teacher workload

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 published its recommendations, which the Government accepted, in November 2018.
- The publication of a [Workload Reduction Toolkit](#) in July 2018 – a series of online resources to help schools review and reduced workload.

Section four of the briefing provides more information on teacher workload.

## Reports on teacher recruitment

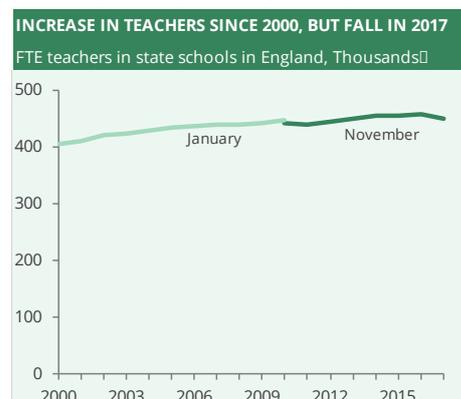
Section five briefly summarises selected reports on teacher recruitment and retention that have been published since the start of 2016.

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 2017, the total full-time equivalent (FTE) number of teachers in publicly funded schools in England was 452,000. Trends are shown opposite. This is an increase of 10,000 since the series began in 2010, but a fall of 5,000 from 2016 and the lowest number since 2013. 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 452,000 FTE teachers in 2017, 21,000 (5%) were unqualified.

The increase in teachers since 2010 has not kept pace with the increase in pupil numbers and, as a result, the ratio of pupils to qualified teachers 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.



## EARLIER DROP IN PUPIL:QUALIFIED TEACHER RATIO REVERSED FROM 2010

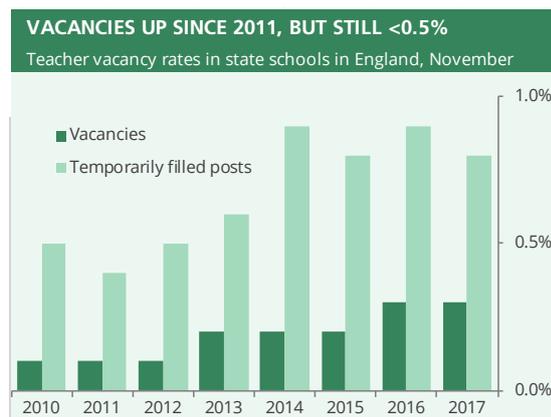
### Pupil:qualified teacher ratios in state-funded schools in England

	2000	2005	2009	2010	2011	2012	2013	2014	2015	2016	2017
<b>November</b>											
All state-funded schools	..	..	..	..	17.8	17.7	17.8	17.9	18.1	18.4	18.7
Maintained schools	..	..	..	17.3	17.6	..	..	..	..	..	..
<b>January</b>											
Maintained schools	18.6	17.4	16.9	..	..	..	..	..	..	..	..

Source: School workforce in England: November 2017 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.<sup>1</sup>

The number of full-time teacher vacancies in state-funded schools has risen from 380 (0.1% of the workforce) in 2010 to 940 (0.3%) in 2017; the number of temporarily filled positions increased from 1,790 (0.5% of the workforce) to 3,050 (0.8%) over the same period. In 2017, vacancy rates were one percent or above in the following secondary subjects: maths (1.4); information technology (1.8%); computing (1.2%); all sciences (1.5%); languages (1.0%); English (1.2%); geography (1.2%); design and technology (1.2%); and commercial/business studies (1.1%).<sup>2</sup> 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.<sup>3</sup>



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

<sup>2</sup> Department for Education, [School workforce in England: November 2017](#), June 2018, tables 14 and 15.

<sup>3</sup> 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.<sup>4</sup>

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

- Overall pupil numbers are projected to rise by 5% between 2018 and a peak in 2024. This is driven by secondary school pupil numbers, which are expected to increase by 15% between 2018 and 2024. The number of pupils in state-funded primary schools is expected to decrease by 1.4% over the same period, after peaking in 2019.<sup>5</sup>
- 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.<sup>6</sup>
- There may be greater competition for graduates during a period of public sector pay restraint.<sup>7</sup>
- 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).<sup>8</sup>

### 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.<sup>9</sup> 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.<sup>10</sup> 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.<sup>11</sup>

<sup>4</sup> 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*

<sup>5</sup> Department for Education, [National pupil projections: July 2018](#), July 2018, table 1.

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

<sup>7</sup> NAO, [Training new teachers](#), February 2016, p19.

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

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

<sup>10</sup> As above, p146.

<sup>11</sup> 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.<sup>12</sup> 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.<sup>13</sup>

### 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” Fixed allocations were given for undergraduate, Early Years, postgraduate Physical Education and Primary School Direct (salaried) courses and providers could not recruit trainees in excess of their allocation. 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, in 2018-19 the top performing 25% of ITT providers were awarded multiple-year allocations for postgraduate ITT places. These providers received a

<sup>12</sup> Department for Education, [Initial teacher training \(ITT\) allocations and the teacher Supply Model \(TSM\). England 2018 to 2019](#), November 2017, p3.

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

baseline guarantee of their allocations for three years, up to and including the 2020 to 2021 academic year.<sup>14</sup>

A similar approach will be used for 2019-20, with fixed allocations for undergraduate, Early Years and some physical education courses, and unlimited recruitment to all other ITT courses.<sup>15</sup>

