



BRIEFING PAPER

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Teacher recruitment and retention in England

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Summary

Teacher supply

Since 2011 the overall number of teachers has in general not kept pace with increasing pupil numbers. This means the ratio of qualified teachers to pupils has increased from 17.8 in 2011 to 19.1 in 2019. In addition, the number of full-time teacher vacancies and temporarily filled posts have both risen over this period.

More recently there has been an increase in initial teacher trainees, likely due to the wider economic impacts of Covid-19. In 2020-21 overall recruitment of initial teacher trainees was 15% above target (6% above target for secondaries and 30% above for primaries). This was the first time the overall target was achieved since 2011-12 and so is not likely to have reversed shortages which have built up over several years, particularly in certain secondary subjects such as maths and physics which remained below target.

Overall pupil numbers are expected to decrease slightly by 2026, driven by a 7% decrease in nursery and primary pupils which is only expected to be partially offset by a 7% increase in secondaries and increases in other school types. This should alleviate pressure on primary teacher recruitment, however pressures are likely to continue for secondaries and non-mainstream schools. In addition, other factors such as the ambition for more pupils to take the English Baccalaureate combination of GCSE subjects, and the impact of exiting the EU means that overall pressure on teacher recruitment could continue.

Initiatives to encourage recruitment and retention of teachers

There are a number of financial incentives aimed at encouraging recruitment to initial teacher training, including bursaries and scholarships. Since 2018-19 the Government has also been piloting the use of early-career payments for teachers in certain subjects as a means of boosting retention rates.

Other recent initiatives aimed at encouraging teacher recruitment and retention include introducing a teacher vacancy website, which was rolled out nationally in April 2019, and piloting a student loan reimbursement scheme for science and language teachers working in certain local authorities.

Teacher workload

TALIS is a five-yearly international, large-scale survey of teachers, school leaders and the learning environment in schools, administered by the OECD. The most recent survey was conducted in 2018, some of its findings included:

- Full-time lower secondary teachers in England reported working, on average, 49.3 hours a week. This was above the OECD average of 41 hours a week. The equivalent figure in England in TALIS 2013 was 48.2 hours a week.
- Full-time primary teachers in England reported working 52.1 hours a week. This was more than in any other participating country except Japan.

53% of primary teachers and 57% of lower-secondary school teachers felt that their workload was unmanageable.

Teacher recruitment and retention strategy

In January 2019, the DfE published a [Teacher Recruitment and Retention Strategy](#). The strategy's central reform is the introduction of [Early Career Framework](#), which will underpin an entitlement to "a fully-funded, 2 year package of structured support for all early career teachers" including 5% funded off-timetable time in the second year of

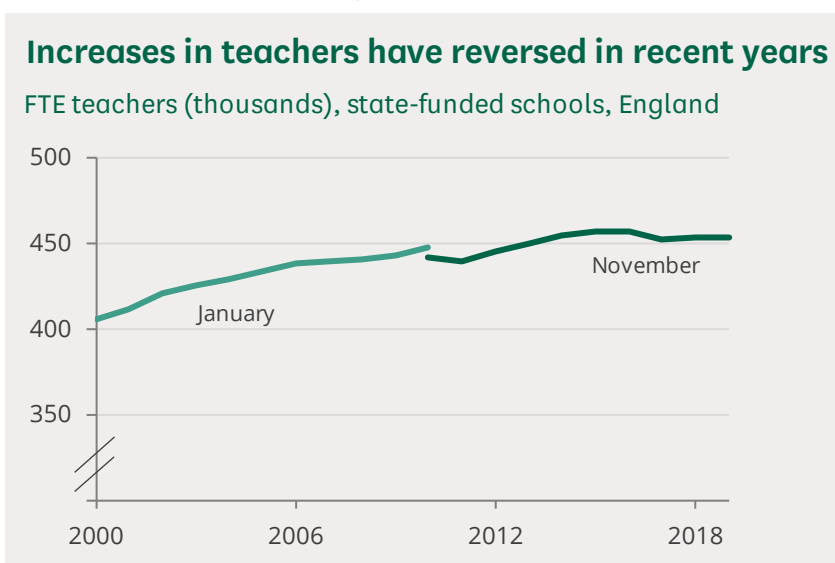
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teaching. The Government intends that the Framework will be rolled out nationally from September 2021.

1. Introduction

As of November 2019, the total full-time equivalent (FTE) number of teachers in state-funded schools in England was around 454,000. This is an increase of 3% (or around 12,000 FTE teachers) since the current series began in 2010, but a decrease of 1% (or around 3,000 FTE teachers) from the peak in 2016.

Data prior to 2010 is not directly comparable with the current series. Between 2000 and 2010 FTE teacher numbers increased 10% (or around 42,000 FTE teachers).



Source: DfE, [School workforce in England: various years](#)

The increase in FTE teachers since 2010 has not kept pace with increasing pupil numbers. This means the ratio of pupils to qualified teachers has increased from 17.8 in 2011 to a peak of 19.1 in 2019. The table below shows trends going back to 2000 although, data prior to 2011 is not directly comparable with subsequent years.

Pupil-qualified teacher ratio is currently at its peak
Pupil-qualified teacher ratios in state-funded schools in England

	2000	2005	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019
November													
All state-funded schools	..	..	..	..	17.8	17.7	17.8	17.9	18.1	18.4	18.7	18.9	19.1
Maintained schools	..	..	..	17.3	17.6	..	..	..	..	..	..	..	..
January													
Maintained schools	18.6	17.4	16.9	..	..	..	..	..	..	..	..	..	..

Source: DfE, [School workforce in England: various years](#)

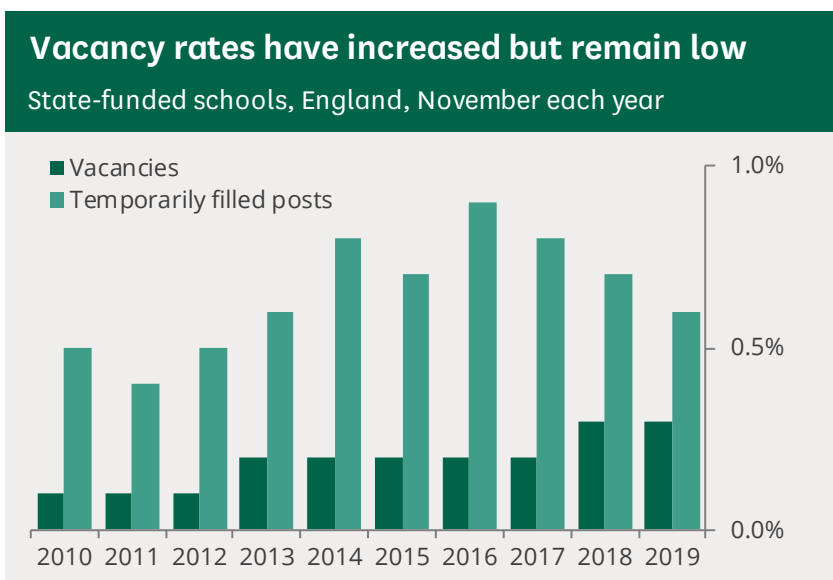
The number of reported full-time teacher vacancies in state-funded schools has also risen, from 389 (0.1% of the workforce) in 2010 to 968 (0.3%) in 2019. The number of temporarily filled positions also

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increased from 1,791 (0.5% of the workforce) to a peak of 3,275 (0.9%) in 2016 before falling again to 2,335 (0.6%) in 2019.