**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.

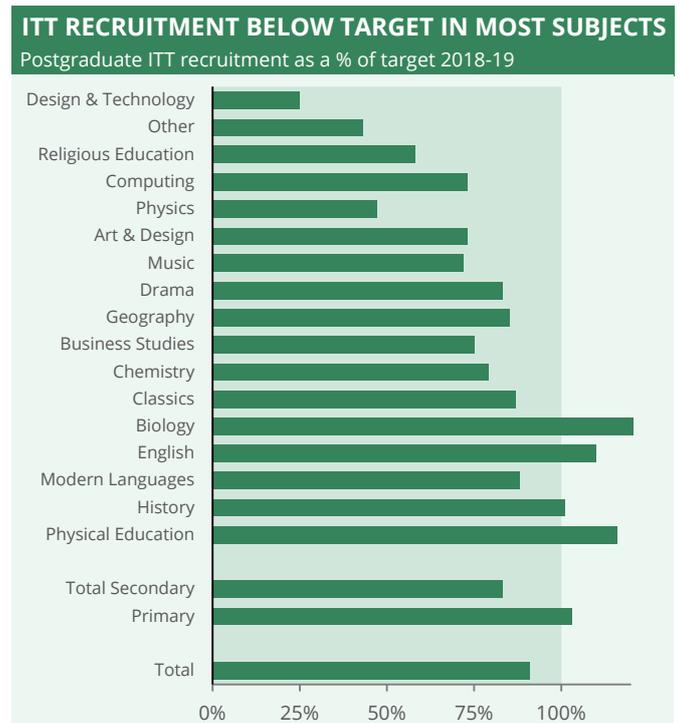
A 2014 report from Universities UK, for example, outlined the concerns and argued that the increased focus on Schools Direct had “contributed to a shortfall in the number of trainee teachers recruited in several subject areas, such as mathematics and physics.”<sup>16</sup>

### 2.3 Initial teacher training census 2018-19

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.<sup>17</sup>

The chart opposite shows the outcome of the ITT census for the 2018-19. Postgraduate entrants to primary level ITT were above target, with a surplus of around 400. The number of trainees recruited at secondary level was 17%, or around 3,300, below target. There were wide variations across secondary subjects, with the largest absolute shortfalls, excluding the “other” category, in maths (shortfall of 921), design and technology (shortfall of 872), physics (shortfall of 644), religious education (shortfall of 268), and geography (shortfall of 231).



Recruitment was, on the other hand, above target in biology (surplus of 627), English (surplus of 257), physical education (surplus of 172), and history (surplus of 10).<sup>18</sup>

<sup>14</sup> Department for Education, [TSM and initial teacher training allocations: 2018 to 2019](#), November 2017, pp3-4.  
<sup>15</sup> Department for Education, [Initial teacher training allocations methodology: 2019 to 2020](#), September 2018.  
<sup>16</sup> Universities UK, [The impact of initial teacher training reforms on English higher education institutions](#), October 2014, p2.  
<sup>17</sup> Department for Education, [Initial teacher training census for the academic year 2015 to 2016](#), England, 19 November 2015, p3  
<sup>18</sup> Department for Education, [Initial teacher training: trainee number census - 2018 to 2019](#), November 2018, table 1.

Around 46% of the 29,000 postgraduate ITT entrants in 2018-19 were recruited by higher education institutions; 35% were recruited into the two School Direct routes (salaried and fee-based), with 14% entering school-centred ITT (SCITT) and 5% enrolling on Teach First. 90 trainees, or 0.3% of the cohort were on postgraduate teaching apprenticeships.<sup>19</sup>

19% of entrants to postgraduate ITT in 2018-19 had a first class degree; 54% had a 2:1.<sup>20</sup> The proportions of trainees with a 2:1 degree or better has remained largely unchanged since 2014-15 but there has been an increase over the longer period. In 2006-07, 8% of entrants to postgraduate ITT courses had a first class degree; 51% had a 2:1.<sup>21</sup>

### 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 2017-18 financial year (the latest available data), 3,525 QTS awards were made to qualified teachers from the EEA – a decrease of 25% on the previous year, but an increase of 75% compared to 2010-11.

Around 1,500 QTS awards were made to teachers from Australia, Canada, New Zealand and the United States in 2017-18 – a 14% decrease on 2016-17 and a 15% increase compared to 2012-13.<sup>22</sup>

## 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.

42,830 FTE qualified teachers left the state-funded sector in the 12 months to November 2017, a 'wastage rate' of 9.9%. This rate was the same as the previous two years and has increased from 9.2% in 2011. For the first time on the current series (which goes back to 2011), in 2017 more FTE teachers (400) left the profession than joined. 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.<sup>23</sup>

22% of newly qualified entrants to the sector in 2015 were not recorded as working in the state sector two years later. The five year out-of-service-rate for 2012 entrants was 33%, the ten year rate for 2008 entrants was 40%. The five-year wastage rate is the highest on the current series, which dates back to 1997. The rate has been between 26% and 33% in each year over this period. The ten-year rate has been between 36% and 40% in each year since 1997.<sup>24</sup> In March 2016, there were around 251,000 qualified teachers aged under 60

<sup>19</sup> Department for Education, [Initial teacher training: trainee number census - 2018 to 2019](#), November 2018, table 1a.

<sup>20</sup> As above, table 2b.

<sup>21</sup> As above, table 2a.

<sup>22</sup> As above, tables 8 & 8a.

<sup>23</sup> Department for Education, [School workforce in England: November 2017](#), June 2018, tables 7a & 7b.

<sup>24</sup> As above, table 8.

who had previously worked in state schools in England but were no longer doing so. 104,000 qualified teachers aged under 60 have never taught in the state sector.<sup>25</sup>

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. For example, of the teachers who entered state-funded schools in 2014, only 53% were newly qualified.<sup>26</sup> In addition, analysis by the National Foundation for Education Research of a sample of 6,900 teachers between 2001 and 2015 found that, excluding those who retired, 51% of teachers who left state schools left to jobs in the wider school sector.<sup>27</sup>

## 2.5 Teachers' pay

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 2018, the STRB reported on what adjustments should be made to the pay and allowances of teachers in 2018-19 to promote recruitment and retention.

The report stated that maintaining teacher supply had become more difficult in recent years and that this is "particularly concerning" given that demand for teachers is expected to rise as a result of increases in pupil numbers. It added that relative pay trends, whereby "significant gaps" had developed between the pay of teachers and the earnings available in other graduate professions, are "important contributory factors in the recruitment and retention problems facing the teaching profession in England and Wales." While noting that pay is not the only factor affecting teacher recruitment and retention, the report argued that "a competitive pay system will help schools to maintain the effective workforce of good teachers and school leaders..."