In 2019, vacancy rates for secondary classroom teachers was highest in the following secondary subjects: information technology (1.7%); commercial/business studies (1.5%); all sciences (1.4%); maths (1.4%); design and technology (1.4%); English (1.3%); computing (1.3%); and social sciences (1.3%). The vacancy rate for secondary classroom teachers across all subjects has risen from 0.4% in 2010 to 1.1% in 2019.¹

It should be noted that vacancy statistics are unlikely to fully reflect recruitment difficulties, in part because they are collected in November when vacancy rates are comparatively low.²



Source: DfE, [School workforce in England: various years](#)

¹ Department for Education, [School workforce in England: November 2019](#), last updated November 2020.

² NAO, [Training new teachers](#), February 2016, p16. Also see, Education Committee, [Recruitment and retention of teachers](#), February 2017, paras 37-42.

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. 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. 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.³ In May 2019, the MAC recommended against expanding the list of subjects on the shortage occupation list and stated that the profession's vacancy rate was "around average." It recommended that secondary maths, physics, general science, computer science and Mandarin teachers should remain on the list.⁴

Despite a recent boost in initial teacher trainees (see section 2.3) there are a number of factors that could, it is suggested, increase pressure on teacher recruitment in the years ahead. These include:

- In 2020-21 overall recruitment of initial teacher trainees was 15% above target (6% above target for secondaries and 30% above for primaries). This was the first time the overall target was achieved since 2011-12 and so is not likely to have reversed shortages which have built up over several years, particularly in certain secondary subjects such as maths and physics which remained below target.
- State-funded secondary school pupil numbers are projected to rise (by 7% between 2020 and 2026), as well as in non-mainstream schools. However, overall state-funded pupil numbers are expected to decrease over the period by 1%, after peaking in 2022. This decline is driven by a projected 7% fall in nursery and primary school pupils over the period.⁵ This means pressures are likely to ease for primary schools but continue for secondaries and non-mainstream schools.
- The introduction of the English Baccalaureate (EBacc) performance measure increases demand for teachers in certain subjects, such as languages. In the Department for Education's (DfE) summer 2018 school snapshot survey, 92% of secondary school leaders stated that they have difficulty recruiting teachers in at least one of the five EBacc subject areas.⁶
- The UK's exit from the EU could potentially make it harder to recruit teachers from the EEA to fill any shortages.⁷

³ Migration Advisory Committee, [Partial review of the Shortage Occupation List: Review of teachers](#), January 2017, pp145-6.

⁴ Migration Advisory Committee, [Full Review of the Shortage Occupation List](#), May 2019, p218.

⁵ Department for Education, [National Pupil Projections: July 2020](#), 16 July 2020.

⁶ Department for Education, [The School Snapshot Survey: Summer 2018](#), September 2018, pp28-30.

⁷ [Teacher shortages fuelled by Brexit threat to EU nationals](#), Guardian, 31 December 2016; [Post-Brexit immigration policy could hit teacher recruitment, government admits](#), Schools Week, 19 December 2018.

2. Supply and retention of teachers

2.1 The Teacher Supply Model

The DfE uses a statistical model – the Teacher Supply Model – to estimate the number of postgraduate 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.

Estimates from the Teacher Supply Model are used to allocate teacher training places to Initial Teacher Training (ITT) providers and Schools Direct Lead Schools.⁸ Initial teacher training is largely focused on postgraduate courses, which make up the vast majority of training places.

2.2 Changes to ITT allocations process

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

In the 2019-20 and 2020-21 academic years, ITT providers have had fixed allocations for recruitment to undergraduate, Early Years and some physical education ITT courses. Recruitment controls have been lifted for all other postgraduate courses, meaning that providers can recruit as many trainees as they wish, with no cap.⁹

2.3 Initial teacher training census 2020-21

The ITT census measures the number of trainee teachers recruited against that required under the Teacher Supply Model.

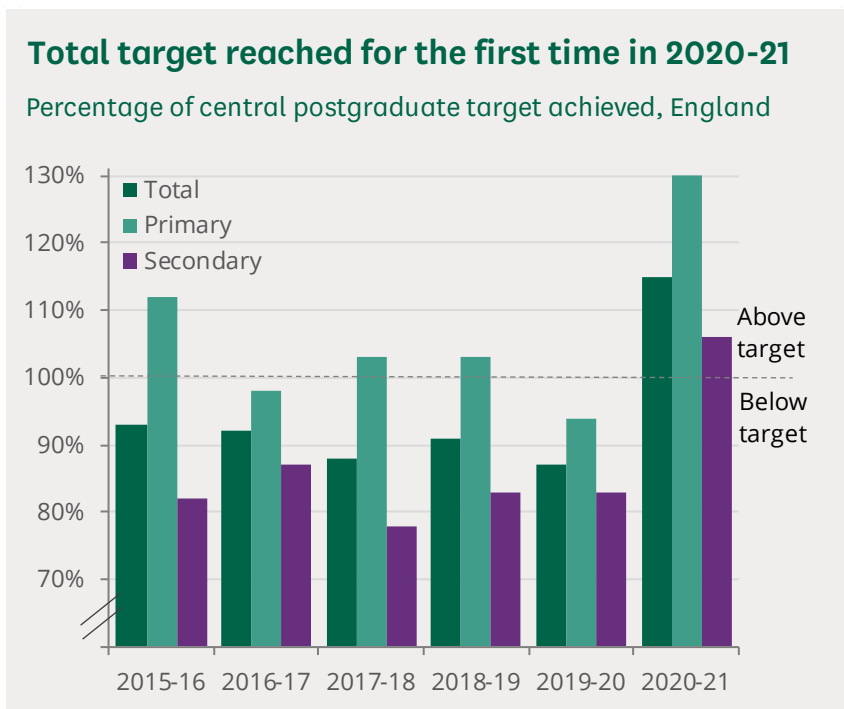
Teacher recruitment as measured by the ITT census has been below target in each year since 2015-16, apart from in 2020-21 when 115% of the target was reached.¹⁰

In 2020-21 the number of entrants to primary ITT was 30% above target, and the number of trainees recruited at secondary level was 6% above target. The target was reached in most secondary subjects, but there continued to be wide variations between subjects.

⁸ Department for Education, [Initial Teacher Training \(ITT\) allocations and the Teacher Supply Model \(TSM\), England 2020 to 2021](#), October 2019.

⁹ Department for Education, [Initial teacher training allocations methodology: 2019 to 2020](#), September 2018; Department for Education, [Initial teacher training allocations methodology for 2020 to 2021](#)

¹⁰ Department for Education, [Initial teacher training census for the academic year 2015 to 2016](#), England, 19 November 2015, p3; Department for Education, [Initial teacher training census for the academic year 2020 to 2021](#), England, 10 December 2020



Source: DfE, [Initial Teacher Training Census 2020 to 2021](#), December 2020

The subjects which were most above target were classics (256% of the target was reached), biology (189%), and history (175%). The five subjects which were below target were physics (only 45% of the target was reached), modern foreign languages (72%), Design and Technology (75%), chemistry (80%) and maths (84%).

Around 47% of postgraduate ITT entrants in 2020-21 were recruited by higher education institutions; 34% were recruited into the two School Direct routes (salaried and fee-based); 14% entered school-centred ITT (SCITT); and 5% enrolled on Teach First.¹¹

23% of entrants to postgraduate ITT in 2020-21 had a first class degree; 52% had a 2:1.¹² 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 a longer period. In 2006-07, 8% of entrants to postgraduate ITT courses had a first class degree; 51% had a 2:1.

The National Foundation for Educational Research (NFER), has noted that the surge in applications that began in summer 2020 is likely a consequence of the Covid-19 pandemic and its economic fallout.¹³

Box 2: 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 2019-20 (financial year) 2,458 QTS awards were made to qualified teachers from the EEA – a decrease of 49% since a peak in 2015-16.

¹¹ Department for Education, [Initial teacher training census for the academic year 2020 to 2021](#), England, 10 December 2020

¹² As above.

¹³ National Foundation for Educational Research, [Teacher training applications up by 42%](#), 8 January 2021

1,410 QTS awards were made to teachers from Australia, Canada, New Zealand and the United States in 2019-20 – a 31% decrease from a peak in 2015-16.¹⁴

The DfE's STEM international recruitment programme helps schools in England with the recruitment of maths and physics teachers from Australia, Canada, New Zealand and the USA.¹⁵

2.4 Retention of existing teachers

Alongside the recruitment of new teachers, the retention of existing teachers is a key component in maintaining teacher numbers. It is also a major focus of the DfE's Teacher Recruitment and Retention Strategy (see section 5).

39,675 FTE qualified teachers left the state-funded sector in the 12 months to November 2019, a 'leavers rate' of 9.2% - the lowest rate since 2013. Since 2011, the leavers rate has ranged from 9.1% (2012) to 10.3% (2015). In the 12 months to November 2019, around 3,700 more FTE teachers entered the profession than left it.

The number of FTE qualified teachers recorded as leaving the state funded sector for reasons other than retirement or death was 33,565 in 2019. This is the lowest level since 2013-14.¹⁶

However, 21.7% of newly qualified entrants to the sector in 2017 were not recorded as working in the state sector two years later. The five year out-of-service-rate for 2014 entrants was 32.6%, the highest rate during the current series, which dates back to 1997. The ten year out-of-service rate for 2009 entrants was 38.8%; this is also the highest rate since 1997.¹⁷ These declines in teacher retention over time mean that more new teachers are required to replace them.

It is important to note that teachers classed as 'out of the profession' at any one date may return – these figures summarise flows into and out of the profession, not permanent states.

Box 3: 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

¹⁴ Teaching Regulation Agency, [Annual report and accounts for the year ended 31 March 2020](#), 16 July 2020; Teaching Regulation Agency, [Annual report and accounts for the year ended 31 March 2019](#), 5 August 2019.

¹⁵ [POHL15651](#), 21 May 2019.

¹⁶ Department for Education, [School workforce in England: November 2019](#), June 2019.

¹⁷ As above.

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.¹⁸

2.5 Teachers' pay

The School Teachers' Review Body (STRB) makes recommendations each year on the pay of teachers in England and Wales in line with a remit set by the Secretary of State. The STRB's most recent report sets out information on its role:

Under the current teacher pay system, the STRB is responsible for advising on the national pay and conditions framework for teachers in England, as set out within the School Teachers' Pay and Conditions Document (STPCD). The STPCD specifies the statutory pay and allowance ranges for teachers and school leaders by setting the minimum and maximum for each. There are four regional pay bands: Inner London; Outer London; the London fringe; and the rest of England. All teachers in local authority maintained schools must, by law, be paid between the minimum and maximum of their pay range. Academies are not required to follow the provisions of the STPCD, but research indicates that, in practice, most do base their pay policies on the pay framework set out in this document.¹⁹

2019-20 award

In July 2019, the STRB reported on what adjustments should be made to teacher pay in 2019-20 to promote recruitment and retention. The report stated that "the teacher supply situation has continued to deteriorate, particularly for secondary schools" and that this "has affected teachers at all stages of their careers." This, the report added, is "all the more concerning as increasing pupil numbers mean that there will be a need for more teachers in coming years, particularly in the secondary phase and for English Baccalaureate subjects."

The report welcomed the DfE's Teacher Recruitment and Retention Strategy (see section 5) and stated that it "should help address these problems in teacher supply." However, it concluded that a "steady decline in the competitiveness of the teachers' pay framework is a significant contributor to teacher supply difficulties" and that "complementary action on pay is vital."

The STRB recommended that all pay and allowance ranges for teachers and school leaders should be uplifted by 2.75%.²⁰

The Government accepted the STRB's recommendation and announced that it would provide additional funding on top of the teacher pay grant "in recognition of the difference between [the 2.75% award for 2019-20] and the 2% the Department had assessed schools could afford nationally".²¹

¹⁸ Department for Education, [Factors affecting teacher retention: qualitative investigation](#), March 2018, pp5-8.

¹⁹ School Teachers' Review Body, [Thirtieth Report – 2020](#), July 2020, p2

²⁰ School Teachers' Review Body, [School Teachers' Review Body Twenty-Ninth Report – 2019](#), July 2019, pp ix-xi.

²¹ [PO 282297](#), 3 September 2019.

2020-21 award

In July 2020, the STRB published its [report for the 2020-21 pay award](#). The Secretary of State had requested that the body had regard to his commitment to increase starting salaries significantly by 2022, and also that it gave recommendations on performance related pay, and pay progression.

The STRB recommended that from September 2020, the minimum of the Main Pay Range was increased by 5.5%, and that maximum of the MPR and the minima and maxima of all other pay and allowance ranges for teachers and school leaders are uplifted by 2.75%.²² It does not follow that all teachers would receive a pay rise, or one at this level, only that pay levels would be set within this adjusted range. Noting that the proposals were equivalent to a 3.1% increase in the overall pay bill, the Education Secretary [accepted the recommendations in full](#), as well as the board's recommendations on pay ranges.²³

2021-22 award

In December 2020, the Education Secretary wrote to Dr. Patricia Rice, head of the STRB, to ask for [recommendations on the 2021-22 award](#). He stated that, in light of wider public sector pay restraint, the Government would not seek pay uplifts for most teachers. Increases would be limited to teachers earning less than £24,000, with raises "at a value of £250 or the National Living Wage increase, whichever is higher."²⁴

The STRB has not yet published its report.

Higher starting salaries for teachers

In September 2019, the Government announced plans to raise the starting salary for a newly-qualified teachers outside London to £30,000 by 2022-23.²⁵ This was re-iterated in the Conservative Party's manifesto for the 2019 general election.²⁶ As of September 2019, the current starting point on the classroom teacher main pay scale is £24,373.²⁷

It is not yet clear what will happen to the salaries of those teachers not on the minimum of the main teacher pay scale. In his remit letter to the STRB for 2020-21, the Education Secretary said he would make a strong case "for schools to move towards a relatively flatter pay progression structure than is currently typical, alongside significantly higher starting and early career salaries."²⁸

²² School Teachers' Review Body, [School Teachers' Review Body Thirtieth Report – 2020](#), July 2020, p xii

²³ [HCWS402, 21 July 2020](#)

²⁴ Department for Education, [Letter from Gavin Williamson to Dr Patricia Rice](#), 15 December 2020

²⁵ [£30,000 starting salaries proposed for teachers](#), Department for Education, 2 September 2019.