The STRB recommended that for 2018-19 all pay and allowance ranges for teachers and school leaders should be uplifted by 3.5%. It stated that this would "address deteriorating trends in teacher retention by improving the position of teachers' pay framework in the labour market for graduate professions." Unless action is taken now, the report stated, "graduate starting pay will also have moved still further ahead by next year, making teacher recruitment more difficult."<sup>28</sup>

The Government accepted the STRB's recommendation for a 3.5% uplift to the main teacher pay range, but recommended a 2% increase to the upper pay range, and a 1.5% increase for the leadership pay range. This, the Education Secretary said, "balanced a need to recognise the value and dedication of our hard-working public servants whilst ensuring that our public services remain affordable in the long term."

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<sup>25</sup> As above, tables 22 & 23.

<sup>26</sup> NAO, [Training new teachers](#), 10 February 2016, p8

<sup>27</sup> As above, p10.

<sup>28</sup> School Teachers' Review Body, [Twenty-eighth report – 2018](#), July 2018, ppix-x.

The Government additionally announced that it would pay schools a new teachers' pay grant to "cover, in full, the difference between this award and the cost of the 1% award that schools would have anticipated under the previous public sector pay cap." The grant, which will be worth £187 million in 2018-19 and £321 million in 2019-20, will be paid from the existing DfE budget.<sup>29</sup> Further information on how the teachers' pay grant will be distributed to schools is included in [guidance](#) published by the DfE.<sup>30</sup>

### 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.<sup>31</sup>

## 2.6 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.<sup>32</sup>

<sup>29</sup> [HCWS912](#), 24 July 2018.

<sup>30</sup> Department for Education, [Teachers' pay grant methodology](#), September 2018.

<sup>31</sup> Department for Education, [Factors affecting teacher retention: qualitative investigation](#), March 2018, pp5-8.

<sup>32</sup> Department for Education, [Local analysis of teacher workforce: 2010 to 2015](#), September 2016, pp2-3.

### **Teacher analysis compendium: 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.<sup>33</sup>

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'.<sup>34</sup>

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

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<sup>33</sup> Department for Education, [Analysis of teacher supply, retention and mobility](#), May 2017.

<sup>34</sup> As above, pp2-20.

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.
- Holding a more senior post in a school is associated with higher in-system retention.<sup>35</sup>

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.<sup>36</sup>

### **Teacher analysis compendium 2: 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.<sup>37</sup>

### **Teacher analysis compendium 3: 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-

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<sup>35</sup> Department for Education, [Analysis of teacher supply, retention and mobility](#), May 2017, p3 & pp21-40.

<sup>36</sup> As above, p3.

<sup>37</sup> Department for Education, [Analysis of school and teacher level factors relating to teacher supply](#), September 2017, pp2-4.

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.

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.

#### **Teacher analysis compendium 4: supply, retention and mobility (September 2018)**

A [further analysis](#) covering a number of areas, including those who return to teaching, qualified teachers who are not currently teaching in the state-funded sector, and the retention of NQTs, was published in September 2018.

The findings included:

- Approximately 20,000 teachers return to teaching each year, with around 60% having permanent contracts compared to around 95% of the remaining workforce. Returners are also less likely to work full-time.
- The pool of qualified teachers who are not current teaching in the state-funded sector has remained steady at around 350,000 teachers for each year. Most secondary teachers classed as inactive who return do so within the first few years of leaving (24% of males and 31% of females return within 5 years). the likelihood of returning reduces with each passing year.
- The five year retention rate of female NQTs was 5 percentage points higher than for male NQTs. It was also higher among those under 30.

The sixth section of the analysis provided an update to the first teacher analysis compendium, which was published in May 2017 and covered 2011 to 2015, and looked at data from 2015 to 2017. It found that the overall number of entrants had remained stable in most subjects over the last three years. The overall number of leavers had also remained stable, but most EBacc subjects had seen an increase in leavers, with the largest increases in maths and geography. More teachers left than joined in every subject in 2017, except for maths and physics.<sup>38</sup>

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<sup>38</sup> Department for Education, [Analysis of teacher supply, retention and mobility](#), September 2018, pp2-4.

### 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.

## 2.7 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.<sup>39</sup>

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<sup>39</sup> National College for Teaching and Leadership, [Linking ITT and workforce data: \(Initial Teacher Training Performance Profiles and School Workforce Census\)](#), July 2016, p4.

### 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 at encouraging teacher retention by making the profession more desirable generally, for example by improving teachers' continuing professional development (CPD).<sup>40</sup>

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.<sup>41</sup>

#### 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.<sup>42</sup>

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](#).

For 2019-20 the bursary scheme will be extended to graduates with 2:2 degrees who train to be religious education, history, design technology and music teachers.<sup>43</sup>

#### Box 7: Effectiveness of bursaries

There has been some debate about the effectiveness of bursaries in attracting teachers to enter the workforce.

In its February 2016 report, [Training new teachers](#), the National Audit Office stated that the DfE had evidence of a link between bursaries and the number of ITT applications, but that this did not extend to the impact of bursaries on the number of trainees who go on to qualify and teach.<sup>44</sup>

In its [subsequent report](#), the Public Accounts Committee stated that it had not been persuaded that bursaries were delivering value for money and recommended that the Government should "evaluate properly, as a matter of urgency..., whether bursaries...lead to more, better quality teachers in

<sup>40</sup> See [PO 906766](#), 10 September 2018.

<sup>41</sup> [PO 127648](#), 21 February 2018.

<sup>42</sup> [PO 127630](#), 21 February 2018.

<sup>43</sup> [DfE extends RS, history, DT and music teacher training bursaries to 2:2 graduates, Schools Week](#), 27 September 2018.

<sup>44</sup> National Audit Office, [Training New Teachers](#), 10 February 2016, HC 798, p11.

classrooms, including whether the money could be more effectively spent in other ways, such as on retention measures.”<sup>45</sup> This call for more evidence on the effectiveness of bursaries was echoed by the Institute for Fiscal Studies in its [2016 report on the costs and benefits of ITT routes](#).<sup>46</sup>

More recently, in its April 2017 report, [Whither Teacher Education and Training?](#), the Higher Education Policy Institute questioned the use of bursaries as an effective way of boosting recruitment and noted a suspicion that some trainees may be attracted by the bursary but do not intend to teach or stay in the profession for more than a couple of years. The report recommended the replacement of bursaries with a system of ‘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.<sup>47</sup>

Similarly, in its October 2018 report, [Teacher Workforce Dynamics in England](#), the National Foundation for Educational Research stated that bursaries do not appear to be incentivising recruitment or retention to the levels required, which may be because they are not tied to teachers staying in the profession. The Government should, the report recommended, structure financial incentives so that they incentivise retention in the first few years after training.<sup>48</sup>

In response to a parliamentary question in July 2018 on the effectiveness of bursaries, the Minister highlighted the DfE analysis cited by the NAO that showed a statistical correlation between bursaries and the number of teacher training applications; increasing bursaries by £1,000 was found to lead to a 2.9% increase in applications. The Minister added that the DfE is currently exploring the proportion of bursary holders awarded QTS and the progression of bursary holders into the state funded teacher workforce.<sup>49</sup>

The Conservative Party 2017 general election manifesto stated that bursaries would continue to be offered in order “to attract top graduates into teaching”<sup>50</sup>

## Early-career payments

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.<sup>51</sup> Further detail is available in [guidance](#) published by the DfE in April 2018.

In [response](#) to a consultation on the administration of the early career payments pilot, the DfE stated that it had commissioned an external evaluation of the pilot and would consider “whether early-career payments should be offered to further cohorts of trainee teachers in light of the pilot’s impact on recruitment and retention.”<sup>52</sup>

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](#).

<sup>45</sup> Public Accounts Committee, [Training new teachers](#), 10 June 2016, HC 73, pp7-8.

<sup>46</sup> Institute for Fiscal Studies, [The longer-term costs and benefits of different initial teacher training routes](#), July 2016.

<sup>47</sup> Higher Education Policy Institute, [Whither Teacher Education and Training?](#), April 2017, p43.

<sup>48</sup> National Foundation for Educational Research, [Teacher Workforce Dynamics in England: Nurturing, supporting and valuing teachers](#), October 2018, p3.

<sup>49</sup> [PO 161071](#), 10 July 2018.

<sup>50</sup> Conservative Party, [Forward, Together: The Conservative and Unionist Party Manifesto 2017](#), May 2017, p51.

<sup>51</sup> [New education and skills measures announced](#), Department for Education, 1 October 2017.

<sup>52</sup> Department for Education, [Mathematics early-career payments: administration of Payments: Government consultation response](#), August 2018, p8.

## 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.<sup>53</sup>

The scheme comprises the following initiatives:

- Plans to deliver 2,500 new maths and physics teachers by:
  - 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 courses in maths and physics".<sup>54</sup>
  - 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 [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. In September 2018, the Government announced that it would spend £20.5 million extending the scheme.<sup>55</sup>
  - 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 cohorts ran in summer 2017 and 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

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<sup>53</sup> [Maths and science must be the top priority in our schools, says Prime Minister](#), Prime Minister's Office, 8 December 2014.

<sup>54</sup> Education Committee, [Written evidence from the Secretary of State for Education](#), 9 October 2015.

<sup>55</sup> [£13m cash pot to entice 'career changers' into the classroom](#), *Schools Week*, 16 September 2018.

under a Supporting Returning Teachers pilot (see section 3.4 below).<sup>56</sup>

- Providing £24 million to “upskill 15,000 existing teachers who do not specialise in maths and physics.”<sup>57</sup> 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 is now additionally available for modern foreign languages (since 2016-17) and core maths (since 2017-18). Further information is available in guidance published by the DfE, [Teacher subject specialism training courses](#).<sup>58</sup>

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.”<sup>59</sup>

### 3.3 Return to teaching programme 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.<sup>60</sup>

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.<sup>61</sup>

An [evaluation of the Return to Teaching pilot](#) programme was published by the DfE in June 2018. The pilot’s target was that around 3,000 teachers would register an interest in returning to teaching, around 650 of whom would receive support and return to teaching an EBacc subject

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<sup>56</sup> National College for Teaching and Leadership, [Supporting returning teachers](#), 20 October 2015.

<sup>57</sup> [Major push to get more maths and physics teachers into our classrooms](#), Prime Minister’s Office, 11 March 2015.

<sup>58</sup> [Teacher subject specialism training: secondary mathematics and physics](#), National College of Teaching and Leadership, last updated 25 September 2015.

<sup>59</sup> Department for Education, [Maths and physics teacher supply package](#), March 2017, p11.

<sup>60</sup> National College for Teaching and Leadership, [Supporting returning teachers](#), 20 October 2015.

<sup>61</sup> [Return to Teaching programme](#), National College of Teaching and Leadership, 20 October 2015.

on a permanent contract in a state-funded secondary school by Autumn 2016. The evaluation reported that, in practice:

- 5,729 teachers registered their interest in returning to teaching by summer 2016.
- 354 returners received support from the programme between January and September 2016, 27 of whom were teaching EBacc subjects in permanent teaching posts in state-funded schools in November 2016.
- A further 35 returned to teaching, but either not in a permanent position or not teaching an EBacc subject.
- A combined total of 62 of supported returners successfully gaining employment teaching in the state-funded sector.

The evaluation concluded that the programme was “successful in attracting people to register an interest in returning and supporting some qualified teachers to return to teaching.” It added, however, that “the number of returners was low and the cost per additional returner was similar to that of training a new teacher.”<sup>62</sup>

### 3.4 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.<sup>63</sup>

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.”<sup>64</sup> 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.<sup>65</sup>

#### Closure of National Teaching Service

In December 2016, it was reported that following 2015 pilot the Government had decided not to progress with the further roll-out of the National Teaching Service.<sup>66</sup> 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.<sup>67</sup> The pilot had aimed to recruit 100 teachers.<sup>68</sup>

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<sup>62</sup> Department for Education, [Evaluation of the Return to Teaching pilot programme](#), June 2018, pp11-15.