²⁶ [Get Brexit Done – Unleash Britain's Potential: The Conservative and Unionist Party Manifesto 2019](#), p13.

²⁷ Department for Education, [School teachers' pay and conditions document 2019 and guidance on school teachers' pay and conditions](#), September 2019, p20.

²⁸ [Letter from Gavin Williamson to Dr Patricia Rice](#), Department for Education, 18 September 2019.

The [Government's evidence to the STRB for the 2021 pay award](#) stated that "pay restraint in 2021 means that progress towards achieving the £30,000 starting salary will be slower", but that the Government remained "committed to raising pay for new entrants to make teaching an attractive graduate option."²⁹

2.6 Department for Education analyses of teacher supply and retention

The 2015 Government began a programme of work to develop the use of existing data to improve 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.³⁰

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 2017.³¹

Among other things, it found:

- 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

²⁹ Department for Education, [Government evidence to the STRB: The 2021 pay award](#), February 2021, p8

³⁰ Department for Education, [Local analysis of teacher workforce: 2010 to 2015](#), September 2016, pp2-3.

³¹ Department for Education, [Analysis of teacher supply, retention and mobility](#), May 2017.

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’.³²

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

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

- Teachers with permanent contracts have higher retention rates, both in school and in the system.
- Retention rates increase with age and experience, and are higher outside London and in schools rated ‘Good’ or ‘Outstanding’ by Ofsted.
- The deprivation of a school’s area does not seem to be a major driver of in-system retention once other characteristics are controlled for, but it is likely to feed in through the relationship between deprivation and other predictive factors.
- Full-time teachers are less likely to leave the system than part-time teachers, but more likely to move schools.
- Holding a more senior post in a school is associated with higher in-system retention.³³

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.³⁴

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.

³² Department for Education, [Analysis of teacher supply, retention and mobility](#), May 2017, pp2-20.

³³ As above, p3 & pp21-40.

³⁴ As above, p3.

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.³⁵

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-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:

³⁵ Department for Education, [Analysis of school and teacher level factors relating to teacher supply](#), September 2017, pp2-4.

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- 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.³⁶

³⁶ Department for Education, [Analysis of teacher supply, retention and mobility](#), September 2018, pp2-4.

3. 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 recent Government initiatives to encourage teacher recruitment and retention.

3.1 Bursaries and scholarships

There are a number of financial incentives aimed at encouraging recruitment to initial teacher training (ITT), including bursaries and scholarships for individuals training in certain subjects. The level of bursary varies with the subject and with the degree class of the trainee. Physics trainees with a 2:2 degree or above, for example, are eligible for a bursary of £24,000 in 2021-22; the bursary for a languages trainee with a 2:2 or above is £10,000. 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](#).

The bursaries available in 2021-22 are lower than in recent years. For example, a language teaching bursary has been reduced from £26,000 to £10,000, while a bursary to teach English has been withdrawn entirely; it was previously £12,000.³⁷

The Schools Minister stated in response to a Parliamentary Question on these changes:

Nick Gibb: The Department reviews the bursaries that we offer for initial teacher training (ITT) before the start of the annual recruitment cycle. In doing this, we take account of a number of factors including forecast economic conditions, previous recruitment, and teacher supply need in each subject. Being able to change bursary amounts gives us the flexibility to respond to the need to attract new teachers and means the Department is spending money where it is needed most.³⁸

In 2019-20 the bursary funding allocation was around £211 million. This was a 5% decline from the previous year's allocation of around £223 million.³⁹

Box 4: Effectiveness of bursaries

There has been some debate about the effectiveness of bursaries in ensuring sufficient numbers of teachers.

For example, 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 report recommended that the Government should structure financial incentives so that

³⁷ NFER, [ITT Applications in England and Wales](#), 27 November 2020; BBC News, [Teacher bursary cuts: 'My teaching dreams have been destroyed'](#), 14 October 2020

³⁸ [PQ 122909, 3 December 2020](#)

³⁹ DfE, Annual report and account 2019 to 2020, November 2020, pp 181

they incentivise retention in the first few years after training.⁴⁰ As explained in section 5 below, the DfE's Teacher Recruitment and Retention Strategy proposed reforming bursaries to a "phased, retention payment approach".⁴¹

In October 2018, the DfE published an experimental analysis of the destinations of trainee teachers who are likely to have been awarded a bursary. Among other things, the analysis found:

- Between 2009-10 and 2015-16, 92% of trainees awarded a bursary successfully gained QTS. The rate for non-bursary holders was 91%.
- Between 2009-10 and 2015-16, 89% of postgraduate bursary holders awarded QTS were found in a teaching post in a state funded school in England at some point before November 2017. The proportion of bursary holders found in a teaching post in a state-funded school following the award of QTS was lower than the proportion of non-bursary holders in each year.⁴²

In response to a parliamentary question in July 2018 on the effectiveness of bursaries, the then Minister highlighted DfE analysis 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.⁴³

Early-career payments

Since 2018-19, the Government has been piloting the use of early-career payments as a means of encouraging teacher retention.

Payments are available to the following teachers starting their ITT in the 2018-19, 2019-20 or 2020-21 academic years:

- Maths teachers who started postgraduate ITT in 2018-19 or 2019-20 will receive early career payments of £5,000 each in their third and fifth years of teaching. The payments are increased to £7,500 for teachers in specified local authorities.
- Maths, physics, chemistry and languages teachers starting postgraduate ITT in 2020-21 will receive early-career payments of £2,000 in each of their second, third and fourth years of teaching. The payments are increased to £3,000 for teachers in specified local authorities.⁴⁴ This is partly supported by £10 million of funding announced at Budget 2016 to "test how to improve retention of early career maths and physics teachers."⁴⁵

The early career payments are in addition to any bursaries or scholarships received during ITT.

No continuation of the pilot has yet been announced for 2021-22. In response to a Parliamentary Question in December 2020, Baroness Berridge, Parliamentary Under-Secretary at the Department for Education, said that "full evaluations" were being carried out of this

⁴⁰ National Foundation for Educational Research, [Teacher Workforce Dynamics in England: Nurturing, supporting and valuing teachers](#), October 2018, p3. For earlier commentary on the use of bursaries, see: National Audit Office, [Training New Teachers](#), 10 February 2016, HC 798, p11; Public Accounts Committee, [Training new teachers](#), 10 June 2016, HC 73, pp7-8; Institute for Fiscal Studies, [The longer-term costs and benefits of different initial teacher training routes](#), July 2016; Higher Education Policy Institute, [Whither Teacher Education and Training?](#), April 2017, p43.

⁴¹ As above, p22.

⁴² Department for Education, [Destinations of trainee teachers awarded a bursary](#), October 2018, pp5-11.

⁴³ [PQ 161071](#), 10 July 2018.

⁴⁴ Department for Education, [Early-career payments: guidance for teachers and schools](#), last updated October 2019.

⁴⁵ HM Treasury, [Budget 2018](#), HC 1629, October 2018, p76

and other retention schemes, and that the future Government retention offer would be developed in light of the findings.⁴⁶

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](#).