<sup>63</sup> [Nicky Morgan: one nation education](#), Department for Education, 3 November 2015.

<sup>64</sup> [Nicky Morgan: no tolerance of areas where majority of pupils fail](#), Department for Education, 2 November 2015.

<sup>65</sup> [National Teaching Service: for teachers and middle leaders](#), National College for Teaching and Leadership, 29 January 2016.

<sup>66</sup> [National Teaching Service cancelled after just 24 accept places](#), *Schools Week*, 1 December 2016.

<sup>67</sup> [Exclusive: DfE abandons National Teaching Service](#), *TES*, 1 December 2016.

<sup>68</sup> [PO 40132](#), 14 June 2016.

### 3.5 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, is provided to returning teachers in maths, physics, and languages; lead schools are provided with grant funding and are responsible for delivering a programme of support. They receive a further payment upon employment of the returning teacher.

The third round of the pilot, now referred to as the Return to Teaching Pilot, was focused on schools in the West Midlands, the South East and South London. The application round closed in May 2018.<sup>69</sup> Further information is available in [guidance](#) published by the DfE.

### 3.6 International Recruitment Strategy

In response to a parliamentary question in February 2017, the Schools Minister, Nick Gibb, provided information on a pilot to recruit qualified maths and physics teachers from overseas.<sup>70</sup> The STEM international recruitment programme helps schools in recruiting maths and physics teachers trained in Australia, New Zealand, Canada and USA. All state-funded secondary schools can access the programme, with the DfE funding the recruitment costs and an acclimatisation package. The school is responsible for paying the teacher's salary.<sup>71</sup>

Further information is available in [guidance](#) published by the Department for Education.

The Government has also stated that the increased demand for languages teachers as a result of the EBacc will "in small part be filled by recruiting from other countries."<sup>72</sup>

#### 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."<sup>73</sup> £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.<sup>74</sup>

<sup>69</sup> [Schools to support teachers' return to the classroom](#), Department for Education, 14 March 2018; Department for Education, [Return to Teaching pilot: guidance and application form](#), March 2018.

<sup>70</sup> [PQ 62489](#), 10 February 2017. Further information was provided in the DfE's [May 2018 Teacher Recruitment Bulletin](#).

<sup>71</sup> Department for Education, [STEM international teacher recruitment programme](#), June 2018.

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

<sup>73</sup> [Social mobility package unveiled by Education Secretary](#), Department for Education, 4 October 2016.

<sup>74</sup> [National Professional Qualification for Middle Leadership \(NPQML\)](#), Department for Education, 20 October 2017.

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.<sup>75</sup>

### 3.7 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:

- 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."<sup>76</sup> In her speech to the Conservative Party conference in 2017, the then Education Secretary stated that the Government would use Northern Powerhouse funding to support the best ITT providers to expand in to challenging areas in the north.<sup>77</sup>
- 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." Proposals from existing ITT providers by the NCTL in July 2017, with the aim of pilot schemes taking effect from the 2018 trainee cohort.<sup>78</sup>
- The Government would look at how to increase flexible working within teaching in part as a way to improve supply and retention (see section 3.12 below).
- She wanted to strengthen Qualified Teacher Status and make strong continued professional development the norm (see section 3.15 below).<sup>79</sup>

### 3.8 Student loan reimbursement pilot scheme

The 2017 Conservative Party general election manifesto stated that a Conservative Government would encourage teachers to stay in the profession by "offer[ing] forgiveness on student loan repayments while they are teaching."<sup>80</sup>

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<sup>75</sup> [Education Secretary announces 6 new opportunity areas](#), Department for Education, 18 January 2017.

<sup>76</sup> For further information, see [PO 140739](#), 11 June 2018.

<sup>77</sup> [New education and skills measures announced](#), Department for Education, 1 October 2017.

<sup>78</sup> National College for Teaching and Leadership, [Initial teacher training: opportunity to pilot innovative approaches in the provision of ITT](#), 4 July 2017.

<sup>79</sup> [Justine Greening: teacher development key to school improvement](#), Department for Education, 10 March 2017.

<sup>80</sup> Conservative Party, [Forward, Together: The Conservative and Unionist Party Manifesto 2017](#), May 2017, p51.

On 1 October 2017, the Government announced that it would pilot a student loan reimbursement programme for science and languages 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.<sup>81</sup>

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.<sup>82</sup>

### 3.9 Tailored support programme

In her speech to the Conservative Party conference in October 2017, the then Education Secretary announced a series of initiatives aimed at attracting teachers to the profession. This included, alongside other measures outlined elsewhere in this briefing, an investment of £30 million in tailored support for schools that struggle the most with recruitment and retention, including investment in professional development.<sup>83</sup>

The Tailored Support Programme has been running since January 2018. Further information is available in [guidance](#) published by the DfE.

### 3.10 Teacher apprenticeships

The 2017 Conservative Party Manifesto included a commitment to enable teaching assistants to become qualified teachers via a degree apprenticeship route (see section 3.16).<sup>84</sup>

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 became available for trainees in September 2018.<sup>85</sup>

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<sup>81</sup> [New education and skills measures announced](#), Department for Education, 1 October 2017.

<sup>82</sup> National College for Teaching and Leadership, [Teachers' student loan reimbursement: guidance for teachers and schools](#), 24 October 2017.

<sup>83</sup> [New education and skills measures announced](#), Department for Education, 1 October 2017.

<sup>84</sup> As above, p53.

<sup>85</sup> National College for Teaching and Leadership, [Postgraduate teaching apprenticeships: guidance for providers and schools](#), last updated 3 November 2017.