3.2 Advertising teacher vacancies

In addition to the bursaries outlined above, the Government advertises for new recruits to teacher training. The budget for such advertising has increased in recent years and in 2019-20 the DfE spent around £13 million, a 131% increase since 2015-16.⁴⁷ Two reports on the effectiveness of its marketing campaigns were published by the DfE in January 2019.⁴⁸

Following on from earlier commitments, in March 2018 the then Education Secretary, Damian Hinds, stated that the DfE would launch a new vacancy website for teachers.⁴⁹ A phased roll-out began in September 2019 and the website, <https://teaching-vacancies.service.gov.uk/>, was launched nationally in April 2019.⁵⁰

3.3 Student loan reimbursement pilot scheme

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.⁵¹

Eligible teachers completing their ITT between 2013-14 and 2020-21 may apply for reimbursements for the 10 academic years after their award of 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 computing.

⁴⁶ [PQ HL11180, 21 December 2020](#)

⁴⁷ [PQ 91895](#), 6 November 2020.

⁴⁸ Department for Education, [Teacher training marketing campaign: initial report](#), 3 January 2019; Department for Education, [Teacher training marketing campaign: second report](#), 3 January 2019.

⁴⁹ 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.

⁵⁰ [PQ280317](#), 29 July 2019.

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

Teachers will be able to claim for the financial year 2020 to 2021 from September 2021.⁵²

This was one of the schemes that, in December 2020, Baroness Berridge, Parliamentary Under-Secretary at the Department for Education, said were being given “full evaluations”, and that the future Government retention offer would be developed in light of the findings.⁵³

3.4 Tailored support programme

In her speech to the Conservative Party conference in October 2017, the then Education Secretary, Justine Greening, announced an investment of £30 million in tailored support for schools that struggle the most with recruitment and retention, including investment in professional development.⁵⁴

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

Box 5: Subject specialism training courses

Following a commitment by the Coalition Government in 2015 to “upskill 15,000 existing teacher who do not specialise in maths and physics” over the next five years, in 2015-16 [subject specialism training was launched](#). This training aimed to build 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).⁵⁵

3.5 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.⁵⁶

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.”⁵⁷ 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.”⁵⁸

⁵² Department for Education, [Teachers: claim back your student loan repayments - eligibility and payment details](#), 5 November 2019.

⁵³ [PQ HL11180, 21 December 2020](#)

⁵⁴ [New education and skills measures announced](#), Department for Education, 1 October 2017.

⁵⁵ Department for Education, [Teacher subject specialism training \(TSST\) courses](#), last updated 29 October 2019.

⁵⁶ [Boost to get more top professionals into teaching](#), Department for Education, January 2018.

⁵⁷ [£13m cash pot to entice ‘career changers’ into the classroom](#), Schools Week, 16 September 2018.

⁵⁸ [Drive to recruit professionals and PhD graduates into teaching](#), Department for Education, 22 November 2018.

3.6 Conservative party manifesto 2019

As noted above (section 2.5) the Conservative Party's manifesto for the 2019 general election included a commitment to raise teachers' starting salaries to £30,000 in order to "attract the best talent into teaching and recognise they great work they do."⁵⁹ The manifesto did not, however, include any further commitments explicitly related to teacher recruitment. The Teacher Recruitment and Retention Strategy (see section 5 below) was also not explicitly mentioned.

In an analysis of manifesto plans for teacher recruitment and retention, the Education Policy Institute noted that no manifesto explicitly mentioned "targeted pay incentives where retention and recruitment issues are most challenging". It did, however, acknowledge that such policies were included in the Teacher Recruitment and Retention Strategy (e.g. weighting retention payments in favour of teachers in certain areas) and it assumed, with no statement to the contrary, that this will be carried over as government policy. The report added, however, that "it is striking that, given the urgency of teacher recruitment and retention, no party has explicitly pledged to take these policies forward."⁶⁰

⁵⁹ [Get Brexit Done – Unleash Britain's Potential: The Conservative and Unionist Party Manifesto 2019](#), p13.

⁶⁰ Education Policy Institute, [General election 2019 – An analysis of manifesto plans for education: Priority 4: Teacher recruitment and retention](#), December 2019, pp5-6.

4. Teacher workload

Recent governments have noted workload as “the most frequently cited reason for teachers wanting to leave the profession” and have stated that it “is too high and must be reduced.”⁶¹

This section provides a brief overview of recent actions taken with the aim of reducing teacher workload. Further information is available in a [collection of papers](#) published by the DfE. These include documents setting out Government policy, along with research reports, and guidance and information for schools on reducing teacher workload.

4.1 The Workload Challenge and response

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.⁶² A number of Government actions followed from this, including:

- In March 2015 the DfE published a [new departmental protocol](#), in which it committed to introduce minimum lead-in times for significant changes to accountability, the curriculum or qualifications, and to do more to consider the impact on staff workload when introducing changes.⁶³
- In October 2015, the DfE announced the creation of three new workload review groups to “look at the top issues that teachers said caused the most bureaucracy.”⁶⁴ The [reports from the Workload Review Groups](#) were published in March 2016.

4.2 Workload advisory group

On 4 May 2018, the DfE announced the membership and terms of reference of a new Workload Advisory Group. The Group was created to build on the work carried out by the earlier 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.⁶⁵

The Group’s report, [Making Data Work](#), was published in November 2018. It made a number of recommendations for the DfE, Ofsted and other sector bodies. The Government stated that it accepted all the

⁶¹ [PO 5287](#), 24 July 2017; Department for Education, [Teacher Recruitment and Retention Strategy](#), January 2019, p8.

⁶² [Nicky Morgan: ‘I want to build a new deal for teacher workload – and I need your help’](#), TES, 21 October 2014.

⁶³ Department for Education, [DfE protocol for changes to accountability, curriculum and qualifications](#), 2 October 2015.

⁶⁴ [Action to address the top 3 teacher workload issues](#), Department for Education, 2 October 2015.

⁶⁵ Department for Education, [Workload advisory group: terms of reference](#), 4 May 2018.

recommendations and in a letter to sector organisations committed to “collectively...taking action in response to the report.”⁶⁶ I

In July 2019 the then Secretary of State, Damian Hinds, [wrote to local authorities and academy trusts](#) to highlight their role in tackling workload issues, as highlighted in the Workload Advisory Group’s report, by reviewing and reducing data burdens on the schools they support.⁶⁷

4.3 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. The toolkit was last updated in October 2019. Further information is available in [guidance](#) on the toolkit published by the DfE.

4.4 Workload surveys

The Teaching & Learning International Survey (TALIS) 2018

TALIS is a five-yearly international, large-scale survey of teachers, school leaders and the learning environment in schools, administered by the OECD. The most recent survey was conducted in 2018, with the [results published](#) in June 2019.⁶⁸ A [report](#) focusing on the results for England was published by the DfE at the same time.⁶⁹

TALIS 2018 focused on lower-secondary school teachers (key stage 3) and primary school teachers. It’s key findings relating to teacher workload included:

- Full-time lower secondary teachers in England reported working, on average, 49.3 hours a week. This was above the OECD average of 41 hours a week. The equivalent figure in England in TALIS 2013 was 48.2 hours a week.
- Full-time primary teachers in England reported working 52.1 hours a week. This was more than in any other participating country except Japan.
- 53% of primary teachers and 57% of lower-secondary school teachers felt that their workload was unmanageable.⁷⁰

The Department for Education has confirmed it will not take part in the 2024 survey due to the “considerable workload burden”.⁷¹

⁶⁶ Department for Education, [Teacher workload advisory group report and government response](#), 5 November 2018; Department for Education, [Reducing workload in schools: joint letter to all school leaders](#), 5 November 2018.