### 3.11 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.<sup>86</sup>

### 3.12 Upskilling computer science teachers

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.”<sup>87</sup> 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.<sup>88</sup>

On 6 May 2018 organisations were invited to run a National Centre of Computing Education 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.<sup>89</sup>

In November 2018, the DfE confirmed the three firms that will run the Centre, which will operate virtually through a network of up to 40 lead schools to provide training and resources to schools, and an intensive training programme for secondary teachers without a post A-Level qualification on computer science. The announcement stated that the Centre will start working with schools later in 2018.<sup>90</sup>

### 3.13 Teacher Development Premium

The 2017 Autumn Budget also announced that the Government would invest £42 million to pilot a Teacher Development Premium to test the impact of a £1,000 budget for high-quality professional development

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<sup>86</sup> Department for Education, [Increasing flexible working opportunities in schools](#), 11 December 2017.

<sup>87</sup> HM Treasury, [Autumn Budget 2017](#), HC 587, November 2017, p48.

<sup>88</sup> [PO 115546](#), 28 November 2017.

<sup>89</sup> [Schools Minister announces boost to computer science teaching](#). Department for Education, 6 May 2018.

<sup>90</sup> [Tech experts to provide National Centre for Computing Education](#), Department for Education, 7 November 2018.

for teachers working in areas that have fallen behind.<sup>91</sup> £10 million of the funding is planned for 2018-19, £15 million in 2019-20 and 2020-21, and £5 million in 2021-22.<sup>92</sup>

### 3.14 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 also sought views on other areas including how to support teachers at the beginning of their career, and how to improve career progression.

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.<sup>93</sup>

#### 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.

The response set out the next steps that the Government would take to implement these proposals, including specific actions over the next six months. It stated that the Government would “take the time to develop these proposals properly” and that the next phase of work would be

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<sup>91</sup> HM Treasury, [Autumn Budget 2017](#), HC 587, November 2017, p48.

<sup>92</sup> As above, table 2.1, p29.

<sup>93</sup> Department for Education, [Strengthening Qualified Teacher Status and improving career progression for teachers: Government consultation](#), December 2017, pp8-9.

published “to align with wider work around the recruitment and retention strategy” (see section 3.18 below).<sup>94</sup>

### Box 9: 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.
- Retention payments for maths teachers.
- The Tailored Support Programme (
- The teacher vacancy website.

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”.
- 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 and the £42 million Teacher Development Premium pilot.<sup>95</sup>

## 3.15 Encouraging career changes

The charity 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. In January 2018, the Government announced that it would invest £350,000 in Now Teach to help it expand into Hastings, one of the 12 Opportunity Areas.<sup>96</sup>

In September 2018, the DfE invited organisations to tender for a contract to “aid the recruitment, transition, training and retention” of career changes. A spokesperson was reported as saying that the new programme “builds on the experience of Now Teach.”<sup>97</sup> In December 2018, the DfE announced that three organisations, Now Teach, Cognition Education, and the Brilliant Club, would receive £10.7 million to “recruit and support up to 600 teachers over the next two years.”<sup>98</sup>

## 3.16 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

<sup>94</sup> Department for Education, [Strengthening Qualified Teacher Status and improving career progression for teachers: Government consultation response](#), May 2018, pp9-13; [HCWS669](#), 8 May 2018.

<sup>95</sup> Department for Education, [Unlocking Talent, Fulfilling Potential: A plan for improving social mobility through education](#), December 2017, pp17-18.

<sup>96</sup> [Boost to get more top professionals into teaching](#), Department for Education, January 2018.

<sup>97</sup> [£13m cash pot to entice ‘career changers’ into the classroom](#), *Schools Week*, 16 September 2018.

<sup>98</sup> [Drive to recruit professionals and PhD graduates into teaching](#), Department for Education, 22 November 2018.

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.”<sup>99</sup>

### 3.17 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.<sup>100</sup>

### 3.18 Teacher vacancy website

Following on from commitments in the 2016 *Educational Excellence Everywhere* White Paper and the 2017 Conservative Party election manifesto, in his speech to the ASCL in March 2018, Damian Hinds stated that the DfE would launch a new vacancy website for teachers.<sup>101</sup>

The website was launched in June 2018. It initially covered Cambridgeshire and the North East, with the Government hoping to roll it out nationally by the end of 2018. The website includes part-time roles and job shares in order, the Government has said, “to help keep experienced teachers working in the classroom and make schools attractive 21<sup>st</sup> Century workplaces.”<sup>102</sup> The website was extended to cover London and south-central England in September 2018.<sup>103</sup>

### 3.19 Retention of maths and physics teachers

Budget 2018 announced that the Government would provide “funding for a £10 million regional trial to test how to improve retention of early career maths and physics teachers.”<sup>104</sup>

<sup>99</sup> [Measures announced to ensure talented trainees get into teaching](#), Department for Education, 22 February 2018.

<sup>100</sup> [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.

<sup>101</sup> Conservative Party, *Forward. Together: The Conservative and Unionist Party Manifesto 2017*, May 2017, p51; Department for Education, *Educational Excellence Everywhere*, March 2016, p27; [Damian Hinds: There are no great schools without great teachers](#), Department for Education, 10 March 2018.

<sup>102</sup> [New free website for schools to advertise vacancies](#), Department for Education, 3 June 2018.

<sup>103</sup> [Government teacher vacancy website extended to London and south-central England](#), *Schools Week*, 28 September 2018.

<sup>104</sup> HM Treasury, [Budget 2018](#), HC 1629, October 2018, p76.

## 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.”<sup>105</sup>

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 July 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.<sup>106</sup> The consultation lasted until 21 November 2014, during which time around 44,000 people responded.<sup>107</sup>

#### Box 10: 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”. An amended version, [Ofsted inspections: myths](#), was last updated in July 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.”<sup>108</sup> 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.<sup>109</sup>

### Government response

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

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<sup>105</sup> [PO 5287](#), 24 July 2017.

<sup>106</sup> [Nicky Morgan: ‘I want to build a new deal for teacher workload – and I need your help’](#), TES, 21 October 2014.

<sup>107</sup> Department for Education, [Government response to the Workload Challenge](#), February 2015, p4.

<sup>108</sup> Department for Education, [Workload Challenge: Analysis of teacher consultation responses](#), February 2015, pp7-8

<sup>109</sup> As above, p8

teacher workload and noted the pressures created by the accountability system.<sup>110</sup>

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.<sup>111</sup>

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.<sup>112</sup>

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.<sup>113</sup>

## Reaction

While welcoming some of the plans, the teaching unions were critical of the then Government’s response to the Workload Challenge.<sup>114</sup> A joint letter from the unions to the Education Secretary in February 2015 stated that the Government’s proposals contained “little new with

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<sup>110</sup> Department for Education, [Government response to the Workload Challenge](#), 6 February 2015, p5.

<sup>111</sup> As above, pp9-10.

<sup>112</sup> As above, pp10-13

<sup>113</sup> As above, pp11-12

<sup>114</sup> 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.

regard to inspection” and would therefore fail to address the “root cause of the workload problem”, which it identified as “the high stakes system of accountability and Ofsted in particular”<sup>115</sup>

## 4.2 Workload review groups

On 2 October 2015, the then Education Secretary announced the creation of three new workload review groups: [the Marking policy Review Group](#), [the Planning and Resources Review Group](#), and the [Data Management Review Group](#). A DfE news story said that the groups would “look at the top issues that teachers said caused the most bureaucracy.”<sup>116</sup>

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.<sup>117</sup>

## 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.

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<sup>115</sup> [Letter from ASCL, ATL, NAHT, NUT and Voice to the Secretary of State for Education and the Deputy Prime Minister](#), 9 February 2015.

<sup>116</sup> [Action to address the top 3 teacher workload issues](#), Department for Education, 2 October 2015.

<sup>117</sup> Department for Education, [Teacher Voice Omnibus Survey: Research report](#), July 2017, pp7-8.

## 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 survey ran until 29 February 2016. It is intended that surveys of teacher workload will be conducted every two years.<sup>118</sup>

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.<sup>119</sup>

## 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."<sup>120</sup>

## 4.6 Education Secretary Speech

In his speech to the ASCL's annual conference in March 2018 (see section 3.18 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

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<sup>118</sup> Department for Education, [Reducing teacher workload](#), last updated 24 February 2017.

<sup>119</sup> Department for Education, [Teacher Workload Survey 2016: Research brief](#), February 2017, pp3-7.

<sup>120</sup> Conservative Party, [Forward, Together: The Conservative and Unionist Party Manifesto 2017](#), May 2017, p51.

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:

- He would use the [Curriculum Fund](#) to make it easier for schools and teachers to share teaching resources.<sup>121</sup>
- 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.<sup>122</sup>

## 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 was created to build on the work carried out by the three workload review groups and to produce a set of recommendations for the Secretary of State on how to remove unnecessary workload associated with data and collection for assessment in schools.<sup>123</sup>

The Group published its report, *Making Data Work*, on 5 November 2018, which made a number of recommendations for the DfE, Ofsted and other sector bodies. In its response, the Government stated that it accepted all the recommendations of the report in full.<sup>124</sup> In a joint letter to all school leaders published on the same day as the Workload's Advisory Group's report, the Secretary of State and sector organisations committed to "collectively...taking action in response to the report".<sup>125</sup>

### Box 11: 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).

<sup>121</sup> Further information on the Curriculum Fund Pilot Programme is available in [guidance](#) published by the DfE.

<sup>122</sup> [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.

<sup>123</sup> Department for Education, [Workload advisory group: terms of reference](#), 4 May 2018.

<sup>124</sup> Department for Education, [Teacher workload advisory group report and government response](#), 5 November 2018.

<sup>125</sup> Department for Education, [Reducing workload in schools: joint letter to all school leaders](#), 5 November 2018.

## 4.8 Workload Reduction Toolkit

In July 2018, the Government published a [Workload Reduction Toolkit](#) – a series of online resources, including advice, tools and case studies, for school leaders to help review and reduce workload in their schools. Further information on the toolkit is available in [guidance](#) published by the DfE.

## 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 research project on teacher retention and turnover (May 2017-October 2018)

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.”<sup>126</sup>

#### 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.”

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<sup>126</sup> National Foundation for Educational Research, [Teacher Retention and Turnover Research](#), May 2017, p3.

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 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.”<sup>127</sup>

### 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.<sup>128</sup>

### 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

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<sup>127</sup> [Teacher retention and turnover research – Research update 2: Teacher dynamics in multi-academy trusts](#), National Foundation for Educational Research, June 2017.

<sup>128</sup> [Teacher Retention and Turnover Research: Interim Report](#), National Foundation for Educational Research, October 2017.

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, 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.”<sup>129</sup>

## 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.<sup>130</sup>

## Final report

The final report of the research project was published in October 2018. The report’s findings and recommendations, some of which are covered in more detail in the sections above, included:

- The rate of teachers moving school has increased at the same time as the number of teachers leaving the profession has increased. The Government should give greater attention to the impact of teachers moving schools and develop policies to support schools which are disproportionately affected.
- Maths, science and modern foreign language teachers lower than average retention rates and bursaries do not appear to be incentivising recruitment or retention to the levels required. Bursaries may not be effective because they are not tied to teachers staying in the profession. The Government should structure financial incentives so that they incentivise retention in the first few years after training.
- Improving job satisfaction is a key motivation for teachers to leave the profession. School leaders should monitor the job satisfaction of their staff and increase support and reduce workload pressures where issues are identified.
- Teachers are not primarily motivated to leave the profession by the prospect of increased pay. Policy responses aimed at increasing teacher retention must consider pay alongside other factors, and the Government should target pay increases at

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<sup>129</sup> [Teacher Retention and Turnover Research – Research update 3: Is the Grass Greener Beyond Teaching?](#), National Foundation for Educational Research, December 2017.

<sup>130</sup> [Teacher Retention and Turnover Research – Research Update 4: How Do Teachers Compare to Nurses and Police Officers](#), National Foundation for Educational Research, March 2018.

groups that are likely to be responsive to pay changes, such as early-career teachers and maths and science teachers.