⁶⁷ Department for education, [Data burdens on schools](#), 17 July 2019.

⁶⁸ OECD, [TALIS 2018 Results \(Volume I\)](#), 19 June 2019.

⁶⁹ Department for Education, [The teaching and learning international survey \(TALIS\) 2018](#), 19 June 2019.

⁷⁰ As above, pp6-7.

⁷¹ Schools Week, [DfE pulls out of major TALIS survey to reduce considerable workload burden](#), September 2020.

Teacher Workload Survey 2019

Following the 2014 Workload Challenge, the DfE committed to undertake a survey of teacher workload in English schools in the spring term every two years. The first, baseline survey, was held in February 2016, with the [results](#) published in February 2017.⁷² The second, and most recent survey, was conducted in March 2019, with the [findings](#) published in October 2019.⁷³

The key findings from the most recent survey included:

- Teachers and middle leaders reported working an average of 49.5 hours a week. This was 4.9 hours less than reported in the 2016 survey.
- Senior leaders reported working an average of 55.1 hours a week in 2019, compared to 60.5 in 2016.
- Teachers reported spending broadly similar amounts of time teaching in 2019 as in 2016 (21.3 and 21.6 hours a week respectively).
- Most teachers reported spending less time on lesson planning, marking and pupil supervision in 2019 than in 2016, but most still felt they spent too much time on these tasks.
- Most respondents reported that they could not complete their workload within their contracted hours, that they did not have an acceptable workload, and that they did not achieve a good work-life balance.

The report on the survey's findings stated that there were reasons to believe that there had been a "genuine fall" in the average working hours reported by teachers between 2016 and 2019. It added, however, that the results made clear "that there is more work to do to reduce unnecessary workload for teachers, middle leaders, and school leaders."⁷⁴

Analyses published by the National Foundation for Educational Research (NFER) and the Education Policy Institute (EPI) examined how the findings from the 2019 survey compared with the wider literature on teachers' working hours, including TALIS 2018:

- [The latest findings from the Teacher Workload Survey 2019](#). NFER, 19 June 2019.
- [What is happening with teachers' workloads?](#), EPI, 22 October 2019.

⁷² Department for Education, [Teacher workload survey 2016](#), February 2017.

⁷³ Department for Education, [Teacher workload survey 2019](#), October 2019.

⁷⁴ Department for Education, [Teacher workload survey 2019: Research brief](#), October 2019, pp3-7.

5. Teacher recruitment and retention strategy

5.1 Announcement and publication

In a speech to the Association of School and College Leader's annual conference in March 2018, the then 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. The strategy would, he said, identify the steps to be taken and would cover areas such as workload, professional development, career progression, flexible working and entry routes into teaching.⁷⁵

The [Teacher Recruitment and Retention Strategy](#) was published on 28 January 2019 and the Secretary of State made a [written ministerial statement](#) outlining the key elements of the strategy on the same day.⁷⁶

The strategy's introduction stated that it marked "the start of a conversation with the profession" and was "an articulation of [the Government's] priorities ahead of the comprehensive spending review" (which was at that point expected later in 2019). It also, the introduction stated, represented an "adjustment of focus" by recognising that greater attention must be given to ensuring that teachers stay in the profession (i.e. teacher retention).⁷⁷

5.2 Proposals

The strategy identified four barriers to improving teacher recruitment and retention and outlined the steps it would take to begin to overcome each of them. These are summarised below.

The wider context in which schools operate can create pressure that leads to excessive workload.

The strategy stated that the DfE will "help to create the right climate for school leaders to establish supportive school cultures". It added that reforming the accountability system will "be at the heart of this." Specific steps included:

- Reforming the accountability system, including consulting on making "requires improvement" the sole trigger for an offer of support – replacing floor and coasting standards – from September 2019.
- Having a period of greater stability with no additional statutory tests or assessments for primary schools, and no further changes

⁷⁵ [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.

⁷⁶ [HCWS1278](#), 28 January 2019.

⁷⁷ Department for Education, [Teacher Recruitment and Retention Strategy](#), January 2019, p6.

to the national curriculum GCSEs and A-Levels, beyond those already announced.⁷⁸

- Aim to make the additional benefits received by some teachers (e.g. help with transport and childcare) more widespread by developing, in partnership with multi-academy trusts, schools and local authorities, “local offer” packages to increase teacher recruitment and retention locally. The DfE will also explore whether there is a demand from teachers for new homes on surplus land.⁷⁹
- Ofsted’s new inspection framework would, the strategy stated, have “an active focus on the need to tackle teacher workload” and, among other things, will not look at any internal assessment data. The strategy added that Ofsted will introduce a new hotline for headteachers to report breaches of such commitments.⁸⁰ The [new framework](#) was published in May 2019 and has been used since September 2019.⁸¹

Box 6: 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.

Not enough early career teachers receive the support they need to build a successful career.

The strategy’s central reform, which it described as “the most significant reform to teaching in a generation”, is the introduction of an [Early Career Framework](#).⁸² The framework will underpin an entitlement to “a fully-funded, 2 year package of structured support for all early career teachers” including 5% funded off timetable time in the second year of teaching.

The strategy committed to fully funding the national roll out of the Early Career Framework and anticipated this will equate to at least £130 million of additional funding a year by the time the system is fully in place.⁸³ Under the proposals, the Framework will be rolled out nationally from September 2021, with early rollout from September 2020 in the North East and other selected areas.⁸⁴ The early roll-out will be supported by a £42 million Teacher Development Premium announced at Autumn Budget 2017.⁸⁵

A [document](#) published by the DfE alongside the strategy provides further information on the Early Career Framework.⁸⁶

⁷⁸ Department for Education, [Teacher Recruitment and Retention Strategy](#), January 2019, p15.

⁷⁹ As above, pp16-17.

⁸⁰ As above, p14-15.

⁸¹ Ofsted, [The education inspection framework](#), May 2019.

⁸² Department for Education, [Teacher Recruitment and Retention Strategy](#), January 2019, p6.

⁸³ In response to an urgent question on the strategy, the Minister, Nick Gibb, confirmed that the £130 million represented “new funding”, [HC Deb 28 January 2019, c495](#).

⁸⁴ As above, p21.

⁸⁵ HM Treasury, [Autumn Budget 2017](#), HC 587, November 2017, p29

⁸⁶ Department for Education, [Early Career Framework](#), January 2019.

Following on from the pilot of early career payments for maths teachers in 2018-19, the strategy also stated that the DfE would reform bursaries more widely to a “phased, retention payment approach.” The DfE expects around 40% of bursary spend in phased subjects to be on retention following the reforms (see section 3.1 for further information).⁸⁷

A teaching career does not always adapt to the expertise and lives of teachers.