- A lack of part-time working opportunities is leading some teachers to leave and discouraging potential returners. The Government and stakeholders need to look at ways to better accommodate more part-time working in secondary schools.
- There is little evidence that multi-academy trusts are better able to retain teachers by providing opportunities to move within their structure.
- Teachers in schools rated as inadequate by Ofsted are more likely to leave the profession or move school.
- The teacher supply challenge in London is particularly acute. Policy makers should look at how interventions, such as housing subsidies, could help to recruit and retain teachers in high-cost areas.<sup>131</sup>

## 5.2 Education Policy Institute report on teacher supply (August 2018)

The Education Policy Institute's report, [The teacher labour market in England](#), published in August 2018, set out the challenges facing the teacher labour market generally before focusing on the consequences for teacher quality (using teachers with a relevant degree in the subject they teach as a predictor of teacher quality).

The report's findings included:

- Levels of teacher quality in secondary schools vary considerably depending on subject.
- Maths and most science subjects in particular struggle to attract highly-qualified teachers – under 50% hold a relevant degree in maths or physics. These subjects are also those with the greatest recruitment and retention problems.
- Subjects that have a greater proportion of teachers with relevant degrees include those that have less pressure on recruitment and retention – such as biology and English.
- Outside London there are large differences in how high-qualified teachers are represented in the most, and least deprived schools, with teachers in more affluent schools more likely to hold a relevant degree.

The report outlined evidence that providing salary supplements to teachers in some subjects would alleviate shortages. The Government should therefore, it recommended, "consider a national salary supplement scheme, centrally funded and directed by the Department for Education."<sup>132</sup>

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<sup>131</sup> National Foundation for Educational Research, [Teacher Workforce Dynamics in England: Nurturing, supporting and valuing teachers](#), October 2018, pp1-8.

<sup>132</sup> Education Policy Institute, [The teacher labour market in England: Shortages, subject expertise and incentives](#), August 2018, pp6-8.

### 5.3 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 looked 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", which 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.<sup>133</sup>

### 5.4 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, 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 had 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 where recruitment targets had been missed.

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.<sup>134</sup>

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<sup>133</sup> National Foundation for Educational Research, [Teacher Supply, Retention and Mobility in London](#), May 2018, ppi-ii.

<sup>134</sup> Education Policy Institute, [Analysis: Teacher labour market pressures](#), April 2018.

## 5.5 Gatsby Foundation report on teacher pay (March 2018)

In March 2018, the Gatsby Foundation published two commissioned reports looking at teacher supply. The first, 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.<sup>135</sup>

## 5.6 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.<sup>136</sup> Rural and coastal areas, however, have the opposite problem in that they can attract 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.<sup>137</sup>

<sup>135</sup> [Increasing pay of early-career shortage-subject teachers key to averting retention crisis](#), Gatsby Foundation, 23 March 2018.

<sup>136</sup> 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.

<sup>137</sup> Social Mobility Commission, [State of the Nation 2017: Social Mobility in Great Britain](#), November 2017, pp46-7 & 53.

## 5.7 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 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.<sup>138</sup>

## 5.8 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

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<sup>138</sup> [Retaining and developing the teaching workforce](#), National Audit Office, September 2017.

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 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.<sup>139</sup>

## 5.9 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.<sup>140</sup>

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."<sup>141</sup>

## 5.10 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

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<sup>139</sup> [Analysis: The challenge of navigating teacher recruitment, pay and curriculum choices](#), Education Policy Institute, July 2017.

<sup>140</sup> Higher Education Policy Institute, [Whither Teacher Education and Training?](#), April 2017, p43.

<sup>141</sup> As above, pp46-7.

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.”<sup>142</sup>

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.<sup>143</sup>
- 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.<sup>144</sup>
- 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.<sup>145</sup>
- Ofsted must do more to dispel misunderstandings of its requirements and should promote good practice by monitoring workload in inspections.<sup>146</sup>
- All teachers should have access to high-quality continuing professional development in order to improve professionalism and enhance teacher retention.<sup>147</sup>

## 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:

- 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.

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<sup>142</sup> Education Committee, [Recruitment and retention of teachers](#), February 2017, p10.

<sup>143</sup> Education Committee, [Recruitment and retention of teachers](#), February 2017, p13.

<sup>144</sup> As above, pp15-16.

<sup>145</sup> As above, p82.

<sup>146</sup> As above.

<sup>147</sup> As above, p24.

- Research and analysis is ongoing to analyse local teacher supply using a 'supply index' that combines a range of indicators.<sup>148</sup>

### 5.11 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.<sup>149</sup>

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.<sup>150</sup>

### 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.

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<sup>148</sup> Education Committee, [Recruitment and retention of teachers: Government Response to the Committee's Fifth Report](#), May 2017.

<sup>149</sup> Sutton Trust, [Science Shortfall](#), January 2017, p1.

<sup>150</sup> As above, p6.

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.”<sup>151</sup>

### 5.13 IFS report on the costs, benefits and retention rates of ITT 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:

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.”<sup>152</sup>

### 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.”<sup>153</sup> 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.<sup>154</sup>

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<sup>151</sup> National Foundation for Educational Research, [Engaging Teachers: NFER Analysis of Teacher Retention](#), September 2016, p2.

<sup>152</sup> Institute for Fiscal Studies, [The longer-term costs and benefits of different initial teacher training routes](#), July 2016.

<sup>153</sup> NAO, [Training new teachers](#), 10 February 2016, p8.

<sup>154</sup> As above, p8.

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 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.<sup>155</sup>

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.<sup>156</sup>

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." It additionally recommended that the Department and the National College for Teaching and Leadership should work to develop a good understanding

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<sup>155</sup> As above, pp9-11.

<sup>156</sup> As above, p13.

of local demand and supply issues and to establish the accuracy of the teacher supply model.<sup>157</sup>

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<sup>157</sup> NAO, [Training new teachers](#), 10 February 2016, p13.

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