The strategy stated that the DfE will “build on the foundation of the Early Career Framework to support teachers...to pursue the right opportunities for them.” Specific steps outlined in the strategy included:

- The development of new national professional qualifications (NPQs) in specific areas, such as curriculum development, for teachers who may not wish to follow a traditional leadership pathway. The first NPQ will be in teacher development and will be explicitly tied to the content of the Early Career Framework.⁸⁸
- A “comprehensive review” of the pay framework for teachers “to support more flexible and rewarding career pathways.” The DfE will ask the School Teachers’ Review Body for recommendations, with a view to implementing any reforms in 2020.⁸⁹ (For more information on teacher pay see section 2.5 above).
- Supporting headteachers “to adapt to changing demands by helping to transform approaches to flexible working in schools.” This will include the creation of a “find your jobshare” website for teachers who are looking for jobshare partners.⁹⁰ A [literature review](#) of flexible working practice in schools was published on the same day as the strategy.⁹¹

The process to become a teacher is too complicated and burdensome.

The strategy stated that the DfE will “radically simplify the process for becoming a teacher, introducing new digital systems designed to make application much easier and user friendly.” Specific steps included:

- To avoid individuals being put off from applying for ITT by “cumbersome systems” the DfE will introduce a “one-stop application service for ITT”. The DfE will also review the ITT market “to support it to work more efficiently and effectively.”⁹²
- The DfE will work with universities and school to explore how more teaching assistants can become teachers. The strategy states that the DfE wants to provide a pathway for teaching assistants to

⁸⁷ Department for Education, [Teacher Recruitment and Retention Strategy](#), January 2019, p22.

⁸⁸ As above, p26.

⁸⁹ As above.

⁹⁰ As above, pp25 &29.

⁹¹ Department for Education, [Flexible working practices in schools: literature review](#), 28 January 2019.

⁹² Department for Education, [Teacher Recruitment and Retention Strategy](#), January 2019, p31.

study part-time for a degree with QTS whilst continuing to work.⁹³

- The launching of a new Discover Teaching initiative with the aim of giving more people the opportunity to experience teaching. This will include a new virtual reality classroom and an expansion of the Teaching Internship Programme and school taster days.⁹⁴

Regarding next steps, the strategy stated that the Government would hold roadshows over the coming months to seek further views on the plans.⁹⁵

5.3 Reaction

The reaction to the recruitment and retention strategy was broadly positive, especially with regards to the Early Career Framework. Indeed, the Education Policy Institute described the development and launch of the strategy as “a triumph of consultative policy development” and stated with regards to the Early Career Framework that “it is hard to recall a government policy that has attracted such an array of support and praise from across the education sector.”⁹⁶

A number of sector bodies, including the Association of School and College Leaders (ASCL), the National Education Union (NEU), the National Association of Head Teachers (NAHT), and the National Governance Association (NGA), also signed a foreword endorsing the teacher recruitment strategy. It has, the forward stated, become increasingly difficult for schools to recruit staff of the required calibre, and the strategy “presents an important step on tackling this issue.” The forward welcomed the Early Career Framework in particular, arguing that it “has the potential to transform the support provided to recently qualified teachers in the first years of teaching.” The forward added that the organisations “share the ambition of the strategy and are fully committed to playing [their] part in delivering on it.”⁹⁷

Responses to the strategy also highlighted the importance of effective implementation. Jack Worth, lead author of the National Foundation for Educational Research’s report on teacher workforce dynamics, for example, argued that in the view of the NFER the strategy “covers the right areas” and is right to shift the focus from teacher recruitment to retention. The strategy must though, he said, “develop effective policy detail and be implemented fast enough to deliver what is needed.”⁹⁸ The Education Policy Institute similarly stated that phased bursaries have

⁹³ As above, p33.

⁹⁴ Department for Education, [Teacher Recruitment and Retention Strategy](#), January 2019, p32.

⁹⁵ As above, p35.

⁹⁶ [Could phased bursaries solve the teacher retention crisis?](#), Education Policy Institute, 4 February 2019.

⁹⁷ Department for Education, [Teacher Recruitment and Retention Strategy](#), January 2019, p4.

⁹⁸ [Hinds is right to shift focus from recruitment to retention](#), Schools Week, 28 January 2019.

the potential to overcome current retention problems but that a lot depends on their design and implementation.⁹⁹

Some responses to the strategy were less positive about its likely effectiveness. In comments posted on the union's website, Dr Mary Bousted, Joint General Secretary of the NEU, for example, stated that the strategy was "a serious structured attempt to address a teacher recruitment and retention crisis" but argued that it is "itself not sufficient." "Despite lots of interesting initiatives", she said, "the strategy will not be a game-changer for the major problems of excessive and unnecessary workload, diminishing pay levels, and a punitive and unreliable accountability system."¹⁰⁰

Commons debate on the strategy

A short debate on the strategy was held in the Commons in January 2019 following an urgent question from the then Shadow Education Secretary, Angela Rayner. Ms Rayner welcomed "any serious attempt to tackle the workforce crisis, however overdue", but stated that "today's words must be matched by actions." She also raised a number of questions about the proposals in the strategy, including whether the Minister would guarantee that all teachers, including those in academies, be able to benefit from the Early Career Framework, and whether the £130 million committed in the strategy represented new money from the Treasury.¹⁰¹ The Minister, Nick Gibb, responded that it is a "very effective recruitment and retention strategy, which has the support of the sector." Among other things, he also confirmed that the £130 million pledged by the strategy represented "new funding".¹⁰²

A further PQ response set out the position concerning academies and the Early Career Framework:

All schools, including academies, that provide statutory induction must comply with relevant regulations and statutory guidance. From 2021, subject to regulatory changes, this will include an enhanced support offer for early career teachers, underpinned by the Early Career Framework.

Although not legally required, the majority of non-maintained schools, including academies, do provide statutory induction. Most recent available data shows that 29,765 Newly Qualified Teachers from across all sectors passed induction in 2017/18.

[...]

It is important to note that the funding for the Early Career Framework will be available to all schools, including academies, supporting an early career teacher who is undergoing statutory induction. It is anticipated that academies will continue to offer induction and there has been strong support from the school sector, including academies, for these reforms.¹⁰³

⁹⁹ [Could phased bursaries solve the teacher retention crisis?](#), Education Policy Institute, 4 February 2019.

¹⁰⁰ [Dr Mary Bousted, Joint General Secretary of the NEU has commented on the release of the Department for Education's recruitment and retention strategy](#), National Education Union, 28 January 2019.

¹⁰¹ HC Deb 28 January 2019, [c494-5](#).

¹⁰² As above, [c495](#).

¹⁰³ [PQ 216345](#), 7 February 2019.

5.4 Implementation

Early Career Framework

In October 2019, the DfE published further information on the Early Career Framework support package, which includes:

- funded 5% off-timetable-time in the second year of teaching, in addition to the existing 10% in the first year
- a range of high-quality, freely available curricula and training materials underpinned by the Early Career Framework
- funded training for mentors of early career teachers
- funded time for mentors to support early career teachers

The support package was rolled out to early rollout areas in September 2020 and will become national from September 2021. Schools in early rollout areas did not have to participate from September 2020 if they did not wish to.

The guidance explains that during the first year of early rollout there would be no changes to statutory induction, which would continue to take one year (although the support package will last for two years). Following national rollout, early career teachers will do a 2-year statutory induction, following which they will be assessed against the Teachers' standards. QTS will continue to be awarded, as now, at the end of ITT and before the start of statutory induction.¹⁰⁴

A DfE [policy paper](#) published in March 2021 confirmed the Government's intention to proceed with the changes:

Subject to parliamentary approval, from September 2021 we will make changes to the statutory induction arrangements to support the ECF reforms. This will replace current induction requirements. Key changes will include:

- the extension of the induction period to 2 school years
- appropriate bodies will have a role in checking that early career teachers are receiving a programme of support and training based on the early career framework. This will be alongside their current role ensuring that new teachers receive their statutory entitlements and are fairly and consistently assessed

See [Changes to statutory induction during national roll-out](#) for more details.

We plan to provide further information and guidance to help schools prepare for national roll-out in spring 2021.¹⁰⁵

The policy paper also provided information on preparing for the national rollout, and also on funding to cover:

- 5% off timetable in the second year of induction for all early career teachers to undertake induction activities including training and mentoring

¹⁰⁴ Department for Education, [Rollout of Early Career Framework support package](#), 11 October 2019.

¹⁰⁵ Department for Education, [Early career framework reforms: overview](#), 1 March 2021

- funding for mentors to spend with early career teachers in the second year of induction - this is based on 20 hours of mentoring across the academic year¹⁰⁶

Accountability system

In January 2019, the DfE launched a [consultation](#) on proposals to remove floor and coasting standards and to make all schools judged Requires Improvement by Ofsted eligible for support.¹⁰⁷ In its response to the consultation, published in May 2019, the Government confirmed that it would implement its proposals in full from the 2019-20 academic year.¹⁰⁸ Full Ofsted inspections,¹⁰⁹ as well as statutory key stage 1 and 2 assessments, tests and the usual assessments for GCSEs, AS levels, A levels, and other qualifications, have been suspended during the coronavirus pandemic.¹¹⁰

The Library briefing [Coronavirus: GCSEs, A Levels and equivalents in 2021](#), CBP 9045, provides more information on exams.

Professional qualifications for teachers

In July 2019, the DfE announced the membership of an advisory group which will support the development of “new, specialist qualifications for experienced teachers that build on the core areas of the Early Career Framework.”¹¹¹

In October 2020, guidance documents on [reformed national professional qualifications available to school teachers](#) were published, with the qualifications available to teachers from September 2021.¹¹² On 31 March 2021, the lead training providers to deliver the reformed qualifications from September 2021 were announced:

- Ambition Institute
- Best Practice Network (home of Outstanding Leaders Partnership)
- Church of England
- Education Development Trust
- Harris Federation
- Leadership Learning South East
- Teacher Development Trust
- Teach First

¹⁰⁶ As above

¹⁰⁷ Department for Education, [Identifying schools for support: Government consultation](#), January 2019.

¹⁰⁸ Department for Education, [Identifying schools for support: Government consultation response](#), May 2019, p13.

¹⁰⁹ Ofsted, [Ofsted: coronavirus \(COVID-19\) rolling update](#), 29 March 2021. Full Ofsted inspections are planned to resume in autumn 2021.

¹¹⁰ Department for Education, [Coronavirus \(COVID-19\): school and college accountability 2020 to 2021](#), 25 February 2021

¹¹¹ [New qualifications to help teachers progress their careers](#), Department for Education, 17 July 2019.

¹¹² Department for Education, [National professional qualifications frameworks: from September 2021](#), 13 October 2020

- UCL Institute of Education¹¹³

Teacher workload and wellbeing charter

In March 2019, the DfE announced that a new advisory group had been set up to “look at how teachers and school leaders can be better supported to deal with the pressures of the job.” Noting the teacher recruitment and retention strategy’s ambition to “create a positive, supportive culture in schools”, the announcement stated that the group will “look at how to promote better wellbeing for teachers.”¹¹⁴ The group met for the first time in July 2019.¹¹⁵

The group submitted recommendations to Ministers in March 2020. In June 2020, the Schools Minister, Nick Gibb, [responded](#).

The group recommended:

1. Set the Direction: Work with the sector to develop a wellbeing charter for all education staff. This should capture the main conclusions of the Group’s work, as well setting out expectations, roles and responsibilities. The charter should have full ministerial backing.
2. Improve Access: Launch a project to improve online access to resources relevant to teacher wellbeing and mental health.
3. Evaluate Staff Wellbeing: Measure the wellbeing of staff at regular intervals, and publish findings. DfE should commit to reviewing the impact of its approach at regular intervals
4. Design-In (i): Integrate wellbeing into its schools workload policy test and encourage schools and colleges to build staff wellbeing strategies into their structures.
5. Design-In (ii): Embed staff wellbeing into any relevant training, standards and guidance for which it has responsibility.
6. Send the Message: Build staff wellbeing and mental health into its wider communications strategy around tackling stigma and recruitment and retention, linking to existing campaigns in the third sector.
7. Clarify and Confirm Requirements: Work with the Health and Safety Executive and Ofsted to clarify and confirm employers’ regulatory responsibilities around wellbeing (this should be articulated in the new charter).

The Minister welcomed the recommendations “along with the principles underpinning them”. The wellbeing charter would be taken forward as “a public pledge from employers and government”, to be signed up to voluntarily. The Minister further stated that the charter would include commitments from the Department to:

- Integrate wellbeing into its schools workload policy test, and embed staff wellbeing into any relevant training, standards and guidance for which it has responsibility;

¹¹³ Department for Education, [National professional qualifications \(NPOs\) reforms policy paper](#), Updated 31 March 2021

¹¹⁴ [Support on wellbeing for teachers in schools and colleges](#), Department for Education, 15 March 2019.

¹¹⁵ [Experts to drive “real change” in support of teachers’ wellbeing](#), Department for Education, 5 July 2019.

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- Build staff wellbeing and mental health into our wider communications strategy around tackling stigma and recruitment and retention, linking to existing campaigns in the third sector; and
- Measure the wellbeing of staff at regular intervals, and publish findings.¹¹⁶

¹¹⁶ Department for Education, [Improving the wellbeing of staff in schools and colleges](#), 7 June 2020

6. Reports on teacher supply and retention

Below are links to selected reports concerning teacher recruitment and retention that have been published since the start of 2017.

- RAND Europe, [Understanding Teacher Retention](#), February 2021
- National Foundation for Educational Research, [Teacher Labour Market in England - Annual Report 2020](#), June 2020.
- National Foundation for Educational Research, [Retaining Science, Mathematics and Computing teachers](#), November 2019.
- National Foundation for Educational Research, [Part-time Teaching and Flexible Working in Secondary Schools](#), June 2019.
- Education Policy Institute, [Teacher recruitment, progression and retention in multi-academy trusts](#), June 2019.
- National Foundation for Educational Research, [Teacher Workforce Dynamics in England: Nurturing, supporting and valuing teachers](#), October 2018.
- Education Policy Institute, [The teacher labour market in England: Shortages, subject expertise and incentives](#), August 2018.
- Institute for Fiscal Studies, [The characteristics of and earnings and outcomes for physics teachers](#), March 2018.
- Education Datalab (commissioned by the Gatsby Foundation), [What happens when you pay shortage-subject teachers more money? Simulating the effect of early-career salary supplements on teacher supply in England](#), November 2017.
- National Audit Office, [Retaining and developing the teaching workforce](#), September 2017.
- Education Committee, [Recruitment and Retention of Teachers](#), February 2017.

The following webpages also provide links to further analysis of the teacher labour market:

- Education datalab: [Teacher careers](#)
- Education Policy Institute: [Teaching and Leadership: Supply and Quality](#).
- National Foundation for Educational Research, [School workforce](#).

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